

# Amendment C387melb Melbourne Planning Scheme

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Statement of heritage evidence relating to

25 Elizabeth Street, Melbourne

**Prepared by John Statham**

Instructed by

**Planning and Property Partners**

August 2021

Prepared by

Prepared for

LOVELL CHEN



Shahin Enterprises Pty Ltd



## Statement of Qualifications and Experience, and Declaration

### Authorship

This statement has been prepared by Mr John Statham, Senior Associate at Lovell Chen Pty Ltd, Architects and Heritage Consultants, Level 5, 176 Wellington Parade, East Melbourne, assisted by Ms Katherine White. The views expressed in the statement are those of Mr John Statham.

### Qualifications and Experience

I hold a Bachelor of Planning and Design and Bachelor of Architecture (Hons) from the University of Melbourne and have been involved in the heritage, engineering and planning disciplines for over forty-five years. For the past 20 years I have worked exclusively in the field of heritage architecture, building assessment and conservation.

From 1998, I was engaged by Bryce Raworth Pty Ltd before establishing my own heritage practice, John Statham Urban Conservation, in 2010. I have worked on a full-time basis at Lovell Chen Architects and Heritage Consultants for the past five years, most recently as a Senior Associate. Throughout, I have been involved in, and responsible for, a range of heritage assessment and conservation-related projects in a variety of roles, providing advice to individuals, architectural practices and to Municipalities.

I have acted as lead consultant in the preparation of numerous conservation/heritage studies, commencing with the City of Kingston Heritage Study (2001) and a contributor and assessor for subsequent heritage studies undertaken for the Cities of Stonnington, Melbourne and Glen Eira. More recently, I acted as lead consultant in the heritage component of the Borough of Queenscliffe Planning Scheme Review (2018-2021) and as a contributor and assessor in heritage reviews of Carlton (2018-2021) and North Melbourne (2019-2021) for the City of Melbourne and Inner Newport Heritage Gap Study (2019-2021) for the City of Hobsons Bay.

I was heritage advisor to the City of Stonnington and to the Melbourne Heritage Restoration Fund, serving in each position for over a decade. I have also acted as heritage advisor to the City of Kingston and to the City Melbourne; this latter position in a succession of short-term relief roles in c. 2010.

Over the past twenty years I have appeared before the Victorian Civil and Administrative Tribunal, independent panels and the Victorian Heritage Council, providing evidence in relation to the assessment, conservation, adaptation, registration and redevelopment of historic places.

More broadly, I have provided wide ranging heritage analysis and guidance in the form of heritage assessments, heritage advice and inputs to policy and strategy as they relate to early buildings. This activity has been broad-ranging, involving contributions to various permitting processes under the Planning and Environment Act, Victorian Heritage Act and the requirements of the Federal Environmental Protection Biodiversity Conservation Act.

Work in this area has included the preparation of a large number of Conservation Management Plans including acting as lead consultant on those for the Melbourne and Adelaide GPOs, Parafield Airport Control Tower (SA), Bendigo Law Courts and the oldest surviving dwelling in the City of Melbourne at 300 Queen Street. Over this time, I have gained experience across a number of disciplines and have contributed to complex conservation and restoration projects, including the design, documentation and administration of conservation works.

It is noted that I was employed at Raworth Pty Ltd in 2002 when the *Review of Heritage Overlay listings in the CBD* (Bryce Raworth, 2002) was prepared. The findings of that review are discussed below. However, I played a limited role in the assessments and no role in the evaluation and decision-making undertaken in the preparation of that document.

## **Expertise**

I have expertise in the study of heritage architecture, its assessment and management. This expertise is primarily derived from my education and my experience in researching and assessing heritage places for the application of heritage controls at both a local and state level and in the formulation and preparation of policies and guidelines for the implementation of such controls.

## **Instructions**

Preliminary instructions to prepare expert evidence in relation to the property at 25 Elizabeth Street, Melbourne was provided by Planning and Property Partners on 9 June 2021. A letter of instructions of the same date requested that I,

... consider and formulate your own independent expert opinions with respect to the appropriateness of the Amendment, as it relates to the Site.

It has subsequently been confirmed that I am to proceed on the basis of these preliminary instructions.

Lovell Chen was commissioned on 25 June 2021 by Shahin Enterprises Pty Ltd to prepare expert evidence. This evidence is based on a preliminary assessment of the property prepared by Lovell Chen in January 2021 (refer below).

I have no personal relationship with the applicant.

## **Lovell Chen involvement**

In December 2020, Lovell Chen was commissioned to undertake an assessment of limited scope to determine the heritage significance of the subject property, including a review of the citation and Statement of Significance prepared as part of the *Hoddle Grid Heritage Review* (July 2020, Context & GJM Heritage Pty Ltd for the City of Melbourne) and exhibited as part of Amendment C387melb to the Melbourne Planning Scheme. I was the author of that document.

## **Declaration**

I have made all the inquiries that I believe are desirable and appropriate and no matters of significance which I regard as relevant have, to my knowledge, been withheld from the Panel.

A handwritten signature in dark ink, appearing to read 'J Statham', with a horizontal line drawn underneath it.

John Statham

## 1.0 Introduction

This statement of evidence has been prepared for Shahin Enterprises Pty Ltd owner of the property at 25 Elizabeth Street, Melbourne (Figure 1, Figure 2) as instructed by Planning and Property Partners. It relates to the proposed permanent inclusion of 25 Elizabeth Street, Melbourne, in the Schedule to the Heritage Overlay (HO1247) as part of Amendment C387melb to the Melbourne Planning Scheme. The Amendment also seeks to introduce a Statement of Significance for the property as an incorporated document to the Melbourne Planning Scheme.

### 1.1 Summary of views

On the basis of the following analysis, I have arrived at the following conclusions in relation to the current matter:

- The initial basis for the investigation of the subject building appears to derive from a typographical error in *Review of Heritage Overlay listings in the CBD*, Bryce Raworth, 2002. The building appears to have been graded B in error by that Study.
- The building is a much-altered example of a Victorian commercial building, having lost much of its character and ornamental fabric in c.1960. Consequently, it is no longer forms a useful representative example of this class of buildings nor is it legible as an example of the work of architect, William Salway.
- No substantial association with the notable Hordern retailing dynasty is established in the Review or by way of additional research undertaken in the preparation of this evidence.
- The group at 17-25 Elizabeth Street (including 17-19, 21-3 Elizabeth Street and the subject building at no. 25) in its current, altered state is not meaningfully legible, as a Victorian commercial streetscape, as a useful example of the Free Italianate style, or as the work of William Salway. Only Elizabeth Chambers at 21-3 Elizabeth Street is considered to embody these aspects of significance.
- As a consequence of the alterations to the subject building, it does not compare favourably with others offered for comparative consideration by the Review.

On this basis, the building, in isolation or as part of the associated streetscape, is not considered to be of sufficient significance to warrant inclusion in the Schedule to the Heritage Overlay of the Melbourne Planning Scheme.

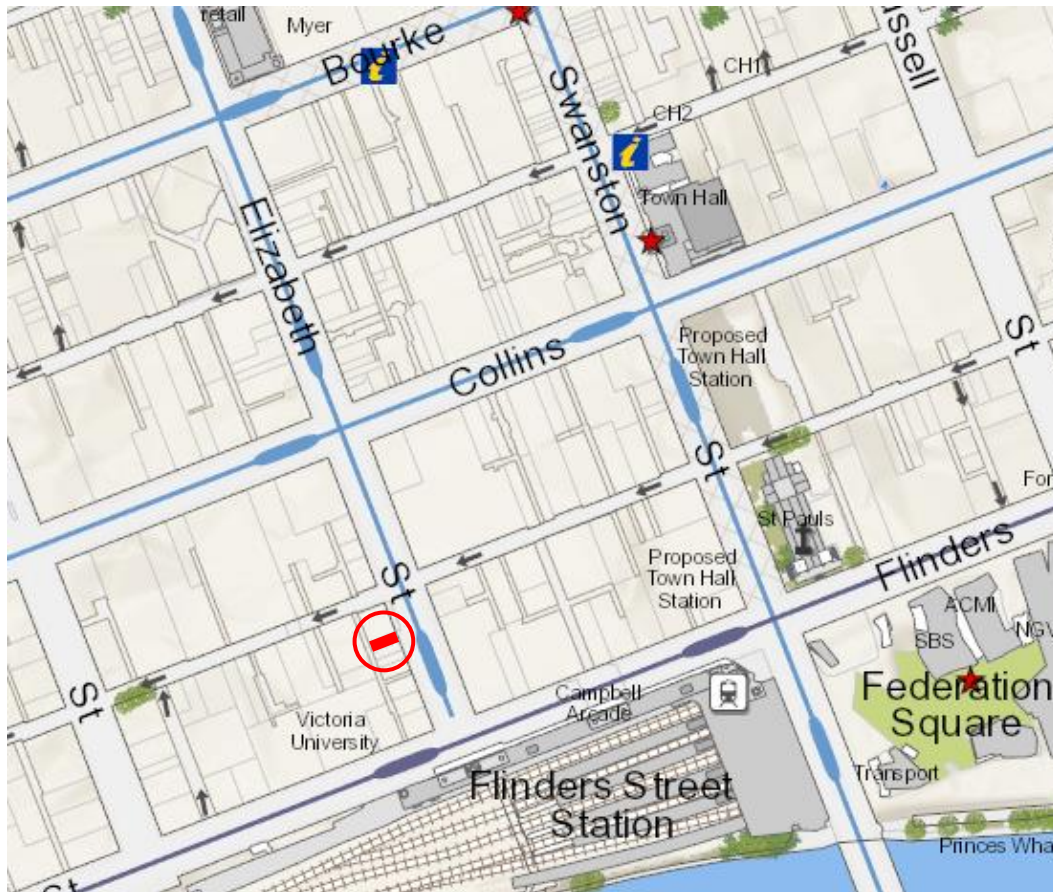


Figure 1 Locality plan with 25 Elizabeth Street indicated  
 Source: City Maps, City of Melbourne <https://www.melbourne.vic.gov.au/about-melbourne/melbourne-profile/Pages/city-maps.aspx>



Figure 2 Streetscape at 17-25 Elizabeth Street; Street façade 25 Elizabeth Street  
 Source: (L) 234RF, [https://www.123rf.com/photo\\_80970158](https://www.123rf.com/photo_80970158); (R) Lovell Chen

## **2.0 Background to the Amendment**

### **2.1 Prior to Amendment C386melb**

Prior to Amendment C386, no. 25 Elizabeth Street was neither identified individually nor as part of a heritage precinct in the Schedule to the Heritage Overlay (HO) of the Melbourne Planning Scheme. As discussed below, Amendment C386 applied an interim individual HO to the place.

### **2.2 Amendment C386melb**

Amendment C386 was approved on 1 October 2020 providing interim heritage protection for 72 individual places in the City of Melbourne. These interim controls were set to expire on 29 May 2021; however, an extension was approved by the Minister (Amendment C406melb) which has resulted in the expiry date currently recorded as 29 May 2022. As a consequence of Amendment C386melb, the property at 25 Elizabeth Street is currently included as HO1247 in the Schedule to the Heritage Overlay of the Melbourne Planning Scheme on an interim basis. The Schedule to the Heritage Overlay at Clause 43.01 currently identifies an incorporated document for this property (*Former Universal House Statement of Significance, 25 Elizabeth Street, Melbourne, July 2020*) prepared as part of the Review, as applying to the subject property. The subject site is also identified as a 'significant' heritage place in the *Heritage Places Inventory* (February 2020 Part A, amended July 2020) an incorporated document under the Melbourne Planning Scheme.

### **2.3 Amendment C387melb**

Amendment C387melb was placed on exhibition between 5 November 2020 and 17 December 2020. As outlined in the exhibited Explanatory Report, the intent of the amendment is to implement the recommendations of the *Hoddle Grid Heritage Review 2020* prepared by Context and GJM Heritage, including:

- Application of the Heritage Overlay to 133 individual places;
- Revision of the boundary of four existing individual Heritage Overlays;
- Application of the Heritage Overlay to five precincts, including the extension of one precinct;
- Amendment of an interim precinct Heritage Overlay by changing the Heritage Overlay number;
- Introduction of separate Statements of Significance for each place and precinct; and
- Consequential changes to Clause 22.04, the Schedule to Clause 43.01, the Schedule to Clause 72.04, the Planning Scheme maps and existing incorporated documents.

In relation to the subject property, the Amendment originally sought to permanently include no. 25 Elizabeth Street, Melbourne, as HO1247 in the Schedule to the Heritage Overlay of the Melbourne Planning Scheme and to introduce the Statement of Significance (*Former Universal House, 25 Elizabeth Street Melbourne Statement of Significance July 2020*) as an incorporated document. The Statement of Significance has since been revised ('the revised Statement of Significance', May 2021). The amendment does not seek to apply external paint controls, internal alteration controls or tree controls to the site; nor does the schedule identify that an exemption from notice and review for outbuildings/fences applies, or that prohibited uses could be permitted. The exhibited extent of the proposed Heritage Overlay is indicated at Figure 3.

The subject building would be identified as a 'significant' heritage place in Council's updated Heritage Places Inventory:

A 'significant' heritage place is individually important at state or local level, and a heritage place in its own right. It is of historic, aesthetic, scientific, social or spiritual significance to the municipality. A 'significant' heritage place may be highly valued by the community; is typically externally intact; and/or has notable features associated with the place type, use, period, method of construction, siting or setting. When located in a heritage precinct a 'significant' heritage place can make an important contribution to the precinct.

The permanent inclusion of the property in the Schedule to the Heritage Overlay and reference to the significance of the property in the associated Incorporated Documents, would result in any external change to the building fabric or within the mapped land extent being subject to Clause 43.01 Heritage Overlay and Clause 22.04 Heritage Places within the Capital City Zone of the Melbourne Planning Scheme.

It is noted that the proposed amendment would result in three adjacent buildings at nos 17-19, 21-3 and 25 Elizabeth Street being separately included in the Schedule to the HO of the Melbourne Planning Scheme. As with the subject building, the former Excelsior Chambers at 17-19 Elizabeth Street, is currently the subject of an interim individual heritage control (HO1246) with a view to a permanent control as part of Amendment C387melb. Elizabeth Chambers at 21-3 has been included in the Schedule as HO1015 since July 2013.<sup>1</sup>

The subject site is not included on the Victorian Heritage Register (VHR) but has an archaeological control as a consequence of its inclusion on the Victorian Heritage Inventory (25 Elizabeth Street, Melbourne H7822-1880) under the Heritage Act 2017. The site is not included on the Register of the National Trust of Australia (Vic.).

## **2.4 Involvement with the building**

Regarding my knowledge of the site and area, in January 2021 I prepared a brief memorandum of heritage advice to the owners of the building at 25 Elizabeth Street. The memorandum provided preliminary comment on the heritage values of the property and a response to the draft heritage citation for the building prepared as part of the Hoddle Grid Review in July 2020 by Context & GJM Heritage Pty Ltd for the City of Melbourne ('the Review'). The Review recommended the subject building for inclusion in the Melbourne Planning Scheme under an individual Heritage Overlay (HO1247).

The conclusions of the memorandum were subsequently submitted for consideration by the City of Melbourne (Council), which were referred to its heritage consultant, GJM Heritage. With respect to the subject site, GJM Heritage recommended that the Statement of Significance should be amended as follows:

- Criterion A should be altered to remove undue emphasis on the Hordern family rather than the role of the building; and
- Criterion E should be removed.

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<sup>1</sup> Amendment C186 (Part 1) Central City Heritage Review Statements of Significance June 2013, Gazetted Date: 25 July 2013



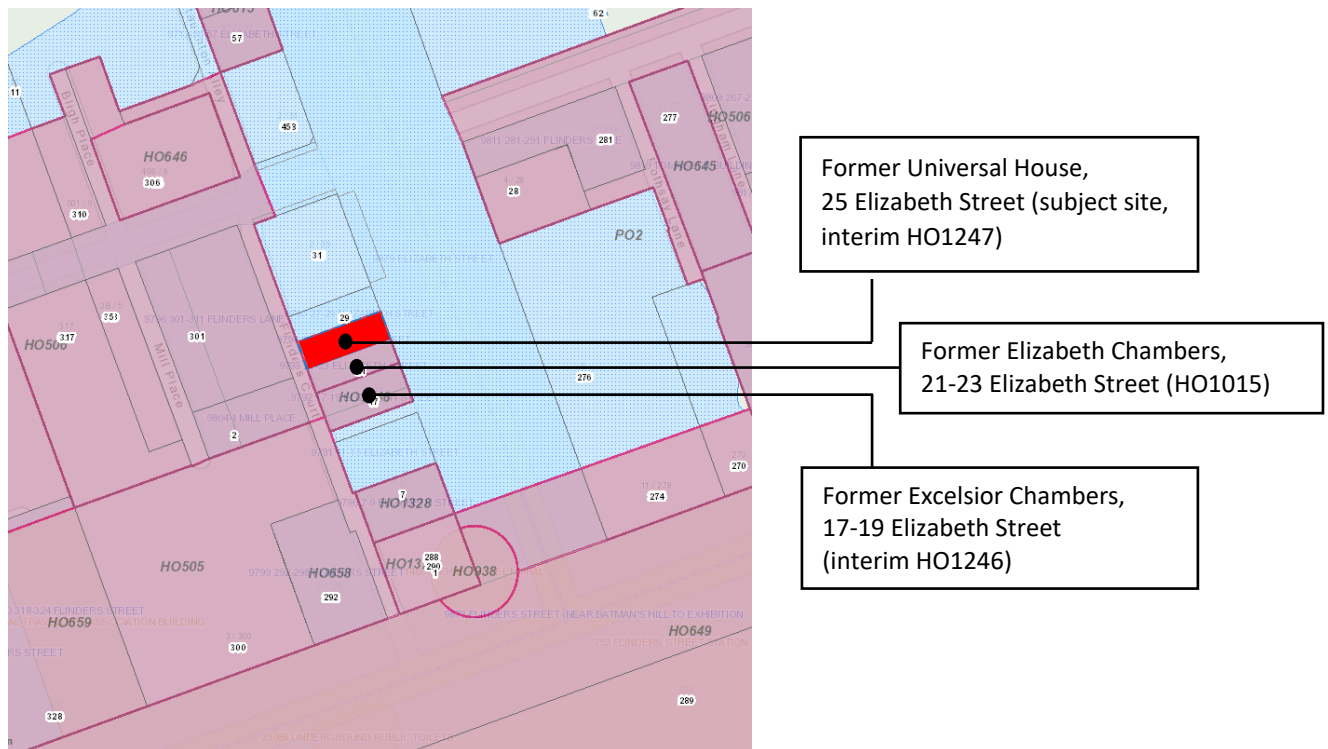


Figure 3 HO1247, HO1015 and HO1246  
Source: VicPlan <https://mapshare.vic.gov.au/vicplan/> annotated by Lovell Chen

## 2.5 Significance

Council's citation (Appendix A) prepared as part of the Review (July 2020) proposed the following of Statement of Significance which was to be incorporated into the Planning Scheme as part of the current Amendment.

### *What is significant?*

25 Elizabeth Street, a five-storey commercial building designed by architect William Salway and built in 1889.

Elements that contribute to the significance of the place include (but are not limited to):

- The building's original form, materials and detailing;
- Detailing of the upper façade, particularly the remaining stucco decoration at the upper and outer edges which includes the parapet, a full entablature with deep moulded cornice, a dentil band and decorative scroll brackets, pilasters;
- Pattern and size of original fenestration; and
- Early window joinery at the first floor.

Later alterations, including those to the ground level shop front, are not significant

### *How it is significant?*

25 Elizabeth Street is of local historic, representative and aesthetic significance to the City of Melbourne.

#### *Why it is significant?*

25 Elizabeth Street is of historical significance for its association with Melbourne's retail development during the boom years of the 1880s. Built in 1889 for Celia Hordern, the wife of merchant William Hordern, 25 Elizabeth Street was one of three adjacent buildings designed by architect William Salway: the subject building (built 1889); 21-23 Elizabeth Street (built 1890); and 17-19 Elizabeth Street (built 1885). 25 Elizabeth Street is significant for its association with the Hordern Australian retailing dynasty, who operated stores and other ventures in Australia from 1844 until 1970. The building continued to be owned by members of the Hordern family for over 80 years until its sale in 1956. (Criterion A)

25 Elizabeth Street demonstrates its Victorian origins despite its altered form and somewhat stripped back façade. The scale, height and form continue to demonstrate a typical commercial building from the late nineteenth century. (Criterion D)

25 Elizabeth Street is aesthetically significant for its remaining 1880s decorative stucco detail and the pattern of upper floor windows, including the joinery of the first-floor windows. Aesthetic significance is also attributed to no.25 as part of the group of three adjacent buildings by William Salway. (Criterion E)

As noted above the Statement of Significance for 25 Elizabeth Street has been revised in response to a submission to Council. The revised document varies from the original insofar as direct claims of aesthetic significance have been removed and references to associations with Sydney's Hordern Family retailing dynasty have been tempered. The original document showing Council's tracked changes is reproduced as Appendix B

The revised Statement of Significance (May 2021) notes the following. Observations in italics are my own:

#### *What is significant?*

25 Elizabeth Street, a five-storey commercial building designed by architect William Salway and built in 1889.

Elements that contribute to the significance of the place include (but are not limited to):

- The building's original form, materials and detailing;
- Detailing of the upper façade, particularly the remaining stucco decoration at the upper and outer edges which includes the parapet, a full entablature with deep moulded cornice, a dentil band and decorative scroll brackets, pilasters;
- Pattern and size of original fenestration; and
- Early window joinery at the first floor.

Later alterations, including those to the ground level shop front, are not significant

#### *How it is significant?*

25 Elizabeth Street is of local historic and representative significance to the City of Melbourne.

#### *Why it is significant?*

25 Elizabeth Street is of historical significance for its association with Melbourne's retail development during the boom years of the 1880s. *[reference to Celia Hordern]*

*deleted*] 25 Elizabeth Street was one of three adjacent buildings designed by architect William Salway: the subject building (built 1889); 21-23 Elizabeth Street (built 1890); and 17-19 Elizabeth Street (built 1885). *[the following reference to Celia Horden and the Hordern family inserted]* Built in 1889 for Celia Horden of the Hordern Family retailing dynasty as a warehouse with hospitality and retail uses, 25 Elizabeth Street *[the following reference to development inserted]* clearly demonstrates this important phase of the development in the city. *[detailed reference the Hordern family deleted in its entirety]* (Criterion A)

25 Elizabeth Street demonstrates its Victorian origins despite its altered form and somewhat stripped back façade. The scale, height and form continue to demonstrate a typical commercial building from the late nineteenth century. (Criterion D)

*[references to aesthetic significance deleted in their entirety]*

### 3.0 Previous heritage studies

The Review drew principally on sources including lists of places prepared by the City of Melbourne drawn from previous heritage studies; in particular the 1993 Central City Heritage Review. It also drew on a series of workshops, field surveys, carried out by Context Pty Ltd, and an internal review carried out by the City of Melbourne.

In terms of previous heritage studies, the Review had regard to the following documents:

- Central Activities District Conservation Study, 1985
- Central City Heritage Review, 1993
- Review of Heritage Overlay listings in the CBD, 2002
- Central City Heritage Review, 2011.

These are discussed separately below.

#### **Central Activities District Conservation Study for the Melbourne City Council, Graeme Butler, 1985**

This study sought to identify and document all buildings and/or groups of buildings within the central business district of ‘individual architectural and historic importance’<sup>2</sup> which had not previously been investigated. The buildings identified by the Study were to be considered for registration on the, then, Historic Buildings Register. The subject building was graded D by the Study.

A heritage control was recommended for Elizabeth Chambers at 21-3 Elizabeth Street. No heritage control was recommended for the buildings at 17-19 or at 25 Elizabeth Street (the subject site).

#### **Central City Heritage Study Review, Phillip Goad et al, 1993**

The brief for the Study Review required the consultants to update Council’s 1985 Central Activities District CAD Conservation Study. Emphasis was placed on analysis of the 1985 Study’s response to the cultural and social significance of historic precincts, twentieth century buildings (including buildings constructed between 1956 and 1974), structures located on laneways and items of archaeological interest. A major component of the review process was a reassessment of all buildings and objects of heritage interest within the study area.

The subject building was assessed as a C-graded building by this Study. It was not identified for a heritage control.

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2 Central Activities District Conservation Study for the Melbourne City Council, Graeme Butler, 1985

## **Review of Heritage Overlay listings in the CBD, Bryce Raworth, 2002**

The 2002 Study reviewed graded buildings within the CBD that were not protected under HOs and identified buildings that most warranted such a control on the basis of local or greater individual significance, through demonstrating the nature of development in the Central City area either in isolation or as part of a group or sequence of structures. The brief for this study established a strong link between this project and the recommendations of the 1993 Central City Heritage Study Review.

The Study identified a B-graded building at '21-33 Elizabeth Street'. However, '21-33 Elizabeth Street' is not a valid street address. This address range includes Elizabeth Chambers at 21-3 Elizabeth Street, the subject building at 25 Elizabeth Street and a part of the post-war Modern Building at 31-39 Elizabeth Street. The reference to a building at '21-33 Elizabeth Street' appears to be a typographical error. 'Elizabeth Chambers', adjacent to the subject building, is located at 21-23 Elizabeth Street. As noted above, this had previously been identified for a heritage control in the Central Activities District Conservation Study of 1985 and the reference to a building at 21-33 appears to relate to this building. Elizabeth Chambers retains its original façade ornamentation and was designed in an eclectic Classical Revival style by notable architect William Salway in 1890. Its character, intactness and significance are broadly consistent with those of other B-graded buildings identified by the Study.

As discussed below, this interpretation appears to have been supported by the later Central City (Hoddle Grid) Heritage Review in 2011 which resulted in the implementation of a heritage control over Elizabeth Chambers but none over its neighbours at no. 25 (the subject site) or any part of the building at 31-39 Elizabeth Street. Elizabeth Chambers is currently identified in the Schedule to the HO of the Melbourne Planning Scheme as HO1015.

This is not to suggest that investigation of the subject building was outside of the purview of the 2020 Review. The scope of the investigation undertaken by the Review was particularly broad and inclusive. However, there appears to have been no previous indication, that the subject building would be found to warrant an individual heritage control.

## **Central City (Hoddle Grid) Heritage Review 2011**

In 2010, the City of Melbourne commissioned Graeme Butler & Associates to provide heritage assessments of 98 buildings in the Melbourne Capital City Zone 1. Most of these buildings had been identified in the 1985 Central Activities District Conservation study as being of potential cultural significance on a local, regional or state level. Subsequent reviews in 1993 and 2002 had typically affirmed these evaluations; occasionally with upgrades to the heritage values previously attributed to the places identified. The aim of the project was to examine these reviews and any subsequent data found on the selected places and to make recommendations for inclusion or otherwise in the Schedule to the Heritage Overlay at Clause 43.01 of the Melbourne Planning Scheme on the basis of local heritage significance.

The subject building at 25 Elizabeth Street was not identified by this study. However, in what may be regarded as a correction to the suspected typographical error in the 2002 review, noted above, no. 21-23 Elizabeth Street was included in the 2011 review as a B graded building.

## ***Hoddle Grid Heritage Review, Context & GJM Heritage Pty Ltd July 2020 ('the Review')***

The Hoddle Grid Heritage Review commenced in April 2017, concluding in June 2020. The aims of the Review included the following:

- Review all urban and built places previously identified in heritage studies that had not been afforded protection under the Planning Scheme.
- Refine the list of places to be assessed and provide a rationale for either assessment or non-assessment.
- Assess and prepare citations for places that have the potential to meet the threshold of local significance.

- Undertake sufficient comparative analysis to enable a decision on local significance to be determined. This is based on which other places have been deemed to meet this threshold and are already on the HO.

As noted, The Review recommended the subject building for inclusion in the Schedule to the Heritage Overlay of the Melbourne Planning Scheme under an individual Heritage Overlay.

#### **4.0 HISTORY**

The citation prepared as part of the Review provides the following history for the building. No updated citation providing revised background material in support of the revised Statement of Significance (May 2021) has been provided by Council.

##### **SITE HISTORY**

The site at 25 Elizabeth Street, originally no 17, was purchased by L McAlister as part of Crown Allotment 9, Block 4, in the first Crown Land sale of 1837. By 1840 the land had been subdivided, and in 1853 a brick store was built by Richard Richards for Dr John Gemmell on the subject site, at the southern end of Elizabeth Street. The property was transferred to William Hordern, of the Hordern Australian retailing dynasty, in c. 1878.

The Hordern family first came to prominence in Sydney as merchants and retailers with the establishment of Anthony Hordern & Sons. The family gained notability in rural pursuits, stockbreeding, stockbroking, fashion, cricket and parliament.

Anthony Hordern Senior (1788-1869) and his wife Ann Woodhead (c. 1791-1871) migrated to Sydney in 1823 with their four children. They moved to Melbourne in 1839, though their sons Anthony Junior and Lebbeus returned to Sydney Lebbeus shortly after setting up the drapery business, L and A Hordern in 1844. Hordern Senior eventually established firm Anthony Hordern & Sons with his second son, Samuel, which became the largest department store in Sydney. With 52 acres (21 hectares) of retail space, Anthony Hordern's Sydney store was also once the largest department stores in the world (Teale 1972). William, fifth son of Anthony Hordern Senior, remained in Melbourne where he married Cecilia Monger in 1852. The pair built the first Methodist church on a corner of their own property in Alphington, next to the Darebin Creek (Spectator and Methodist Chronicle 8 January 1915).

Butcher and restaurant keeper, William Hunt operated the 'Full and Plenty' dining rooms and boarding house from the subject premises from at least 1860, for almost three decades.

On Hordern's death in 1881, the property was devolved to his wife Cecilia. In 1889 North Melbourne building firm McConnell & McIntosh were awarded the tender to erect a five-storey warehouse on the site for Mrs Hordern. Architect William Salway designed the warehouse in a free Italianate Classical style. In the same year, Salway also designed the surviving Elizabeth Chambers at 21-23 Elizabeth Street, built in 1890, and a few years earlier, designed the Excelsior Chambers at 17-19 Elizabeth Street, built in 1885.

Tenants included Wilson, Corben & Co, marble workers and stoneware merchants from 1889-1896; and Cobb & Co, hardware merchants, in 1896-1898 (S&Mc 1889-1903). From 1903 to 1910, A and G Smith operated Central Pork Butchering Co and Tea Rooms from the property (Figure 1). In 1906 a small fire in a drying room on the fifth-floor caused damage to the roof of the building (Age 27 March 1906:6).

## London Fish Café

On A Smith's death in 1910, the property's lease was transferred to the Alexandra Bros who established the London Fish Café on the premises. Trading under the London Fish Café name continued until c. 1963 (Age 12 July 1930:1; Argus 22 December 1956:6; S&Mc 1910-1945; RB 1910-1958).

In December 1956 the property was sold for £50,000, ending the Hordern family's 80-year proprietorship. By 1963 the building was known as Universal House, with available evidence showing the occupancy of the property by Universal Flexible Trusts Ltd until 1974 (Age 26 August 1963:4; S&Mc 1960, 1965, 1970 and 1974).

Today, 25 Elizabeth Street is tenanted by Smokemart & Gift Box kiosk at ground level, and various organisations providing professional services throughout the upper floors.

William Salway, architect

The Encyclopedia of Australian Architecture contains the following information about architect William Salway:

William Salway (1844-1902) was born in London and his family migrated to Australia in 1854. He attended Scotch College (1858-9), matriculated from the University of Melbourne (1865) and subsequently served his articles with Reed and Barnes, with whom he remained until 1867 when he toured to Manila, Ceylon, Singapore and China, remaining in Hong Kong where he practiced from 1868-1876. On his return to Melbourne he joined James Thomas Conlan to form Conlon & Salway. Conlon died in 1880 and Salway continued the practice alone, establishing himself as one of the leading architects of the time. His years of practice span the land boom period of the 1880s and his clients included prominent Melbourne institutions, businesses and citizens, including the Melbourne Cricket Club, the Victorian Racing Club and the City of Melbourne.

It is, nevertheless, in his central Melbourne buildings and suburban mansions that Salway left his mark. He always designed in a free Italianate Classical style. His warehouses develop a vocabulary of layered trabeated (post and beam) facades articulating repetitive rows of rectangular windows and developed with added layers to structural bays and corners. He favoured corner piers capped with inverted console brackets. Further decorative overlays included overlaid pedimented entrance porches, archways and decorative panels to produce dramatic effects. A literal interpretation of the Classical orders was avoided and generally pilasters and the like only appear on entrance porticoes. Important surviving examples include the Meat Market building (1884) at the Queen Victoria Market in Elizabeth Street and the former Ball & Welch warehouse (1883) in Faraday Street, Carlton. (Trethowan 2012:613)

Commentary on the historical material reproduced above is provided at 7.2.1 below.

## 5.0 DESCRIPTION

The Review provides the following descriptive material relating to the subject building:

### SITE DESCRIPTION

25 Elizabeth Street forms one of a group of three commercial buildings of four to six storeys in the block between Flinders and Collins Streets. Nos 17, 21 (HO105) and 25 are part of the retail core of the central city. They form a distinctive grouping defined by their narrow site footprints and heights. 25 Elizabeth Street is

a five-storey (with basement) Victorian rendered brick building. It has a strong vertical character derived from its height in relation to its footprint.

A parapet is intact across the top of the building and conceals a hipped roof form. It is comprised of a central panel adorned with three rectangular floral motifs and flanked with pilasters topped with triangular pediments at each end. Below the parapet, a full entablature is complete with deep moulded cornice, a dentil band and decorative scroll brackets – a pair at each end of the building and two additional brackets across the face.

Each of the four floor levels has groups of three identical windows openings, arched on the upper floor and rectangular on levels two and three. On the first floor enlarged openings have highlight windows and full width windows. First floor windows are early, if not original.

Each level has decorated pilasters on the building edges. Decoration varies between the levels. All other face details have been removed, resulting in a flat rendered face between the pilasters. The remaining stucco decorative elements indicate that 25 Elizabeth Street once formed a highly elaborate Victorian commercial building, matching its neighbour at 21-23 Elizabeth Street.

#### INTEGRITY

The building retains its early form and presentation as a building designed in the Victorian boom style. Much of the decoration across the face of the building has been removed, but the decoration at the upper and outer edges is intact. The ground floor shop front has been heavily altered. While some of the detailing has been removed from the second to the fourth floor, it still reads as a mid-rise commercial building from the Victorian era.

Commentary on the physical assessment provided in the Review is provided at 6.0 below.





Figure 4 [Postcard] Elizabeth Street, Melbourne, Victoria, Rose Stereograph Co., c. 1918  
Source: State Library of Victoria; accession no: H96.200/355



## 6.0 COMMENTARY ON THE REVIEW

The Review represents an important and overdue piece of work for the City of Melbourne; particularly in its attempts to identify post-war commercial buildings of cultural heritage significance. Factual material presented in the Review is generally accurate. In those limited occasions where historical research has been checked at its source no substantial errors have been identified. Assessment has been undertaken in the manner prescribed in Planning Practice Note 1, *Applying the Heritage Overlay* (PPN01 DELWP, August 2018). The following observations are provided in this context.

The Review appears to be limited in terms of the extent of its research. On some occasions, assessors appear to have made decisions on a *prima facie* basis without recourse to detailed investigation which, in some cases, may cast doubts on initial observations.

As an example, the Review makes little attempt to chronicle the historical development of the subject building and the extent of external change. This is considered to be directly relevant to considerations around significance. Early images, identifying the appearance of the building prior to alterations in c.1960<sup>3</sup> are not referenced in Council's original citation or in the revised Statement of Significance. The role of William Hordern, or more relevantly, his widow Celia, in the Sydney retailing dynasty established by William's brothers is, likewise, not interrogated.

One of the aims of the Review is to 'undertake sufficient comparative analysis to enable a decision on local significance to be determined'. This is based on other places have been deemed to meet this threshold and are already on the HO.<sup>4</sup> However, in some instances, comparative analyses in the Review are self-referential, relying on buildings identified only in the Review, itself. That is, some of the comparators identified were not subject to heritage controls at the time of the assessment and are only currently subject to interim controls as a result of the Review. The significance of these buildings has yet to be tested at Panel and these provide questionable benchmarks for comparative analysis. As discussed below, *Applying the Practice Note* (PPN01) notes that 'comparative analysis should draw on other similar places within the study area, including those previously included in a heritage register or overlay'.

Volume 1, Section 2.4 of the Review notes that the initial working list was to include 'places identified as either particularly early, rare or fine examples, or having exceptionally strong historic or other heritage values'. However, with the notable exception of some post-war buildings, exceptionally strong site-specific heritage values are sometimes not established. Apart from identifying demolished buildings and some other exclusions, the Review does not appear to have distilled the extensive group of places considered for a heritage control to a smaller group through detailed consideration of their merits. Generally speaking, Victorian buildings achieving these benchmarks are already included in the Schedule to the HO as a result of previous studies, and the number of significant Victorian buildings without heritage controls is considered to be low.

With respect to historical significance, heritage places are required to demonstrate importance to the course or pattern of our cultural or natural history. On some occasions, the Review attributes historical significance to buildings for simply being part of the course of local events. Longstanding occupancies or distant associations with notable entities are offered as grounds for significance. Elsewhere, statements of significance rely on loosely-explained attributions of, 'representativeness', which is used, in the case of the subject building and others, to describe buildings that were formerly legible examples of a particular class of place but no longer, in my view, form useful representatives of their class.

Finally, the language used in Statements of Significance, in many ways the key output of the Review, is occasionally expressed in a manner that makes clear understanding difficult. Background information, of local interest only, is occasionally included at 'Why is it significant' which should, in my view, be

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<sup>4</sup> Hoddle Grid Heritage Review, Context & GJM Heritage Pty Ltd July 2020 Volume 1, Section 2.4 of the Review

included at 'What is significant?' or omitted from Statements of significance entirely. As discussed below, this has the effect of elevating facts of little import to aspects of significance.

## **7.0 ASSESSMENT OF SIGNIFICANCE**

A range of considerations need to be undertaken when assessing significance and applying the Heritage Overlay. Planning Practice Note 1, *Applying the Heritage Overlay* (PPN01, DELWP, August 2018) provides guidance on a range of assessments that need to be undertaken. The Review itself provides a list of broadly similar buildings for the purposes of the comparative assessment of significance. The Council's revised citation has further assessed significance in line with the City of Melbourne's definitions relating to significance at 22.04, Heritage places in the Capital City Zone, of the Melbourne Planning Scheme. These matters are discussed separately below.

### **7.1 PPN01**

PPN01 provides recognised heritage criteria to be used for the assessment of the heritage value of heritage places. These model criteria have been broadly adopted by heritage jurisdictions across Australia and are generally used for all new heritage assessment work.

- Criterion A: Importance to the course or pattern of our cultural or natural history (historical significance).
- Criterion B: Possession of uncommon, rare or endangered aspects of our cultural or natural history (rarity).
- Criterion C: Potential to yield information that will contribute to understanding our cultural or natural history (research potential).
- Criterion D: Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments (representativeness).
- Criterion E: Importance in exhibiting particular aesthetic characteristics (aesthetic significance).
- Criterion F: Importance in demonstrating a high degree of creative or technical achievement at a particular period (technical significance).
- 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 (social significance).
- Criterion H: Special association with the life or works of a person, or group of persons, of importance in our history (associative significance).

Additionally, the Practice Note states:

For every heritage place (that is, a precinct or individual place) a statement of significance must be prepared using the format of 'What is significant?'; 'How is it significant?' and 'Why is it significant?'

In the case of the subject building, the thresholds to be applied in the assessment of significance is 'Local Significance'. 'Local Significance' includes those places that are important to a particular community or locality.

PPN01 continues:

To apply a threshold, some comparative analysis will be required to substantiate the significance of each place. The comparative analysis should draw on other similar places within the study area, including those previously included in a heritage register or overlay.

## 7.2 Applying the PPN01 criteria

The Review ascribed local historical, representative and aesthetic significance to the building at 25 Elizabeth Street. Council's revised Statement of Significance sought to delete references to aesthetic significance (criterion E) and to remove undue emphasis on the Hordern family (Criterion A). However, reliance on these aspects of significance both directly and more obliquely survive in Council's revised Statement of Significance. For this reason, the following provides limited considerations of local historical, representative and, occasionally, aesthetic significance.

### 7.2.1 Criterion A Historical significance

The Review ascribed historical significance to the building at 25 Elizabeth Street as follows:

25 Elizabeth Street is of historical significance for its association with Melbourne's retail development during the boom years of the 1880s. Built in 1889 for Celia Hordern, the wife of merchant William Hordern, 25 Elizabeth Street was one of three adjacent buildings designed by architect William Salway: the subject building (built 1889); 21-23 Elizabeth Street (built 1890); and 17-19 Elizabeth Street (built 1885). 25 Elizabeth Street is significant for its association with the Hordern Australian retailing dynasty, who operated stores and other ventures in Australia from 1844 until 1970. The building continued to be owned by members of the Hordern family for over 80 years until its sale in 1956. (Criterion A)

Council's revised Statement of Significance notes:

25 Elizabeth Street is of historical significance for its association with Melbourne's retail development during the boom years of the 1880s. 25 Elizabeth Street was one of three adjacent buildings designed by architect William Salway: the subject building (built 1889); 21-23 Elizabeth Street (built 1890); and 17-19 Elizabeth Street (built 1885). Built in 1889 for Celia Hordern of the Hordern Family retailing dynasty as a warehouse with hospitality and retail uses, 25 Elizabeth Street clearly demonstrates this important phase of the development in the city. (Criterion A)

The following considers three aspects of historical significance as raised in Council's revised Statement of Significance, namely:

- Association with Melbourne's retail development during the boom years of the 1880s.
- Association with the Horden Family retail dynasty in Sydney
- Historical Associations with William Salway and his work at 17-25 Elizabeth Street

These are discussed separately below.

#### **Association with Melbourne's retail development during the boom years of the 1880s.**

The full citation prepared as part of the Review notes:

... the 1880s–1890s was a decade of significant expansion in Melbourne. Investment funds poured in from Britain, imposing buildings were constructed, and speculation reached fever pitch in land, houses, offices and shops.

As a consequence of this intensive development and the large numbers of commercial buildings constructed, many buildings of this broad and varied class survive from the 1880s–1890s. While a historical association between the subject building and this period of intensive development exists, the same could be said of all commercial buildings constructed during Melbourne's building boom irrespective of their intactness, integrity, legibility and historical associations. As noted above, the Review does not appear to have distilled the group of places identified for a heritage control to a smaller group through detailed consideration of merit or individual historical value.

In the case of 25 Elizabeth Street, alterations have occurred to the extent that it is no longer legible as a boom period building. These changes are discussed in detail below. While it largely retains its original

form scale and height, this is not, in itself, unique to buildings of the 1880s–1890s. The Review itself identified, numerous examples such as: the former Gordon Building at 384-386 Flinders Lane (1901); the former Melbourne Shipping Exchange at 25 King Street (1901); The Dreman Building at 96-8 Flinders Street (1915); Epstein House at 134 136 Flinders Street (1926) and the former Rockman’s Showroom at 188 Bourke Street (c.1940); all of which are mid-rise, commercial buildings constructed on small sites which are not substantially different in terms of their form, scale and height to that found at 25 Elizabeth Street.

In the interests of clarity, and the value of the Statement of Significance as a tool for future decision-making, the following observation is provided.

The Revised Statement of Significance includes the following sentence:

Built in 1889 for Celia Hordern of the Hordern Family retailing dynasty as a warehouse with hospitality and retail uses, 25 Elizabeth Street clearly demonstrates this important phase of the development in the city.

The sentence conflates two unrelated matters. As discussed below, the association of the subject building with the Hordern Family retailing dynasty in Sydney is considered tenuous. That aside, a building of 1889 constructed as a warehouse with hospitality and retail uses may demonstrate an ‘important phase of the development in the city’ of Melbourne; however, a familial relation with important retailers in another state plainly does not. Consequently, the meaning is unclear. In my view, the suggestion that associations with Celia Hordern ‘clearly demonstrates this important phase of the development in the city’ should be removed from the Statement of Significance and from any future citation.

#### **Association with the Horden Family retail dynasty in Sydney.**

Further to this, Council stated intent was ‘to remove undue emphasis on the Hordern family rather than the role of the building’. However, the attribution of significance on this basis remains firmly in place at the sentence quoted above.

The Hordern family first came to prominence in Sydney as merchants and retailers with the establishment of Anthony Hordern & Sons, and then gained notability in rural pursuits, stockbreeding, stockbroking, fashion, cricket and in parliament. The Hordern name is remembered in Sydney through the Hordern Pavilion, Hordern Towers within World Square and the Hordern Fountain in memory of Samuel Hordern II, in the Sydney suburb of Pyrmont. The following provides a comprehensive review the Sydney retail interests of the family, described in Council’s revised Statement of Significance as the ‘Hordern family retailing dynasty’. Key information from the history below is summarised in a family tree provided at Figure 5.

#### *Anthony Hordern Sr. (1788-1869)*

Anthony Hordern Sr. and his wife Ann Woodhead (c. 1791-1871) migrated to Sydney from Staffordshire, England in 1823 with their three children, John, Anthony II (Jnr.) and Elizabeth. Four further children, Lebbeus, Marianne, William and Edward were born in Australia. Ann operated a drapery shop in Sydney before the family moved to Melbourne in 1839. Two of their sons, Anthony Jr. (1819-1876) and Lebbeus (1826-1881) returned to Sydney shortly afterwards, Anthony Hordern Sr. and other family members including William (1831–1881) remained in Melbourne.

In the 1860s and 1870s, Sands & McDougall Directories list Anthony Hordern Sr. and his family as residing at 86 (sometimes listed as 82A or 84) Russell Street, Melbourne.<sup>5</sup> In 1865, Anthony is listed as an ‘agent’ of Russell Street and Northcote. In addition to their city residence, Anthony and Ann maintained a property in Alphington on the Darebin Creek.

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<sup>5</sup> Sands and MacDougall Directories 1860, 1865, 1870

Anthony Hordern died on 9th June 1869, age 80 yrs. His obituary notes<sup>6</sup>

HORDERN.—On the 9th inst., at his late residence, No. 86 Russell-street, Mr. Anthony Hordern, father of Mr. Wm. Hordern, of this city, and of the Messrs. Hordern Brothers, of Sydney, New South Wales, aged eighty years.

*William Hordern (1831-1881)*

William Hordern was the sixth of Anthony & Ann's seven children. Born in 1831, he married Cecilia (Celia) Monger in 1852.<sup>7</sup> Celia Hordern was born in Gloucestershire on 14 December 1834.<sup>8</sup> She migrated to Sydney as a child, arriving in Sydney in 1838, and moving to Melbourne the following year.<sup>9</sup> Celia married William Hordern at St James Old Cathedral on 18 December 1852.

In 1864, the couple moved to Northcote then George Street in Fitzroy in 1865.<sup>10</sup> Celia and William lived in Russell Street in Melbourne in 1866, before moving to Victoria Parade in 1869.<sup>11</sup> The pair had two children.

William Hordern purchased land in East Melbourne in 1866 at a Crown Land sale, comprising Lot 8, in the parcel bounded by Victoria Parade, Lansdowne and Albert streets, adjacent to the Eastern-Hill Drill Room.<sup>12</sup> In 1873, William lived in the substantial dwelling *Stramshall* on Victoria Parade. This is presumed to have been constructed on the aforementioned allotment; an advertisement of 1874 describing a nearby block, offered for sale, as being, 'adjacent to the recently-erected residence of William Hordern on Victoria Parade, East Melbourne, with Burlington Terraces to the rear'.<sup>13</sup> The house was named *Stramshall* after the Hordern family's seat in Staffordshire.

The family moved to Hawthorn in 1874 and attended the local church where both William and Celia were involved in the Sunday School.<sup>14</sup> The couple subsequently moved to the Alphington property on Darebin Creek owned by William's late father<sup>15</sup>; later constructing the first Methodist Church in the area on the property.<sup>16</sup> William subsequently constructed a five-bedroom family mansion in Auburn Road, Hawthorn; also named *Stramshall*. The house was designed by architects (Nathaniel) Billing and Sons and is described as having spared no expense in its construction.<sup>17</sup>

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<sup>6</sup> Anthony Hordern, <https://www.findagrave.com/memorial/193771912/anthony-hordern>

<sup>7</sup> Ancestry.com. *Australia, Marriage Index, 1788-1950* [database on-line]. Provo, UT, USA: Ancestry.com Operations, Inc., 2010.

<sup>8</sup> 'Mrs Cecilia Hordern', *Spectator and Methodist Chronicle*, Friday 8 January 1915, p.54.

<sup>9</sup> 'Mrs Cecilia Hordern', *Spectator and Methodist Chronicle*, Friday 8 January 1915, p.54.

<sup>10</sup> 'Mrs Cecilia Hordern', *Spectator and Methodist Chronicle*, Friday 8 January 1915, p.54.

<sup>11</sup> 'Mrs Cecilia Hordern', *Spectator and Methodist Chronicle*, Friday 8 January 1915, p.54.

<sup>12</sup> 'Crown Lands Sale', *The Argus*, Monday 20 August 1866, p.6.

<sup>13</sup> 'Advertising', *The Argus*, Wednesday 8 July 1874, p.2.

<sup>14</sup> 'Mrs Cecilia Hordern', *Spectator and Methodist Chronicle*, Friday 8 January 1915, p.54.

<sup>15</sup> 'Advertising', *The Age*, Friday 26 July 1872, p.4 notes Anthony Hordern, as an advertisement from 1872, includes it in the sale of the properties under the ownership of the late Anthony Hordern. This article lists William as the manager of the property which at the time was tenanted

<sup>16</sup> 'Mrs Cecilia [Celia] Hordern', *Spectator and Methodist Chronicle*, Friday 8 January 1915, p.54.

<sup>17</sup> 'Advertising', *The Argus*, Wednesday 7 December 1881, p.3.

Their eldest son (also named William) was born in 1853 at the Alphington property<sup>18</sup>. A solicitor<sup>19</sup>, he lived at 'Cabramatta' on Riversdale Road, Hawthorn before becoming a Commissioner of the Supreme Court of South Australia in 1903.<sup>20</sup> William and Ann's second child, Lebbeus, lived in the family home in Hawthorn, then at 'Pontefract', in Whitehorse Road Balwyn. Neither son appears to have been involved in the Hordern retail dynasty in Sydney and no further reference to William and Ann's sons is provided below.

References to William Hordern in the later nineteenth century refer to him as a 'gentleman', typically used to identify men of independent means. However, an advertisement of 1872, describes him as an attorney, on that occasion acting on behalf of his brother in law, James Stewart Dismorr.<sup>21</sup> Another advertisement from 1861 has William Hordern selling 'new shop fronts with brass sash bars', with his contact address being Russell Street.<sup>22</sup> This may be the source of the suggestion that he was a 'merchant', made in the Review.

Otherwise, William Hordern was actively involved in local philanthropic and charitable work. Documentary sources make frequent references to his donations and involvements in charitable committees in Melbourne. These include donations to the Committee for the relief of sufferers of the late flood in 1884,<sup>23</sup> to the Eye and Ear Institution,<sup>24</sup> to the Melbourne Retreat for the Cure of Inebriates<sup>25</sup> and to the Melbourne Ladies Benevolent Society.<sup>26</sup> In addition to this, William Hordern also sat on the committee for the Society for Promoting Morality,<sup>27</sup> acting as secretary to a sub-committee seeking to assist in a boys training brigade.<sup>28</sup> He also sat on the committee of the Melbourne Homeopathic Dispensary.<sup>29</sup> Celia is noted for her generous donations to various organisations.<sup>30</sup>

An article from March 1881 describes the sale of the furniture, transport and other household items at the Hordern's family home in Auburn Road, Hawthorn,<sup>31</sup> suggesting that William had some knowledge of this impending death. The house itself was put up for auction in December 1881 shortly after his funeral.<sup>32</sup>

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18 'Family Notices', *The Argus*, Tuesday 6 December 1853, p.4.

19 Sands & McDougall Directories, 1895, 1900

20 *The Argus. Melbourne: National Library of Australia. 19 September 1903. p. 15.* Retrieved 5 May 2013

21 'Advertising', *The Argus*, Saturday 23 October 1875, p.3., as noted, William's son (also named) William) was a solicitor but would have been around 19 years old at the time of the notice and the reference appears to relate to his father.

22 'Advertising', *The Argus*, Monday 25 November 1861, p.3.

23 'Advertising' *The Argus*, Friday 6 May 1864, p.3.

24 'The news of the day', *The Age*, Tuesday 6 July 1869, p.2.

25 'Advertising', *The Argus*, Saturday 12 April 1873, p.8.

26 'Advertising', *The Argus*, Wednesday 5 November 1873, p.7.

27 'Society for promoting morality', *The Argus*, Wednesday 10 December 1873, p.6.

28 'Town News', *The Australasian*, Saturday 10 January 1874, p.19.

29 'Municipal', *The Telegraph, St Kilda, Prahran and South Yarra Guardian*, Saturday 4 November 1871, p.3.

30 'Mrs Cecilia Hordern', *Spectator and Methodist Chronicle*, Friday 8 January 1915, p.54.

31 'Advertising', *The Age*, Friday 11 March 1881, p.4.

32 'Advertising', *The Argus*, Wednesday 7 December 1881, p.3.

HORDERN.—On the 8th October., at his late residence, Burwood road, Hawthorn, William fourth son of the late Anthony Horder sen, of this city, in his fiftieth year.<sup>33</sup>

William Horder died on 9 October 1881, in his Hawthorn home at the age of 51.<sup>34</sup> The funeral service was held at a Wesleyan Church on Burwood Road, terminating in his burial at the Boroondara General Cemetery in Kew.<sup>35</sup> A parcel of land in Acland Street, St Kilda was subsequently transferred to the ownership of his brother, Edward.<sup>36</sup> Edward Horder was also named as executor of William's will.<sup>37</sup> Apart from Edward, no members of the Sydney branch of the family appear to have been involved with or beneficiaries of William Horder's estate suggesting that the Melbourne and Sydney branches of the family operated reasonably independently of one another.

Celia died at the age of 79, on 8 December 1915.<sup>38</sup> Following her death, her will left her residence in Auburn Road, Hawthorn to her children.<sup>39</sup> The estate and furnishings of 'Stramshall' were put up for auction in April 1915.<sup>40</sup>

Despite substantial research undertaken in the preparation of this evidence, no association between William and members of the Sydney retailing dynasty, beyond that of normal familial relationships, have been established.

#### *Anthony Horder Jr.*

As noted above, William's brothers, Anthony Jr. (1819-1876) and Lebbeus (1826-1881) returned to Sydney in 1844, setting up the drapery business, L&A Horder. Anthony Jr. had married Harriett nee Marsden, the daughter of Samuel Marsden, a tanner, on 17 July 1841 at Windsor, Vic.

The ADB provides the following on Anthony Horder Jr.:

About 1844 he returned to Sydney and with his brother Lebbeus (1826-1881) opened a drapery on Brickfield Hill; in 1855 Anthony started on his own in the Haymarket. He also speculated in city real estate and in 1869 won Phillip ward in the city council. About 1860 he built Retford Hall on Darling Point. In 1864 his son-in-law Henry Bull and next year his eldest son Anthony III (1842-1886, refer below) became partners in the firm. In 1869 his second son Samuel replaced Bull and the firm became Anthony Horder & Sons. Survived by two sons and two daughters, Horder died at Sydney on 21 August 1876 and was buried at Rookwood cemetery.

#### *Lebbeus Horder (1826-1881)*

Lebbeus returned to Sydney and his brother shop in 1844 Anthony Horder Jr. on Brickfield Hill. His life beyond his separation from his brother's business is not well-chronicled.

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33 'Announcements', *The Weekly Times*, . October 15, 1881, pg. 21, <https://trove.nla.gov.au/newspaper/article/220487658>

34 'Family Notices', *The Sydney Mail and New South Wales Advertiser*, Saturday 15 October 1881, p.644.

35 'Family notices', *The Age*, Monday 10 October 1881, p.4.

36 'Advertising', *The Argus*, Monday 28 November 1881, p.3.

37 'Advertising', *The Argus*, Friday 14 October 1881, p.7.

38 'Mrs Cecilia Horder', *Spectator and Methodist Chronicle*, Friday 8 January 1915, p.54.

39 'Will', *The Ballarat Star*, Saturday 30 January 1915, p.8.

40 'Classified advertising', *The Argus*, Saturday 27 March 1915, p.2.

*Anthony Hordern III ('Tertius', 1842-1886)*

Anthony III transformed his father's business into a thriving retail enterprise. The ADB notes:

[Anthony Hordern Jr's] eldest son, Anthony [III], was born on 24 July 1842 at Melbourne. Educated in Sydney and at Rugby, England, he toured Europe and at 18 entered his father's firm. In 1878 Hordern and his brother Samuel signed a formal deed of partnership for thirty years. According to the *Bulletin*, 22 May 1880, they 'fairly rule[d] the retail trade of the metropolis and the colony in general'. They adopted the trade-mark of the spreading oak over the motto, 'While I live I'll grow'. In 1878 Anthony had visited America and London, and in 1879 opened the 'Palace Warehouse' and the 'Palace Emporium' in the Haymarket.

In 1881-82 he opened offices in Britain, the Continent, America and China. Interested in Western Australia, he put to the Colonial Office in 1873 a scheme for 10,000 settlers and in 1883 proposed to the Legislative Council a land-grant railway; later he formed a syndicate in England to construct the line and encourage migration. Leaving an estate of £190,800, Hordern died at sea from brain fever on 16 September 1886 and was buried at Albany where in 1889 an obelisk was erected to his memory. He was survived by four children and his wife Elizabeth, née Bull, whom he had married in 1864.

*Samuel Hordern (1849-1909)*

The ADB provides the following on Anthony Hordern III's brother, Samuel Hordern:

Samuel was born on 14 July 1849 at Sydney. Educated at Fort Street School and Camden College, he joined his father's firm at 17 and in 1886 paid £158,252 for Anthony's share, becoming sole proprietor of 'Anthony Hordern and Sons, Universal Providers, Palace Emporium, Haymarket [ONLY]', to distinguish it from five other competing Hordern shops in Sydney. On 10 July 1901 fire destroyed all the Haymarket complex but Samuel leased the Exhibition building and opened there next day. In 1905 he had new premises on Brickfield Hill. He was generous to his staff of over 4000 and provided a cafeteria and other amenities. City and suburban land speculation added to his wealth and his success brought comments on his 'glorified sockselling' and 'insolent monopoly'.

Samuel's son (later Sir) Samuel Hordern II took over the business after his father's death in 1909.

From the 1870s the business thrived.<sup>41</sup> In 1906 Samuel Hordern built the New Palace Emporium in Brickfield Hill (after the previous building burnt down). It was a purpose-built super department store covering a whole block, on the current site of World Square in George Street, Sydney. The store dominated almost a whole city block with entrances on George, Pitt and Goulburn Streets and was known as 'The Senior Store'.

*Sir Samuel Hordern (1876-1956)*

The Australian Dictionary of Biography notes the following in relation to Sir Samuel Hordern:

On his father's death in 1909, Hordern was fully trained to assume control of the remarkable Italianate Palace Emporium, opened in 1906 as universal providers. 'The Empo', run with imagination and enterprise, employed some 4000 people and dealt in 'everything from a needle to an anchor', mostly manufactured in the firm's Sydney factories or imported by its own agents abroad. Their familiar household

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<sup>41</sup> State Library of NSW, <https://www.sl.nsw.gov.au/stories/looking-east-darling-point-and-beyond/hordern-dynasty>



catalogue was known as the 'Bush Bible'. In accordance with his father's will the firm was sold to a private company in 1912; Hordern became governing director. With inherited wealth, particularly from the sales in 1918 of his father's city and suburban properties, he perhaps lacked the trading flair that called for ruthlessness to keep control of the vast emporium and abreast of modern merchandising. He retired from the company in 1926 when it was sold to public investors.

A council-member and honorary treasurer of the Sydney Chamber of Commerce, Hordern attended congresses of the Chambers of Commerce of the British Empire in London in 1912 and 1924. He was president of the Master Retailers' Association, a vice-president of the Employers' Federation of New South Wales, chairman of the Australian Mutual Provident Society in 1932-47, and a director of the Royal Insurance Co. Ltd, the Commonwealth Bank of Australia, and Perpetual Trustee Co. He contributed generously, as did Anthony, to the purchase in 1918 of Cranbrook, Bellevue Hill, for a Church of England boys' school and to the establishment in 1926 of Kambala, Rose Bay, for a Church girls' school. He was a director of Royal Prince Alfred Hospital in 1913-39 and chairman in 1933-34.

His eldest son, Sir Samuel (1876-1956), became governing director of Anthony Hordern & Sons when it was made a private company in 1912.

Anthony Hordern & Sons remained important in the Australian retail market until the second half of the twentieth century and the 'Senior Store' dominated Sydney's cityscape until it was finally demolished in 1987. Other members of the family were also involved in, or in competition with the business. Another of William Hordern's brothers John, for example, worked briefly at L&A Hordern then on his own account from around 1845. His son John Lebbeus Hordern (1848-1910) founded Hordern Brothers. He died in Auckland, New Zealand after being thrown from a horse. However, the line through William Hordern's brother) Anthony Hordern Jr. forms the core off the retail dynasty.

#### *Discussion*

As noted above, Council's revised Statement of Significance notes the following at 'Why is its significant?':

Built in 1889 for Celia Hordern of the Hordern Family retailing dynasty as a warehouse with hospitality and retail uses', 25 Elizabeth Street clearly demonstrates this important phase of the development in the city

The subject building at 25 Elizabeth Street was built in 1889 for Celia Hordern. The land had devolved to Celia, after the death of her husband, William Hordern, in 1881. She was the sister-in-law of Anthony Hordern Jr. who established the Sydney retail store, A&L Hordern with his brother, Lebbeus. Celia Hordern was the aunt-of Samuel Hordern who expanded the enterprise; subsequently becoming a major institution in NSW and constructing the largest retail premises in the world in 1906 with his son (Celia's great nephew) Anthony III (Tertius).

Celia resided in Melbourne and appears to be disconnected, other than by way of familial links, from the notably Sydney retail dynasty. On this basis, the association between the Melbourne branch of the family and the Sydney-based Hordern Family retailing dynasty appears tenuous and one of only passing interest in the local context. Council's revised Statement of Significance suggests connections, stature and significance that in the subject building; however, none have been identified.

Further to this, members of the Melbourne Branch of Hordern family were not prominent figures in their own rights in development of Melbourne. The Hordern family is one of considerable note in Sydney, with entries for six family members included in the *Australian Dictionary of Biography* (ADB) including Merchants, farmers, graziers, racehorse and stock breeder aldermen, philanthropists layers, socialites as well as retailers. They built extensively including grand houses and largest retail store in the world. Considered alongside the notable family members in Sydney, the local branch of the Hordern

family is one of considerably lesser note. None of the Melbourne branch of the Hordern family are identified in the ADB.

Relevantly, prominent historian, Graeme Davison, commented on the elevation of places associated with prominent individuals in history in his 1991 essay 'What makes a building historic?'. Considering the question of associative significance as it relates to buildings, Davison's view was that even if a documented association between the building and the person exists and is 'enduring', this does not automatically make it significant. Davison notes:

The connection [with a building] becomes more than sentimental only if the historic personage and the building somehow help to interpret each other ... namely, that it throws light on a significant aspect of the lives of people in the past.

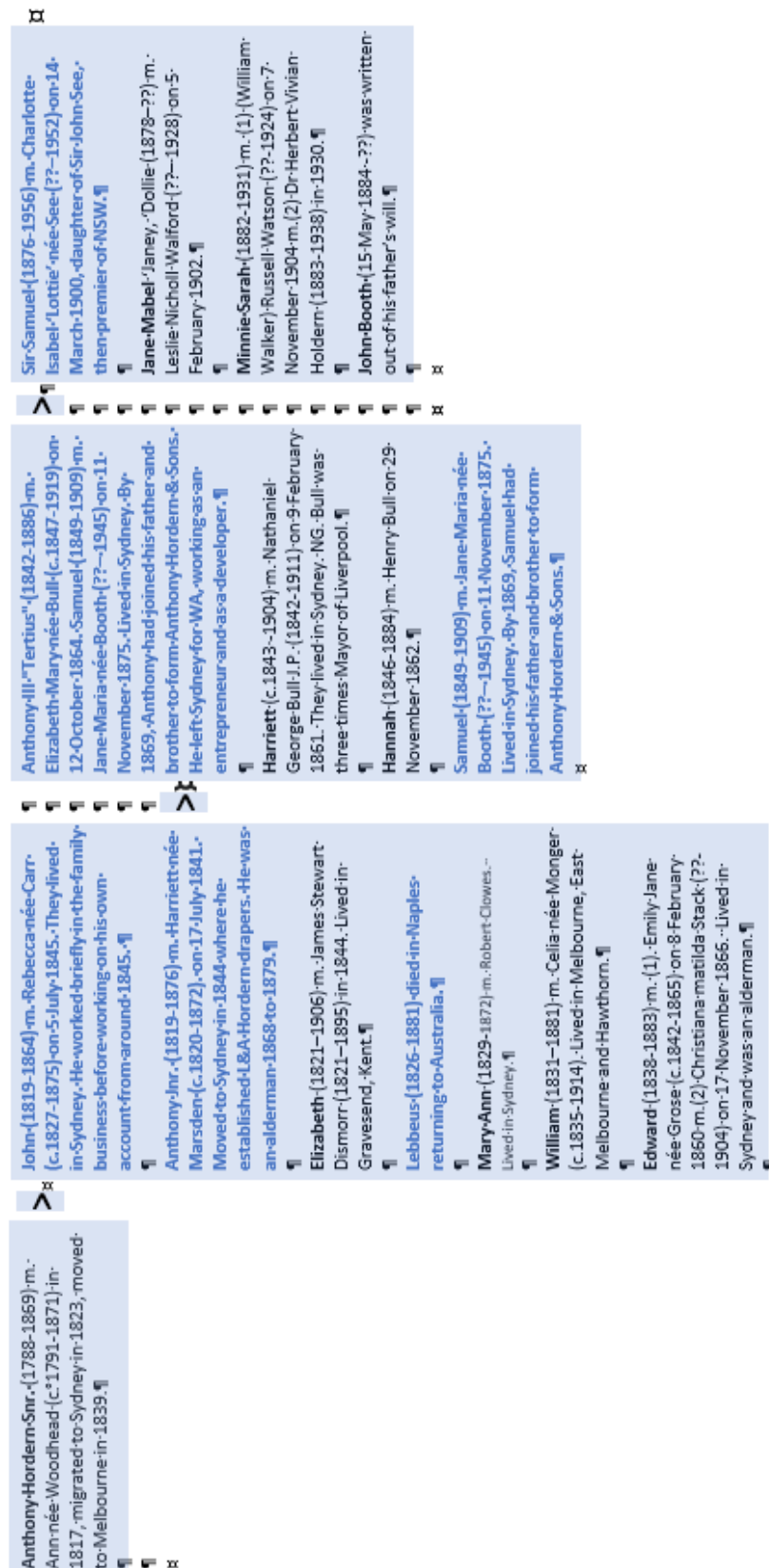
That is, for the connection between an important individual (or, by extension, a retailing dynasty) and a place to be historically significant, it is not enough that it exists or can be documented. The building needs to demonstrate the relationship between the place and the person and to explain an important part of the person's life. That is, historical associations with important figures or dynasties should preferably be evident in the fabric of a place and be related to important phases in the life or achievements of that person or dynasty.

Constructed after his death, there is no substantial association between William Hordern and the subject building other than his purchase of the land in 1866. The association with Celia Hordern plainly exists but is of limited interest. Celia Hordern is not a figure of any import in the developments of Melbourne. More relevantly, no substantial association between the subject building and Sydney's Hordern Family retail dynasty is established either in the Review or in research undertaken in the preparation of this evidence.

On this basis, references to the Hordern family should have been provided as background information, of passing interest only, in the supporting material to the Statement of Significance. Its inclusion at 'Why is it significant?', suggests that the subject building derives significance from the association with the Sydney family, where none exists

Returning to Davison's essay, Celia Hordern familial relationship with the Hordern Family in Sydney a matter of established and enduring fact. However, investigation undertaken in preparation of this evidence has identified no professional relationship with the Sydney branch and no link to its retailing activities. The building embodies no Hordern House style or signage. Buildings constructed by the Sydney retail group typically adopted an understated classicised expression. The subject building was designed by a Melbourne architect, noted for his free and reasonably flamboyant architectural designs. The subject building played no identified role in production or distribution of goods for the Sydney company. Consequently, Sydney's Hordern Family retailing dynasty can not be interpreted through the extant fabric at the subject site.

Consequently, the association is, in Davison's words, 'of sentimental value only'. On the basis of the above, the subject building is not considered to derive any local significance as a consequence of an association with Sydney retailing dynasty.



### Historical Association with Salway and his work at 17-25 Elizabeth Street

The revised citation continues to ascribe historical significance to William Salway's association with the subject building as the architect to the group at 17-25 Elizabeth Street and through elements characteristic of William Salway's work, identified as contributing generally to the significance of the place.

At 'Why is it significant?', Council's revised Statement of Significance continues to attribute historical significance to the association with the architect, as follows:

25 Elizabeth Street was one of three adjacent buildings designed by architect William Salway: the subject building (built 1889); 21-23 Elizabeth Street (built 1890); and 17-19 Elizabeth Street (built 1885).

#### *Adjacency*

The revised Statement of Significance appears to attribute historical significance to the matter of adjacency. Neither the Review nor Council's revised citation explained the basis for this assertion. Research undertaken in the preparation of this evidence has identified no unifying theme linking the three buildings apart from its architect William Salway and similar construction dates.

Early occupants of the buildings included a pork butcher at no. 17-19, James Scott and Sons, florists on the adjacent property in 1885 (later redeveloped as Elizabeth Chambers), with Mrs Hunt occupying 25 Elizabeth Street. By 1890, the occupants included a variety of commercial tenants including James Scott and Sons on the ground floor of 17 Elizabeth Street which was owned by Mrs Fallon. At 21 Elizabeth Street, Mrs Barker is identified as the owner and occupant in 1890. Mrs Cecilia Hordern was the owner of 25 Elizabeth Street which was occupied by Corben Wilson and Co, a mantelpiece and chandelier importer.<sup>42</sup> None of the occupants are of interest (and incidentally) none, apart from Celia Hordern, demonstrate any links with The Hordern Family of Sydney. The land was not the property of a single owner. The three buildings were not constructed for a single developer or company and did not occur as part of a broader planning gesture for the area. In the absence of other evidence, the situation presents as one in which a well-received architectural design at 17-19 Elizabeth Street generated further work for Salway's practice. The adjacency of the three buildings by a single architect could, equally, be a happy accident.

It is accepted that a situation in which three adjacent buildings are constructed to designs by a single notable architect as a result of three different commissions is unusual. However, the historical significance arising from this unusual situation is not explained in the citation provided in the Review or in its revised Statement of Significance. In the absence of a unifying historical narrative, of local significance to the City of Melbourne, no historical significance appears to derive from the adjacency. This observation could, more appropriately, have been provided in the building citation rather than in the Statement of Significance.

However, the collective listing of these in the Statement of Significance, particularly when accompanied by reference to Salway, embodies the suggestion that the group is of aesthetic (architectural) significance. As noted, the building at no 25 Elizabeth Street is of no identified aesthetic significance. Further to this, the building at no. 17-19 is altered to the extent that its early appearance can no longer be discerned. The aesthetic significance of no. 17-19 as identified in the Review have yet to be tested at Panel. Consequently, the group at 17-25 Elizabeth Street can not be understood or appreciated aesthetically, as Salway buildings.

The implementation of a small HO Precinct would provide more appropriate approach to the conservation of three buildings sharing common aesthetic or historical values. However, this is not

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<sup>42</sup> Sands and McDougall Directories, 1875, 1880, 1885, and 1890, and Ratebooks, Volume 29, 1890: Lonsdale ward and Volume 24: 1885, Lonsdale Ward, Public Record Office of Victoria, VPRS 5708/P0009.

proposed; in my view because the group does not embody the required qualities. Given that the Statement of Significance will form the fundamental decision making document for Council's planners and heritage advisors, it is preferable that ambiguities of this type are to be avoided with observations of this kind included as supporting material in the citation.

### *Salway*

William Salway was a notable architect of Melbourne's boom period. However, Salway himself is not a figure of note. He is remembered for his architecture; particularly in the way that his free Italianate Classical designs captured the spirit of Melbourne's Boom. In the absence of any substantial historical significance or aesthetic significance arising from associations with Salway, the architect, it may be useful to briefly consider the life of William Salway, the Melburnian. Limited research undertaken in the preparation of this evidence has established no notable role in social or civic life. Commencing in architectural practice in 1865,<sup>43</sup> he moved to Asia, practising in Hong Kong from 1868-76 before returning to Melbourne at the start of the boom. He established a successful architectural practice around 1880 but the practice folded with the recession of the 1890s. He left Melbourne to work in Perth in 1897 returning briefly to Melbourne a few years before his death in 1899. Outside of his architectural interests, William Salway was an amateur musician, particularly noted for his composition 'Love and Thee' published under his *nom de plume* Sidonia.<sup>44</sup> His other works included 'Good Night' which was played as part of a concert at the Athenaeum Theatre which Salway attended.<sup>45</sup> On his death, he left his estate to his wife and children.<sup>46</sup>

No historical significance derives from Salway's personal life or his association with the subject building or with the group at 17-25 Elizabeth Street.

### *7.2.2 Representativeness*

The VPP Practice note 01, Applying the Heritage Overlay (PPN01) provides a somewhat broad explanation of 'representativeness' defining it as 'importance in demonstrating the principal characteristics of a class of cultural or natural places or environments'. In practice, this provides little guidance on the assessment of 'representativeness' as it applies to the application of the Heritage Overlay.

### *25 Elizabeth Street*

Council's citation, prepared as part of the Review, and its revised Statement of Significance, likewise provide little to clarify the grounds on which representativeness is attributed. The Review appears to consider the subject building to represent a broad and somewhat disparate class of late nineteenth century commercial buildings in Melbourne. As noted above, the working list of the Review was to include places within this class 'identified as either particularly early, rare or fine examples, or having exceptionally strong historic or other heritage values'.

At representative significance, the Council's revised citation notes that:

25 Elizabeth Street demonstrates its Victorian origins despite its altered form and somewhat stripped back façade. The scale, height and form continue to demonstrate a typical commercial building from the late nineteenth century.

By contrast, Heritage Victoria's document, *The Victorian Heritage Register Criteria and Threshold Guidelines* ('the Guidelines', endorsed by Heritage Council 6 December 2012 Reviewed and updated 3

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<sup>43</sup> Bruce Trethowan in Goad & Willis (eds) *Encyclopedia of Australian Architecture*, p.613.

<sup>44</sup> 'Music', *Illustrated Australia News and Musical Times*, Saturday 1 March 1890, p.9.

<sup>45</sup> 'Musical Events', *Leader*, Saturday 7 July 1894, p.23.

<sup>46</sup> 'Wills and Bequests', *The Argus*, Thursday 2 October 1902, p.9.

December 2020), provides a more useful framework in which to consider representativeness. While the Guidelines are primarily designed to assist in the assessment of the representative significance of places identified for possible state heritage listing, they also provide a useful framework for the consideration of representativeness at a local level.

For the purposes of the following, the Heritage Council's definition of the term 'class' has been adopted as follows:

[The term class] ... generally refers to a sub-category of a broad place type, such as 'WWI memorials' (within the broad 'war memorials' place type) or 'grammar schools' (within the broad 'schools' place type). A class is generally defined by a specific purpose or use, era, design characteristic, construction technique, materials used or some other recognisable quality. A class should be readily discernible as a sub-category of a broad place type and should not be narrowed by multiple qualifiers (for example, timber constructed, Edwardian era, rural theatres).

The Guidelines outline a three-staged process for the assessment of representativeness, as reproduced below. Naturally, references to state level significance set a particularly high threshold that is not appropriate on the subject site. Consequently, tests relating to state level significance have been ignored. Assessments in relation to the 25 Elizabeth Street need to be considered with respect to local significance to the City of Melbourne.

Step 1 provides a basic test for determining state level significance.

The place/object is one of a CLASS [refer of places/objects that has a CLEAR ASSOCIATION with an event, phase, period, process, function, movement, important person(s), custom or way of life in Victoria's history.

The EVENT, PHASE, etc is of HISTORICAL IMPORTANCE, having made a strong or influential contribution to Victoria.

The principal characteristics of the class are EVIDENT in the physical fabric of the place/object.

The basic test determines whether a place or object is likely to satisfy this criterion.

Step 2 provides additional requirements to determine whether the prima facie case established above leads to significance at a state level. Naturally this is not relevant to the current considerations.

Step 3 provides exclusion guidelines for criterion D. That is, it provides considerations beyond those of at Step 1 to eliminate buildings which, for a range of reasons, may still fail to meet the threshold of representative significance. These additional tests note that the place or object is unlikely to satisfy this criterion at the state level if any of the following conditions apply.

XD1 Demonstrates few characteristics of the class

The place/object does not exhibit the principal characteristics that define the class, either having never possessed them or having lost them through subsequent development, activity or disturbance.

XD2 Poor evidence

There is a lack of reliable or verifiable physical, documentary or other evidence to indicate the place/object clearly belongs to a specific class of place/object and is a notable example within that class.

XD3 Low or questionable historical importance of class

The class itself is not associated with an event, phase etc of historical importance in the Victorian context or the association is incidental or cannot be substantiated.

For example, not every fine or intact example of a road culvert or fowl house warrants inclusion in the VHR.

No class of place is articulated in the Review or its revised Statement of Significance. Boxes at each criterion are simply ticked without explanation. The omission of an explicit statement of the class of objects presents as problematic for the assessment of significance against criterion D.

Nonetheless, a class of place can be inferred from the revised Statement of Significance which notes the following with respect to representativeness:

25 Elizabeth Street demonstrates its Victorian origins despite its altered form and somewhat stripped back façade. The scale, height and form continue to demonstrate a typical commercial building from the late nineteenth century.

By inference, the class of places is commercial building of a typical scale, height and form dating to the Victorian period or the late nineteenth century.

Broadly speaking, this class is, in itself, too broad to usefully illustrate a single event or phase, of historical importance. It provides a poorly-defined class of place which includes shops, offices, warehouses and retail premises without any particular 'recognisable quality' as required in the Guidelines.

Further to this, form, scale and height are poor delineators of Victorian commercial buildings. Five and six storey buildings to a variety of footprints were constructed from the nineteenth through the twentieth century and continued to be constructed into the relatively-recent past. As noted above, the Review itself identified examples of taller buildings constructed on small sites into the 1970s which are not substantially different in terms of their form, scale and height to that found at 25 Elizabeth Street. The review itself accepts that the form of the subject building is 'altered' - although this has been taken to refer to the removal of architectural detail as discussed at 7.2.2.

As an aside, it is noted that references to scale form and height are sometimes appropriate in heritage streetscapes where a substantially-altered building survives in a streetscape of similar but more intact buildings. On these occasions, it can be reasonable to maintain that the building, despite its alterations, contributes to its streetscape through its form, scale and height. However, this is not relevant in this situation where a single building is being considered for an individual heritage control.

Given that form, scale and height are not defining characteristics of the class, it is more usefully considered as 'commercial building of the late nineteenth century. Again, this class remains broad particularly as it applies to the Melbourne CBD. As the citation prepared as part of the Review notes:

... the 1880s–1890s was a decade of significant expansion in Melbourne. Investment funds poured in from Britain, imposing buildings were constructed, and speculation reached fever pitch in land, houses, offices and shops (Marsden 2000:28). As Graeme Davison notes, commercial Melbourne extravagantly asserted 'her wealth in stucco and stone' (cited in Marsden 2000:28).

Rather than being defined by their form, scale and height, commercial buildings of the late nineteenth century are more usefully defined by their architectural expressions. Commercial buildings of the late nineteenth century are substantially different, architecturally, to those of a generation earlier or those of the Federation or Edwardian periods and form a discrete and well-defined class of place.

Considered within the class of commercial building of the late nineteenth century, the subject building constitutes a reasonably poor representative as a consequence of alterations discussed below. It retains little of the ornamental detail that characterises the class. The Heritage Council Guidelines specifically exclude places that do not 'exhibit the principal characteristics that define the class ... having lost them through subsequent development, activity or disturbance'. While there is no suggestion the subject building needs to demonstrate significance at a state level, intactness and legibility are reasonable considerations for buildings assessed for representativeness at a local level. On that basis, 25 Elizabeth

Street is not considered to be representative of the class of boom period commercial buildings and is not of local significance on that basis.

#### *Alterations at 25 Elizabeth Street*

With respect to alterations Council's revised citation notes that

25 Elizabeth Street demonstrates its Victorian origins despite its altered form and somewhat stripped back façade

However, this understates the transformative effect of the works of c. 1960.

Constructed as an elaborate classicised building, similar in terms of its expression to its neighbour Elizabeth Chambers, its early appearance is no longer legible due to the removal of much of the ornament to its façade in the mid-twentieth-century. Surviving original detail is generally limited to its parapet and wingwalls. Notably, a projecting breakfront bay incorporating plinths engaged columns and segmental arched parapet gestures at second and third floor levels has been removed. Decorative architraves and string courses have been removed throughout. Only the wingwalls parapet and associated projecting cornice survive. Window openings to the upper three floor levels generally retain their original form although some appear to have been increased in height as part of the works of c. 1960 with window sills at second and third floor lowered. Windows have been stripped of their early detail. A bank of three windows at first floor level appears to be an early arrangement, albeit with window sashes replaced. The original shopfront has been removed and a verandah has been installed. The building has been overpainted.

While no front-on images of the building have been located in the preparation of this assessment, its early appearance can be discerned from photographs from the early twentieth century showing oblique views. These are reproduced at Figure 6. No verandah is evident in these images. These images have informed the reconstruction of the building façade at Figure 7.

The changes at 25 Elizabeth undertaken in c. 1960 were extensive. So much so, that the building is no longer legible as Salway's work or as an intact example of a building in a free Italianate style. Most of the characteristics of Salway's work are now absent on the subject building. The extent of alterations is such that the Victorian origins of the building are not evident without detailed observation and a practised eye.

On some occasions, the loss of some facade detailing can be of limited consequence in terms of significance. However, Victorian commercial architecture, generally, and Salway's buildings, in particular are notable for their façade modelling and the three dimensional expression of more or less, two dimensional wall surfaces achieved through layering of classical devices. The extensive removal of Salway's extraordinary detail has substantially affected an understanding of the building's original presentation.

Further to this, the expression of the building was changed c. 1960, not only through the loss of decorative elements but by the later architect's intent to create a more Modern expression. Plain rendered walls, unadorned windows with limited joinery combine to produce an expression more consistent with simple Modern buildings of 1960s and 1970s.

The revised Statement of Significance suggests that the building demonstrates its Victorian origins despite its altered form. This view is not supported. The original Victorian building was remarkable; however, its extraordinary expression is no longer present and the changes of c.1960 make identification, even to the extent of its Victorian origins, challenging.



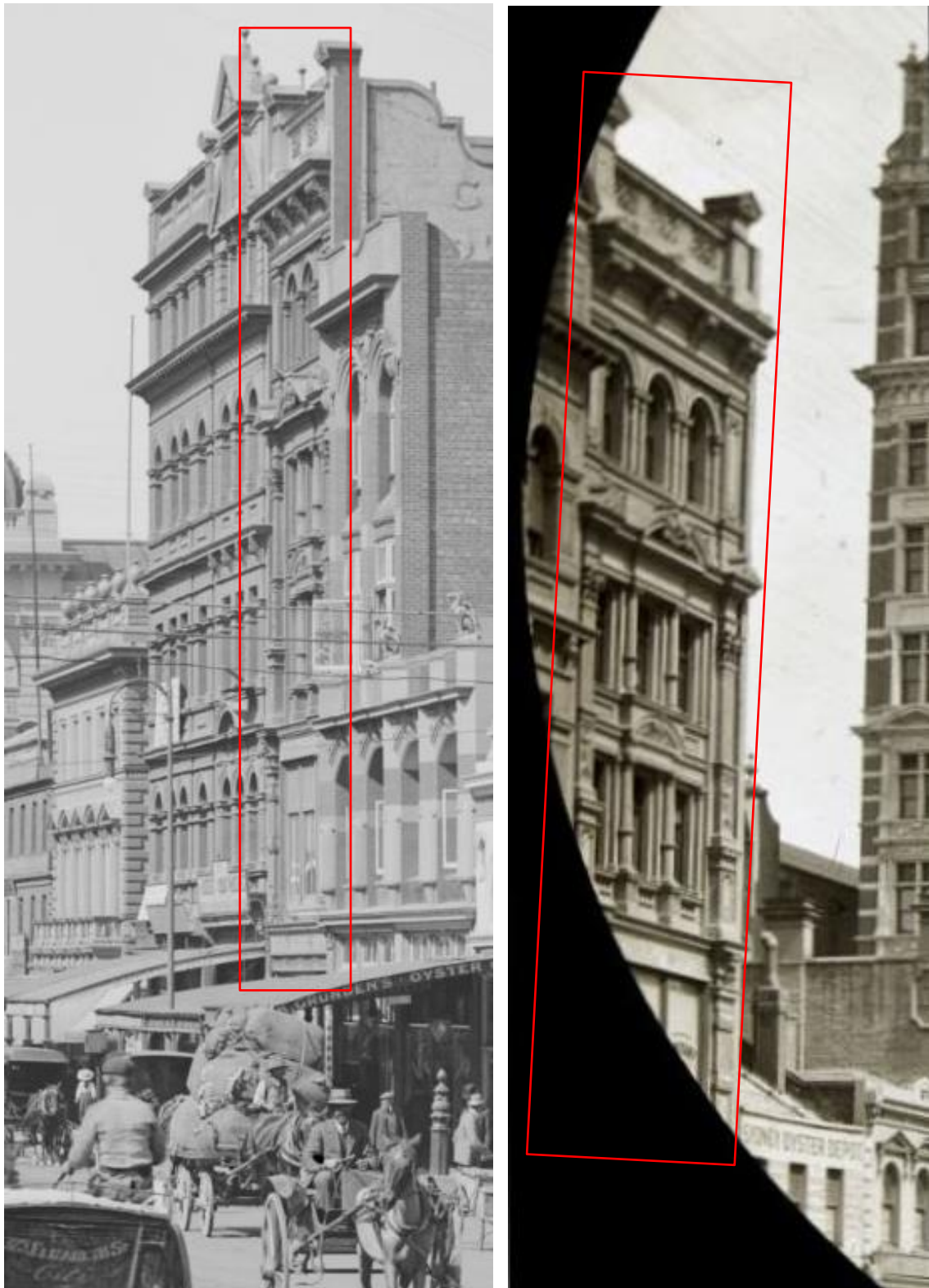


Figure 6 (L) [Detail] Street Scene, Elizabeth Street, Melbourne, c. 1900-14, (R) [Detail] Australias Buildings Elizabeth Street c. 1889-1930  
Source: State Library of Victoria, (L) accession no. H2008.105/23 and (R) accession no H2012.90/81.

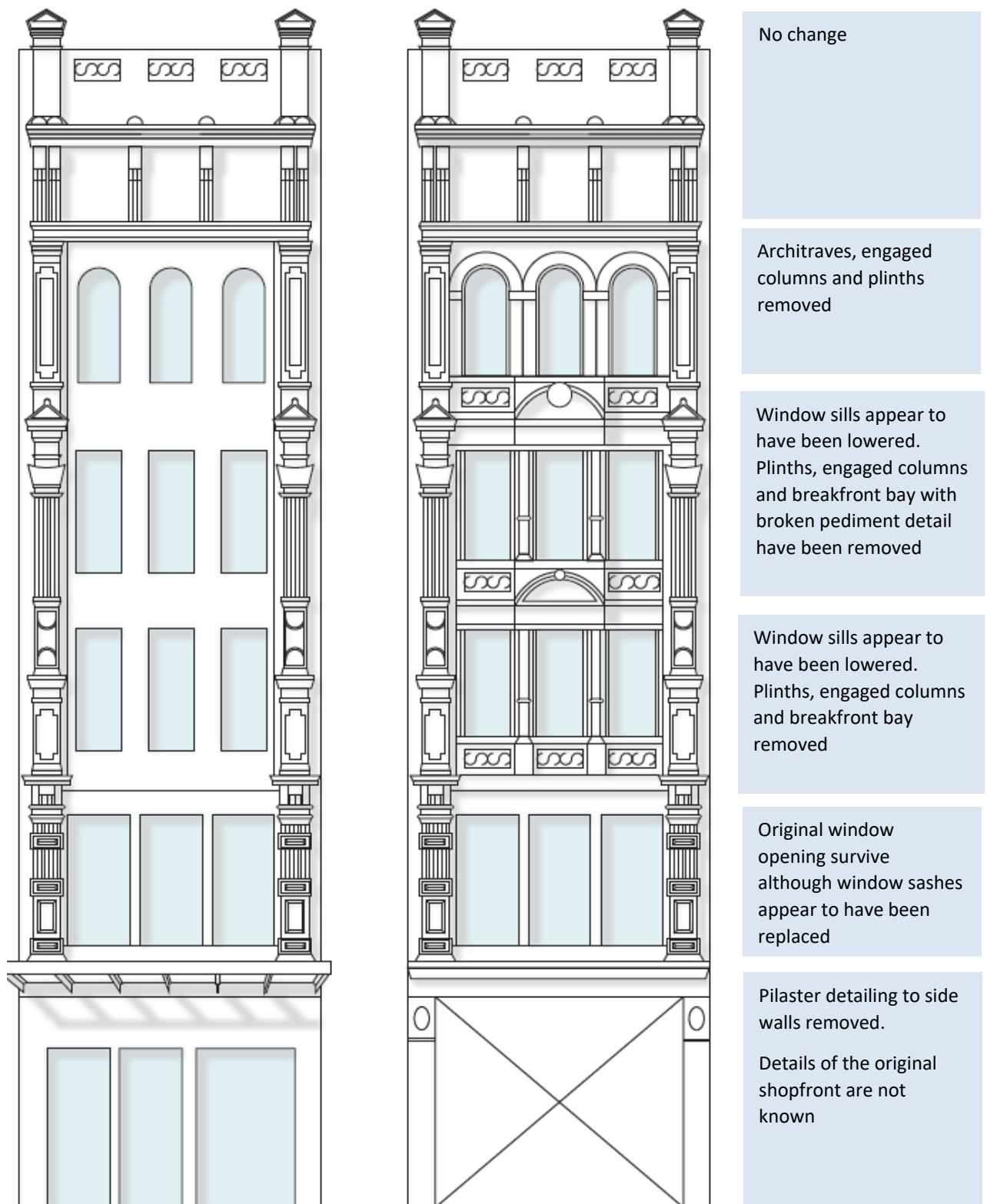


Figure 7 Diagrammatic representation (L) Existing façade,(R) Original façade,  
Source: Lovell Chen

## **7.1 Buildings gradings**

PPN01 provides little direction with respect to buildings gradings with no reference to 'significant' or 'contributory' gradings. However, it is proposed that the subject building would permanently become a 'significant' heritage place under the current Amendment. Significant heritage places are defined as follows at Clause 22.04 of the Melbourne Planning Scheme:

A 'significant' heritage place is individually important at state or local level, and a heritage place in its own right. It is of historic, aesthetic, scientific, social or spiritual significance to the municipality. A 'significant' heritage place may be highly valued by the community; is typically externally intact; and/or has notable features associated with the place type, use, period, method of construction, siting or setting. When located in a heritage precinct a 'significant' heritage place can make an important contribution to the precinct.

As discussed above the subject building is not externally intact or individually important at state or local level, either historically or as a representative example of any well-defined class of place. Consequently, it does not present as a 'significant' building.

It is noted that the subject building has not been identified as forming part of a heritage precinct and that the current Amendment seeks to implement an individual Heritage Overlay over the subject site. As noted above, the revised Statement of Significance makes reference to other 'significant' buildings on adjacent sites. Buildings can not rely on associations with neighbouring building to underpin their significance unless they form part of a heritage precinct. 'Significant' buildings are required to demonstrate sufficient individual significance in order to warrant an individual heritage control.

## **8.0 Comparative analysis**

As noted above, the VPP Practice Note requires some comparative analysis to be undertaken to substantiate the significance of each place recommended for a HO.

No additional or more-detailed comparative analysis has been undertaken in the preparation of this assessment. However, the Review provides the following as comparisons:

- Elizabeth Chambers, 21-23 Elizabeth Street (HO1015)
- Former Gordon Buildings, 384-386 Flinders Lane, 1885, 1888 (Interim HO1271, recommended as significant in the Review)
- Schuhkraft & Co Warehouse, 130-132 Flinders Street, 1885 (HO1036)

### **8.1 Local comparisons**

#### **8.1.1 Elizabeth Chambers, 21-23 Elizabeth Street (HO1015)**

This five-storey commercial building with basement is located to the south of the subject site. It was designed by, architect, William Salway. The rendered brick building features a façade designed in Salway's interpretation of popular the Classical Revival style. It survives as exceptional and intact evidence of Salway's work during the boom of the 1880s. It was identified as a notable building in early heritage studies discussed at 3.0. and is an excellent example of the mode. It is not considered to provide any useful comparison to the subject building at 25 Elizabeth Street.

#### **8.1.2 Former Gordon Buildings, 384-386 Flinders Lane, 1885, 1888 (Interim HO1271, recommended as significant in the Review)**

Built as office accommodation by biscuit manufacturer, Swallow & Ariell, the distinctive four-storey (plus basement) office building was originally built as two storeys (plus basement) in 1885, with an additional two storeys built several years later in 1888. Little known architect Frederick Williams designed the original building and the extension. The cohesive arrangement of elements such as arched windows openings, moulded cornices and parapet detailing results in successful Italianate façade. With the exception of changes around ground floor level, the building survives to a high level of intactness and

integrity of its early state. As noted above, it is not included in the HO at this stage and its merits have not been tested at Panel. Frederick Williams is not a well-known architect which may explain atypical approach; nonetheless, it is unusual design which is capably resolved. The association with notable Melbourne firm of Swallow and Arial may bring some limited significance to the place although this has not been explored.



Figure 8 (L) Schuhkraft & Co Warehouse, 130-132 Flinders Street (R) Former Gordon Buildings, 384-386 Flinders Lane  
Source: (L) Hoddle Grid Review (R) Lovell Chen

### 8.1.3 *Schuhkraft & Co Warehouse, 130-132 Flinders Street, 1885 (HO1036)*

A five-storey cement rendered brick commercial building, designed by notable architect, William Henry Ellerker in the Italian High Renaissance Revival style and built by Charles Butler in 1885 for the printers and stationers Schuhkraft & Co. While it has not been possible to inspect this site personally, images in the Review and elsewhere suggest that it is a building of some note. It presents a grand facade to the street which appears to be more-or-less entirely intact and its design by noted architect William Henry Ellerker remains completely legible. On this basis, it appears to be of somewhat higher significance than the subject building.

The Review notes,

The subject building compares with the examples above as a late Victorian commercial building, constructed in a classical style. While it does not retain the same level of architectural detail as the example buildings, it is a representative example of this building type that flourished in the boom years of the 1880s and contributed to the shaping of Melbourne as a commercial city.

Comparative material provided in the Review underplays the extent to which changes have diminished the presentation and legibility of the subject building. On the basis of limited review of these buildings, it is noted that they present as superior examples, in terms of their intactness, integrity and legibility to their original state. On the basis of this limited investigation, it appears that the subject building is of a lower order of significance than others currently included, or proposed for inclusion, in the Schedule to the Heritage Overlay.

### **8.1 Previous heritage studies**

Council's early heritage studies also provide assessments of significance. My interpretation of the four Studies discussed at 3.0 is that none graded the subject building at a level that would warrant a heritage control. On the basis of the studies, the subject building is not considered to have the weight of previous assessments in support of the suggestion that it is a 'significant' building.

### **9.0 Conclusion**

On the basis of the analysis above, the building at 25 Elizabeth Street presents as one of reasonably low cultural heritage significance. It is of no identifiable historical significance apart from having been constructed during Melbourne's boom of the 1880s. The loss of much of its character and ornamental fabric in c.1960 and provides little to illustrate this period of development. As a result of these alterations, it is no longer a useful representative example of this class of buildings nor a legible example of the work of architect William Salway. The building has no substantial relationship with the Hordern family retailing dynasty in Sydney beyond the identified family links. As a consequence of its unremarkable history and the extent of its alterations the building does not compare favourably with others offered for comparative consideration by the Review. Beyond this, it is generally accepted that the building is of no aesthetic, scientific, social or spiritual significance.

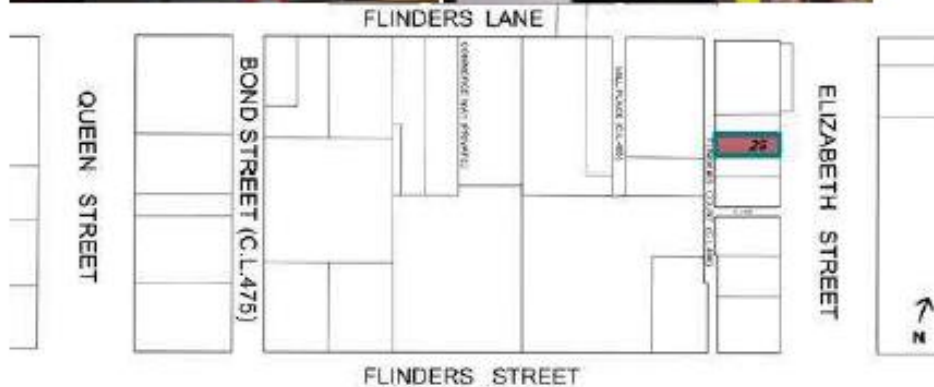
On this basis, the building is not considered to be of sufficient individual significance to warrant inclusion on the Schedule to the Heritage Overlay of the Melbourne Planning Scheme.



Appendix A: Heritage citation; The Hoddle Grid Heritage Review, June 2020

HODDLE GRID HERITAGE REVIEW

<b>SITE NAME</b>	Former Universal House
<b>STREET ADDRESS</b>	25 Elizabeth Street Melbourne
<b>PROPERTY ID</b>	103170



SURVEY DATE: October 2017

SURVEY BY: Context

<b>HERITAGE INVENTORY</b>	H7822-1880	<b>EXISTING HERITAGE OVERLAY</b>	No
<b>PLACE TYPE</b>	Individual Heritage Place	<b>PROPOSED CATEGORY</b>	Significant
		<b>FORMER GRADE</b>	B
<b>DESIGNER / ARCHITECT / ARTIST:</b>	William Salway	<b>BUILDER:</b>	McConnell & McIntosh
<b>DEVELOPMENT PERIOD:</b>	Victorian Period (1851-1901)	<b>DATE OF CREATION / MAJOR CONSTRUCTION:</b>	1889

CONTEXT

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**THEMES**

ABORIGINAL THEMES	SUB-THEMES
Research undertaken in preparing this citation did not indicate any associations with Aboriginal people or organisations.	Aboriginal Themes (Hoddle Grid Heritage Review, Stage 2 Volume 3 Aboriginal Heritage, March 2019) have therefore not been identified here
HISTORIC THEMES	DOMINANT SUB-THEMES
5 Building a Commercial City	5.4 Developing a retail centre

**LAND USE**

HISTORIC LAND USE	
Archaeological block no: 60	Inventory no: 880
Character of Occupation: Commercial	
First land sale 1837, Block 4 Allotment 9, L McAlister, Subdivision lanes by 1840.	
1839 Williamson	-
1837 & 1843 Hoddle	-
1840 Russell	-
1866 Cox	Brick building, restaurant owned by William Hunt
1877 Dove	W Hunt Full & Plenty luncheon room
1880 Panorama	
1888 Mahlstedt	Hunt's dining room, Horderns Trustees, built new building
1905/6 Mahlstedt	Five-storey building,
THEMATIC MAPPING AND LAND USE	
1890s	Commercial office
1920s	Commercial office
1960s	Commercial office

**RECOMMENDATIONS**

Recommended for inclusion in the Schedule to the Heritage Overlay of the Melbourne Planning Scheme as an Individual Heritage Place.

Extent of overlay: Refer to map

**SUMMARY**

25 Elizabeth Street is a five-storey (with basement) late-Victorian commercial building that is representative of a type of building that flourished in the boom years of the 1880s. These buildings offered retail spaces at ground level and manufacturing, warehouse or office space on the upper floors, providing accommodation for a wide range of businesses, and helping to shape Melbourne into a commercial city.

## HISTORICAL CONTEXT

### Building a Commercial City

#### *Developing a retail centre*

Even before the early 1850s, Melbourne had established the foundational infrastructure for international trade and commerce, including retail markets, shipping agents, and industry and finance houses - the beginnings of an entrepreneurial global city (Context 2012:2).

Retailing in Melbourne gained official recognition when eight market commissioners were elected in 1841 from a roll of local voters. The commissioners established the Western Market, which became the principal place for selling fresh food, with many goods transported from Melbourne to pastoral settlements. At this time Melbourne's population was 4479, and Australia's was 20,416 (Young and Spearritt 2008).

Miles Lewis notes that various precincts within the city centre had emerged by the early 1840s, and that this pattern:

*remained little changed into the 20th century and which ... survives today – mercantile and warehousing activity near the Pool and the wharves, banking in central Collins Street, the retailing heart between Swanston and Elizabeth Streets, the medical precinct in the vicinity of Dr Richard Howitt's house in Collins Street East, (cited in Context 2012:12).*

With the economic boom of the 1880s, the 1880s–1890s was a decade of significant expansion in Melbourne. Investment funds poured in from Britain, imposing buildings were constructed, and speculation reached fever pitch in land, houses, offices and shops (Marsden 2000:28). As Graeme Davison notes, commercial Melbourne extravagantly asserted 'her wealth in stucco and stone' (cited in Marsden 2000:28).

## SITE HISTORY

The site at 25 Elizabeth Street, originally no 17, was purchased by L McAlister as part of Crown Allotment 9, Block 4, in the first Crown Land sale of 1837 (DCLS). By 1840 the land had been subdivided, and in 1853 a brick store was built by Richard Richards for Dr John Gemmell on the subject site, at the southern end of Elizabeth Street (Fels, Lavelle & Mider 1993, Inventory no 880; MCC registration no 1923, as cited in AAI record no. 74969). The property was transferred to William Hordern, of the Hordern Australian retailing dynasty, in c1878 (RB 1878).

The Hordern family first came to prominence in Sydney as merchants and retailers with the establishment of Anthony Hordern & Sons. The family gained notability in rural pursuits, stockbreeding, stockbroking, fashion, cricket and parliament.

Anthony Hordern Senior (1788-1869) and his wife Ann Woodhead (c1791-1871) migrated to Sydney in 1823 with their four children. They moved to Melbourne in 1839, though their sons Anthony Junior and Lebbeus returned to Sydney Lebbeus shortly after, setting up the drapery business, L and A Hordern in 1844. Hordern Senior eventually established firm Anthony Hordern & Sons with his second son, Samuel, which became the largest department store in Sydney. With 52 acres (21 hectares) of retail space, Anthony Hordern's Sydney store was also once the largest department stores in the world (Teale 1972). William, fifth son of Anthony Hordern Senior, remained in Melbourne where he married Cecilia Monger in 1852. The pair built the first Methodist church on a corner of their own



property in Alphington, next to the Darebin Creek (*Spectator and Methodist Chronicle* 8 January 1915:54).

Butcher and restaurant keeper, William Hunt operated the 'Full and Plenty' dining rooms and boarding house from the subject premises from at least 1860, for almost three decades (S&Mc 1860-1892).

On Hordern's death in 1881, the property was devolved to his wife Cecilia (PROV VPRS 28/P0 unit 265, item 22/835; S&Mc 1872-1882). In 1889 North Melbourne building firm McConnell & McIntosh were awarded the tender to erect a five-storey warehouse on the site for Mrs Hordern (*Australasian Builder and Contractor's News* 26 January 1889:98). Architect William Salway designed the warehouse in a free Italianate Classical style (Figure 1 and 2) (MCC registration no 3754, as cited in AAI record no 75175). In the same year, Salway also designed the surviving Elizabeth Chambers at 21-23 Elizabeth Street, built in 1890, and a few years earlier, designed the Excelsior Chambers at 17-19 Elizabeth Street, built in 1885.



Figure 1. A photograph from the early twentieth-century shows 25 Elizabeth Street with 'Central Pork Butchering' signage painted on parapet wall. (Source: unknown photographer c1900-c1914, SLV)



Figure 2. A c1910 photograph shows 25 Elizabeth Street repainted in white. (Source: unknown photographer c1910, SLV)

Tenants included Wilson, Corben & Co, marble workers and stoneware merchants from 1889-1896; and Cobb & Co, hardware merchants, in 1896-1898 (S&Mc 1889-1903). From 1903 to 1910, A and G Smith operated Central Pork Butchering Co and Tea Rooms from the property (Figure 1). In 1906 a small fire in a drying room on the fifth-floor caused damage to the roof of the building (*Age* 27 March 1906:6).

### London Fish Café

On A Smith's death in 1910, the property's lease was transferred to the Alexandra Bros who established the London Fish Café on the premises. Trading under the London Fish Café name continued until c1963 (Age 12 July 1930:1; Argus 22 December 1956:6; S&Mc 1910-1945; RB 1910-1958).

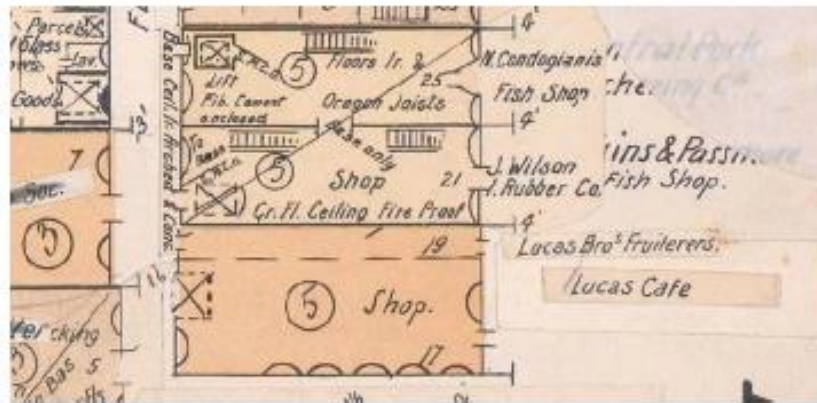


Figure 3. Section from 1910 City of Melbourne Detail Fire Survey Plan by Mahistedt shows the subject building with an enclosed fibro-cement lift with single metal clad doors, iron floors and Oregon joists, as well as an internal opening connection no 25 with no 21-23 next door. (Source: Mahisted Map, no 15, 1910)

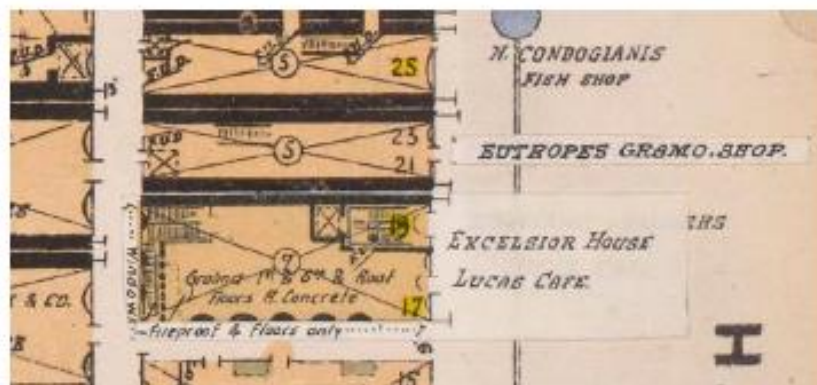


Figure 4. Section from a 1925 Mahistedt plan shows the subject building with a number of alterations, including a modified façade and the closure of the previous openings connecting to no 21-23. Two new openings here connect no 25 with no 27-29. (Source: Mahisted Map, no 15, 1925)





Figure 5. A c1918 photograph shows 25 Elizabeth Street with 'London Cafe' signage painted on parapet wall. (Source: Rose Stereograph Co c1918, SLV)



Figure 6. A 1946-53 photograph indicates a high level of soot on the façade, though original decorative façade details from 1889 appear to be intact. (Source: unknown photographer 1946-53, SLV)

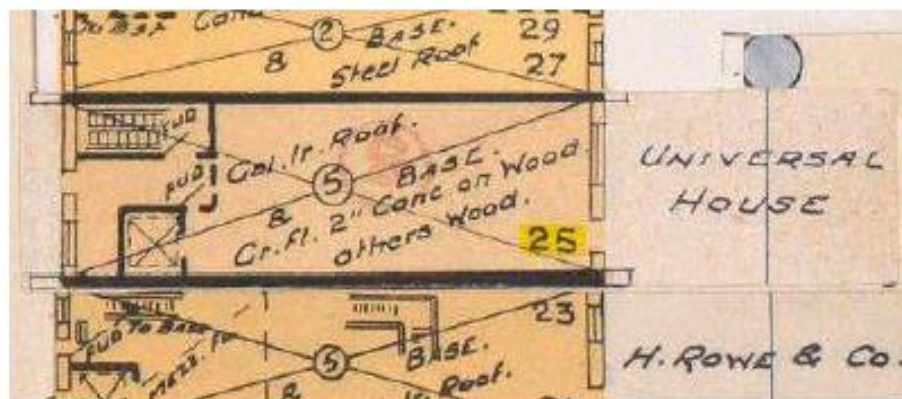


Figure 7. Section taken from a 1948 Mahstedt plan shows interior alterations including the repositioning of the lift and stairwell and the closing up of interior openings between no 25 and 27-29 Elizabeth Street. (Source: Mahstedt Map, no 15, 1948)

In December 1958 the property was sold for £50,000, ending the Hordern family's 80-year proprietorship. By 1963 the building was known as Universal House, with available evidence showing

the occupancy of the property by Universal Flexible Trusts Ltd until 1974 (Age 26 August 1963:4; S&Mc 1960, 1965, 1970 and 1974).

Today, 25 Elizabeth Street is tenanted by Smokemart & Gift Box kiosk at ground level, and various organisations providing professional services throughout the upper floors.

*William Salway, architect*

The *Encyclopedia of Australian Architecture* contains the following information about architect William Salway:

*William Salway (1844-1902) was born in London and his family migrated to Australia in 1854. He attended Scotch College (1858-9), matriculated from the University of Melbourne (1865) and subsequently served his articles with Reed and Barnes, with whom he remained until 1867 when he toured to Manila, Ceylon, Singapore and China, remaining in Hong Kong where he practiced from 1868-1876. On his return to Melbourne he joined James Thomas Conlon to form Conlon & Salway. Conlon died in 1880 and Salway continued the practice alone, establishing himself as one of the leading architects of the time. His years of practice span the land boom period of the 1880s and his clients included prominent Melbourne institutions, businesses and citizens, including the Melbourne Cricket Club, the Victorian Racing Club and the City of Melbourne.*

*It is, nevertheless, in his central Melbourne buildings and suburban mansions that Salway left his mark. He always designed in a free Italianate Classical style. His warehouses develop a vocabulary of layered trabeated (post and beam) facades articulating repetitive rows of rectangular windows and developed with added layers to structural bays and corners. He favoured corner piers capped with inverted console brackets. Further decorative overlays included overlaid pedimented entrance porches, archways and decorative panels to produce dramatic effects. A literal interpretation of the Classical orders was avoided and generally pilasters and the like only appear on entrance porticoes. Important surviving examples include the Meat Market building (1884) at the Queen Victoria Market in Elizabeth Street and the former Ball & Welch warehouse (1883) in Faraday Street, Carlton. (Trethowan 2012:613)*

## SITE DESCRIPTION

25 Elizabeth Street forms one of a group of three commercial buildings of four to six storeys in the block between Flinders and Collins Streets. Nos 17, 21 (HO105) and 25 are part of the retail core of the central city. They form a distinctive grouping defined by their narrow site footprints and heights. 25 Elizabeth Street is a five-storey (with basement) Victorian rendered brick building. It has a strong vertical character derived from its height in relation to its footprint.

A parapet is intact across the top of the building and conceals a hipped roof form. It is comprised of a central panel adorned with three rectangular floral motifs and flanked with pilasters topped with triangular pediments at each end. Below the parapet, a full entablature is complete with deep moulded cornice, a dentil band and decorative scroll brackets – a pair at each end of the building and two additional brackets across the face.

Each of the four floor levels has groups of three identical windows openings, arched on the upper floor and rectangular on levels two and three. On the first floor enlarged openings have highlight windows and full width windows. First floor windows are early, if not original.

Each level has decorated pilasters on the building edges. Decoration varies between the levels. All other face details have been removed, resulting in a flat rendered face between the pilasters. The remaining stucco decorative elements indicate that 25 Elizabeth Street once formed a highly elaborate Victorian commercial building, matching its neighbour at 21-23 Elizabeth Street.

### INTEGRITY

The building retains its early form and presentation as a building designed in the Victorian boom style. Much of the decoration across the face of the building has been removed, but the decoration at the upper and outer edges is intact. The ground floor shop front has been heavily altered.

While some of the detailing has been removed from the second to the fourth floor, it still reads as a mid-rise commercial building from the Victorian era.

### COMPARATIVE ANALYSIS

Late Victorian buildings constructed during the 1880s contributed to shaping Melbourne into a commercial city. Often with multiple storeys, the use of these buildings varied, from housing walled office spaces to offering large workshop floors. Being influenced by the 1880s property boom, these commercial buildings were popularly treated with Renaissance and Italianate styles, which are closely associated with Melbourne's Boom Style.

The subject building compares well with the following examples from the 1880s, being of a similar use, scale, location and creation date. The images are from c2000 or later, provided by CoM Maps unless stated otherwise.

#### *Elizabeth Chambers, 21-23 Elizabeth Street (HO1015)*

This five-storey commercial building with basement is adjacent to the subject site. It is one of three buildings in a row designed by architect William Salway. The rendered brick building features a façade designed in the Classical Revival style.



Figure 8. 21-23 Elizabeth Street constructed 1890.



*Former Gordon Buildings, 384-386 Flinders Lane, 1885, 1888 (Interim HO1271 – recommended as significant in the Hoddle Grid Heritage Review)*

Built as office accommodation by biscuit manufacturer, Swallow & Ariell, the distinctive four-storey (plus basement) office building was originally built as two storeys (plus basement) in 1885, with an additional two storeys built several years later in 1888. Architect Frederick Williams designed the original building and the extension. The cohesive arrangement of elements such as arched windows openings, moulded cornices and parapet detailing results in an integrated 'Italianate' façade.



Figure 9. 384-386 Flinders Lane constructed 1885 and 1888. (Source: Context 2018)

*Schuhkraft & Co Warehouse, 130-132 Flinders Street, 1885 (HO1036)*

A five-storey cement rendered brick commercial building, designed by William Henry Ellerker in the Italian High Renaissance Revival style and built by Charles Butler in 1885 for the printers and stationers Schuhkraft & Co.



Figure 10. 130-132 Flinders Street constructed 1885.

The subject building compares with the examples above as a late Victorian commercial building, constructed in a classical style. While it does not retain the same level of architectural detail as the example buildings, it is a representative example of this building type that flourished in the boom years of the 1880s and contributed to the shaping of Melbourne as a commercial city.

**ASSESSMENT AGAINST CRITERIA**

✓	<b>CRITERION A</b> Importance to the course or pattern of our cultural or natural history (historical significance).
	<b>CRITERION B</b> Possession of uncommon rare or endangered aspects of our cultural or natural history (rarity).
	<b>CRITERION C</b> Potential to yield information that will contribute to an understanding of our cultural or natural history (research potential).
✓	<b>CRITERION D</b> Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments (representativeness).
✓	<b>CRITERION E</b> Importance of exhibiting particular aesthetic characteristics (aesthetic significance).
	<b>CRITERION F</b> Importance in demonstrating a high degree of creative or technical achievement at a particular period (technical significance)
	<b>CRITERION G</b> 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 (social significance).
	<b>CRITERION H</b> Special association with the life or works of a person, or group of persons, of importance in our history (associative significance).

**RECOMMENDATIONS**

Recommended for inclusion in the Schedule to the Heritage Overlay of the Melbourne Planning Scheme as an Individual Heritage Place.

Recommendations for the Schedule to the Heritage Overlay (Clause 43.01) in the Melbourne Planning Scheme:

**MELBOURNE PLANNING SCHEME**

EXTERNAL PAINT CONTROLS	No
INTERNAL ALTERATION CONTROLS	No
TREE CONTROLS	No
OUTBUILDINGS OR FENCES (Which are not exempt under Clause 43.01-3)	No
TO BE INCLUDED ON THE VICTORIAN HERITAGE REGISTER	No
PROHIBITED USES MAY BE PERMITTED	No
ABORIGINAL HERITAGE PLACE	No

**OTHER**

N/A



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## PREVIOUS STUDIES

Central Activities District Conservation Study 1985	D
Central City Heritage Study 1993	C
Review of Heritage overlay listings in the CBD 2002	B
Central City Heritage Review 2011	Ungraded

## STATEMENT OF SIGNIFICANCE

**Heritage Place:** Former Universal House



**PS ref no:** Interim HO1247



### What is significant?

25 Elizabeth Street, a five-storey commercial building designed by architect William Salway and built in 1889.

Elements that contribute to the significance of the place include (but are not limited to):

- The building's original form, materials and detailing;
- Detailing of the upper façade, particularly the remaining stucco decoration at the upper and outer edges which includes the parapet, a full entablature with deep moulded cornice, a dentil band and decorative scroll brackets, pilasters;
- Pattern and size of original fenestration; and
- Early window joinery at the first floor.

Later alterations, including those to the ground level shop front, are not significant.

### How it is significant?

25 Elizabeth Street is of local historic, representative and aesthetic significance to the City of Melbourne.

### Why it is significant?

25 Elizabeth Street is of historical significance for its association with Melbourne's retail development during the boom years of the 1880s. Built in 1889 for Celia Hordern, the wife of merchant William Hordern, 25 Elizabeth Street was one of three adjacent buildings designed by architect William Salway:

the subject building (built 1889); 21-23 Elizabeth Street (built 1890); and 17-19 Elizabeth Street (built 1885). 25 Elizabeth Street is significant for its association with the Hordern Australian retailing dynasty, who operated stores and other ventures in Australia from 1844 until 1970. The building continued to be owned by members of the Hordern family for over 80 years until its sale in 1956. (Criterion A)

25 Elizabeth Street demonstrates its Victorian origins despite its altered form and somewhat stripped back façade. The scale, height and form continue to demonstrate a typical commercial building from the late nineteenth century. (Criterion D)

25 Elizabeth Street is aesthetically significant for its remaining 1880s decorative stucco detail and the pattern of upper floor windows, including the joinery of the first-floor windows. Aesthetic significance is also attributed to no.25 as part of the group of three adjacent buildings by William Salway. (Criterion E)

**Primary source**

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Hoddle Grid Heritage Review (Context & GJM Heritage, 2020)



## Appendix B: Revised Statement of Significance

### STATEMENT OF SIGNIFICANCE

**Heritage Place:** Former Universal House



**PS ref no:** HO1247



#### What is significant?

25 Elizabeth Street, a five-storey commercial building designed by architect William Salway and built in 1889.

Elements that contribute to the significance of the place include (but are not limited to):

- The building's original form, materials and detailing;
- Detailing of the upper façade, particularly the remaining stucco decoration at the upper and outer edges which includes the parapet, a full entablature with deep moulded cornice, a dentil band and decorative scroll brackets, pilasters;
- Pattern and size of original fenestration; and
- Early window joinery at the first floor.

Later alterations, including those to the ground level shop front, are not significant.

#### How it is significant?

25 Elizabeth Street is of local historic ~~and~~ representative ~~and aesthetic~~ significance to the City of Melbourne.

#### Why it is significant?

25 Elizabeth Street is of historical significance for its association with Melbourne's retail development during the boom years of the 1880s. ~~Built in 1880 for Celia Hordern, the wife of merchant William~~

INCORPORATED DOCUMENT – SCHEDULE TO CLAUSE 72.04 ~~JULY 2020~~ May 2021  
PROPOSED REVISIONS POST EXHIBITION changes are shown as track changes highlighted yellow

~~Hordern~~ 25 Elizabeth Street was one of three adjacent buildings designed by architect William Salway: the subject building (built 1889); 21-23 Elizabeth Street (built 1890); and 17-19 Elizabeth Street (built 1885). Built in 1889 for Celia Hordern of the Hordern Family retailing dynasty as a warehouse with hospitality and retail uses, 25 Elizabeth Street clearly demonstrates this important phase of development in the city, ~~is significant for its association with the Hordern Australian retailing dynasty, who operated stores and other ventures in Australia from 1844 until 1870. The building continued to be owned by members of the Hordern family for over 80 years until its sale in 1958.~~

(Criterion A)

25 Elizabeth Street demonstrates its Victorian origins despite its altered form and somewhat stripped back façade. The scale, height and form continue to demonstrate a typical commercial building from the late nineteenth century. (Criterion D)

25 Elizabeth Street is aesthetically significant for its remaining 1880s decorative stucco detail and the pattern of upper floor windows, including the joinery of the first floor windows. Aesthetic significance is also attributed to no.25 as part of the group of three adjacent buildings by William Salway. (Criterion E)

#### Primary source

Hoddle Grid Heritage Review (Context & GJM Heritage, 2020)