



# Melbourne Planning Scheme

## Incorporated Document

HO1 Carlton Precinct Statement of Significance November  
2021

**This document is an incorporated document in the Melbourne Planning Scheme  
pursuant to Section 6(2) (j) of the Planning and Environment Act 1987**

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## 1.0 HO1 – Carlton Precinct<sup>1</sup>

### 1.1 History

Carlton Precinct is located within the suburb of Carlton. The suburb was developed as part of the extension of Melbourne to its north in the mid-nineteenth century.

The first inhabitants of the area were the Woiwurrung and Boonwurrung peoples of the Kulin Nation. They inhabited an environment of lightly wooded grassy plains with a mix of eucalypts and she oaks, dipping around the point of where Victoria and Swanston streets meet today, and where a swampy section marked the start of what later became known as the Elizabeth Street creek.<sup>2</sup> The latter was one of the north-south running tributaries adjoining Birrarung (Yarra River), and likely a route through which Aboriginal groups travelled and camped.<sup>3</sup> It is also probable that the area was used for transit between a number of notable adjacent Aboriginal places such as the camps and ceremonial grounds near the junction of Birrarung and the Merri Creek; the camp at New Town Hill (Fitzroy); and the Royal Park camping and corroboree ground.<sup>4</sup> The nearby presence of scarred trees at Melbourne Zoo and Princes Park further suggests a strong and vital pre-contact Aboriginal presence in the area.

For the Woiwurrung and Boonwurrung peoples and other Aboriginal groups that frequented the area, the arrival of Europeans started a process of dispossession and alienation from their pre-contact traditional land, including their camping grounds and travel routes. Melbourne was established in the mid-1830s, and early accounts confirm that Aboriginal people 'continued to move through [the newly colonised land], and use camps and meeting places'.<sup>5</sup>

Later generations of Aboriginal people also lived in Carlton, in the terrace houses and public housing; and the suburb was one of many destinations involved in the 'internal migration' of Aboriginal people across Australia, often following the closure of Aboriginal missions.<sup>6</sup> This continued presence demonstrates both the adaptation and resilience of the Aboriginal people. The settlement of Carlton followed calls, in the late 1840s, to extend the city boundaries to the north, with the *Argus* newspaper arguing 'there seems no good reason why the city should not be allowed to progress'.<sup>7</sup> In 1850, the site of the new Melbourne General Cemetery was approved, located a then suitable two miles from the north city boundary. In 1852, during Robert Hoddle's tenure as Surveyor General, survey plans were prepared by Charles Laing for the first residential allotments north of Victoria Street in what became Carlton and North Melbourne.<sup>8</sup> The first sales of allotments south of Grattan Street took place in this period, and in 1853 the site of the University of Melbourne was reserved to the south of the new cemetery. An 1853 plan prepared by the Surveyor General's office shows the 'extension of Melbourne called Carlton' as being the area bounded by Victoria, Rathdowne, Grattan and Elizabeth streets.<sup>9</sup>

The slightly later 1855 Kearney plan shows subdivision of the suburb ending at a then unnamed Faraday Street and the site of the university. By 1857, when land between Grattan and Palmerston streets was auctioned, government notices identified the area as being in 'North Melbourne at Carlton'.<sup>10</sup> The naming of the 'Carlton Gardens' reserve was another use of 'Carlton' as a designator of the area, although the suburb was still commonly referred to as North Melbourne through the 1860s.<sup>11</sup>

The northern part of the suburb, to Princes Street, was subdivided in the 1860s, and included the introduction of the diagonal streets, Barkly, Neill and Keppel, which distinguish this part Carlton. Numerous small buildings were constructed in Carlton in the early period of its development, many of which were one or two room timber cottages or shops.<sup>12</sup> These buildings were mostly replaced throughout the later nineteenth century with more substantial and permanent brick and stone dwellings. This also followed the introduction of tighter building regulations in the 1870s, with the extension of the *Building Act* to cover Carlton in 1872.<sup>13</sup>

The *Sands & Kenny* directory of 1857 identifies occupants of buildings in Bouverie, Cardigan, Drummond, Leicester, Lygon, Queensberry, Rathdowne and Victoria streets. Cardigan and Bouverie streets included some commercial development with grocers, general stores and butchers listed along with boot makers, coach makers, plumbers and cabinet makers.<sup>14</sup> In 1865, allotments along the western edge of Drummond Street

were subdivided for sale, prompting objections by some residents as this portion of the suburb had originally been reserved for public uses.<sup>15</sup>

Princes Park was part of an early large reservation north of the city, set aside by Charles La Trobe, Superintendent of the Port Phillip District, in the 1840s.<sup>16</sup> It subsequently evolved from a grazing ground and nightsoil depository, to a reserve used for recreation and sporting activities. Its establishment can also be understood in the context of a proposal, largely credited to La Trobe, to surround the city of Melbourne with a ring of parks and gardens, including land set aside for public purposes. The result was an inner ring of gardens, including Fitzroy, Treasury, Parliament, Alexandra, Domain and the Royal Botanic Gardens; and an outer ring including Yarra, Albert, Fawkner, Royal and Princes parks. The former were generally more formally designed spaces, intended for passive recreation; while the latter were developed in a less sophisticated manner for both active and passive recreation.<sup>17</sup>

In the later nineteenth century, the use of Princes Park by Carlton sporting clubs was contentious. However the clubs were ultimately granted permissive occupancy, most notably the Carlton Football Club.<sup>18</sup> The 'Blues' had formed in 1864, being one of the earliest Australian Rules Football clubs. They formally occupied part of Princes Park from the late 1870s, having been granted 11 acres in 1878 on which to establish their home ground. The first oval ('Princes Oval') was in the southern area of the park, before moving to the current location further north. Although in occupation of the park, the Blues still played their 'home' games elsewhere in these years, including at the Melbourne Cricket Ground.<sup>19</sup> Of note, Princes Park has also been a premier venue for the recently formed women's football league, the AFLW; and hosted the inaugural game of the competition in February 2017.

Carlton Gardens, later to be associated with the Royal Exhibition Building and international exhibitions, was originally laid out by Edward Latrobe Bateman in the mid-1850s. Further redesign was undertaken in subsequent years, leading up to 1879-1880, when the gardens hosted the International Exhibition of October 1880, and the Royal Exhibition Building (REB) was completed.<sup>20</sup> The REB and Carlton Gardens were inscribed in the World Heritage List in 2004, in recognition of the World Heritage (outstanding universal) values of the place, as derived from it being a surviving 'Palace of Industry' in its original setting, associated with the international exhibition movement of the nineteenth and early twentieth centuries.<sup>21</sup>

By the 1870s, Carlton was a substantially developed residential suburb.<sup>22</sup> Grand terrace rows had been constructed along Drummond Street to the south, including Carolina, Erin and Warwick terraces. On the diagonal Neill Street between Rathdowne and Canning streets, some 43 properties could be counted.<sup>23</sup> Commercial precincts had also developed in Barkly and Lygon streets. The north side of Barkly Street was a small service centre, with a number of timber shops housing grocers and butchers; while the more extensive Lygon Street retail centre was increasingly diverse, accommodating hairdressers, tailors and stationers.<sup>24</sup> Concurrent with this development was the construction of hotels in the suburb, which numbered approximately 80 by 1873.<sup>25</sup> Local bluestone, which was readily available by the 1850s and more reliable than bricks produced at the time, was used in the construction of a relatively high proportion of early buildings, including houses.<sup>26</sup> The main material for the façade of seven of the ten houses constructed in Murchison Street by 1868, for example, was stone,<sup>27</sup> and many of these houses were built by Scottish stonemasons.<sup>28</sup>

In 1876, the Hospital for Sick Children was established in the former residence of Sir Redmond Barry in Pelham Street, to address the significant health issues faced by working class children. Founded by doctors John Singleton and William Smith in 1870, it was reportedly the first paediatric hospital in the southern hemisphere.<sup>29</sup> Between 1900 and 1923, the hospital committee engaged in a large scale building program, constructing pavilions and buildings designed for the hospital's requirements.<sup>30</sup>

While retailing in Carlton is now concentrated around the high street shopping centre of Lygon Street and its cross roads, including Elgin Street, in the nineteenth century, a number of small retail centres developed elsewhere in the suburb, such as in Barkly Street. This was typical of nineteenth century suburban development, with small collections of shops and local businesses servicing the immediately surrounding residences. The suburb's many hotels, or pubs, provided a space where local residents could socialise away

from the home. Likewise, the hall located at the north-west corner of Kay and Canning streets has been a gathering place for different community groups since its construction in 1885-86, including the San Marco in Lamis Social Club.

After first being proposed in the 1890s, the Carlton Baths were opened in February 1916 on the present site, then accessed via Victoria Place to the north, a laneway parallel to Princes Street. The facilities were substantially improved in 1930, and have been subject to more recent development.<sup>31</sup>

The re-subdivision of earlier allotments and small-scale speculative development was also a feature of the second half of the nineteenth century in Carlton. This resulted in some irregular allotment sizes, and consequently atypical building plans and designs, including dwellings with asymmetrical frontages, terraces of inconsistent widths, and row houses off-alignment to the street.<sup>32</sup>

By the late nineteenth century, some distinction had emerged between development in the north and south of the precinct. With the construction of the REB and development of Carlton Gardens, the main thoroughfares in the south attracted more affluent middle-class development, including larger houses which often replaced earlier more modest dwellings, and named rows of terraces. These developments complemented the London-style residential squares of the suburb, which were generally anticipated in the early subdivisions, and included University Square, Lincoln Square, Macarthur Square, Murchison Square and Argyle Square. The squares represented valuable open space for both passive and more formal recreation and, despite their small size, also proved popular with local sporting clubs.<sup>33</sup> Nineteenth century curators of the squares included Nicholas Bickford and his successor, John Guilfoyle.<sup>34</sup>

Small workers' cottages tended to be constructed on secondary streets, including narrow ROWs (rights of way) behind larger properties. In the north, modest cottage rows on small allotments were more typical, reflecting the working class demographic of this area of Carlton. However, cottage rows were still named, as evidenced by Canning Street to the north of Kay Street which was occupied by Theresa cottages, Crimble cottages and Henrietta cottages. Such cottages tended to be of three or four rooms, compared to the much larger residences of generally eight rooms to the south.<sup>35</sup>

Carlton's population in the nineteenth century tended to follow the immigration patterns of the broader metropolitan area, that is, one which was predominantly drawn from the British Isles. However, in the early decades of the twentieth century, the demographics of Carlton began to change, with recent arrivals from Eastern Europe including Jewish families.<sup>36</sup> Jewish-operated businesses in Carlton included plumbers, grocers and tailors;<sup>37</sup> and Carlton and Carlton North became centres of Jewish activity and customs.<sup>38</sup> Yiddish was a commonly heard local language.<sup>39</sup> Carlton's status as the centre of Jewish Melbourne continued until around the middle of the twentieth century, after which it shifted to Melbourne's southern suburbs.

The highest profile of the immigrant groups to arrive in Carlton in the post-war period were the Italians, with the suburb becoming known as 'Little Italy'; Greek, Spanish and Lebanese families also arrived in large numbers in this period. Post-war migration had a significant impact on the suburb, not least in the transformation of Lygon Street. In the section between Queensberry and Elgin streets, there were 14 Italian proprietors in 1945, increasing to 47 by 1960, many of whom were restaurant operators.<sup>40</sup> Melbourne's inner suburbs in the post-war period offered cheaper housing and access to manufacturing work, and by 1960 there were an estimated 6,500 Italian residents in Carlton, approximately one quarter of the suburb's population.<sup>41</sup>

The influence of the various migrant groups on the suburb throughout the twentieth century is also evident in the many Jewish and Italian businesses and retailers. Shops, such as kosher butcheries, delicatessens, pizzerias, cafes and cake shops, were important for maintaining culture and connection with communities, beyond the mere supply of foodstuffs.

Carlton was also a centre of so-called 'slum clearance' from the interwar period. The rapid development of the nineteenth century, which had included construction of tiny cottages in rear lanes, was the focus of this activity. The Housing Commission of Victoria (HCV) was most active in this regard, having identified large parts of the suburb as slum reclamation areas. In the 1950s and 1960s, the HCV compulsorily acquired

properties, razed them and then redeveloped the sites with new forms of public housing. The first of the low-rise walk up blocks of flats was constructed in Carlton in 1960-61, on the reclamation area bounded by Canning, Palmerston, Nicholson and Elgin streets.<sup>42</sup> Tower estates were also developed in Carlton by the HCV in the 1960s. The Carlton Estate, between Lygon and Rathdowne streets, was the most densely populated, at 247 people per acre.<sup>43</sup> Later, in the 1980s, the renamed Ministry of Housing embarked on a new direction in public housing in Carlton, including refurbishing rather than demolishing existing houses. The Ministry also followed a programme of constructing smaller and less dense infill housing in Carlton, which was well-received. It involved new housing designed by notable architects and intended to be more in sympathy with the historic streetscapes. The area of Carlton in which this early 1980s development occurred was known as the 'Kay Street Reclamation Area'.<sup>44</sup> While parts of Carlton were occupied by professionals and the independently wealthy, much of Carlton's population in the nineteenth century earned their living through skilled and unskilled trades, including in the building industry.<sup>45</sup> The suburb has also had a long association with trade unionism, in part due to the presence of Trades Hall at the corner of Lygon and Victoria streets, the southern entrance to the suburb. Other union and trade related places proliferated nearby.

Other trades and professions in Carlton included bootmakers, with 217 of the latter identified in the suburb in 1885.<sup>46</sup> A concentration of monumental masons and grave decorators in the northern part of the suburb by the end of the nineteenth century also attests to the suburb's connection with the Melbourne General Cemetery.<sup>47</sup>

Factory work was another major employer, although commonly in the small scale manufacturing operations which, from the nineteenth century, were run out of local workshops including in the precinct. Larger-scale industry and manufacturing tended to be located in the south-west of the suburb, and outside the precinct. More generally in Carlton there was insufficient vacant land or available properties on which to develop substantial industrial sites as happened in parts of Fitzroy and Collingwood. Exceptions include the large Carlton & United Brewery complex which was developed from 1858;<sup>48</sup> and larger early twentieth century complexes, such as the Davies Coop textile manufacturing operations in and around Cardigan Street. Both these developments were in the south of the suburb and outside the precinct.

Students have been associated with Carlton since the establishment of the University of Melbourne in the 1850s. However, more affordable tertiary education, and the (then) relatively cheap cost of housing, brought large numbers of students to the suburb from the 1960s.<sup>49</sup> The Royal Melbourne Institute of Technology's (RMIT) expansion into Carlton from its city campus in the 1970s, also increased local student numbers. The Institute embarked on a programme of constructing new buildings and adapting existing ones (often former manufacturing buildings) in the southern area of the suburb, with the new Carlton campus earmarked as a technical college.<sup>50</sup>

The arrival of students in numbers led to another cultural shift in Carlton, as the suburb became synonymous with new and alternative social and artistic movements in literature, film and theatre. La Mama Theatre and the Pram Factory were innovators in the theatrical arts. Australia's first all-Aboriginal acting company, Nindethana (or 'Ours') was founded by Jack Charles, Joyce Johnson and Bob Maza at the Pram Factory in 1971, and also had associations with La Mama.<sup>51</sup> The latter was established in a former printing works in Faraday Street 1967.<sup>52</sup> The Deutscher Fine Art gallery was established in a purpose built addition behind a Victoria villa residence in Drummond Street in the mid-1980s. The suburb was also documented in popular film and television.

Carlton was additionally a focus of the early conservation movement in Melbourne. The Carlton Association was established in 1969, with a focus on urban issues including opposition to the slum clearance work of the HCV.<sup>53</sup> The Builders Labourers' Federation (BLF), a Trades Hall affiliated union with a long association with Carlton, was also involved in the early fight to protect Carlton's heritage. This was through the use of 'green bans' and strike action to protect the built heritage at development sites.<sup>54</sup>

Another highly active group, the Carlton Residents Association (CRA) was formed in 1995, this time in response to a University of Melbourne proposal to develop terrace houses in Faraday and Cardigan streets.<sup>55</sup> The CRA is still active and engaged in issues to do with heritage and amenity in the suburb.

The rise of the educated and activist demographic in Carlton in the later twentieth century speaks to yet another transformation of the suburb, including gentrification and an increase in owner-occupiers over renters. Historic buildings and houses were restored, and property values increased. More intensified residential development, or pressures to develop, also resulted from the increased land values. There were also, from the 1970s and 1980s, some celebrated new residential and institutional developments in the suburb, by noted contemporary architects.

## **1.2 Description**

The extent of the Carlton Precinct is identified as HO1 in the planning scheme maps.

The Royal Exhibition Building and Carlton Gardens, together with the World Heritage Environs Area precinct (HO992), adjoin the precinct to the south-east; the University of Melbourne and Melbourne General Cemetery adjoin to the north-west.

Significant and contributory development in the precinct dates from the mid nineteenth century through to the interwar period, although Victorian development predominates. Some places of heritage value are also outside this date range.

The precinct is mainly residential, but with commercial streets and historic shops and hotels scattered throughout, including to street corners. Former small scale manufacturing and industrial development, mainly in the form of single workshops, and fewer larger factory complexes than the broader suburb are also located in the precinct.

The precinct incorporates a broad range of dwelling types, including modest single storey cottages, terrace rows on narrow allotments, larger single storey dwellings, two-storey terraces in pairs and rows, some very large three-storey terraces, and villas on more generous allotments. Generally, development in the north tends to be modest in size, and more substantial in the south.

The precinct typically has buildings of one and two-storeys, with three-storeys more common in the south, particularly on Drummond Street. Building materials include brick and rendered masonry, with some timber, and a relatively high proportion of stone buildings. The stone and timber buildings generally date from the 1850s and 1860s. Other characteristics of residential buildings include hipped roofs with chimneys and often with parapets; verandahs with decorative cast iron work and tiled floors; iron palisade fences on stone plinths to front property boundaries; limited or no front and side setbacks; lower-scale rear wings to larger terraces and dwellings; and long and narrow rear yards. Vehicle accommodation is generally not visible from principal streets, but more common to rears of properties, with rear lane access.

Residential streets can have consistent or more diverse heritage character. Examples of the former include parts of Canning Street with intact rows of single-storey terraces, and the southern end of Drummond Street with long rows of large two-storey terraces. The more diverse streets have a greater variety of building and allotment sizes, and dwelling heights, styles, materials and setbacks. Examples include the streets located between Carlton and Elgin streets, and Kay and Pitt streets in the north of the precinct. The diversity reflects development extending over a long period within a single street.

Another precinct characteristic are buildings with no setbacks and pointed or sharply angled corners, located to the junction of streets which meet at sharp angles; and those which return around corners with canted or stepped facades. Irregular allotment plans, including those associated with later re-subdivision of the early Government allotments, have also given rise to buildings which diverge from the norm in their form and siting.

Development on lanes to the rears of properties is another precinct characteristic, including occasional historic outhouses such as water closets, stables and workshops. Rear boundary walls vary, with many original walls removed or modified to accommodate vehicle access.

In the post-war period, the impact of the Italian community is also evident. Dwellings were often rendered, original verandahs replaced with simple awnings on steel posts, and steel windows introduced to facades.

Commercial buildings in the precinct are typically two-storey, of brick or rendered masonry, with no setbacks, and intact first floor (and upper level) facades and parapets. Many ground floor facades have been modified, but some original or early shopfronts survive, as do iron post-supported verandahs with friezes, including return verandahs to street corners. Commercial streets or sections of streets include Lygon, Elgin, Rathdowne, Nicholson, Faraday and Grattan streets.

The small scale manufactories of the precinct tended to take the form of single workshops or small buildings, sometimes located in residential streets or more often to the rears of the streets, and accessed by rights of way. Such buildings were often of brick, of one or two storeys, and occasionally larger; and of utilitarian character and design.

Historic civic development including the former police station, post office and court house, is located on Drummond Street near the intersection with Elgin Street. Other non-residential development located on or near the perimeter of the precinct includes Trades Hall, Queen Elizabeth Maternal & Child Health Centre, the original site of the Royal Children's Hospital, Carlton Gardens Primary School, Carlton Baths and St Jude's Church.

Social and economic developments of the latter decades of the twentieth century, associated with changing inner Melbourne demographics and rising land values, have wrought physical changes to the precinct. These are evidenced in extensions and additions to dwellings, and conversion of historic manufacturing and industrial buildings to residential, commercial and other uses. Large scale residential buildings and apartment blocks have also been constructed on development sites.

### **1.2.1 Pattern of development**

The street layout of the precinct demonstrates the overall subdivision pattern established in the official surveys of the 1850s. This includes a hierarchical and generally regular grid of wide and long north-south and east-west running streets, with secondary streets and a network of lanes. In terms of allotment sizes, the general pattern is one of finer grain to residential streets, and coarser grain to principal streets and roads.

Breaking with the regular street grid are several streets on the diagonal, including Barkly, Neill and Keppel streets. The private re-subdivision of the early Government allotments also gave rise to some narrow streets and smaller allotments, as occurred for example in Charles and David streets. Charles Street is distinguished in this context as a narrow street with bluestone pitchers, and a high proportion of intact modest cottages.

Lanes provide access to the rears of properties, and also act as minor thoroughfares, providing pedestrian and vehicle access between streets and through dense residential blocks.

The wide, straight and long streets of the precinct have a sense of openness due to their width, and afford internal views and vistas, as well as views out of the precinct. Views to the dome of the Royal Exhibition Building are afforded from the west on Queensberry Street, with other views of the World Heritage site from streets running west of Rathdowne Street, and south of Grattan Street.

Important nineteenth century roads or boulevards are located on the boundaries of the precinct, including Victoria Parade and Nicholson Street.

In terms of infrastructure, streets in the precinct variously retain bluestone kerbs and channels, while lanes generally retain original or relayed bluestone pitchers and central drains.

### **1.2.2 Parks, gardens and street plantings**



Public parks and smaller public squares or gardens within or immediately adjoining the precinct, are another legacy of the nineteenth century surveys and subdivisions. The latter were influenced by London-style squares and include Argyle, Murchison, Lincoln, Macarthur and University squares, with residential development laid out around the squares. Murchison and Macarthur squares remain largely surrounded by the associated nineteenth century residential development. Argyle Square in part retains its historic surrounds, although less so on the west side where Cardigan Street is not included in the precinct. University Square retains less of its original surrounds and context, as does Lincoln Square. All of the squares in the precinct largely retain their original boundaries. These five squares provide evidence of early town planning in Carlton, having been conceived as urban spaces in the 1850s and formally gazetted in the 1860s.

Princes Park is wholly within the precinct, albeit located north-west of the main precinct area. The park extends for approximately 39 hectares, stretching for two kilometres along the east side of Royal Parade. Princes Oval, Carlton Football Club's home ground and headquarters, is located in the centre of the park, with sporting fields to the south and passive recreation areas to the north. The park combines treed areas and open space, with the latter providing generous vistas across the park, including views of the established plantings and tree rows lining pathways and bordering the park. Surviving nineteenth century plantings include elm rows and avenues, Moreton Bay Figs, and River Red Gums. Later plantings include Canary Island Palm rows, the Princes Park Drive plantation, and various Mahogany Gums. Historic buildings include the Park Keeper's cottage (1885), tennis pavilion (1926), and north and south sports pavilions (1937).

The landscapes of the Melbourne General Cemetery and Carlton Gardens are located outside the precinct boundary, but are visible from within the precinct.

Several of the principal streets have mature street or median plantings, including Keppel, Grattan, Cardigan, Canning and Drummond streets.

### **1.3 Statement of Significance**

Carlton Precinct (HO1) is of local significance. It satisfies the following criteria:

- Criterion A: Importance to the course or pattern of our cultural or natural history (historical significance).
- Criterion E: Importance in exhibiting particular aesthetic characteristics (aesthetic/architectural significance).
- Criterion G: Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons (social significance).

#### **What is significant?**

Carlton Precinct was developed from the mid-nineteenth century as part of the extension of Melbourne to its north during a period of significant population growth. Significant and contributory development in the precinct dates from the mid nineteenth century through to the interwar period, although Victorian development predominates. Some individual places of heritage value are also outside this date range.

The precinct is mainly residential, with some commercial streetscapes and buildings scattered throughout. There is some institutional development, and some small-scale former manufacturing and industrial development. Various parks, gardens and squares, and mature street plantings and rows, are also components of significant development in the precinct.

There are areas in the precinct which display different built form characteristics. For example, commercial/retail development on Lygon and Elgin streets differs to the nearby fine-grained residential

cottages and smaller terrace rows, and these in turn differ to the grander Boom style terraces and villas in the south of the suburb. It is also difficult to put clear boundaries around these different historic character areas, as the beginning and end of such development is not always evident. This is due to different periods and forms of development occurring in geographical proximity in the precinct. The different development is also historically integrated and related, and all part of the large and diverse Carlton Precinct.

The following are the identified 'key attributes' of the precinct, which support the assessed significance:

- Typical nineteenth century building characteristics including:
  - Use of face brick and rendered masonry building materials, with timber and bluestone indicating earlier buildings.
  - Hipped roof forms with chimneys and parapets; verandahs with decorative cast iron work and tiled floors; iron palisade fences on stone plinths; and limited or no front and side setbacks.
- Later development as evidenced in Edwardian and interwar buildings.
- Typically low scale character, of one and two-storeys, with some larger three-storey buildings.
- Streets of consistent scale, or with greater scale diversity incorporating modest and larger buildings.
- Streets of consistent historic character, contrasting with those of more diverse character.
- Streets which are predominantly residential and others which are predominantly commercial.
- Historic shops and hotels distributed across the precinct, including prominently located corner hotels in residential streets.
- Importance of Lygon Street, one of inner Melbourne's most iconic commercial streets.
- Views from lanes to historic outbuildings and rears of properties, providing evidence of historic property layouts.
- Buildings which diverge from the norm in their form and siting, constructed to irregular street intersections with sharp corners, and on asymmetrical allotments.
- Nineteenth and early twentieth small scale workshops in some residential streets, and to the rears of streets and accessed via ROWs.
- Limited in number but larger manufacturing buildings dating from the nineteenth through to the early twentieth century.
- 'Layers' of change associated with phases of new residents and arrivals, including Eastern Europeans, Jewish and Italian immigrants, and students of the 1960s and 1970s.
- Nineteenth century planning and subdivisions as evidenced in:
  - Hierarchy of principal streets and lanes.
  - Generally regular grid of wide, straight and long north-south and east-west streets, with secondary streets and a network of lanes.
  - Pattern of finer grain allotment sizes to residential streets, with coarser grain to principal streets and roads.
  - Lanes which provide access to rears of properties and act as important minor thoroughfares.

- Distinctive small public squares, influenced by London-style development, including Macarthur Square, Murchison Square, Argyle Square, Lincoln Square and University Square.
- Importance of Princes Park as one of La Trobe's historic ring of parks and gardens surrounding Melbourne.
- Mature street plantings and tree rows.
- Principal streets characterised by their width and open character, with vistas available along their length; these are sometimes distinguished by later central medians and street tree plantings.
- Views of the Royal Exhibition Building and Carlton Gardens from the west on Queensberry Street, and from other streets west of Rathdowne Street and south of Grattan Street.
- Historic street materials including bluestone kerbs and channels, and lanes with original or relayed bluestone pitches and central drains.
- Vehicle accommodation which is generally not visible from principal streets, but more common to rears of properties, with rear lane access.

### How is it significant?

Carlton Precinct is of historical, aesthetic/architectural and social significance to the City of Melbourne.

### Why is it significant?

Carlton Precinct is of **historical significance**, as a predominantly Victorian-era precinct which reflects the early establishment and development of Carlton, on the northern fringe of the city. It was planned on the basis of early 1850s surveys undertaken during Robert Hoddle's tenure as Surveyor General, with the first residential allotments located to the north of Victoria Street. The precinct retains a comparatively high level of intactness, and a very high proportion of pre-1900 buildings, including terrace (row) housing, complemented by historic shops, former mainly small-scale manufacturing and industrial buildings, institutions and public buildings. Surviving 1850s and 1860s buildings in particular attest to the precinct's early development. Parks and squares, including University Square, Macarthur Square, Murchison Square, Lincoln Square and Argyle Square, also provide evidence of early planning. Princes Park is of historical significance, having been reserved in the 1840s by Superintendent of the Port Phillip District, Charles La Trobe. This visionary action resulted in a ring of parks and gardens surrounding inner Melbourne, of which Princes Park is a stand out example. Part of the park, and later specifically Princes Oval, has been the home of the Carlton Football Club since the late 1870s. By the late nineteenth century, some distinction had emerged between development in the north and south of the precinct. Modest cottages and terrace rows on small allotments were more typical of the north, reflecting the historic working class demographic of this area of Carlton. The suburb is also home to a number of important institutions, namely Trades Hall, the first Royal Children's Hospital and the Queen Elizabeth Maternal Health centre. In the south, the proximity to the city and, notably, the prestige associated with the Royal Exhibition Building (REB) and Carlton Gardens, and the International Exhibitions of the 1880s was reflected in grander residential development. The World Heritage Listing of the REB and Carlton Gardens in 2004 was in recognition of the outstanding universal values associated with this site and its role in the international exhibition movement of the nineteenth and early twentieth centuries. In the later twentieth century, Carlton was the focus of early conservation activism and campaigns to save historic buildings and streetscapes, many of which survive in the precinct but were being impacted by the Housing Commission of Victoria's slum clearance work and public housing construction programme. The precinct is also significant for its historical and ongoing association with the Woiwurrung (Wurundjeri) and Boonwurrung groups of the Kulin Nation, the Traditional Owners of the land, as well as other Aboriginal groups whose members have links to the area. Former generations of Aboriginal people inhabited the precinct area in the pre-contact period, while later generations continue to live, meet and re-connect in Carlton as part of the continuing 'internal migration' of Aboriginal people across Australia.

Carlton Precinct is of **historical and social significance** for its later 'layers' of history and culture, including an ongoing connection with migrant groups. The arrival of people from Eastern Europe in the early twentieth century, followed by Italian immigrants, wrought significant change to the precinct. Lygon Street evolved into an iconic inner Melbourne commercial strip, historically valued by Melburnians for its Italian culture and colour. In the 1960s and 1970s, students also moved into Carlton in great numbers, with the suburb becoming synonymous with new and alternative social and artistic movements. This cultural awakening had wider ranging impacts on Australian arts, including literature and theatre. Carlton, in turn, has been well documented in popular culture, and featured in film and television. Princes Park is also of social significance, being highly valued by the community for providing opportunities for passive recreation and more formal sporting activities; and as the home of the Carlton Football Club.

The **aesthetic/architectural significance** of the Carlton Precinct predominantly rests in its Victorian-era development, including terrace and row housing, commercial and manufacturing buildings, complemented by more limited Edwardian and interwar development. There are also some notable modern developments by contemporary architects. The pattern of nineteenth century subdivisions and land uses is reflected in the dense residential streetscapes, with commercial buildings in principal streets and sections of streets, and historic shops and hotels to residential street corners. Nineteenth century planning is also evident in the regular grid of wide, straight and long north-south and east-west streets, with secondary streets and a network of connecting lanes. The latter are demonstrably of nineteenth century origin and function, and continue to provide access to the rears of properties, as well as performing the important role of minor thoroughfares through dense residential blocks. This reinforces the 'permeable' character and pedestrian nature of the precinct. Residential development in the precinct is also significant for its diversity, with a variety of building and allotment sizes, and dwelling heights, styles, materials and setbacks. Streetscapes can have consistent heritage character, or more diverse character, reflecting stop-start bursts of building activity, changing styles and dwelling preferences, and later re-subdivision. Aesthetically, the principal streets are distinguished by central medians and tree plantings, with a sense of openness due to their width, and vistas available along their length. The parks and smaller squares, influenced by London-style development, also enhance the aesthetic significance.

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- <sup>1</sup> This precinct citation refers to individual heritage places, some of which are included in the Victorian Heritage Register or individually listed in the Schedule to the Heritage Overlay, which are wholly or partly located within the precinct boundary, or adjoin it. Historical development outside the precinct boundary is also referred to. This recognises that adjoining development, and individual places, contribute to an understanding of the precinct's evolution and in some cases were influential in the history of the precinct. They also demonstrate important historical attributes or characteristics which are shared with the precinct.
- <sup>2</sup> As shown in pre-1750s EVC NatureKit, Department of Environment, Land, Water and Planning, see <https://www.environment.vic.gov.au/biodiversity/naturekit> accessed 9 April 2019.
- <sup>3</sup> Extent Heritage, *City River Aboriginal Cultural Narrative*, for City of Melbourne, 2018, p. 17.
- <sup>4</sup> S Canning and F Thiele, *Indigenous cultural heritage and history within the Metropolitan Melbourne Investigation Area*, for the Victorian Environmental Assessment Council, 2010, p. 21-2.
- <sup>5</sup> S Jackson, L Porter, L Johnson, *Planning in Indigenous Australia: From imperial foundations to postcolonial futures*, Routledge, London, 2017. p. 116.
- <sup>6</sup> Extent Heritage, Traditional Owners engagement, December 2018 to February 2019.
- <sup>7</sup> *Argus*, 22 November 1849, p. 2.
- <sup>8</sup> 'Plan of the City of Melbourne and its extension northwards', Charles Laing, 1852, held at State Library of Victoria and Marjorie J. Tipping, 'Hoddle, Robert (1794–1881)', Australian Dictionary of Biography, National Centre of Biography, Australian National University, <http://adb.anu.edu.au/biography/hoddle-robert-2190/text2823>, published first in hardcopy 1966, accessed online 29 June 2015.

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- <sup>52</sup> Bill Garner, in Peter Yule (ed.), *Carlton: A History*, Melbourne University Press, Carlton, 2004, p. 199
- <sup>53</sup> David Beauchamp and Frank Strahan, 'Fighting for Carlton', in Peter Yule (ed.), *Carlton: A History*, Melbourne University Publishing, Carlton, 2005, pp. 156-157.
- <sup>54</sup> Gordon McCaskie, 'The Voice of the Working Classes – Trades Hall and the union movement', in Peter Yule (ed.), *Carlton: A History*, Melbourne University Publishing, Carlton, 2005, p. 427.
- <sup>55</sup> Sue Chambers, 'The Community Takes Action – Carlton Residents Association', in Peter Yule (ed.), *Carlton: A History*, Melbourne University Publishing, Carlton, 2005, p. 166.