

**Melbourne Planning Scheme Amendment C394melb  
Fishermans Bend Heritage**

**Panel Report**

*Planning and Environment Act 1987*

**11 February 2022**

**How will this report be used?**

This is a brief description of how this report will be used for the benefit of people unfamiliar with the planning system. If you have concerns about a specific issue you should seek independent advice.

The planning authority must consider this report before deciding whether or not to adopt the Amendment.

[section 27(1) of the *Planning and Environment Act 1987* (the PE Act)]

For the Amendment to proceed, it must be adopted by the planning authority and then sent to the Minister for Planning for approval.

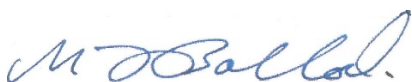
The planning authority is not obliged to follow the recommendations of the Panel, but it must give its reasons if it does not follow the recommendations. [section 31 (1) of the PE Act, and section 9 of the *Planning and Environment Regulations 2015*]

If approved by the Minister for Planning a formal change will be made to the planning scheme. Notice of approval of the Amendment will be published in the Government Gazette. [section 37 of the PE Act]

*Planning and Environment Act 1987*

Panel Report pursuant to section 25 of the PE Act

Melbourne Planning Scheme Amendment C394melb



Michael Ballock, Chair



Lucinda Peterson, Member

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## Glossary and abbreviations

BPWDP	<i>Bolte Precinct West – Yarra’s Edge Addendum Development Plan (2019).</i>
Council	Melbourne City Council
Heritage Study	Southbank and Fishermans Bend Heritage Study 2017
the PE Act	<i>Planning and Environment Act 1987</i>
Planning Scheme	Melbourne Planning Scheme
PPN01	Planning Practice Note 1 – Applying the Heritage Overlay
Review	Fishermans Bend In-Depth Heritage Review and Stakeholder Engagement 2021
VHR	Victorian Heritage Register

## Overview

Amendment summary	
The Amendment	Melbourne Planning Scheme Amendment C394melb
Common name	Fishermans Bend Heritage
Brief description	The Amendment proposes to implement the findings of the <i>Fishermans Bend In-Depth Heritage Review and Stakeholder Engagement 2021</i> by applying the Heritage Overlay to three properties in the Fishermans Bend precinct
Subject land	<ul style="list-style-type: none"> <li>- 1 Vegemite Way, Port Melbourne (former Kraft Factory)</li> <li>- 224-236 Salmon Street, Port Melbourne (Electricity Substation)</li> <li>- 206 Lorimer Street, Docklands (Shed 21)</li> </ul>
The Proponent	City of Melbourne
Planning Authority	City of Melbourne
Authorisation	By letter dated 5 May 2021
Exhibition	3 June to 8 July 2021

Submissions	Number of submissions: 10 Opposed: 2 - Phillip Anthony - Natale Cutri - Royal Historical Society of Victoria Inc. - Port Melbourne Historical Society Inc. - John Miskas - University of Melbourne - Development Victoria - National Trust of Australia (Victoria) - Danvale Nominees Pty Ltd - Samma Property Group
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#### Panel process

The Panel	Michael Ballock (Chair), Lucinda Peterson
Directions Hearing	By video conference, Tuesday 19 October 2021
Panel Hearing	On the papers
Site inspections	Unaccompanied, 30 November 2021
Parties to the Hearing	Council
Citation	Melbourne PSA C394melb [2022] PPV
Date of this report	11 February 2022

## Executive summary

Melbourne Planning Scheme Amendment C394melb (the Amendment) seeks to apply the Heritage Overlay on a permanent basis to the following three individual places:

- HO1381 - former Kraft Factory (1 Vegemite Way, Port Melbourne)
- HO1382 - Electricity Substation (224-236 Salmon Street, Port Melbourne)
- HO1383 - Shed 21 (206 Lorimer Street, Docklands).

In addition, the Amendment proposes to:

- amend the policy at Clause 22.04 (Heritage Places in the Capital City Zone) to apply to land at 194-206 Lorimer Street, Docklands and to include the Fishermans Bend In-Depth Heritage Review and Stakeholder Engagement 2021 (Review) as a policy reference
- amend the Schedule to Clause 72.04 (Incorporated Documents)
- amend the Incorporated Document titled *Heritage Places Inventory 2020 Part A*
- amend the Schedule to Clause 72.08 Background Documents.

Key issues raised in submissions included:

- removal of references to the former General Motors Holden complex from the Review
- updating the Review with correct information regarding the inclusion of the former GMH complex on the Victorian Heritage Register (VHR)
- additional elements of significance for the former Kraft Factory and extent of external paint controls
- objecting to the Heritage Overlay as the substation at 224-236 Salmon Street, Port Melbourne fails to meet the threshold for criteria A and E
- the curtilage of the Heritage Overlay for 224-236 Salmon Street, Port Melbourne should only include the building
- alignment of the Heritage Overlay for Shed 21 at 206 Lorimer Street, Docklands with the *Bolte Precinct West – Yarra's Edge Addendum Development Plan (2019)*
- establishing housing for rough sleepers
- ensure the upgrading of buildings and infrastructure provided for accessibility for people with disabilities
- the inclusion of West Gate Park in the Heritage Overlay or as part of the West Gate Bridge VHR nomination.

The Panel concludes:

- The Review provides appropriate strategic justification for the Amendment
- The background and reference document, based on the Review, which is a stand-alone assessment based specifically for the purpose of the three sites and attached In Appendix B should replace the Review in the Amendment documents
- The Former Kraft Factory at 1 Vegemite Way, Port Melbourne meets the threshold of local significance to warrant inclusion within the Heritage Overlay.
- The distinctive smell of the Vegemite manufacturing process is a significant intangible element of the site and should be referenced in both the Review citation and statement of significance to appropriately reflect the importance of this element.
- Having regard to the materiality of the 1956 Administration Building and its importance under Criteria E (Aesthetic significance), external paint controls should be applied in the Schedule to the Heritage Overlay (43.01) for this building.

- That the substation at 224-236 Salmon Street, Port Melbourne meets the threshold of local significance to warrant inclusion within the Heritage Overlay.
- It is appropriate to include the substation at 224-236 Salmon Street, Port Melbourne in the Heritage Overlay as HO1382.
- Shed 21 at 206 Lorimer Street, Docklands meets the threshold of local significance to warrant inclusion within the Heritage Overlay.
- The Heritage Overlay as exhibited is appropriate as it takes into account the adopted Bolte Precinct West – Yarra’s Edge Addendum Development Plan (2019) and practicalities around the recent subdivision that bisected the concrete apron from the shed.
- The extent of the Heritage Overlay as exhibited, while minimal, does not fatally compromise the integrity of Shed 21 or its significance.
- The Review’s citation and statement of significance should be amended to be consistent with the exhibited Incorporated document statement of significance.

### **Recommendations**

Based on the reasons set out in this Report, the Panel recommends that Melbourne Planning Scheme Amendment C394melb be adopted as exhibited subject to the following:

- 1. Replace the Fishermans Bend In-Depth Heritage Review and Stakeholder Engagement 2021 as a background document and reference document with the revised background document and reference document attached as Appendix B and edit the background document and reference document references in exhibited Clause 22.04 and Schedule to Clause 72.08 to refer to this document.**
- 2. For the former Kraft Factory, 1 Vegemite Way (HO1381):**
  - a) Amend the revised background document’s (Appendix B) citation and statement of significance to include reference to the distinctive smell of the Vegemite manufacturing process.**
  - b) Amend the statement of significance (incorporated document) to include an additional sentence (shown underlined) in the ‘Why it is significant’ section as follows:**

**The former Kraft Factory continues to produce the iconic Australian brand Vegemite from this site. The distinctive smell of the Vegemite manufacturing process which emanates from the factory distinguishes the site for many Victorians. The street to its south is ‘Vegemite Way’ and company signage proudly proclaims it is ‘the home of Vegemite.’ (Criterion A)**
  - c) Amend the Schedule to the Heritage Overlay (43.01) to apply external paint controls to the 1956 Administration Building.**
- 3. For Shed 21, 206 Lorimer Street, Docklands (HO1383):**
  - a) Amend the revised background document’s (Appendix B) citation and statement of significance to align with the exhibited statement of significance; and**
  - b) Amend revised background document’s citation (Appendix B) to include a brief explanation with reference to the adopted Bolte Precinct West – Yarra’s Edge Addendum Development Plan (2019) to give context to the final position.**

# 1 Introduction

## 1.1 The Amendment

### (i) Amendment description

The purpose of the Amendment is to implement the findings of the Review by applying the Heritage Overlay to three individual places

Specifically, the Amendment proposes to:

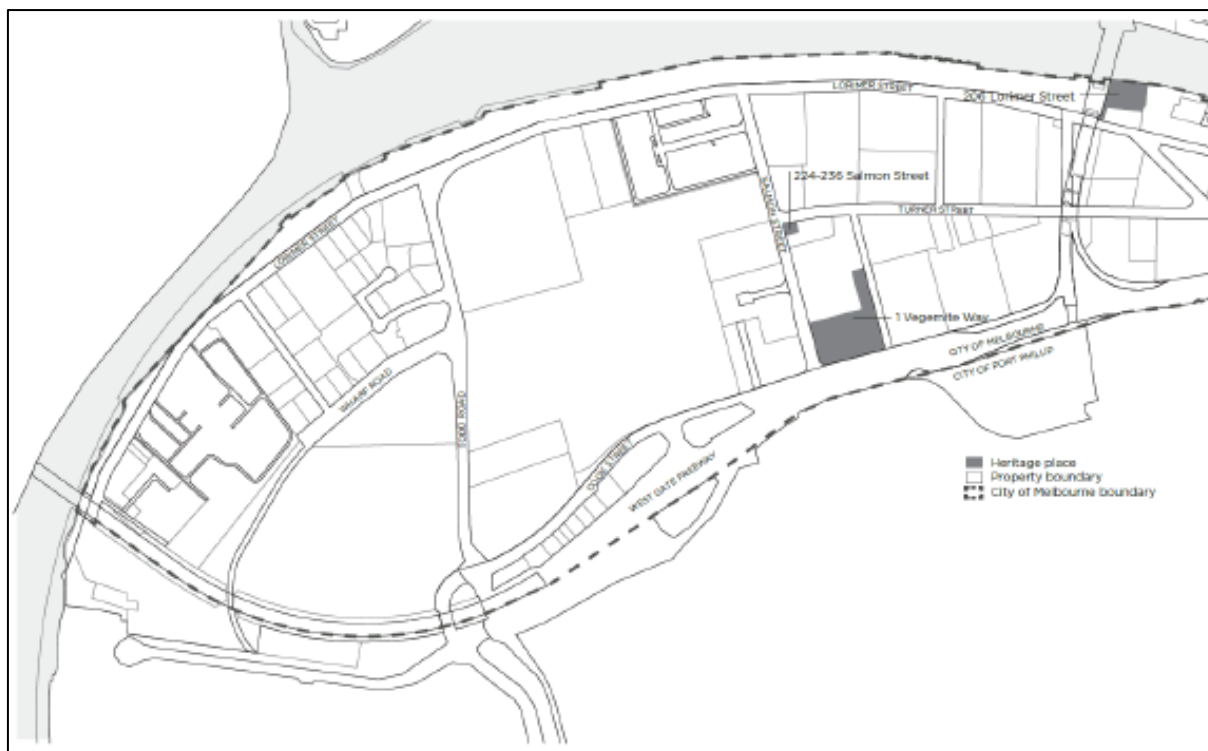
- Amend the policy at Clause 22.04 (Heritage Places in the Capital City Zone) to apply to land at 194-206 Lorimer Street, Docklands and to include the Review as a policy reference.
- Amend the Schedule to Clause 43.01 (Heritage Overlay) to include three new individual places on a permanent basis:
  - HO1381 - former Kraft Factory (1 Vegemite Way, Port Melbourne)
  - HO1382 - Electricity substation (224-236 Salmon Street, Port Melbourne)
  - HO1383 - Shed 21 (206 Lorimer Street, Docklands).
- Amend Planning Scheme Map 7HO to reflect the changes described above.
- Amend the Schedule to Clause 72.04 (Incorporated Documents) by adding statements of significance for the three new individual heritage places, to reflect their addition in the Schedule to Clause 43.01.
- Amend the Incorporated Document titled *Heritage Places Inventory 2020 Part A* to reflect the amendments to the Schedule to Clause 43.01 by adding three new individual heritage places.
- Amend the Schedule to Clause 72.08 Background Documents by adding the Review as a Background Document.

### (ii) The subject land

The Amendment applies to three places within the study area of the Review, as shown in Table 1 below and in Figure 1:

**Table 1** Details of proposed places included in the Amendment

Heritage Place	Address
Former Kraft Factory	1 Vegemite Way, Port Melbourne
Electricity substation	224-236 Salmon Street, Port Melbourne
Shed 21	206 Lorimer Street, Docklands

**Figure 1** Sites included in the Amendment

## 1.2 Background

Council undertook a strategic review of its heritage program and released its *Heritage Strategy* in 2013 which included a 15-year framework to ensure the continued protection and enhancement of all elements of the City's heritage.

The *Heritage Strategy 2013* contains 38 actions, including the first priority actions described as being to:

Progressively undertake a review of heritage in the high-growth and urban renewal areas and in the mixed use areas in the city.

The *Heritage Strategy 2013* has resulted in a program of heritage reviews being undertaken by the City of Melbourne including Southbank and Fishermans Bend.

The *Southbank and Fishermans Bend Heritage Study* was conducted in 2017 and formed the basis for Amendment C305melb. The *Southbank and Fishermans Bend Heritage Study* (Heritage Study) recommended, among other things, heritage controls for the former Kraft factory, the substation site and Shed 21.

Council decided to undertake further research of the complex industrial sites in Fishermans Bend to allow for internal inspections and landowner meetings to provide a more in-depth consideration of the heritage value.

As a consequence, Amendment C305melb, as exhibited, did not include specific recommendations for the Fishermans Bend places. Nevertheless, the Fishermans Bend places were retained in the exhibited Heritage Study. In the final form of Amendment C305melb, and in line with the Panel's recommendations, the Fishermans Bend sites were removed from the Heritage Study.

In early 2018, Council commissioned HLCD Pty Ltd and historian Dr Peter Mills to assess the heritage significance of land within Fishermans Bend. The Review assessed the cultural heritage

significance of 12 potential heritage sites in Fishermans Bend, including the places included in the Amendment. Some of the sites were selected following the earlier work undertaken in the *Southbank and Fishermans Bend Heritage Study*. The 12 sites assessed in the Review for their heritage significance include:

- former General Motors Holden factory – 241 (part), 251-259 and 261 Salmon Street; part of Bayside Avenue and part of Central Boulevard, Port Melbourne
- former Government Aircraft Factory – 226 Lorimer Street, Port Melbourne
- former Kraft Factory – 1 Vegemite Way, Port Melbourne
- Shed 21 – 206 Lorimer Street, Docklands
- electricity substation – 224-236 Salmon Street, Port Melbourne
- West Gate Service Stations (North and South)
- Stewarts and Lloyds – 704-744 Lorimer Street, Port Melbourne
- International Harvester factory – 748-766 Lorimer Street, Port Melbourne
- SEC Workshops/SP Ausnet – 90 Turner Street, Port Melbourne
- SEC Electricity Switching Yard/SP Ausnet – 108-130 Turner Street, Port Melbourne
- former Commonwealth Aircraft factory – 1 and 2 West Gate Freeway
- West Gate Bridge – 1 and 2 West Gate Freeway, Port Melbourne.

On 20 April 2021, Council resolved to seek authorisation to prepare Amendment C394melb to include three places identified in the Review within the Heritage Overlay. The recommendation included alignment of the heritage recommendation for Shed 21 at 206 Lorimer Street, Docklands with the endorsed Bolte Precinct West – Yarra's Edge Addendum (2019).

On 21 April 2021, Council requested that the Minister for Planning prepare, adopt and approve Amendment C393melb under section 20(4) of the *Planning and Environment Act 1987* (the PE Act). On 17 September 2021, Council was advised its request for interim protection had been refused under delegation on the grounds that no request for consent to demolish or a planning permit application applying demolition had been received by Council.

On 5 May 2021, the Minister for Planning granted authorisation under delegation to prepare Amendment C394melb subject to the following conditions:

- amend proposed planning scheme mapping to remove reference to HO1380 (West Gate Service Stations)
- notification must be given to any property in the Docklands Zone with an existing heritage overlay as the Amendment proposes to apply the heritage policy at 22.04 to properties in the Docklands Zone with a heritage overlay.

The letter of authorisation also included the following:

The Fishermans Bend in Depth Heritage Review 2021 (Heritage Study) includes a significant amount of background information on sites that are not being pursued via Amendment C394melb. Having regard to Planning Practice Note 13, the Heritage Study, as a background document, should only include content which helps explain further context about properties subject to the Heritage Overlay and associated statements of significance. Including content about other sites that are not proposed to be included in a heritage overlay (or are being considered via other processes) may result in confusion and unnecessary delays in the planning permit application process. Your Council should give consideration to removing these properties from the Heritage Study, or revising the structure of the Heritage Study, either prior to exhibition or prior to adoption by the Council, should it progress to that stage.

**Table 2** Chronology of events

DATE	EVENT
2017	The <i>Southbank and Fishermans Bend Heritage Study</i> was conducted in 2017 by Biosis Pty Ltd and Graeme Butler Heritage Consultants
19 September 2017	Future Melbourne Committee resolves to undertake a separate in-depth review for Fishermans Bend places that were initially included in the <i>Southbank and Fishermans Bend Heritage Study</i>
14 February 2018	Council engages HLCD Pty Ltd and Dr Peter Mills to prepare the <i>Fishermans Bend In-Depth Heritage Review</i>
2 July 2019	A nomination is submitted to Heritage Victoria to include the land at the former General Motors Holden factory at 223-261 Salmon Street, Port Melbourne in the VHR.
February 2021	The <i>Fishermans Bend In-Depth Heritage Review</i> is finalised.
20 April 2021	Future Melbourne Committee resolves to, among other things, seek authorisation from the Minister for Planning in relation to: <ul style="list-style-type: none"> <li>- Amendment C393melb (interim controls)</li> <li>- Amendment C394melb.</li> </ul>
21 April 2021	Council writes to the Minister seeking: <ul style="list-style-type: none"> <li>- Authorisation to prepare Amendment C394melb.</li> <li>- Council also writes to the Minister requesting that he prepare and approve Amendment C393melb – interim heritage controls.</li> </ul>
23 April 2021	Amendment C305melb Southbank heritage is gazetted. Fishermans Bend places are removed from the final report now referred to as the <i>Southbank Heritage Review 2017, updated November 2020</i> .
5 May 2021	Council is granted authorisation to prepare and exhibit Amendment C394melb from the Minister for Planning.
3 June - 9 July 2021	Amendment C394melb is formally exhibited. Ten (10) submissions are received to the Amendment.
17 August 2021	Future Melbourne Committee resolves, among other things, to: <ul style="list-style-type: none"> <li>- Note all submissions received to the Amendment.</li> <li>- Refer all submissions to an Independent Panel in accordance with Section 23 of the Planning &amp; Environment Act 1987.</li> </ul>
1 September 2021	The Minister gazettes part of the land known as the General Motors Holden site in the VHR.
2 September 2021	Council formally requests a Panel to be appointed and writes to submitters advising of request for Panel.
10 September 2021	Minister for Planning appoints a two-person Panel to hear and consider submissions.
17 September 2021	Minister advises Amendment C393melb (interim protection) is not supported as no request for consent to demolish any of the proposed heritage places has been received.

DATE	EVENT
19 October 2021	Directions hearing for the Amendment is held.

### 1.3 Procedural issues

The parties that made a request to be heard at the Hearing were:

- Council
- The National Trust of Australia -Victoria (National Trust)
- Development Victoria
- Royal Historical Society of Victoria.

At the Direction Hearing, Council indicated that, in accordance with some of the submissions, it was prepared to amend the Review to accommodate the concerns expressed about the references to the GMH site. The other parties present at the Directions Hearing, Development Victoria and the Royal Historical Society of Victoria, informed the Panel that if the references to the GMH site in the Review were removed they no longer wished to be heard.

As a consequence, the Panel directions dated 26 October 2021 included the following actions:

**Table 3** Summary of the Panel's directions dates

Date	Action
<b>Tuesday, 23 November 2021</b>	Council must circulate its Part A submission
<b>Tuesday, 23 November 2021</b>	Parties must circulate Expert witness reports
<b>Friday, 26 November 2021</b>	Parties must confirm whether they wish to make a submission to the Hearing
<b>Friday, 3 December 2021</b>	Council must circulate its Part B submission
<b>Wednesday, 1 December 2021</b>	Any supplementary submission from a party not appearing at the Hearing must be circulated
<b>Tuesday, 7 December 2021</b>	Video conference Hearing commences

By letter dated 25 October 2021, the Royal Historical Society of Victoria informed the Panel that, on the basis of the undertaking by Council to amend the Review, it did not wish to make a submission to the Hearing. Development Victoria by email dated 26 November 2021 informed the Panel that, in the light of Council's Part A submission, which confirmed the removal of the GMH site references, it no longer wished to be heard. The National Trust, by email dated 26 November 2021, confirmed that it did not wish to make a submission to the Hearing.

As a result, on 30 November 2021 the Panel issued the following directions:

Following the Directions Hearing the submitters present indicated that post exhibition changes to the Amendment had addressed their concerns. The Panel directed that Council circulate its Part A submission and expert witness report by Tuesday 23 November 2021 and that all parties confirm whether they wish to make a submission to the Panel by Friday 26 November 2021. Development Victoria, the National Trust of Australia (Victoria), the Royal Historical Society of Victoria and Council had initially completed requests to be heard. By Friday 26 November 2021, Development Victoria, the National Trust of Australia (Victoria) and the Royal Historical Society of Victoria had informed the Panel that they no longer wished to be heard. Consequently, rather than convene a Panel Hearing to hear further from submitters in relation to the Amendment, the Panel process will instead be conducted 'on the papers.'

Council has provided its Part A submission and the evidence of Ms Lardner. Council's Part B submission is due to be submitted on 3 December.

The Panel will consider Council's Part A and Part B submissions as well as the evidence statement of Ms Lardner and provide Council with any questions that it has by 12.00 pm on Tuesday 7 December 2021. If the Panel has any questions Council will have until 12.00 pm on Tuesday 14 December 2021 to respond

On 7 December 2021, the Panel provided its questions to Council (Document 11). On 13 December 2021, Council provided its response to the Panel's questions (Document 12) and those of Ms Lardner (Document 13).

## **1.4 Summary of issues raised in submissions**

### **(i) Planning Authority**

The key issues for Council were:

- Whether the reference to the reference to the former General Motors Holden complex should be removed from the summary recommendations table
- How the distinctive smell of Vegemite is referenced in the former Kraft Factory statement of significance
- Whether the External Paint controls should be activated in the Schedule to the Heritage Overlay for part of the former Kraft Factory
- Whether the substation at 334-236 Salmon Street, Port Melbourne meets the threshold for heritage significance
- Whether the extent of the exhibited Heritage Overlay appropriately includes the Shed 21's important elements
- Whether the subdivision and Development Plan should influence the curtilage of the Heritage Overlay for Shed 21.

### **(ii) Relevant agencies**

The key issue for the Development Victoria was:

- Removal of references to the former General Motors Holden complex from the Review.

### **(iii) Individual submitters or groups of submitters**

The key issues by submitters were:

- removal of references to the former General Motors Holden complex from the Review
- updating the Review with correct information regarding the inclusion of the former GMH complex on the VHR
- additional elements of significance for the former Kraft Factory and extent of external paint controls
- objecting to the Heritage Overlay over the substation at 224-236 Salmon Street, Port Melbourne fails to meet the threshold for criteria A and E
- the curtilage of the Heritage Overlay for 224-236 Salmon Street, Port Melbourne should only include the building
- alignment of the Heritage Overlay for Shed 21 at 206 Lorimer Street, Docklands with the *Bolte Precinct West – Yarra's Edge Addendum Development Plan (2019)*
- establishing housing for rough sleepers

- ensure the upgrading of buildings and infrastructure provided for accessibility for people with disabilities
- the inclusion of West Gate Park in the Heritage Overlay or as part of the West Gate Bridge VHR nomination.

The submissions with respect to the former GMH complex have been resolved. The submissions in relation to 224-236 Salmon Street, Port Melbourne remain unresolved. The submissions with respect provision for rough sleepers, access for people with disabilities and West Gate Park are beyond the scope of the Amendment.

## **1.5 The Panel's approach**

The Panel has assessed the Amendment against the principles of net community benefit and sustainable development, as set out in Clause 71.02-3 (Integrated decision-making) of the Planning Scheme.

The Panel considered all written submissions made in response to the exhibition of the Amendment, observations from site visits and submissions, evidence and other material presented to it during the Hearing. It has reviewed a large volume of material and has had to be selective in referring to the more relevant or determinative material in the Report. All submissions and materials have been considered by the Panel in reaching its conclusions, regardless of whether they are specifically mentioned in the Report.

This Report deals with the issues under the following headings:

- Planning context
- Strategic justification
- Individual heritage places.

## 2 Planning context

### 2.1 Planning policy framework

Council submitted that the Amendment is supported by various clauses in the Planning Policy Framework, which the Panel has summarised below.

#### Victorian planning objectives

The Amendment will implement section 4(1)(d) of the PE Act to:

- conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest or otherwise of special cultural value
- balance the present and future interests of all Victorians.

#### Planning Policy Framework

The Amendment supports:

- **Clause 15.01-5S** (Neighbourhood character) which seeks to recognise, support and protect neighbourhood character, cultural identity and sense of place.
- **Clause 15.03-1S** (Heritage conservation) which seeks to ensure the conservation of places of heritage significance. Relevant strategies are:
  - Identify, assess and document places of natural and cultural heritage significance as a basis for their inclusion in the Planning Scheme
  - Provide for the protection of natural heritage sites and man-made resources and the maintenance of ecological processes and biological diversity
  - Provide for the conservation and enhancement of those places which are of, aesthetic, archaeological, architectural, cultural, scientific or social significance.
  - Encourage appropriate development that respects places with identified heritage values
  - Retain those elements that contribute to the importance of the heritage place. Encourage the conservation and restoration of contributory elements
  - Ensure an appropriate setting and context for heritage places is maintained or enhanced.

#### Clause 21 (the Municipal Strategic Statement)

The Amendment supports the Municipal Strategic Statement by:

- conserving and enhancing places and precincts of identified cultural heritage significance (Clause 21.06-02- Heritage).

#### Clause 22 (local planning policies)

The Amendment supports local planning policies by:

- by recognising and conserving additional places of heritage value (Clauses 22.04 and 22.05).

#### Practice Note 1 – Applying the Heritage Overlay (August 2018)

Planning Practice Note 1 – Applying the Heritage Overlay (PPN01) provides guidance about using the Heritage Overlay. It states that the Heritage Overlay should be applied to, among other places: Places identified in a local heritage study, provided the significance of the place can be shown to justify the application of the overlay.

Planning Practice Note 1 specifies that documentation for each heritage place needs to include a statement of significance that clearly establishes the importance of the place and addresses the heritage criteria. It recognises the following model criteria (the HERCON criteria) that have been adopted for assessing the value of a heritage place:

- 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 an understanding of 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).

### **Bolte Precinct West – Yarra’s Edge Addendum Development Plan 2019**

The Bolte Precinct West – Yarra’s Edge Addendum Development Plan 2019 (BPWDP) was endorsed by the Minister for Planning on 24 June 2019 and applies to the western end of the land affected by Schedule 2 to the Development Plan Overlay (DPO2). Council advised that the BPWDP’s vision is for a mixed use precinct and that it is:

an addendum to the original Development Plan approved on 6 November 2013 which takes in the entirety of the DPO2 land.

Shed 21 at 206 Lorimer Street, Docklands is within the DPO2 which provides the following description of the place:

The 4½ bay shed structure on the site will be retained and refurbished, thereby providing a unique and distinctive built form which speaks to both to the maritime history of Docklands and the evolving inner city character of the area.

Council advised that section 3.3 of the BPWDP, as illustrated in Figure 2, shows the juxtaposition of Shed 21 and the proposed surrounding built form which provides for a 20-metre podium and 90 metre tower.

Council advised that on 28 April 2020, Planning Permit TP-2020-69 approved the subdivision of the land at 194-206 Lorimer Street, Dockland by allowing:

Staged subdivision and creation of a carriageway easement in accordance with the attached endorsed plans PS724267V stage 100

The subdivision created two lots as shown in Figure 3. One lot contained Shed 21.

Figure 2 Bolte Precinct West – Yarra's Edge Addendum Development Plan 2019

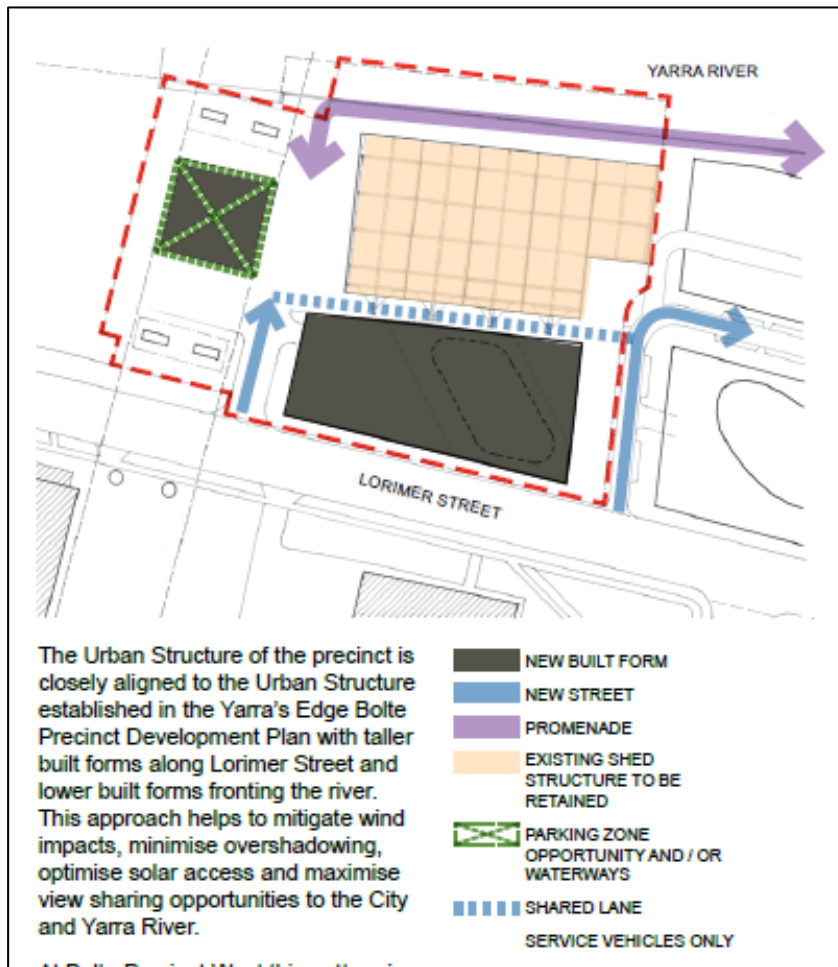
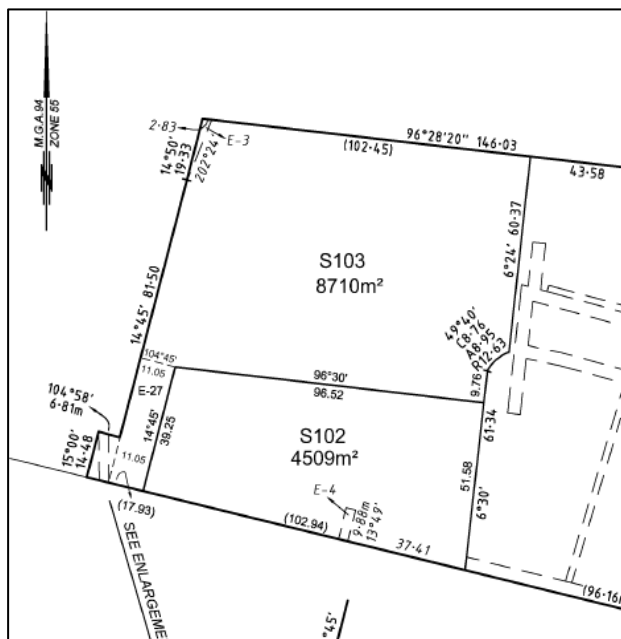


Figure 3 Subdivision approved by planning permit TP-2020-69



## 3 Strategic justification

### 3.1 Evidence and submissions

Council submitted that the strategic basis for applying a Heritage Overlay is well founded in the Planning Scheme provisions and the objectives of the PE Act. It added that:

the key focus of the Panel with respect to this Amendment (and in response to the submissions received) relates to the requirements of the heritage overlay and Planning Practice Note 1: Applying the Heritage Overlay.

Council added that, when considering submissions, the Panel would need to be convinced:  
whether the research which has been undertaken is appropriate and whether it has been conducted in accordance with recognised and accepted norms and principles.

Council submitted that the Review *“explains the extensive methodology employed and ultimately contains a number of recommendations for heritage protection.”*

Ms Lardner’s evidence was that the *Southbank and Fishermans Bend Heritage Study* by Biosis identified eight places requiring further study. Based on these recommendations, the purpose of the Review was:

to engage with relevant stakeholders, conduct further research as required, and undertake comprehensive site visits to determine which parts of the complex sites and bridges warranted heritage protection under the heritage overlay (HO) in the Melbourne Planning Scheme, and/or potential nomination to the VHR.

Ms Lardner informed the Panel that the outcome of the Review was that three of the original eight places were recommended for nomination to the VHR. These were

- part of the former Government Aircraft Factory
- part of the former General Motors Holden factory
- the West Gate Bridge.

A further three places were recommended for the inclusion in a Heritage Overlay. These were:

- the former Kraft Factory
- Shed 21
- the electricity substation.

During the course of the Review, Council identified an additional five places for further assessment. Only the West Gate Service Centres were recommended for inclusion in the Heritage Overlay.

Ms Lardner’s evidence was that each of the three places were assessed against the HERCON criteria in accordance with PPN01 and the results of that assessment are summarised in Table 4. She added that the detailed assessment is contained in the statement of significance section ‘Why it is significant’ for each place.

**Table 4** HERCON criteria for the Amendment places

Place	HERCON criteria
Former Kraft Factory	Criteria A, D and E
Electricity substation	Criteria A and E
Shed 21	Criteria A and F

Ms Lardner's evidence was that the exhibited Amendment differed from the recommendations of the Review with respect to the former Kraft Factory and Shed 21. The Review recommended that external paint controls apply to the 1943 Boiler and Chimney, 1956 Administration Block and 1959 Cool Store on the Kraft site. The Amendment did not include this control.

The Amendment proposed a reduced curtilage for Shed 21 compared to the Review. The extent of the curtilage was reduced on the southern boundary to align with the recently approved subdivision and adopted *Bolte Precinct West – Yarra's Edge Addendum Development Plan 2019* (Bolte Precinct Plan).

Ms Lardner stated that the issue of reference to the GMH site would be better addressed by a separate background document that dealt with the three sites included in the Amendment rather than altering the source report. She added:

The independent expert report *In-Depth Heritage Review 2021* was undertaken to address places that had been identified as requiring further study in the 2017 *Southbank and Fishermans Bend Heritage Review* by Biosis for the City of Melbourne. The report was completed in February 2021, met this brief, was accepted by the City of Melbourne and is subject to copyright. It is on the historical record as a statement of assessment of Fishermans Bend industrial sites at that time and was undertaken with an open-minded approach where a range of places were assessed and a range of thresholds were reached.

Ms Lardner concluded:

The recommendation that the three places warrant heritage protection is made on their individual merits after thorough detailed analysis and assessment which meets high standards of heritage practice (refer to the citations in the appendices). These sites provide tangible evidence of the importance of Fishermans Bend and permit a greater appreciation of Victoria's industrial history. They clearly meet the threshold of local significance for inclusion in the heritage overlay in the Melbourne Planning Scheme.

Her evidence was that she supported the exhibited version of the Amendment with the following changes:

- application of external paint controls apply to the 1943 Boiler and Chimney, 1956 Administration Block and 1959 Cool Store
- Amendment of the statement of significance for the former Kraft Factory to acknowledge the distinctive smell of Vegemite
- applying the curtilage for Shed 21 as defined in the Review
- maintaining the references to the GMH site in the Review and substituting an alternative document as a background document which addresses the three Amendment sites.

Development Victoria submitted that the Review should not include any reference to the former GMH site. It referenced the letter of authorisation which recommended reducing the content of the background document to focus on the properties which are the subject of the Amendment. It added that its concern was the reference to the heritage significance of the former GMH site when no heritage controls were proposed.

The Royal Historical Society of Victoria submitted that Council should apply the Heritage Overlay on any parts of the former GMH site not covered by the VHR registration. It added that the registration and its extent was being considered by the Minister for Planning.

The University of Melbourne submitted that given that the Amendment does not propose any heritage controls for the former GMH site, all references to the place should be removed from the Review. It stated that including the current version of the Review as a reference or background document was inappropriate because it:

- has the potential to cause confusion;

- would prejudice future planning permit applications; and
- would be contrary to Planning Practice Note 1, Planning Practice Note 13 and the Victoria Planning Provisions.

It submitted that preparing an amended version of the Review would be consistent with the recommendations of the Melbourne C305melb Panel which indicated that it would be undesirable to include content about specific sites in Fishermans Bend in a document that would be referenced in the Planning Scheme, given that Amendment C305 only related to properties in Southbank.

The University of Melbourne added that the Review:

incorrectly states that ‘the former GMH complex was added to the Victorian Heritage Register by the Minister for Planning in December 2020, and the final coverage is not yet public.’ In fact, the Minister for Planning is still considering whether the former GMH complex should be included in the Victorian Heritage Register.

With respect to the former GMH site, since exhibition, Council proposed the following changes to the Amendment:

- Remove reference to the former GMH complex (incorporating 241 (part), 251-259 and 261 Salmon Street, Bayside Avenue (part) and Central Boulevard (part), Port Melbourne from the Review, specifically in the summary recommendations table of sections 1 and 4.1, recommended site extents (section 4.2) and Citation (section 5.5).
- Include in the Review’s Executive Summary (section 1) a note to indicate the Review was amended to remove reference to the former GMH complex.

Council submitted that while it proposed no further changes to the Amendment it welcomed the Panel’s recommendation with respect to the final form and content of the Review and *“the inclusion of citations for places not directly related to new Heritage Overlays in Clause 43.01.”*

## 3.2 Discussion

None of the submissions challenged the strategic basis for the Amendment. The Panel is satisfied with the methodology and accepts that the Review is consistent with the requirements of PPN01 as are the citations and statements of significance. On this basis, the Review provides the strategic justification for the Amendment.

However, the Panel is mindful of the advice provided to Council as part of the letter of authorisation and the evidence of Ms Lardner. The Review included the following explanation of the work:

The Heritage Review analysed six sites and two bridges in Fishermans Bend in order to determine their level of cultural heritage significance and recommend appropriate heritage protection mechanisms. The selected sites were identified for in-depth review following the Southbank and Fishermans Bend Heritage Review 2017. The sites are critical elements of Melbourne’s industrial heritage, and part of a State-designated National Employment and Innovation Cluster. During the course of the work, City of Melbourne officers requested the assessment of five additional sites (refer to Figure 4).

**Figure 4** Locations of the places assessed in the Review

The Review acknowledged that the mechanisms available for heritage protection were dependant on the significance of the place. In addition, its role was to undertake a “closer-grained” assessment of the large areas proposed in the *Southbank and Fishermans Bend Heritage Study 2017*.

The Panel accepts the evidence of Ms Lardner that the Review:

...is on the historical record as a statement of assessment of Fishermans Bend industrial sites at that time and was undertaken with an open-minded approach where a range of places were assessed and a range of thresholds were reached.

As such, the Review goes well beyond the strategic justification of the Amendment and includes assessments of places recommended for the VHR. From this perspective, the Panel agrees with the advice provided by the Department of Environment, Land, Water and Planning in authorising the Amendment that much of the information relates to other places and does not assist in providing content which helps explain further context about properties subject to the Heritage Overlay and associated statements of significance.

However, a heritage study can and should be able to include a whole range of recommendations that sit outside the amendment itself including actions that Council might consider regarding grants, further strategic work and further assessments needed. This goes to the integrity of the Review. From this perspective those places should still be included in the heritage study as recommendations for VHR listings. As such, the Review in its current form has relevance to that process. As a consequence, the Panel agrees with the view expressed by Ms Lardner that the Review is a “valuable heritage resource” and should not be altered and that a more suitable reference document or background document be prepared to address the three sites in the Amendment.

After the conclusion of the Hearing, the Panel asked Council to provide an alternative background document which addressed the three sites in the Amendment and was a stand-alone report extracted from the Review. This document was provided as the *Extract from Fishermans Bend In-depth Heritage Review and Stakeholder Engagement 2022* (Document 14). In the Panel's view, this extract deals with the concerns expressed in submissions as well as Ms Lardner's evidence. The extract document is attached in Appendix B.

The Panel acknowledges the concern expressed by the Royal Historical Society Victoria that, should the places or their component parts recommended for the VHR not be included in the Register, they would be without heritage protection. If that is the case, it would be a matter for Council to decide whether a further Planning Scheme amendment is warranted.

For the reasons set out in the following chapters, the Panel concludes that the Amendment is supported by, and implements, the relevant sections of the Planning Policy Framework, and is consistent with the relevant Ministerial Directions and Practice Notes. The Amendment is well founded and strategically justified, and the Amendment should proceed subject to addressing the more specific issues raised in submissions as discussed in the following chapters.

### 3.3 Conclusions and recommendations

The Panel concludes:

- the Review provides appropriate strategic justification for the Amendment
- the background and reference document, based on the Review, which is a stand-alone assessment based specifically for the purpose of the three sites and attached in Appendix B should replace the Review in the Amendment documents.

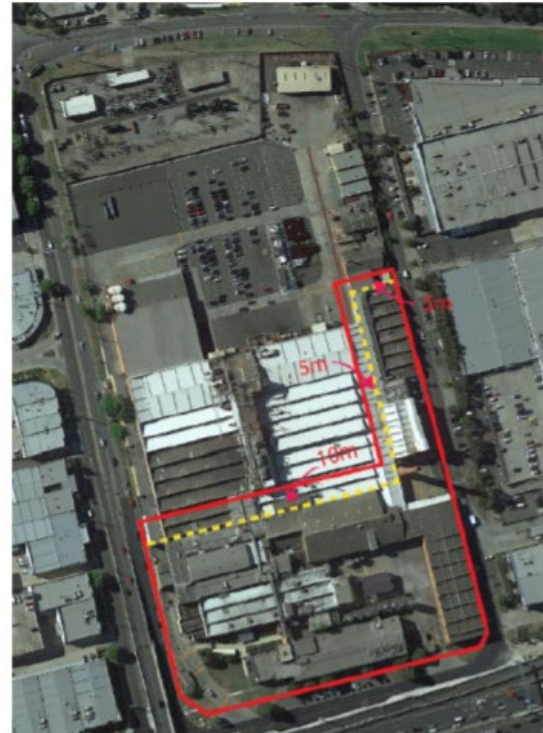
The Panel recommends:

- 1. Replace the Fishermans Bend In-Depth Heritage Review and Stakeholder Engagement 2021 as a background document and reference document with the revised background document and reference document attached as Appendix B and edit the background document and reference document references in exhibited Clause 22.04 and Schedule to Clause 72.08 to refer to this document.**

## 4 Individual heritage places

### 4.1 Former Kraft Factory - 1 Vegemite Way, Port Melbourne (HO1381)

#### Exhibited statement of significance



#### What is significant?

Part of the site at 1 Vegemite Way, Port Melbourne, constructed between 1943 and 1967, is significant at the local level to the City of Melbourne. Buildings that contribute to the significance of the site are listed below and correspond to the diagram on the following page (areas of the site which are not listed are not significant):

- 1943 boiler with the 1951-54 expansion (Numbers 2 & 6)
- 1943 chimney with the 1967 extension (Number 2)
- 1952 yeast and Vegemite factory, known as 'Vegemite A' (Number 4)
- 1951-52 Workshop building (Number 7)
- c1956 cool store (Number 8)
- 1956 administration wing with 1967 first floor additions (Number 10)
- c1956 north-south arterial elevated walkway (partly included and shown dashed on map)
- 1957 amenities including cafeteria (Number 11)
- 1959 new cool room and loading bay (Number 12)



Diagram: Former Kraft Factory key periods of development

#### How is it significant?

Part of the former Kraft Factory, constructed between 1943 and 1967, is of local historic significance to the City of Melbourne. It is a representative example of a postwar food manufacturing plant. Additions after 1954 designed by architects Oakley and Parkes have aesthetic value.

#### Why is it significant?

The evolution and consolidation of the former Kraft Factory between 1943 and 1967 is legible on the site with the exception of the 1945-47 yeast and yeast product factory, known as 'Vegemite B' (demolished 2006). The company built on its wartime contribution and the earlier successful importation of American products. It continued to function in its existing buildings while expanding and planned for further growth.

This confidence in its future was borne out by Kraft becoming a household name and its food products continuing today. **(Criterion A)**

The former Kraft Factory continues to produce the iconic Australian brand Vegemite from this site, including in the 1952 yeast and Vegemite factory known as 'Vegemite A.' The street to its south is 'Vegemite Way' and company signage proudly proclaims it is 'the home of Vegemite.' **(Criterion A)**

The 1943 vegetable dehydration factory, operated by Kraft Walker, was established as a government wartime action and is of historic significance. It was converted to a meat canning plant in 1946, and subsequent development has left few legible remains apart from the original portions of the boiler and chimney. **(Criterion A)**

The former Kraft Factory is representative of a successful postwar food manufacturing plant. It retains processing plants, cool rooms, boiler and chimney, administration facilities, staff amenities and other important infrastructure which are distinctive in form and can be appreciated from the public realm. The site's organic growth over time means that these components can be best understood in the southern and western portions of the site where they are expressed in the extant fabric. **(Criterion D)**

The factory additions, designed by architects Oakley and Parkes from 1954 -57, strongly show the influence of the International Modern movement favoured by large corporations and multinationals. The use of reinforced concrete frames and curtain wall construction, and cuboid forms with large glazed areas has aesthetic value. **(Criterion E)**

## (i) The issues

The issues are:

- Whether the smell from the former Kraft Factory should be included within the statement of significance.
- Whether the external paint controls should be activated in the Schedule to the Heritage Overlay.

## (ii) Evidence and submissions

The National Trust submitted that they support the application of the Heritage Overlay to the former Kraft Factory, and the extent of the proposed Heritage Overlay.

The National Trust submitted that an addition to the statement of significance should be made under Criterion A to recognise the *"distinctive smell of Vegemite that emanates from the factory, familiar to generations of local residents and drivers passing by on the West Gate Freeway."* It was submitted that:

this is an excellent example of intangible cultural heritage, and while ephemeral, currently allows the purpose of the building to be understood, just as the signage recognised in the statement of significance "proclaims it is 'the home of Vegemite'." The Trust submitted that "Olfactory heritage" is an emerging field, and is defined by the University College London as "an aspect of cultural heritage concerning smells that are meaningful to a community due to their connections with significant places, practices, objects or traditions and can therefore be considered part of the cultural legacy for future generations.

While the National Trust accepted that the Heritage Overlay does not protect existing uses, it submitted that, should the manufacture of Vegemite at the site be discontinued, the factory's distinctive smell will remain a recognised aspect of its history, and can readily be interpreted, justifying its ongoing inclusion in the statement of significance.

Port Melbourne Historical and Preservation Society supported the Heritage Overlay proposed for the site, including the external paint colours that were referenced in the Review, as well as the Administration Building.

The Royal Historical Society of Victoria submitted that the former Kraft Factory clearly merits inclusion given the cultural significance of Vegemite to Australian identity.

Ms Lardner supported the Heritage Overlay being applied to the site. It was her evidence that part of the former Kraft Factory, constructed between 1943 and 1967, is a representative example of a post-war food manufacturing plant which built on the company's wartime contributions and became the home of the iconic Vegemite brand. This historical significance is reflected in a range of building types. She considered that the 1954 to 1957 factory additions are a strong expression of reinforced concrete frames, curtain wall construction and cuboid forms with large, glazed areas that have aesthetic value.

Ms Lardner agreed with the National Trust that the distinctive smell from the factory should also be reflected in the statement of significance. She described this aspect of the site as an example of *"intangible cultural heritage"* and *"should the manufacture of Vegemite cease at the site in the future, the distinctive smell would remain a recognised part of the site's history which can be interpreted."*

Ms Lardner explained that the Review recommended external paint controls apply to the 1943 Boiler and Chimney, 1956 Administration Block and 1959 Cool Store in the Schedule to the Heritage Overlay. She noted that the exhibited version of the Amendment did not include this recommended control and maintained, in light of her original recommendations and the submission by the Port Melbourne Historical and Preservation Society, that paint controls are appropriate for these particular buildings as well as the 1956 Administration Block, which were not initially recommended for external paint controls.

Council agreed that the distinctive Vegemite smell is an important component of the site and advised the Panel that it had formally resolved to amend the description section of the citation (as contained in the Review) to include reference to the distinctive Vegemite smell. It submitted however, that reference to the smell should not be included within the statement of significance that is to be incorporated into the Planning Scheme.

It added:

The Burra Charter 2013 also does not offer guidance on the appropriateness or otherwise of seeking to protect aromas or smells, although the term 'smell' appears in the explanatory note explaining the defined term 'setting' which is said may include:

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

Council submitted that it could not find any examples anywhere in Australia where aroma has been protected and therefore:

Council is uncomfortable with a statement of significance protecting the smell emanating from the heritage place in circumstances where:

- Council cannot control the use of land through the heritage overlay and would have no reasonable way of controlling the existence of a smell on a property
- the statement of significance itself forms a development control in the Scheme being the basis around which development decisions are made on heritage places.

As such, we think it is inappropriate to apply heritage protection to the aroma through an incorporated document in the Scheme.

Regarding external paint controls, Council confirmed that external paint controls were not proposed for this site as the former Kraft Factory site is *“entirely comprised of unpainted brick,”* and while external paint controls could be applied, this is not necessary because Clause 43.01-1 of the Heritage Overlay (Permit requirement) already provides this control where a *“permit is required to externally paint an unpainted surface”*.

### **(iii) Discussion**

The Panel has considered the submissions, evidence, heritage citation and statement of significance for the former Kraft Factory and finds that it reaches the threshold of local significance to apply the Heritage Overlay.

With regard to the issue of the distinctive smell of the factory as it produces Vegemite, the Panel is persuaded that this is a feature of the site that contributes to the understanding of the site and is clearly an intangible, yet important element in this regard. The Panel notes that all parties agreed that it is a feature that contributes to the understanding of the site.

The issue is, how should this feature be recognised, and whether it is appropriate to be referred to in the statement of significance which is to be incorporated in the Planning Scheme.

The Panel notes that the fundamental purpose of the statement of significance, first and foremost, is to clearly understand what how and why a place is significant. Statements of significance have been in place for many years as a fundamental part of heritage studies and to guide decision-making. The Panel notes the PPN01 guidance about statements of significance with regard to ‘What is Significant’:

This section should be brief, usually no more than one paragraph or a series of dot points. There should be no doubt about the elements of the place that are under discussion. The paragraph should identify features or elements that are significant about the place, for example, house, outbuildings, garden, plantings, ruins, archaeological sites, interiors as a guide to future decision makers. Clarification could also be made of elements that are not significant. This may guide or provide the basis for an incorporated plan which identifies works that may be exempt from the need for a planning permit.

The Panel does not consider that the statement of significance must revolve specifically around the permit triggers in the Heritage Overlay (and notes that these do change from time to time). The Panel is concerned with Council’s approach that statements of significance are so confined to dealing with those elements that could be affected by permit triggers. Instead, the statement of significance should give a full understanding of what is significant about the site, consistent with the Burra Charter’s position that both tangible and intangible elements are elements that contribute to the setting, and hence, contextualise understanding of important places.

The Panel agrees with Ms Lardner’s position that by clearly referencing the factory’s distinctive smell in the statement of significance, which is an important element of the site, this can potentially inform interpretation of the site should the use change. Requirements for interpretation is a common permit condition for heritage places and more creative interpretation strategies and methods are being deployed for heritage sites worldwide and in Australia, in recognition of the contribution of intangible heritage, including the use of technology and other creative methods.

The Panel considers that the distinctive smell from producing Vegemite at the former Kraft Factory should be referenced in both the citation and the statement of significance.

Regarding external paint controls, the Panel considers that external paint controls are not needed on those buildings that have previously unpainted brick surfaces. However, the Administration Building, with its curtain wall, is specifically identified as being significant under Criterion E (Aesthetic significance) and does have coloured panels. The Panel considers, having regard to the aesthetic importance and materiality of this building, that external paint controls ought to be applied to the Administration Building.

**(iv) Conclusions and recommendations**

The Panel concludes:

- that the former Kraft Factory at 1 Vegemite Way, Port Melbourne meets the threshold of local significance to warrant inclusion within the Heritage Overlay.
- the distinctive smell of the Vegemite manufacturing process is a significant intangible element of the site and should be referenced in both the Review citation and statement of significance to appropriately reflect the importance of this element.
- having regard to the materiality of the 1956 Administration Building and its importance under Criteria E (Aesthetic significance), external paint controls should be applied in the Schedule to the Heritage Overlay (43.01) for this building.

The Panel recommends:

**2. For the former Kraft Factory, 1 Vegemite Way (HO1381):**

- a) **Amend the revised background document's (Appendix B) citation and statement of significance to include reference to the distinctive smell of the Vegemite manufacturing process.**
- b) **Amend the statement of significance (incorporated document) to include an additional sentence (shown underlined) in the 'Why it is significant' section as follows:**

**The former Kraft Factory continues to produce the iconic Australian brand Vegemite from this site. The distinctive smell of the Vegemite manufacturing process which emanates from the factory distinguishes the site for many Victorians. The street to its south is 'Vegemite Way' and company signage proudly proclaims it is 'the home of Vegemite.' (Criterion A)**
- c) **Amend the Schedule to the Heritage Overlay (43.01) to apply external paint controls to the 1956 Administration Building.**

## 4.2 Electricity Substation - 224-236 Salmon Street, Port Melbourne (HO1382)

### Exhibited statement of significance



#### What is significant?

The electricity substation building, at 224-236 Salmon Street, built in 1935 by the State Electricity Commission of Victoria (SEC) is significant at a local level to the City of Melbourne. Elements that contribute to the significance of the place include (but are not limited to):

- The building's original external form, materials and detailing;
- The steel framed, strip highlight windows between the bays;
- The roller door facing Salmon Street and a timber door on the south side;
- The symmetry, division into vertical bays, large plain surfaces and stripped back use of classical elements, such as pilasters, plinth and dentils.

#### How is it significant?

The 1935 substation building is of historic and aesthetic significance to the City of Melbourne.

#### Why is it significant?

Construction of the 1935 SEC substation was a government action to facilitate development of an industrial precinct at Fishermans Bend. Along with the establishment of the GMH site on Salmon Street, it was an early building and provided electricity for major manufacturers like GMH, the Commonwealth Aircraft Corporation, the Government Aircraft Factory and others which quickly followed. These industries made an important contribution during World War II and helped Victoria become Australia's major manufacturing state. The substation's location, form and scale demonstrate its central role in distributing power to the Fishermans Bend industrial precinct. (Criterion A)

The Inter-War Stripped Classical style of the 1935 SEC substation evident in features such as its symmetry, division into vertical bays, large plain surfaces and stripped back use of classical elements, like pilasters, plinth and dentils, is of aesthetic significance. It reflected the prevailing application of architectural styles to functional buildings and particularly the aesthetic of the newly established GMH complex. (Criterion E)

## (i) The issues

The issue is whether it is appropriate and justified to apply the Heritage Overlay (HO1382) to the substation at 224-236 Salmon Street, Port Melbourne.

## (ii) Evidence and submissions

Danvale Nominees Pty Ltd (Danvale), the owner of 224-236 Salmon Street, Port Melbourne, disputed the heritage significance of the place and the curtilage of the place. Danvale submitted that:

... the criterion and elements of significance identified in the Review are insufficient and inadequate to justify the imposition of permanent heritage controls on the substation on the Subject Site.

With respect to Criterion A, it submitted that the substation has no significance of itself but it enabled major manufacturing in Fishermans Bend. Factories, such as the GMH site, made a contribution to the area and the substation *“lacks a clear historical character and any purported significance is by association alone.”* In addition, the building has a utilitarian form and does not evidence a pattern of cultural history. Danvale added the recognition of a reliable electricity would be more appropriately recognised through an information plaque on the site.

Danvale submitted that the substation did not meet the threshold for Criterion E because it was not aesthetically significant. It added that the substation:

...building is not a notable example of the Interwar Period design style and there is no evidence to suggest that it is influential or pivotal.

In addition, the building is in poor condition and has undergone a number of alterations that negate its aesthetic value. These alterations include

- painting of the concrete render as it appeared darker in a 1936 aerial image
- it is likely that the substation was originally face brickwork
- the water tower originally attached to the substation has since been removed.

Danvale added that Council has relied on only two of the nine HERCON criteria and that the building should not be subject to the Heritage Overlay.

The Port Melbourne Historical and Preservation Society supported the inclusion of the substation within the Heritage Overlay, as did the National Trust who noted:

while modest in scale, this place played a vital role in the nationally significant manufacturing industry in Fishermans Bend prior to, during and post-World War II.

Council submitted that it has appropriately assessed the property:

- on the basis of the recognised HERCON criteria
- by preparing a detailed comparative analysis
- by preparing a statement of significance in accordance with PPN01.

It added that this approach is appropriate, strategically justified and consistent with PPN01. It added that no evidence had been provided to the Panel that disputes the assessment against the criteria.

Ms Lardner's evidence was:

The construction of the 1935 Electricity substation is of historical significance as a successful government catalyst to stimulate manufacturing in Fishermans Bend by the provision of electricity. It contributed to Fishermans Bend becoming an important industrial precinct through wartime and later. It is also of aesthetic significance for the application of an architectural style to a functional building and reflected the aesthetic of the newly established GMH complex at the time.

Ms Lardner stated that the substation initially provided electricity to GMH and later to a number of manufacturers during World War II. She added that it had a central role in distributing power to Fishermans Bend as it grew. She noted that:

It is not a requirement that buildings are intact to their original form or in good condition to meet the threshold for aesthetic significance (Criterion E).

On the use of Criterion E, the Panel queried Ms Lardner on why Criterion E was applied and not Criterion D (representativeness) given that the comparative examples used in the Review referenced Criterion D.

Ms Lardner confirmed in her written response that the Southbank comparative examples were assessed and listed as a group of a particular place type but were of different styles. She explained that the substation was assessed against Criterion E and not Criterion D because:

It was assessed as exhibiting particular aesthetic characteristics which were a conscious decision to reflect the architecture of the GMH site opposite.

As stated in the citation: In the 1936-37 SEC Annual Report, comments were made about fitting in with the architectural features of the neighbourhood. The substation at 224 Salmon Street Port Melbourne can be seen in the context of the early development of Fishermans Bend, including the GMH site opposite. The corner pillars reflect the treatment of buildings on the GMH site, including the very decorative Australian Headquarters and Victorian Administration buildings but also seen on Plant 1 behind them. In the site description, the symmetry, division into vertical bays, large plain surfaces and stripped back use of classical elements, such as pilasters, plinth and dentils, are identified as indicators of the Inter-War Stripped Classical style. While the substation contains these elements, it is an unusual rather than typical application of the style. It was not assessed as demonstrating the principal characteristics of Inter-War Stripped Classical style.

Ms Lardner provided four additional examples within the City of Melbourne where a combination of Criterion A, D and E has been applied, as well as A and E only.

In response to the issue raised in Danvale's submission, her evidence was that the number of criteria that are met at the local level is irrelevant. A place only needs to meet the threshold for one criterion for a Heritage Overlay to be applied to a site. On extent of the Heritage Overlay she added:

Often the curtilage is the whole of the property but, with the substation, this has been reduced as far as possible while still protecting heritage values.

### **(iii) Discussion**

Having considered the citation and Ms Lardner's evidence, the Panel agrees with Ms Lardner that the substation played a significant role in enabling the industrial development of Fishermans Bend and the development that occurred over a number of years. From this perspective the Panel accepts that the place meets the threshold of Criterion A and that it has historical significance.

The Panel notes the rationale for the substation's design in the context of other key developments in the area, including the GMH site, which deployed the Inter-War Stripped Classical style. In this context, the architectural response applied to the substation justifies the use of Criterion E for assessment. The comparative analysis in the citation provides a useful context of related buildings

and other substation examples and the substation favourably at a local level with these examples. Along with the rationale for design, description of the building and the comparative analysis, the Review provides sufficient evidence that the building meets Criterion E.

On intactness, the Panel notes that the citation states that the 1935 building appears to be 'substantially intact' although the building may have been repainted and face brick work rendered. Despite these changes, the Panel finds that the substation has a high degree of integrity and can be readily understood as an inter-war substation that displays the qualities that it has been identified for as a significant place.

The requirements of PPN01 are, among other things, that a place need only meet the threshold of one of the nine HERCON criteria for the Heritage Overlay to apply. In this respect the Panel accepts the evidence of Ms Lardner that the substation meets the threshold for criteria A and E.

The Panel also accepts Ms Lardner's evidence that the curtilage of a place would normally include the title boundary. However, in this case a reduced curtilage is appropriate and the Panel agrees with what Council has proposed in the Amendment.

#### **(iv) Conclusions**

The Panel concludes:

- That the substation at 224-236 Salmon Street, Port Melbourne meets the threshold of local significance to justify the Heritage Overlay.
- It is appropriate to apply the Heritage Overlay (HO1382) to the substation at 224-236 Salmon Street, Port Melbourne.

### 4.3 Shed 21 - 206 Lorimer Street, Docklands (HO1383)

#### Exhibited statement of significance



#### What is significant?

Shed 21, constructed in 1956 for mechanised handling of steel, is significant at the local level.

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

- The steel framed open shed comprising four gabled bays, steel columns, flat parallel chord trusses and tracks for travelling cranes (cranes no longer intact) that extend past the roof towards Lorimer Street.
- The road apron and hard stand to the south and east of the shed that demonstrate the significant scale and innovation of the Shed's steel handling facilities;
- The ongoing connection of the shed to the Yarra River,

#### How is it significant?

Shed 21 South Wharf at 206 Lorimer Street Docklands is of local historical and technical significance to the City of Melbourne.

#### Why is it significant?

Shed 21 South Wharf, at 206 Lorimer Street is of historical significance as it represents an important phase of development of Melbourne's docks, being postwar expansion and mechanisation. Steel was seen as vital to the economic growth of Victoria and, for 27 years, Shed 21 played a major role in its importation **(Criterion A)**.

Despite the loss of the cranes, Shed 21 South Wharf is of technical significance for its demonstration of mechanisation in the mid-twentieth century. The transverse alignment of the overhead cranes across the shed was unique in the port as all other overhead cranes ran longitudinally in their sheds, with projections at the end for loading. The Shed 21 arrangement allowed simultaneous unloading of steel from the river berth and vehicles to be loaded directly in the southern bay **(Criterion F)**.

Shed 21 has some historical significance for its association with the Painters and Dockers Union but not at the threshold level for local significance. There appears to be little fabric around Melbourne directly related to this union but the association with Shed 21 is only through the dumping of a car and the demolished Port Workers' Amenities building.

#### (i) The issues

The issues are:

- Whether the extent of the exhibited Heritage Overlay appropriately includes the site's important elements.

- Whether the subdivision and Development Plan should influence the curtilage of the Heritage Overlay.

**(ii) Evidence and submissions**

Samma Property Group, supported the Amendment in the context that the curtilage of the proposed Heritage Overlay aligns with the approved BPWDP. They submitted that this approach will ensure the land use and development outcomes expected under the Development Plan can be realised.

Likewise, Development Victoria submitted that it did not object to the Heritage Overlay control as exhibited to this site.

Both the Port Melbourne Historical and Preservation Society and the National Trust supported the Heritage Overlay and statement of significance for Shed 21 as exhibited.

The Royal Historical Society of Victoria supported the Amendment, submitting that Shed 21, Berth 21 South Wharf, was constructed in 1956 as part of an ambitious plan to increase Port capacity. They submitted the site bears witness to Australian capacity for technical innovation through its unique transverse bridge crane system, which tripled its capacity to unload steel.

Ms Lardner, providing evidence for Council, supported the Heritage Overlay on the basis that Shed 21 is of historical significance as it played a major role in steel importation for 27 years during an important phase of development of Melbourne's docks, being post-war expansion and mechanisation. Despite the loss of its cranes, Shed 21 also has technical significance for its demonstration of mechanisation in the mid-twentieth century, particularly the unique transverse alignment of the overhead cranes which allowed simultaneous unloading of steel from the river berth and vehicles to be loaded directly in the southern bay.

She considered the significant elements of the heritage place includes the shed itself, its relationship to the water, the loading bays, the road and the connection to the street. This includes that loading bays under the tray for the electrical supply extending past the roof on the south and the road apron, which is further south with nothing overhead that allowed the simultaneous loading and function of the transverse cranes, however, these elements are not included in the exhibited extent of land for Shed 21. Ms Lardner emphasised that the truck movement area is an integral part of the historical function of Shed 21 and in this context, the extent proposed in the citation demonstrates in full the innovative process Heritage Overlay and statement of significance differs from the recommendations of the Review. It was her position that the curtilage ought to reflect her recommendations in the Review and not the mapping sought by the exhibited amendment.

It was her view that the extent of the Heritage Overlay as exhibited is insufficient for two reasons. Firstly, it does not adequately include truck movement as well as truck loading bays. Secondly it has insufficient curtilage around the trays which extend beyond the building to the south and were part of the electricity supply to the cranes. She recommended there should be sufficient curtilage to protect the heritage values of the place and allow these values to be considered in future decision-making about the site.

**Table 5** Extract from Ms Larder’s evidence showing exhibited extent of land and the Review recommended extent of land



Council submitted that the extent of curtilage includes the elements of the place which are significant being the steel framed open shed building itself with all its facets; and retains the immediate setting of the significant shed buildings including: the waterfront and Yarra River to the north, the hardstand areas surrounding the buildings to the west, east and south (to the newly subdivided property boundary) and a portion of the driveway as it extends to the Lorimer Street point of vehicle access.

Relative to Ms Lardner’s recommendation, Council submitted that it is exhibited and preferred curtilage only differs by excluding highly altered portions of sealed road to the east, south and west.

Council referred to PPN01 which explains:

... there will be occasions where the curtilage and the Heritage Overlay polygon should be reduced in size as the land is of no significance. Reducing the curtilage and the polygon will have the potential benefit of lessening the number of planning permits that are required with advantages to both the landowner and the responsible authority.

Council also submitted that “*although not determinative,*” the extent of mapping proposed by Council is also cognisant of other planning controls and context including the approved BPWDP, land ownership and subdivision.

Council confirmed that the subdivision between 194-204 Lorimer Street and 206 Lorimer Street, Docklands does not align with Ms Lardner’s preferred curtilage as it relates to the heritage fabric at Shed 21. The subdivision approval, however, pre-dated the finalisation of the Fishermans Bend In-Depth Review, February 2021. The planning permit application for subdivision was lodged on 28 January 2020 and issued planning approval on 28 April 2020 (later certified by Council on 14 July 2021). The approved subdivision is shown in Figure 3 in Chapter 2.

Council submitted that as the recently approved subdivision bisects the concrete apron (so that the land south and to the east forms part of another land holding entitling its boundary to be fenced off), this means the relationship between the Shed 21 site and the neighbouring land no longer makes sense on the ground.

Council acknowledged that the exhibited version of the Amendment recommended a reduced extent of land for Shed 21 compared to the Review. However, the extent was reduced on the

south to align with the adopted BPWDP and this position is supported by Submissions 7 and 10 (the owner and Development Victoria).

Ms Lardner's evidence reflected on Council's approach that the BPWDP had informed the alignment of the Heritage Overlay for this site. She considered that the separation of the assessment of significance from the consideration of development is enshrined as best practice in the Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance and in heritage legislation in Victoria. The purpose of the Heritage Overlay is to ensure that heritage values are considered in new development proposals. In this context Ms Lardner considered that the extent of significant land should be driven by what is significant and be reduced to accommodate future development. She considered that it is very reasonable for the extent to be as recommended in the Review and the heritage values of Shed 21 to be considered in relation to any proposed new development to the south.

### **(iii) Discussion**

Having considered the citation and statement of significance as exhibited, the Panel is satisfied that Shed 21 at 206 Lorimer Street, Docklands has local significance.

The Panel has considered both Ms Lardner's evidence of those elements of the Shed 21 and surrounding context, including road and loading bays/apron that should be included within the Heritage Overlay to comprehensively include and demonstrate the functionality of the complex. This is particularly relevant as the site relates to Criterion F – Technical significance. The Panel is not persuaded by Council's position that the concrete apron is a replacement and therefore not of heritage fabric to justify excluding this portion of the site from the Heritage Overlay.

However, the Panel appreciates that Council has sought to strike a balance at the strategic planning stage in the context of adopted development plans which are the foundation of decision-making in this area and the extent of the Heritage Overlay has been informed by, and retrofitted with, BPWDP and practicalities around the recent subdivision that has bisected the concrete apron from the shed.

The Panel considers, from a heritage perspective and from Ms Lardner's evidence, the ideal sequencing may have been to undertake a full heritage assessment of the site and apply the Heritage Overlay concurrently with, or before, preparing the Development Plan, or that the Development Plan be informed by a comprehensive heritage assessment of the shed and its surrounding context during its preparation. However, the Panel acknowledges that, in this case, the development plan was undertaken first (factoring in the retention of the Shed), has been adopted and is a current decision-making document.

The extent of the proposed Heritage Overlay does not encompass all of the features that reflect the functionality of Shed 21. However, its relationship with the dock and the shed itself, including the projecting loading beams remain within the Heritage Overlay.

The Panel considers that the extent of the Heritage Overlay as exhibited, while minimal, does not fatally compromise the integrity of Shed 21 or its significance.

The Panel notes that the map in the citation in the Review shown as Figure 12 in the Recommendations does not align with the mapping of the exhibited Heritage Overlay, and the elements listed in the statement of significance in the Review are not consistent with the elements listed in the statement of significance to be incorporated into the Planning Scheme.

The Panel notes Ms Lardner's views, as the author of the Review, on Council's resolved position. That said, the Panel considers that it is important for both documents to be consistent to avoid confusion. Heritage studies and citations have flexibility to include contextual background information. In this context, the Panel considers that a brief explanation can be provided within the Review with reference to the adopted BPWDP to give context to the final position on the curtilage. While in most circumstances the heritage assessment sits as a completely separate issue, in circumstances such as this where a subdivision has intersected the site, these circumstances should be reflected in the citation as background information to provide contextual understanding of the rationale of the configuration of the final Heritage Overlay.

**(iv) Conclusions and recommendations**

The Panel concludes:

- Shed 21 at 206 Lorimer Street, Docklands meets the threshold of local significance to warrant inclusion within the Heritage Overlay.
- The Heritage Overlay as exhibited is appropriate as it takes into account the adopted Bolte Precinct West – Yarra's Edge Addendum Development Plan (2019) and practicalities around the recent subdivision that bisected the concrete apron from the shed.
- The extent of the Heritage Overlay as exhibited, while minimal, does not fatally compromise the integrity of Shed 21 or its significance.
- The Review's citation and statement of significance should be amended to be consistent with the exhibited Incorporated document statement of significance.

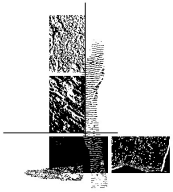
The Panel recommends:

- 3. For Shed 21, 206 Lorimer Street, Docklands (HO1383):**
  - a) Amend the revised background document's (Appendix B) citation and statement of significance to align with the exhibited statement of significance; and**
  - b) Amend revised background document's citation (Appendix B) to include a brief explanation with reference to the adopted Bolte Precinct West – Yarra's Edge Addendum Development Plan (2019) to give context to the final position.**

## Appendix A Document list

No.	Date	Description	Provided by
1	22/09/2021	Directions Hearing Letter	PPV
2	25/10/2021	Panel directions and timetable	PPV
3	25/10/2021	Letter from the Royal Historical Society of Victoria withdrawing from the Hearing	Royal Historical Society of Victoria
4	26/10/2021	Panel directions and timetable version 2	PPV
5	24/11/2021	Council Part A submission	Council
6	24/11/2021	Evidence statement of Ms H Lardner	Council
7	26/11/2021	Email from Development Victoria confirming it did not wish to make a submission to the Hearing	Development Victoria
8	26/11/2021	Email from the National Trust confirming it did not wish to make a submission to the Hearing	National Trust of Australia (Victoria)
9	01/12/2021	Further directions that the Hearing would proceed 'on the papers'	PPV
10	03/12/2021	Council Part B submission	Council
11	07/12/2021	The Panel's questions of Council and Ms Lardner	PPV
12	13/12/2021	Response to the Panel's questions by Council	Council
13	13/12/2021	Response to the Panel's questions by Ms Lardner	Council
14	07/02/2022	Extract from Fishermans Bend In-depth Heritage Review and Stakeholder Engagement	Council

## Appendix B    Extract from Fishermans Bend In-depth Heritage Review and Stakeholder Engagement 2022



HLCD

## City of Melbourne

# Extract from Fishermans Bend In-depth Heritage Review and Stakeholder Engagement

## Summary Report - **DRAFT**

Extract prepared in February 2022



### Prepared by

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### Prepared for

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# 1 Executive Summary

## 2 Purpose of this Extract Report

This report is an extract of the *Fishermans Bend In-depth Heritage Review and Stakeholder Engagement Summary Report* completed in February 2021 by HLCD for the City of Melbourne. The full report is available from the City of Melbourne, however this extract concerns three places recommended as being of local heritage significance, being:

- Former Kraft Factory (1 Vegemite Way, Port Melbourne)
- Electricity Substation (224-236 Salmon Street, Port Melbourne)
- Shed 21 (206 Lorimer Street, Docklands)

These three places were the subject of a Planning Scheme amendment in 2021 and the detailed citations and recommendations for these three places are contained in this extract.

The construction of the 1935 Electricity Substation is of historical significance as a successful government catalyst to stimulate manufacturing in Fishermans Bend by the provision of electricity. It is also of aesthetic significance for the application of an architectural style to a functional building and reflected the aesthetic of the newly established GMH complex at the time.

Part of the Former Kraft Factory, constructed between 1943 and 1967, is a representative example of a post-war food manufacturing plant which built on the company's wartime contributions and became the home of the iconic Vegemite brand. This historical significance is reflected in a range of building types. The 1954 -57 factory additions are a strong expression of reinforced concrete frames, curtain wall construction and cuboid forms with large glazed areas that have aesthetic value.

Shed 21 is of historical significance as it played a major role in steel importation for 27 years during an important phase of development of Melbourne's docks, being post-war expansion and mechanisation. Despite the loss of its cranes, Shed 21 is of technical significance for its demonstration of mechanisation in the mid-twentieth century, particularly the unique transverse alignment of the overhead cranes which allowed simultaneous unloading of steel from the river berth and vehicles to be loaded directly in the southern bay.

These three heritage places are individually significant and recommended for protection in the Heritage Overlay in the Melbourne Planning Scheme.

## 2 The Study

### 2.1 Introduction

After the *Southbank and Fishermans Bend Heritage Review 2017* (Biosis) was completed, the City of Melbourne identified six complex industrial sites and two bridges for further study. The purpose of the project was to engage with relevant stakeholders, conduct further research as required and undertake comprehensive site visits to determine which parts of the complex sites and bridges warranted heritage protection under the Heritage Overlay (HO) in the Melbourne Planning Scheme and/or potential nomination to the Victorian Heritage Register (VHR).

The outcome was that some places were recommended for nomination to the VHR, some places were recommended for the HO, and one did not meet the threshold for heritage protection. During the course of the study, five further places were identified by the City of Melbourne for assessment. A supplementary report entitled *Fishermans Bend Further Research Places*, HLCD 2019 summarises the research into the remaining sites.

For all complex industrial sites, the extent of the area recommended for heritage protection was reduced and defined compared to the 2017 assessment which was undertaken from the public realm only.

The team of Helen Lardner, Architect, Director HLCD Pty Ltd and Dr Peter Mills, historian, brought extensive experience in significance assessment of complex industrial sites to the study and a practical approach to the revitalisation and reuse of industrial places to achieve better quality outcomes. The consultants are particularly grateful to Tanya Wolkenberg, Molly Wilson and Helen Knight from the City of Melbourne for their dedication and assistance.

### 2.2 Mechanisms available to protect heritage

This project was initiated to ensure that components of Melbourne's industrial heritage are identified and protected during the transformation of Fishermans Bend. The mechanisms available for heritage protection are dependent on the level of significance of the place.

Places which are assessed as being of State significance should be nominated for inclusion on the Victorian Heritage Register. The guiding document for assessment is the *Victorian Heritage Register Criteria and Thresholds Guidelines* available at:

<https://heritagecouncil.vic.gov.au/heritage-protection/criteria-and-thresholds-for-inclusion/> Once nominated, the process of consideration of significance and potential permit exemptions is managed under the *Heritage Act 2017*.

Places assessed as being of local significance should be protected in the Heritage Overlay of the Melbourne Planning Scheme. The guiding document is the VPP PracticeNote PPN01 *Applying the Heritage Overlay*, available at: [https://www.planning.vic.gov.au/data/assets/pdf\\_file/0030/96555/PPN01-Applying-the-Heritage-Overlay.pdf](https://www.planning.vic.gov.au/data/assets/pdf_file/0030/96555/PPN01-Applying-the-Heritage-Overlay.pdf) Places in the Heritage Overlay are managed under the *Planning and Environment Act 1987*.

The three places discussed in this extract were assessed as being of local significance.

## 3 Methodology

### 3.1 Review of existing studies and strategies

In addition to the *Southbank and Fishermans Bend Heritage Review 2017* by Biosis, the subsequent In-depth Heritage Review had regard to the other studies and strategy documents listed in the brief, including:

- *Plan Melbourne (2017-2050)* - Outcome 4 'Respect our heritage as we build for the future,' particularly the initiative 'Value heritage when managing growth and change';
- The designation of Fishermans Bend as a National Economic and Innovation Cluster within *Plan Melbourne (2017-2050)*;
- The VPP Practice Note *Applying the Heritage Overlay*;
- The City of Melbourne Heritage Strategy 2013 including action 2.2 to 'progressively undertake a review of heritage in high growth areas';
- Thematic History – A History of the City of Melbourne's Urban Environment, 2012 Context;
- Amendment C258 - Review of Local Heritage Planning Policies in the Melbourne Planning Scheme and replacement of the A-E grading system (in progress);
- *Fishermans Bend Heritage Study 2013* Biosis prepared for Places Victoria;
- *Adaptive Reuse of Industrial Heritage: Opportunities and Challenges*, 2013 Heritage Council of Victoria;
- Draft Fishermans Bend Strategic Framework released for consultation by the State Government October 2017;
- Fishermans Bend Taskforce Social History Report and Resource Guide Context 2017;
- *Australia ICOMOS Burra Charter*, 2013 and its Guidelines; and
- 'Protecting Local Heritage Places: A national guide for Local Government and the Community.'

### 3.2 Historical research

The thematic history provided in the *Southbank and Fishermans Bend Heritage Review 2017* was an excellent starting point for the 2021 Review. The *Thematic*

*History – A History of the City of Melbourne’s Urban Environment 2012* (Context) has the historical themes ‘Building a commercial city’ which includes manufacturing and the trading port, and ‘Creating a functioning city’ including public utilities. However, it does not contain much information on manufacturing between the wars or later, or on the Fishermans Bend area.

An outcome from the 2017 research was the recommendation of the whole of some sites for heritage protection, in some cases covering very large areas due, in part, to assessment from the public realm only.

A main task of the initial research was to enable a closer-grained analysis of the various parts of the large areas proposed in the 2017 review. This was done by establishing the provenance and use over time of various distinct elements within the sites and contributed to assessments of relative levels of significance.

The closer-grained analysis considers how aspects of the significance of each site is reflected in the fabric of the various components. This informs the physical inspection and helps direct discussion with staff on site. An outcome of the revised citations was the addition of history for the actual building components. Sequential development plans were generated from historical records and plans, as well as aerial photos, to illustrate the surviving fabric from the most important periods of development for the sites. This was particularly useful with complex sites like Kraft.

By breaking up the parts of the site into smaller components, the history contributes to determining more targeted extents within the Heritage Overlay and highlights opportunities for growth where heritage is not a concern.

Comparative historical work also helped to establish that the iconic Vegemite was made on another site before Kraft took over the Port Melbourne site and that the original yeast factory on this site had been demolished. This research helped contribute to the Kraft site being considered of local, rather than state, significance.

A key aspect of the 2021 research was the use of primary resources. The 2017 Biosis citations mainly referenced secondary sources, with little use of primary sources. In some cases, primary source investigation was quite difficult as many industrial sites have primary resources about their products, rather than about the site itself and manufacturing processes. Similarly there was little referencing in the 2017 citations, but now the detail provided in the 2021 citations can be readily accessed by owners, planners and other interested parties. It provides a valuable resource.

### **3.3 Site inspections**

The 2017 Biosis review was done from public land which can cause difficulties on large sites. An important part of the 2021 study was therefore undertaking

comprehensive site inspections where owners permitted access. Site inspections were undertaken for Shed 21 in 2018 and the Former Kraft Factory in 2020.

The site inspections were carried out at a date and time agreed with landowners and the relevant Council officers. It was valuable for landowners and stakeholders to attend the site inspections allowing the exchange of information. The consultants are very grateful for the generosity of the participants.

The site visit to the Former Kraft site Factory showed that a substantial amount of fabric had been removed from the original dehydration facility and other changes had been made within some sections of the plant. This led to a reduced part of the site being recommended for heritage protection.

A site visit was not deemed necessary for the SEC Substation as it was significant historically for its construction in 1935 which facilitated development of an industrial precinct at Fishermans Bend and for the Interwar Stripped Classical style of the building visible from the public realm. Internal controls were not recommended.

### **3.4 Further analysis**

The available documentary and oral evidence relating to the sites was reviewed and further investigation undertaken as required following the site visits. Comparative analysis is an important aspect of significance assessment which allows the sites to be benchmarked against other places both within the City of Melbourne and, in some cases, state-wide. Consideration was also given to the repetitive nature of some of the industrial sites and how much fabric should be retained to demonstrate aspects of significance.

### **3.5 Reporting and deliverables**

The project deliverables include the summary report and citations written to the City of Melbourne templates. Some of the citations are comparatively long but this reflects both the complexities of the manufacturing and commercial histories and the size of the sites. Emphasis has been placed on keeping key information succinct, such as the statements of significance and recommendations. Interested readers can find some more information in the expansive sections of history, description and comparative analysis and in the context of the full *In-Depth Heritage Review 2021*.

## 4 Summary Tables of Recommendations

### 3 4.1 Overall recommendations

See the following section 4.2 for mapped extents.

Site		2021 Recommendations	
		Level of protection	Extent of site
1	Former Kraft Factory	HO	Part
2	Electricity Substation	HO	Part
3	Shed 21	HO	Part

### 4.2 Recommended site extents

SITE NAME	Former Kraft Vegemite Factory, now Bega
STREET ADDRESS	162 Salmon Street Port Melbourne
RECOMMENDATION	Part of site recommended for HO



Recommended extent is shown in red

<b>SITE NAME</b>	<b>Electricity Substation, now CitiPower Pd Ltd</b>
<b>STREET ADDRESS</b>	224 Salmon Street Port Melbourne
<b>RECOMMENDATION</b>	Part of site recommended for HO



Recommended extent is shown in red

<b>SITE NAME</b>	<b>Shed 21, Berth 21 South Wharf</b>
<b>STREET ADDRESS</b>	194-206 Lorimer Street Docklands
<b>RECOMMENDATION</b>	Part of site recommended for HO



Recommended extent is shown in red

## 5 Attachment: Citations

DRAFT

<b>SITE NAME</b>	<b>Former Kraft Vegemite Factory, now Bega</b>
<b>STREET ADDRESS</b>	162 Salmon Street Port Melbourne
<b>PROPERTY ID</b>	110590

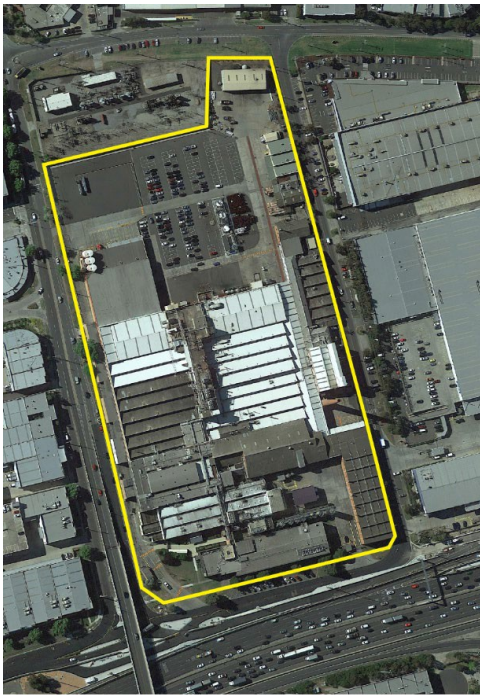


Figure 1: Extent of assessed site shown in yellow



Figure 2: View from Salmon Street (H Lardner 10/07/2018)

**SURVEY DATES:** 2 May 2018 & 4 November 2020**SURVEY BY:** Helen Lardner, HLCD with Dr Peter Mills**HERITAGE  
INVENTORY** No**HERITAGE  
OVERLAY** Proposed**PROPOSED  
CATEGORY  
FORMER GRADE** Local  
Ungraded**PLACE TYPE** Industrial complex**DESIGNER /  
ARCHITECT /** Oakley & Parkes after  
1954**BUILDER:** Hansen & Yunken Pty  
Ltd**DESIGN STYLE:** Postwar Period (1945-  
1965) some 1943 fabric**DATES OF  
CREATION / MAJOR  
CONSTRUCTION:** 1943 - 1967

## 4 THEMES

HISTORIC THEMES	DOMINANT SUB-THEMES
5. Building Victoria's industries and workforce	5.2 Developing a manufacturing capacity

## 5 RECOMMENDATIONS

Recommended for inclusion in the Schedule to the Heritage Overlay of the Melbourne Planning Scheme as an individually significant place.

**Extent of overlay:** Part of the site. Refer to figure 37 in the recommendations section of the citation.

## 6 SUMMARY

Kraft had its origins in an amalgamation of the American Kraft canned cheese company and a local company, Fred Walker and Co which produced canned butter and cheese from 1908. In 1925, Walker formed the Kraft Walker Cheese Company manufacturing Kraft products in Australia. In 1928, the company consolidated several sites to South Melbourne, but it soon outgrew this facility and dispersed operations. After WWI Bonox was introduced and, from the 1920s, Vegemite and canned meats were part of the product range.

In 1943, a government dehydration facility was built at 162 Salmon Street Port Melbourne and operated by Kraft Walker. Part of the war effort, it was one of many around Australia. Kraft Walker also operated another facility in Warrnambool.

Kraft Walker built new rural cheese factories and new yeast factories in NSW and Queensland as demand for their own products increased dramatically. In 1945, a yeast 'Vegemite factory' was built at this Port Melbourne site (demolished 2006). In 1946, Kraft Walker purchased the dehydrator plant from the government and converted it to meat canning with an additional coolroom. The land was on a long-term lease from the government.

The public company Kraft Holdings formed in 1950 and became Kraft Foods Limited in 1952. A new Vegemite factory was built the same year. Major additions took place from 1954 to 1957, including a new administration wing (1956), processed cheese factory (1957), large cool store and north-south arterial elevated walkway. These additions, designed by architects Oakley and Parkes, were built around the existing factory which continued to operate. Subsequent additions included the 1960 cool room and loading bay, 1961 garage, 1962 northern factory extension and western covered roadway and 1967 additions to the administration block by the same architects.

Bega Cheese purchased the Vegemite and Kraft brands in 2017.

## 7 FORMER KRAFT FACTORY KEY PERIODS OF DEVELOPMENT

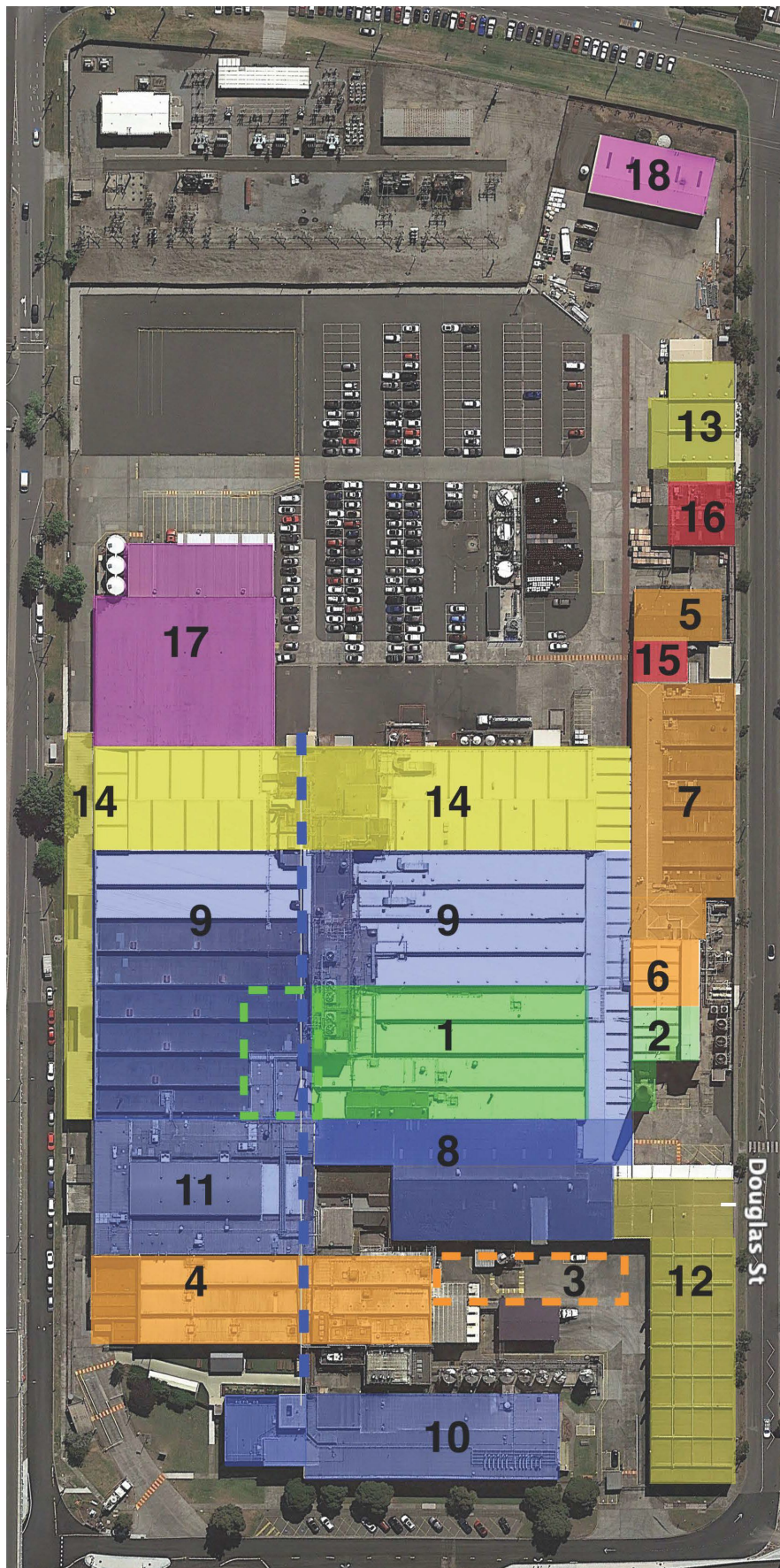


Figure 3: Diagram showing existing buildings coloured by development period and numbered with key on next page.

**ESTABLISHMENT PERIODS: 1943 (GREEN); 1945-1952 (ORANGE)**

1. 1943 dehydration facility, converted to meat canning in 1946 (partial demolition dashed)
2. 1943 boiler and chimney, part of dehydration complex (1967 chimney extended)
3. 1945-47 yeast and yeast product factory, known as 'Vegemite B' (demolished 2006)
4. 1952 yeast and Vegemite factory, known as 'Vegemite A' (asbestos cement roof replaced by 2000)
5. 1951-52 Compressor building
6. 1951-54 Expansion of boiler house
7. 1951-52 Workshop building (now part of Pilot Plant and Maintenance building)

**MAJOR ADDITIONS AFTER IT BECAME COMPANY HEADQUARTERS 1954-57 (BLUE)**

8. c1956 cool store
  9. 1957 production area with three-storey concrete cheese production block
  10. 1956 administration block (1967 first floor additions)
  11. 1957 amenities including cafeteria
- c1956 and 1962 north-south arterial elevated walkway (alignment shown dashed)

**EARLY 1960S EXPANSION YELLOW**

12. 1959-60 new cool room and loading bay
13. 1961 new garage
14. 1962 northern factory extension and western covered roadway

**LATE 1960S RED**

15. Pre-1969 Infill between workshops and compressor building
16. Pre-1969 Garage extension to south

**1970S AND LATER PINK**

17. Pre-1979 Despatch building
18. Post-1979 shed

**8 HISTORICAL CONTEXT****EARLY HISTORY OF THE KRAFT COMPANY IN AUSTRALIA**

Kraft was established in the USA in 1903 with the first batch of Kraft canned cheese shipped in 1916. Fred Walker and Co. was established in Australia in 1908 and shipped canned butter to Asia. The company also began producing 'Red Feather' canned cheese, with Bonox introduced to the product line after World War 1 and Vegemite and canned meats following in the 1920s.

In 1925 Walker travelled to the US to investigate the successful Kraft processed cheese product. He obtained licensing rights to manufacture it in Australia, forming the Kraft Walker Cheese Company. Production started at Maffra Street South Melbourne in 1926, with Vegemite and Bonox produced at Albert Park and canned meats in Dandenong. In 1928 they were consolidated at Riverside Avenue South Melbourne. But with increasing demand for products the new factory was soon outgrown, and production was expanded to five other metropolitan sites. After World War II the company planned to consolidate all of its activities on a new, larger site (Kraft Food Ltd, 1957, p.7; Kraft, 1976).

**WARTIME PRODUCTION ON PORT MELBOURNE SITE**

Dehydration of food for allied fighting forces in the South-west Pacific area was one of the biggest projects carried out by the Commonwealth Department of Commerce and by Commonwealth Food Control during the war. Dehydrated vegetables retained much of their vitamin content and gave great savings in weight and space required for shipping. The dried vegetables were packed in cans for shipment (Mellor 1958, p.599). By 1943 the Allied Works Council had been given the responsibility building the factories required for this new industry. The Fishermen's Bend factory was one of initial thirteen dehydration plants planned around Australia in 1943 (Allied Works Council, 1943, pp. 71 & 73).

The Fishermans Bend plant was the biggest in Victoria. Another large plant was planned at Dandenong. The remaining plants were to be located close to various vegetable growing areas. In 1943 an existing factory in Fitzroy was drying carrots, and potatoes were dehydrated at the new factory in Maffra. New factories were planned at Colac, Ballarat, Bairnsdale and Warrnambool, and an existing fruit drying factory was to be used at Irymple. There were five plants operating in NSW with two more nearly ready. Tasmania had three plants operating and two to begin soon (Age, 9 September 1943:2; Canberra Times, 9 September 1943:3; Herald, 30 October 1943:7). Eventually, thirty-two wartime dehydration plants were established Australia-wide, twenty-four of which were new factories and the remainder converted fruit drying plants (Mellor 1958, p.599).

In April 1943 builders Hansen & Yunken were constructing a dehydration facility at Port Melbourne/Fishermans Bend for the Allied Works Council (Age, 20 April 1943:3).

The four buildings at Fishermens bend were located on a 16,666 sq. yard site. Future expansion was anticipated from the start with appropriately aligned temporary walls. As the Works Council stated, "provision for expansion has been made ... because this new industry is expected to play a part in the Commonwealth's post-war economy" (Allied Works Council, 1943, pp. 71 & 73).



Figure 4: The Fishermans Bend dehydration factory interior under construction 1943 (Allied Works Council, 1943,p.74).

The Fishermans Bend factory building comprised a four-bay sawtooth-roofed factory building with Oregon main and secondary trusses, asbestos-cement roof and steel-framed glazed lights. The east and south walls were in permanent brick construction, and the north and west walls were of temporary timber frames clad with asbestos-cement to allow for future expansion. The asbestos-cement clad east facade had some elaboration at least by the mid-1950s with the Kraft Foods name and white-painted trim (facade no longer extant). The floor was a concrete slab raised above ground level on brick piers to allow vehicle access. Office and staff rooms were created with timber framed walls, while toilets and vegetable store were walled with rendered brick and terracotta lumber. The boiler house was of reinforced-concrete frame construction with brick panel walls on the south, east and west and timber frames clad with asbestos-cement on the north, to allow for additional boilers in the future. The large dining hall with servery also contained a first aid room and change rooms (Allied Works Council, 1943, pp.71 & 73).



Figure 5: Captioned 'a Victorian dehydration factory' this is the Fishermans Bend boiler house under construction in 1943, with the sawtooth roof of the dehydration factory building behind (Allied Works Council, 1943, p.73).

The Fishermans Bend plant was owned by the government but operated by Kraft Walker, who first advertised in October 1943 for women workers for the new "Vegetable Dehydration Factory" (Kraft Foods Ltd, 1957, p.5; Age, 16 October 1943:3). By late September 1943, the plant was drying cabbages and carrots. Amenities for workers were considered "exceptionally good". They included change rooms with cloaking attendants, hot and cold showers and foot baths, a canteen providing three course meals, and first aid and welfare rooms (Age, 9 September 1943:2; Canberra Times, 9 September 1943:3; Herald, 30 October 1943:7).

By January 1944 there were 100 employees at the Fishermans Bend factory, with expectations that another 350 would soon be added. The 15 tons of cabbage processed per day was expected to soon increase to 50 (Weekly Times, 19 January 1944:6). In June 1944, however, there was a shortage of labour at the dehydrating plant at Fishermans Bend, exacerbated by an oversupply of vegetables. Only one of the two production lines at the new plant was working (Herald, 13 June 1944:3; 15 June 1944, p.7). In August 1944 Kraft Walker advertised for 150 more women to work in the "largest dehydration plant in Victoria", to handle an extra 600 tons of potatoes per month (Army News (Darwin), 2 August 1944:2). By August 1944 Kraft Walker was also operating the new dehydration factory at Warrnambool for the Commonwealth Government (Herald, 12 August 1944:6).



Figure 6: Women removing blemishes from peeled potatoes at the Kraft Walker-operated dehydration plant at Salmon Street, July 1945 (AWM photograph, Acc. No. 111137)

### **LATE-WAR AND IMMEDIATE POST-WAR**

The overall output of the Kraft Walker company had increased appreciably as a result of the war. In November 1945, 67% of its output still went to the services, and the remainder to civilian consumption (Herald, 9 November 1945:2).

In November 1945, the company announced a £400,000 expansion programme to cope with the increased demand for its products and the introduction of new lines. Kraft Walker built new country cheese factories and set up yeast factories in NSW and Queensland. Erection of a new

factory at Fishermans Bend in brick and asbestos-cement for the manufacture of yeast and yeast products, was also under way in November 1945. The works cost £15,000 and were undertaken by Hansen and Yunken Pty Ltd. This new factory was expected to put 200 more workers on the payroll in the new year (Kraft Foods Ltd, 1957:5; Argus, 30 October 1945:18; 1 November 1945:18; Sun, 9 November 1945:9; Weekly Times, 14 November 1945:31; Herald, 9 November 1945:2; AAI, Rec. No.63980). These buildings appear to have been the linear arrangement visible in the December 1945 aerial photograph, at a distance to the south of the dehydration factory (not extant) (figure 7).



Figure 7: Extract of December 1945 aerial showing, in addition to the main factory and boiler house, two new building groups to the south, for yeast and yeast product manufacture (Melbourne and Metropolitan Area Project, Run 22 Frame 58654, December 1945, Landata Aerial Photography)

In 1946 the Government's wartime dehydrators around Australia were sold off. Kraft Walker purchased the dehydration factory buildings at Fishermans Bend from the government (Age, 14 October 1946:1; Weekly Times, 15 January 1947:13). The factory was converted to meat canning (Kraft Foods Ltd, 1957, p.5). Port Melbourne council issued a permit to build a concrete meat cool room, to cost of £5000, in November 1946 (AAI, Rec. No.64126). This may be the gable roof visible above the centre of the southern sawtooth bay, in the 1954 and subsequent aerial photographs (figure 8). Permits were given by council for alterations to the yeast factory (later Vegemite 'B') in 1949 and 1950 (AAI, Rec. Nos.36632, 64437, 68515).

The public company Kraft Holdings Limited was formed in 1950. It acquired operating ownership of subsidiary Kraft Walker Cheese Company Pty Ltd (Kraft Foods Ltd, 1957, p.5). In January 1952 Kraft Walker Cheese Co Pty Ltd changed its name to Kraft Foods Ltd (Age, 4 January 1952:7).



Figure 8: Extract of 1954 aerial showing the wartime dehydration factory, the 1945 yeast factory to the south east (Vegemite 'B'), and the three sawtooth bays of the new Vegemite factory. On the northeast the boiler house has been extended and the new workshops building (now part of Pilot Plant and Maintenance building) has been built further to the north (1954 aerial, Landata).

The three-bay sawtooth-roofed Vegemite building (later Vegemite 'A'), complete with loading dock and offices, was built in 1952 at a cost of £40,000. Walls were in brick and the builder was Hansen & Yunken Pty Ltd (Age, 21 October 1952:4; AAI, Rec. No.64679). This three-bay sawtooth building, to the south of the original wartime sawtooth factory, is visible in a 1954 aerial photograph (figure 8). The detailing of the parapeted west wall of this section, and the ancillary buildings in front are distinct from any other parts of the complex.

In ca1951-2 the workshop building (now part of Pilot Plant and Maintenance building) was constructed at a cost of £38,000 and extended at a cost of £20,000 (AAI, Rec. No.64531 & 64530; 1951 and 1954 aerials, Landata). This combined six narrow bays of sawtooth on the east boundary, with a narrow two-storey gabled brick building on the west. The brick building was rendered and detailed with concrete awnings and relief mouldings. The boiler house was extended to the north in the same period (AAI Rec. No.64570 & No.64568; 1951 and 1954 aerials, Landata).

### **MAJOR ADDITIONS 1954-7**

In 1953 Kraft Holdings issued debentures to provide funding for the “erection of new premises and installation of additional modern plant”, which would permit expansion into new food products. The 16 acres of land on Salmon Street was still at this point held on a long-term lease from the State government (Argus, 24 October 1953:42). Planning for a new factory on this site was complete and construction started by 1954 (Kraft Foods Ltd, 1957, pp.7-8).

The architects for the additions were Oakley, Parkes & Partners and the builders J.R. and E. Secull Ltd. The project was undertaken in a series of stages under four main contracts over the three years from 1954. Altogether the cost approached £3m (Cross-Section, 1 August 1957, p.1). The new administration wing was occupied by August 1956 while the processed cheese factory was still under construction (Argus, 23 August 1956:19). The official opening was on 19 March 1957.

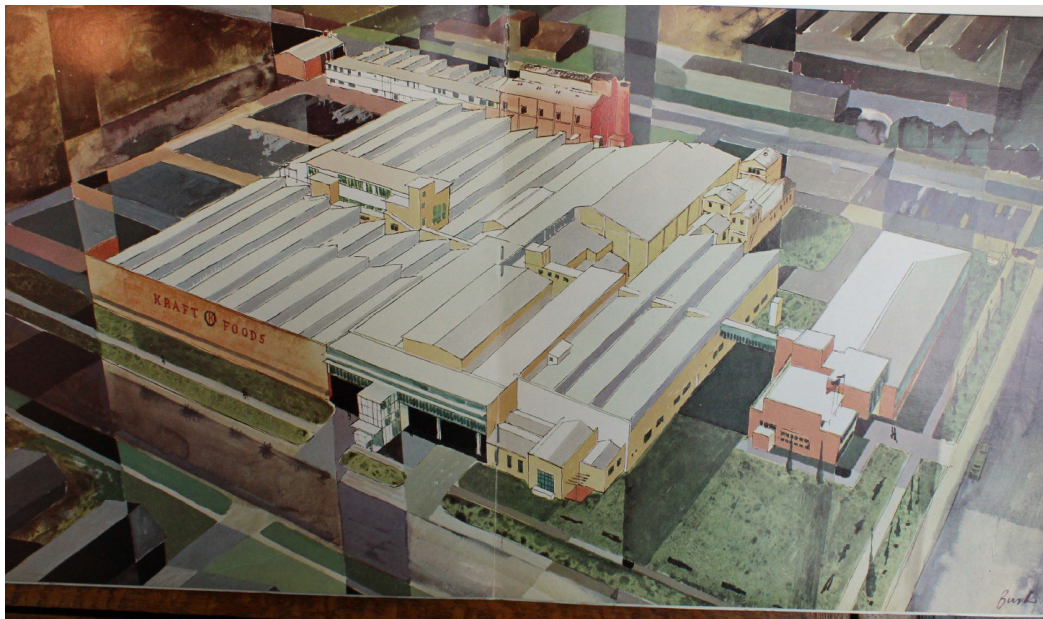


Figure 9: Schematic drawing prepared to show the 1954-57 factory expansion (Kraft 1957))

The schematic illustration of the site for Kraft Walker's 1957 publication (figure 9) shows that all of the buildings up to 1952 were retained bar the western quarter of the 1943 sawtooth factory area and some ancillary building on the footprint of the amenities building. Indeed, the additions were carefully planned to integrate the existing buildings, with very little alteration inside them, so that production could go on within them unabated (A&A, p.29).

The main planning strategy for circulation of staff in the completed factory was the 500ft “arterial” north/south walkway at first floor and roof truss level. The office block was designed so that a future first floor could be built over the office section to the east of the entrance. Executive offices and meeting room were panelled in maple and a demonstration kitchen was included. The building was of reinforced concrete frame with brick panel walls to sill height. The curtain walling was constructed with steel glazingbars, stainless steel external trim and opaque glass spandrels (A&A, p.29) (figure 10).

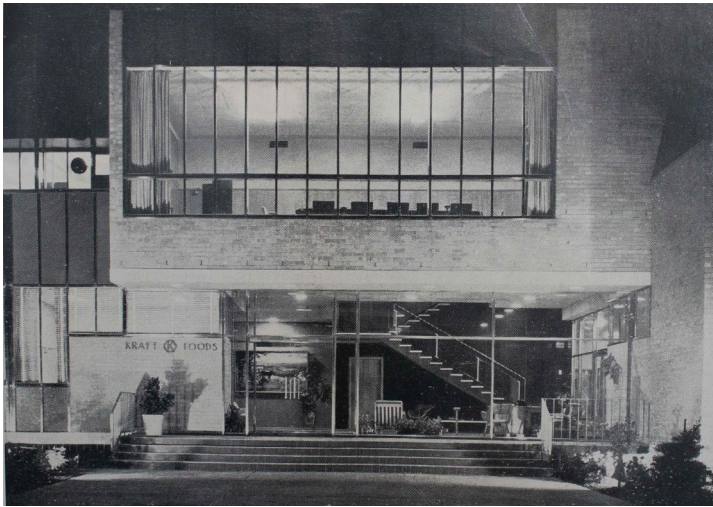


Figure 10: The Administration building entrance in 1957 (Kraft, 1957)

The amenities building (figure 11) and the large gabled cool store to its east were located between the 1952 Vegemite factory and the 1943 sawtooth factory. The amenities section on the first floor connected to the arterial walkway, with a cafeteria to seat 500, and clerestory lighting on three sides. The building also included a first aid centre, social welfare centre, games room, lounge and library, and an outdoor deck (A&A, p.29).

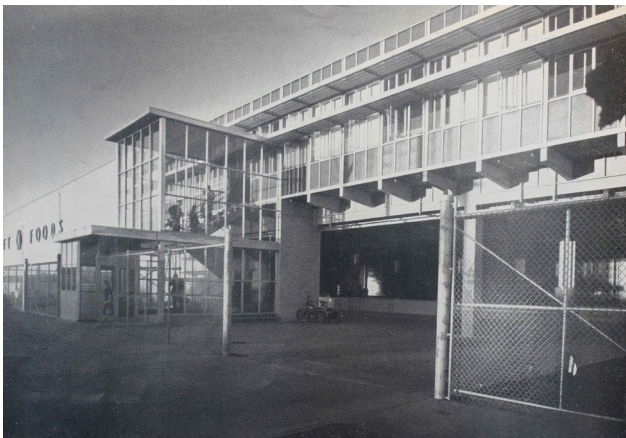


Figure 11: The western front of the amenities building and glazed staircase entrance, 1957 (A&A, March 1957, pp.28-29)

The main production building included the 1943 sawtooth building, combined with extensions to the west and north on the same sawtooth bay pattern. There was a 20ft clear space to the underside of the new steel trusses. One of the older buildings, presumably the 1943 factory building, had its trusses raised from 16ft to the new 20ft standard. The three-storey cheese production block, which was aligned north-south in the centre of the new saw factory building, was constructed in reinforced concrete, with allowance for extension to the north (A&A, p.37). One separate new building in this phase of works was the compressor house, standing to the north of the workshops building (AAI Rec. No.65344).



Figure 12: The west side of the production building with large expanse of brickwork broken by a continuous strip window, c1957. This was soon to be obscured by the 1961-62 addition of a covered loading area (SLV, Acc. No. a42751)

### **LATER DEVELOPMENTS**

In September 1959, work began on a new coolroom on the southeast corner of the site (figure 13). Designed by Kraft engineers and Oakley & Parkes architects, the building consisted of four rooms, each with a ceiling height of 23 feet and a cheese capacity of 800tons. The stores provided for fork-lift operations and large-drum storage. A large loading bay at the north end connected the coolroom to the existing building. The structure was a steel frame and the external infill was in brick. The stores were in operation by March 1960(Kraftsman, June-July 1960). Also in 1960, the new “No.2” boiler was installed (Kraftsman,October-November 1960).

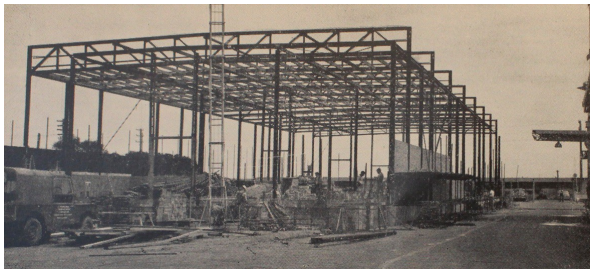


Figure 13: Cool room under construction in 1959-60, view from the north (Kraftsman, June-July 1960)

During the war years the company had only a few sales vans, relying on contractors for cartage. After the war, the company decided it would be less vulnerable with its own fleet. The first garage to service the fleet was established at the South Melbourne factory, and an initial garage (not extant) constructed for the move to Fishermans Bend. The latter was soon inadequate, and the resulting new garage (now Storage) (figure 14) built in 1960-61 was fully equipped with the latest technologies and designed to handle the 80 vehicles of many types operated by Kraft Port Melbourne. The article on the new garage in the Kraftsman stated that “the company could safely claim that [it] is the finest in Australia” (Kraftsman, October-November 1960; December-January 1960-61).



Figure 14: The newly completed garage in the northeast corner of the site, 1961 (Kraftsman, December-January 1960-61)

In mid-1962, an L-shape extension was added to the west and north walls of the factory. On the north the brick, steel, reinforced concrete and asbestos-cement addition housed additional space for the “rawmaterials store, production area and finished goods” (figure 15). The two-storied central section also added 90ft. to the central walkway. The west side extension was a covered roadway which protected finished goods from the weather during loading (figure 16). The long and tall stretch of cream brick wall was separated horizontally by a continuous strip of window, visible in the c1957 photo (figure 12), was altered and obscured by this covered roadway addition (Kraftsman, June-July 1961; June-July 1962).

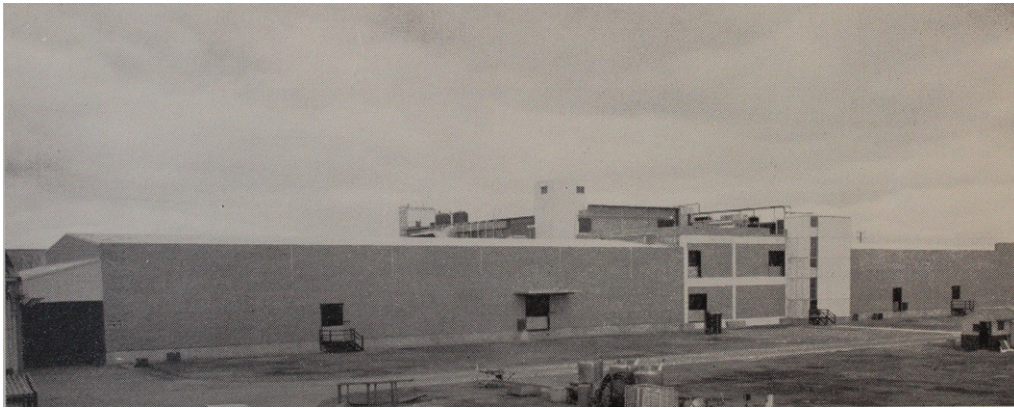


Figure 15: The 1962 northern extension (Kraftsman, June-July 1962)



Figure 16: The new covered way on the west side, 1962 (Kraftsman, June-July 1962)

By April 1967, work had commenced on additions to the administration block, consisting of a second storey over the east wing. The architects were, once again, Oakley and Parkes and Partners (Kraftsman, April-May 1967) (figure 17). In 1973 the General Office and Export staff moved to new accommodation in the CBD (Kraftsman, August-September 1973). Three other additions in the late 1960s were the increasing of the height of the boiler house chimney, the extension of the garage to the south, and the infill of the space between the workshops and the compressor building (now all part of Pilot Plant and Maintenance) (1966 & 1969 aerials, Landata).

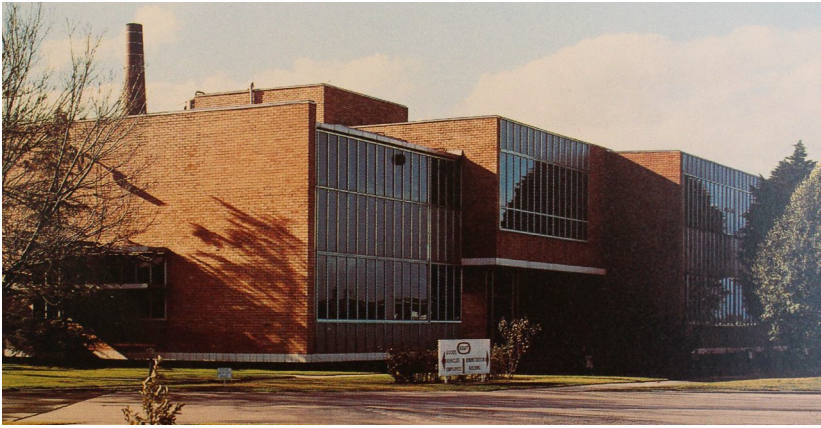


Figure 17: The administration block in 1976, with first storey additions complete (Kraft 1976)

In the 1970s a large square dispatch building with steel deck roof was constructed on the northwest corner of the main production building. The 1979 aerial indicates that this was also extended with a skillion to the north (1979 aerial, Landata). The asbestos-cement roofing of the 1943 and 1952 factories and Vegemite 'A' building was replaced in stages up to the present. An open sided shed was added at the northeast corner of the site by the same date (Google Earth historical imagery). The 1945 yeast factory (Vegemite 'B') building was removed in 2006 (Google Earth historical imagery).

Kraft foods split into the Kraft Foods Company and Mondelez in 2012. Bega Cheese purchased the Vegemite and Kraft brands from Mondelez in 2017.

## 9 SITE DESCRIPTION

### *SITE LAYOUT*

The significant development of the Kraft factory occurred continuously over a period of 24 years; from the dehydration plant and boiler built in 1943 to the addition of a second storey to the administration building in 1967. In the initial phase of building to 1952, buildings including the former dehydration plant (later meat cannery), the boiler house and chimney, the yeast factory (Vegemite 'B') and the Vegemite factory (Vegemite 'A') were spread around the southern/central part of the site. In the building phase from 1954 to 1957, when the company made the site their headquarters, these were absorbed into a much larger building mass, with the administration wing standing separately at the main address to the south.

From 1957 onwards, additions either increased the main factory building mass, or were placed independently on the site. Those additions increasing the main building mass were the 1962 covered way on the west side and the 1962 northern extensions. Standing relatively independently were the 1959 new cool store and the 1961 garage.

Facing Vegemite Way, the administration block is reinforced concrete framed construction with cream brick infill now painted grey on the more prominent facades (figures 18 & 19). The laboratories are located at the east end of the administration block. The various front facades are curtain walls with sections of brickwork in the massing around the entrance. The curtain walls have steel frames with opaque glass spandrels and stainless-steel trim on the exterior of the framing. Windows on the west wall have been altered.



Figures 18 & 19: The entry and part of the two-storey Administration building seen from Vegemite Way. (H Lardner 10/07/2018).

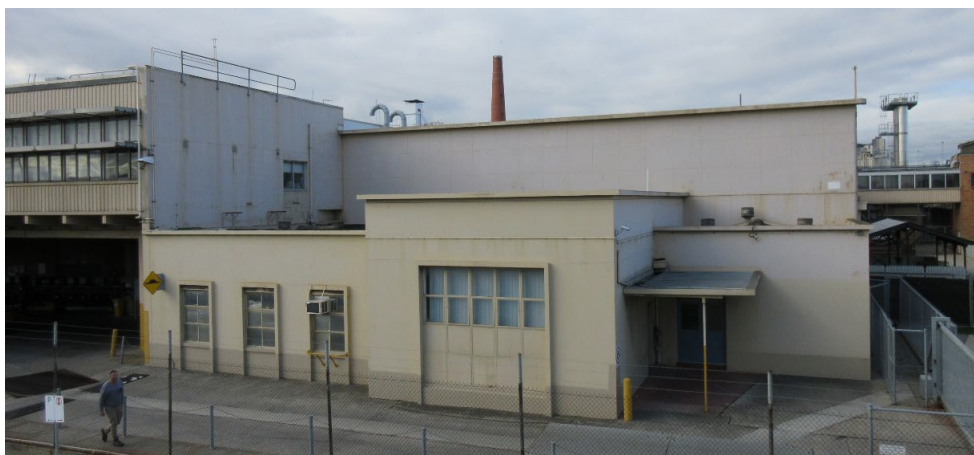
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To the east of the administration building is the 1959-60 cool store with steel portal frame and unpainted brick infill to external walls (figures 20 & 21). Decorative protruding bricks mark the southern frontage and the alternate bay dividers project above the roof line.



Figures 20 & 21: The 1959-60 cool store seen from the Douglas Street boundary and from the northwest. (H Lardner, 10/07/2018; P Mills 4/11/20)

Heading north from the administration wing is a pedestrian walkway spine at first floor and roof level, which extends to the northern end of the main factory mass. The first building encountered is the 1952 yeast factory (Vegemite 'A'), which has three sawtooth bays with a steel structure and parapeted brick external walls. An arrangement of smaller single storey volumes, originally offices, flanks the west wall of this building (figure 22).



Figures 22: The 1952 yeast/Vegemite factory, including a single storey section seen from Salmon Street which is now used for archive storage. The elevated walkway is on the right. (H Lardner 10/07/2018)



Figures 23: The south and east elevations of the coolroom (P Mills 4/11/2020)

Next along the walkway are the amenities block on the west and the large gabled coolroom on the east. The coolroom is concrete framed with brick infill and has corrugated roof cladding (figure 23). The amenities block is constructed with reinforced concrete to first floor and steel frame above. The west wall of the amenities building originally matched the curtain walls of the administration block, with two layers of horizontal aluminium-slat sun-screening (figure 11). The spandrel glass at top and bottom has been covered with painted ribbed steel. The original fully glazed staircase giving access to Salmon Street (figure 24) was partially obscured by the later addition of a segment of brick wall, as part of the 1962 covered way works.



Figures 24 & 25: Original fabric is evident in the amenities block, despite 1960s alterations. External view from north and interior from east (H Lardner 10/07/2018; P Mills 4/11/2020)

Further north along the walkway spine is the main production area under a series of eight sawtooth bays. The sawtooth structure here is primarily steel, but the southeast quarter retains timber primary and secondary trusses from the original 1943 factory building. It appears that this section of timber roof structure was lifted to match the height of the new sawtooth structure in c1956. Standing up out of the north-centre of this sawtooth expanse is a three-storey structure in reinforced concrete, originally a cheese plant.

The west wall of the sawtooth factory area was originally a vast expanse of brickwork covering up the sawtooth ends, with a continuous strip window at ground floor sill level and a large logo on the wall above. This was covered up by the 1962 covered-way addition, which presents a series of segments of cream brick wall right on the boundary to Salmon Street (figures 26 & 27). The north wall similarly was a large expanse of cream brick which was covered up by the 1962 additions.



Figures 26 & 27: The west wall to Salmon Street and looking north through the covered way (H Lardner 10/07/2018; P Mills 4/11/2020)

Further to the north again is the 1962 extension which expanded the main production area floor, with east-west gable roofs, steel structure and with a cream brick wall to the north. The central section was unreinforced concrete, creating a widened extension of the 1950s three-storey cheese plant. The north-south elevated walkway was continued through these extensions. The pre-1979 despatch building addition to the north on the west side has added a cream brick wall to the west, to match the 1956 alignment.

To the east of the main factory sawtooth expanse is the boiler house in reinforced concrete frame with brick infill, expanded since its origins during the war, and the original brick chimney, extended in height in 1967, with the new work visible in a 1969 aerial photograph (figures 28 & 29) (1969 aerial, Landata).



Figures 28 & 29: The chimney and boiler house seen from Douglas Street, and the curved flue between boilers and chimney. (P Mills 4/11/2020)

North of the boiler house is the workshops building (now part of the Pilot Plant and Maintenance building). This building has two parts. A narrow two-storey brick section on the west with rendered facade and hipped asbestos-cement roof (figures 30 & 33) connects to a series of narrow and low sawtooth bays with steel trusses and asbestos-cement roofing and a brick wall on the east to Douglas Street (figure 31). The west facade featured concrete awnings over the entrances and windows and some relief work in the render.



Figures 30 & 31: The west facade of the workshop building from under the covered way, and the sawtooth roof profile of east facade of the workshop building from Douglas Street. (P Mills 4/11/2020; HLardner 10/07/2018)

Next to the north is an infill between the workshops and then the compressor building with red brick facade and vertical sheet-metal sun-shading. The next structure, part brick and part asbestos-cement cladding, was originally the compressor building (figure 32). Further north along the east boundary is the 1961 garage, with steel framed, sawtooth roof structure and brickwalls. An extension to the south of the garage has a steel portal frame.



Figures 32 & 33: The brick front compressor building at centre with late 1960s infill at right, and the westside of the workshop building (P Mills 4/11/2020)

## 10 INTEGRITY

**Intactness:** refers to the degree to which a place retains its significant fabric. Intactness should not be confused with condition as a place may be highly intact, but the fabric may be in a very fragile condition.

**Integrity:** refers to the degree to which the heritage values of the place are still evident and can be understood and appreciated. (Victorian Heritage Register Criteria and Thresholds Guidelines, p.4)

The Former Kraft Factory has developed and evolved on this site while continuing as a working factory. This means that the earlier phases have been retained with the exception of the 1945 yeast 'Vegemite factory' which was completely demolished in 2006.

From what is visible from the public realm and in aerial photographs, the site retains evidence of its important stages of development; being the establishment period of 1943 & 1945-1952, and the major additions after it became the company headquarters in 1954-57. The 1959-60 coolroom and loading bay is also substantially intact. Fabric associated with the later 1960s onwards is of less significance. Refer to figure 3 which identifies built fabric from these periods.

Although there have been more recent modifications across the site, the Former Kraft Factory has high integrity. The heritage values can be appreciated and understood particularly in the

distinct built forms and characteristic materials of individual buildings. The administration and amenities buildings with their feature glazing and moderne materials are very different from the coolrooms, production buildings, boiler and chimney which are utilitarian. The site can also be seen from a number of surrounding streets with distinct forms like the boiler and the chimney evident.

Many of the alterations to buildings which are evident from public views are minor, such as bricking in of window openings, replacing corrugated asbestos roofs and the addition of new equipment. However, the 1962 northern factory extension and western covered roadway have obscured some views to earlier fabric.

An interior inspection showed that the original 1943 dehydration plant was partially demolished (shown dotted in green on figure 3) and the north wall of the plant had also been compromised. The boiler and chimney remain from the 1943 complex with later additions. The integrity of the 1943 dehydration facility is low and comparative analysis (refer to the next section) has demonstrated that more intact examples of wartime dehydration factories remain. A site inspection also revealed that the 1957 production area had undergone modernisation and alteration, and these areas are now obscured by later additions.

These buildings are not included in the recommended extent except as a buffer zone to the c1956 coolstore and the 1957 amenities building, including the cafeteria.

The Administration Block, designed by architects Oakley and Parkes, has high integrity in terms of its aesthetic values seen from Vegemite Way, despite the brick infill being painted grey and the 1967 first floor additions. The west wall has diminished aesthetic value because of changes to the windows.

## 11 COMPARATIVE ANALYSIS

The 1950s saw a manufacturing boom in Victoria, with expanding road and rail networks facilitating the decentralisation of industry. The result was many new industries on greenfields sites. Often they were located on arterial roads, such as the development at Dandenong South with International Harvester (1951), H J Heinz (1954) and GMH (1956) along the Princes Highway. Major provincial centres, and land on the urban fringes at places like Thomastown, Braybrook, Bayswater, Cheltenham and Clayton, all experienced significant industrial growth.

In the 1950s, these highly visible sites offered companies the chance to publicly project their modernity through architect-designed, International Style buildings. Architecturally-conceived factory complexes from the United States and Europe were influential. Of the 16 factories identified in the 'Survey of Post-War Built Heritage in Victoria for Heritage Victoria' (Heritage Alliance 2008), 14 were from the 1950s and 1960s. Only one of these is on the Victorian Heritage Register; the ETA Factory at Braybrook (VHR H1916) by architectural partnership Grounds, Romberg and Boyd, which is attributed to Frederick Romberg. Designed c1957 and opened 1962, the complex was particularly significant for the two-storey, aluminium curtain wall to the Ballarat Road frontage which is now partially demolished.

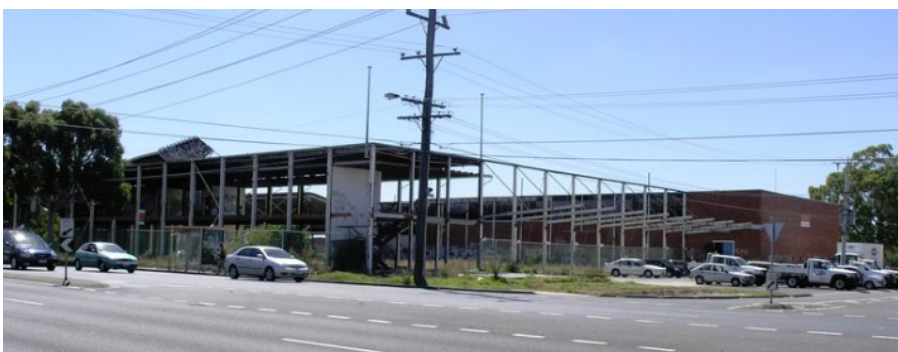


Figure 34: ETA Factory, 254 Ballarat Road, Braybrook (<http://vhd.heritagecouncil.vic.gov.au/places/5623>)

The three examples in Dandenong South, mentioned above, are all individual heritage places in the Heritage Schedule of the Greater Dandenong Planning Scheme and have Incorporated Plans under Clause 43.01-2. International Harvester (HO56, 1951-2) and Heinz Factory (HO57, 1953-55) are early examples of post-war factory complexes by architects, Hassell & McConnell. GMH Dandenong (HO58, 1956 onwards) is one of the largest 1950s factories, along with the British Nylon Spinners Factory at Bayswater North (1955-58), both by architects Stephenson & Turner.

The Former Kraft Factory differs from these green fields examples because it is a World War Two factory in the inner suburbs which underwent extensive expansion in 1954-1957, and then again in the 1960s. The buildings from the 1954-57 period when Kraft established their headquarters at the site were designed by Oakley & Parkes & Partners. Oakley & Parkes had a very successful Australian practice with a diverse range of notable buildings, including Modern designs for Yule House, Melbourne (1932 with Rae Featherstone) and Kodak House Melbourne (1934-5).

The most comparable example by Oakley & Parkes is the Spicers & Detmold Factory, Coburg (1940 in collaboration with architects Carleton & Carleton). This individually significant place in the Heritage Overlay of the Moreland Planning Scheme (HO117) is described as 'an interesting example of the Dutch Modernist style as applied to a large industrial complex.'

(<http://vhd.heritagecouncil.vic.gov.au/places/56684>) Like Kraft, the architect designed element provides the street frontage but the remainder of the site is taken up with other factory buildings. Part of the original facade is obscured by later additions.



Figure 35: Spicers & Detmold Factory, Coburg (Google images May 2017)

An earlier factory by Oakley & Parkes is the Southern Can Company, 240 Geelong Road Footscray (1937) which also shows the influence of Dutch Modernism. It is an individually significant place in the Maribyrnong Planning Scheme (HO127).

(<http://vhd.heritagecouncil.vic.gov.au/places/28368>)



Figure 36: Southern Can Company, 240 Geelong Road Footscray (Google images December 2017)

In terms of the architectural significance of the Oakley & Parkes work, the 1954-1957 Kraft buildings are comparable. However, the Former Kraft Factory is also distinguished from the other examples by the legibility of its evolution from 1943 onwards. The Kraft complex demonstrates its historical growth which is linked to the importance of the Kraft brand, including iconic Vegemite.

## WARTIME DEHYDRATION FACTORIES

Although the dehydration factory at the Kraft site has low integrity, dehydration factories are important from a historical perspective as a wartime action which also benefitted industry after the war. Dr Peter Mills undertook a comparative analysis to determine whether other wartime dehydration factories survive in Victoria. Six factories were identified and are briefly described below with only the Colac example currently included in the heritage overlay. Although further study and greater heritage protection is required for the other examples, in this context, the remnants of the dehydration factory at Fishermans Bend do not make the threshold for local significance.

Former Dandenong Dehydration Factory, 29-39 Attenborough Street South Dandenong, now Tuffmastercarpet factory. Constructed 1941-42 (Argus, 13 January 1943:8) and initially operated by Swallows and Ariel Ltd (Weekly Times, 26 August 1942:9). Sold in 1947 to Yarra Falls Ltd. (Argus, 7 May 1947:6). The 10-bay sawtooth main roof (2330sqm) appears to be substantially externally intact along with a broad gabled shed to the west. There is a separate boiler house with pyramidal roof and no chimneys, as well as a small 2-storey gabled building which are possibly former offices. Not heritage listed but separate later factory front in heritage study (City of Greater Dandenong, 2003, pp.7-10).

Former Maffra Sugar Factory Dehydration Plant, 1A Sale Road Maffra, now Gippsland Vehicle Collection Motor Museum. Constructed 1942-43 (Argus, 19 March 1943:10) and disposed of by Commonwealth in 1947 (Weekly Times, 15 January 1947:13). Used for light industry subsequently (Herald, 7 June 1947:9). This example is a long, gabled red-brick building with asbestos-cement roofing and timber trusses internally. It covers approx. 2184sqm with no apparent boiler house or chimney. No heritage listed.

Former Ballarat Potato Dehydrating Factory, Dodds Lane, Eureka, Ballarat, now derelict after fire damage 2015. Built for dehydration of potatoes in 1943 (Age, 20 January 1943:5; Argus, 24 June 1944:5) and operated by the Sunshine Biscuit Co. Pty Ltd (Age, 24 June 1944:2). Closed in 1946 (Argus, 13 August 1946:20) and from 1947 used for Ford Company manufacture of car parts (Weekly Times, 15 January 1947:13; Argus, 4 January 1947:8). It has 4 sawtooth bays and two large gables with ridge vents, asbestos-cement roof and wall cladding, total area of 2000sqm. A separate gable building may have been the boiler house, with the chimney removed. Not heritage listed.

Former Warrnambool Dehydration Factory, Pertobe Road South Warrnambool, now Tel el Eisa Army Barracks. Construction commenced in 1943 (Camperdown Chronicle, 21 September 1943:4). Opened in August 1944 and operated by Kraft Walker Cheese Company (Age, 9 August 1944:3). Extent similar to present is clear in 1948 aerial photograph (1948 aerial, Landata). Sold 1947 to Briar Manufactures Ltd (Age, 17 January 1951:6). By 1962 used as Army Training Depot (CAG, 6 September 1962, Issue No.75p.3178). The factory is four bays of sawtooth roof and a long gable roofed section with all cladding replaced (area 1900sqm). The boiler house and steel chimney not extant. The ca 1910s drill hall was relocated to the site and is listed on the Victorian War Heritage Inventory (Place ID 126138) but dehydration factory is not mentioned.

Former Colac Onion Dehydration Factory, Rossmoyne Road Colac West, now a sawmill. Constructed in 1942, located in a large onion growing area (Mary Sheehan & Assoc., 2003, Ref. No.163). Sold to the Colac Dairying Co Ltd in 1947 (Weekly Times (Melbourne), 15 January 1947:13). Casein production continued until 1975 (Mary Sheehan & Assoc., 2003, Ref. No.163). This factory has 5 narrow sawtooth bays and 5 wider sawtooth bays with a wide gable-roofed section (1650 sqm) with walls and roof asbestos-cement clad. A separate gabled boiler house has a brick chimney. Included in Heritage Overlay HO163 Colac Otway Shire.

Former Bairnsdale Dehydration Factory, McLeod St Bairnsdale, renovated and possibly used for light industry. An initiative of local growers who formed Bairnsdale Food Products Ltd. to supply wartime government contracts. Opened in June 1944 and closed by July 1946 (Gippsland Times, 17 February 1944:6; Age, 15 June 1944:4; 18 July 1946:8). Acquired by Dunlop Rubber Australia Ltd. in 1948 (Age, 27 February 1948:4; Gippsland Times, 31 May 1948:4). This factory is aligned with the former railway line. The main building is timber framed and trussed with a gable roof and ridge lantern, 1450sqm in area. It was reclad in 2010. The separate boiler house with pyramidal roof and original cladding survives, but the original chimney was removed. Not heritage listed.

## 12 ASSESSMENT AGAINST CRITERIA

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

## 13 STATEMENT OF SIGNIFICANCE

### WHAT IS SIGNIFICANT

Part of the Former Kraft Factory (now Bega), 162 Salmon Street Port Melbourne, constructed between 1943 and 1967, is significant at the local level. Refer to figure 37 which shows the recommended extent. Buildings numbers provided on figure 3 are included in brackets.

### *Buildings of significance are:*

- 1943 boiler with the 1951-54 expansion (Numbers 2 & 6 on fig 3)
- 1943 chimney with the 1967 extension (Number 2 on fig 3)
- 1952 yeast and Vegemite factory, known as 'Vegemite A' (Number 4 on fig 3)

- 1951-52 Workshop building (Number 7 on fig 3)
- c1956 cool store (Number 8 on fig 3)
- 1956 administration wing with 1967 first floor additions (Number 10 on fig 3)
- c1956 north-south arterial elevated walkway (partly included and shown dashed on fig 3)
- 1957 amenities including cafeteria (Number 11 on fig 3)
- 1959 new cool room and loading bay (Number 12 on fig 3)

### **HOW IT IS SIGNIFICANT**

Part of the Former Kraft Factory, constructed between 1943 and 1967, is of local historic significance to the City of Melbourne. It is a representative example of a post-war food manufacturing plant. Additions after 1954 designed by architects Oakley and Parkes have aesthetic value.

### **WHY IT IS SIGNIFICANT**

The evolution and consolidation of the Former Kraft Factory between 1943 and 1967 is legible on the site with the exception of the 1945-47 yeast and yeast product factory, known as 'Vegemite B' (demolished 2006). The company built on its wartime contribution and the earlier successful importation of American products. It continued to function in its existing buildings while expanding and planned for further growth. This confidence in its future was borne out by Kraft becoming a household name and its food products continuing today. (Criterion A)

The Former Kraft Factory continues to produce the iconic Australian brand Vegemite from this site, including in the 1952 yeast and Vegemite factory known as 'Vegemite A'. The street to its south is 'Vegemite Way' and company signage proudly proclaims it is 'the home of Vegemite'. (Criterion A)

The 1943 vegetable dehydration factory, operated by Kraft Walker, was established as a government wartime action and is of historic significance. It was converted to a meat canning plant in 1946, and subsequent development has left few legible remains apart from the original portions of the boiler and chimney. (Criterion A)

The Former Kraft Factory is representative of a successful post war food manufacturing plant. It retains processing plants, cool rooms, boiler and chimney, administration facilities, staff amenities and other important infrastructure which are distinctive in form and can be appreciated from the public realm. The site's organic growth over time means that these components can be best understood in the southern and western portions of the site where they are expressed in the extant fabric. (Criterion D)

The factory additions, designed by architects Oakley and Parkes from 1954 -57, strongly show the influence of the International Modern movement favoured by large corporations and multinationals. The use of reinforced concrete frames and curtain wall construction, and cuboid forms with large glazed areas has aesthetic value. (Criterion E).

## 14 RECOMMENDATIONS



Figure 37: The extent recommended for inclusion in the Schedule to the Heritage Overlay of the Melbourne Planning Scheme as an individually significant place. Note that a buffer of 10m or 5m is recommended from significant buildings shown dotted in yellow, and elsewhere the site boundary forms the extent.

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

### **MELBOURNE PLANNING SCHEME**

EXTERNAL PAINT CONTROLS apply to 1943 Boiler & Chimney, 1956 Administration Block and 1959 Cool Store	Yes
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
NAME OF INCORPORATED PLAN UNDER CLAUSE 43.01-2	Recommended to be undertaken
ABORIGINAL HERITAGE PLACE	No

## **15 REFERENCES**

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Argus (Melbourne), as cited.

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City of Greater Dandenong, 2003, 'City of Greater Dandenong Heritage Study and Heritage Places Vol.2', City of Greater Dandenong.

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Courier (Ballarat), as cited.

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Journal, as cited. Camperdown Chronicle,

as cited.

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Kraft, 1957, 'The Kraft Story', Kraft Walker Cheese Co., Melbourne.

Kraft, 1976, 'Kraft golden anniversary, 1926-1976: 50 years of fine foods', Kraft, Melbourne.

Mary Sheehan & Assoc., 2003, 'Colac Otway Heritage Study Vol.2 Part 1', Shire of Colac Otway.

Morning Bulletin (Rockhampton Qld.), as cited.

Victorian Heritage Database (VHD), as cited.

The Kraftsman, Kraft Foods Limited Australia, as cited.The

Sun (Sydney), as cited.

Weekly Times (Melbourne), as cited.

## **16 PREVIOUS STUDIES**

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Southbank and Fishermans Bend Heritage Review 2017	Recommended as a place of local heritage significance
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**SITE NAME** Electricity Substation, now CitiPower Pd Ltd

**STREET ADDRESS** 224 Salmon Street Port Melbourne

**PROPERTY ID** 110592



Figure 1: Extent of assessed site shown in yellow



Figure 2: View of the substation from the southwest (HLardner 09/07/2018)



Figure 3: View of the substation from the corner of Salmon and Turner Streets (H Lardner 09/07/2018)

**SURVEY DATE:** 9 July 2018

**SURVEY BY:** Helen Lardner with Dr Peter Mills

**HERITAGE  
INVENTORY** No

**HERITAGE OVERLAY** Proposed

**PROPOSED  
CATEGORY** Local

**PLACE TYPE** Building

**FORMER GRADE** Ungraded

**DESIGNER / ARCHITECT / SEC  
ARTIST:**

**BUILDER:** SEC

**DESIGN STYLE:** Interwar Period (c.1919- c.1940)

**DATE OF CREATION /MAJOR**

**CONSTRUCTION:**

c1935, yard  
increased in  
1950s and 1960s

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## THEMES

### HISTORIC THEMES

5. Building Victoria's industries and workforce

### DOMINANT SUB-THEMES

5.2 Developing a manufacturing capacity

## RECOMMENDATIONS

Recommended for inclusion in the Schedule to the Heritage Overlay of the Melbourne Planning Scheme as an individually significant place.

**Extent of overlay:** Part of the site. Refer to figure 13 in the recommendations section of the citation.

## SUMMARY

From 1926, power had been supplied to South Melbourne from the Yarraville Terminal Station by overhead cables on high towers. After General Motors Holden (GMH) purchased land for a factory in Fishermans Bend in 1935, government authorities installed services to support the development of an industrial precinct. The State Electricity Commission of Victoria (SEC) supplied power to Fishermans Bend by July 1935, as part of electricity purchased in bulk by the Port Melbourne municipality. The substation was constructed at this time on the route of the overhead cables.

After construction of the Commonwealth Aircraft Factory in 1937, cables were undergrounded because of the new airfield. As the industrial precinct expanded, the yard area of the SEC substation was expanded in the 1950s and then reached the current extent by 1969. The provision of electricity was critical to the development of manufacturing in Fishermans Bend and demonstrates the government commitment to establishing the industrial precinct.

## SITE HISTORY

In 1926 the State Electricity Commission of Victoria (SEC) established 22,000-volt cables from the Yarraville Terminal Station to South Melbourne. To cross the Yarra River, cables were stretched between 247ft high steel towers on either side. The cables then travelled above ground past the site of the future SEC substation on Salmon Street, and on to Substation G in South Melbourne (SEC, 1925-26, pp.31-32).

The purchase of land for a factory by General Motors-Holden's (GMH) in June 1935 set off moves by various authorities to install services in anticipation of expanding industrial activity. Before GMH's arrival the Harbour Trust had already constructed new concrete wharfs along the Yarra (*Argus*, 6 November 1936, p.1). The Metropolitan Board of Works installed a new main sewer along Salmon Street (*Building*, p.73). Salmon Street itself was constructed as a concrete road jointly by the Victorian Government and the Port Melbourne Council (*Record*, 4 July 1936, p.8). The anticipation was that with the impetus offered by the GMH factory and provision of infrastructure and services, Fishermans Bend would become the "Birmingham of Australia" (*Record*, 14 November 1936, p.4; 5

December 1936, p.7). At the opening of the GMH factory its Managing Director L.J. Hartnett thanked “the many public authorities which had helped to move away difficulties” (*Record*, 4 November 1936, p.4).



Figure 4: Oblique aerial from northwest with substation at top left, GMH factory below, c1936 (Airsy photo, SLV Accession no-H91.160/259).

A July 1935 newspaper article indicates that all electrical facilities had been provided at Fishermans Bend by the State Electricity Commission of Victoria by July 1935 (*Herald*, 30 July 1935, p.4). At this time the electricity for the Port Melbourne municipality was still purchased in bulk from the SEC (SEC, 1936-37, p.9). It appears that the power to GMH was part of this arrangement, as in July 1935 the Metropolitan Electricity Supply department of the Port Melbourne Council advised GMH of the terms under which electricity would be supplied. There was a promise of considerable revenue for the council from this service (*Record*, 22 June 1935, p.1; 6 July 1935, p.1).

The SEC's 1936-37 Annual Report reveals that five new metropolitan substations were built that year, including one in North Fitzroy which “as usual is designed to fit in with the architectural features of the neighbourhood”. The North Fitzroy example had a suburban scale and detailing. It is reasonable to assume that this design strategy had also applied to the Fishermans Bend substation, and that the touch of Moderne design there was done in the light of the emerging Moderne headquarters for GMH across Salmon Street (SEC, 1936-37, p.34).

One of the acclaimed aspects of the modernity of the new GMH plant was its use of electricity for illumination of the assembly line for night workers. GMH proudly declared that the electricity required just for this lighting was enough to supply a town of 12,000 people (*Argus*, 6 November 1936, p.1). The SEC supply at 6,600 volts from the substation went to GMH's own substation on the north side of their site and then transformers at each major building in the factory complex reducing the supply to 415 volts (*Argus*, 6 November 1936 pp.28 & 33; AAI, Rec. No. 63591).

In 1937 with construction of the Commonwealth Aircraft Factory (CAC) to the west of GMH there was criticism of the overhead powerlines stretching across the middle of the new airfield to the tower for the river crossing (*Age*, 12 June 1937 p.22). When the first stage of the CAC factory was completed, use of the airfield was still blocked (*Argus*, 3 February 1938, p.10; *Age*, 18 June 1938 p.18). The job was done by late 1938, with special underground cable imported from England. The straining tower supporting the wires crossing the river was moved from the centre of the CAC's property, closer to the river's edge (*Herald*, 6 October 1938 p.3; *Age*, 2 November 1938 p.18).

The CAC was followed in 1939 by another factory next door for the Beaufort Division of the Department of Aircraft Production (later Government Aircraft Factory). In an article in *The Age* on the State's electricity resources, the electrification of the aircraft factories at Fishermans Bend was cited as an example of the increasing "penetration of industry by electricity as a motive power" (*Age*, 15 June 1939 p.12).

By the 1950s the yard area of the SEC substation had been increased in size (Pratt Airspy 1956). By the late 1960s the yard had expanded to the full extent of the property (figure 6: 1969 aerial photograph). The substation is still operational.



Figure 5: 1956 oblique aerial from southeast (Pratt Airspy photo, 1956, SLV Acc. No. H2008.32/7)



Figure 6: 1969 Aerial (State Aerial Survey Melbourne-Camberwell Project Run 1, 17 December 1969, Central Plan Office Victoria).

## SITE DESCRIPTION

The substation is located on the south east corner of Salmon and Turner Streets in Port Melbourne. The 1935 building faces Salmon Street and is behind a tall paling fence. The switch yard appears to be a more recent installation. There is a c1960s cream brick building along Turner Street.

The 1935 rectangular building is articulated with corner pillars with recessed bays between them. The bays have steel-framed, strip highlight windows. Decoration of the rendered building is in low-relief, including dentils to the corner pillar parapets, pilasters in the recessed bays on the long sides and a low plinth. There is a roller door facing Salmon Street and a timber door on the south side.

The symmetry, division into vertical bays, large plain surfaces and stripped back use of classical elements, such as pilasters, plinth and dentils, are indicators of the Inter-War Stripped Classical style.



Figure 7: View from south east on Salmon Street (H Lardner 09/07/2018)

## INTEGRITY

**Intactness:** refers to the degree to which a place retains its significant fabric. Intactness should not be confused with condition as a place may be highly intact, but the fabric may be in a very fragile condition.

**Integrity:** refers to the degree to which the heritage values of the place are still evident and can be understood and appreciated. (*Victorian Heritage Register Criteria and Thresholds Guidelines*, p.4)

The 1935 building appears substantially intact from the exterior and retains a high degree of integrity. The render has been painted and appeared darker in the c1936 aerial (figure 4). It is likely that the substation was originally face brickwork, but closer inspection is required to confirm this. This aerial also shows that the building originally had a small yard around it with a water tower on the southern side. The water tower has been removed. The switchyard has been extended to both the south and the east and appears to be a more recent installation.

## COMPARATIVE ANALYSIS

The State Electricity Commission (SEC) of Victoria was established in 1921 and was responsible for the generation, transmission and distribution of electricity in Victoria. The Commission ceased operations in the early 1990s. Prior to the SEC, private companies had begun supplying electric light and power. The *1896 Electric Power and Light Act* allowed local councils to act as Municipal Electricity Undertakings (MEUs), managing electricity distribution and retailing to their ratepayers. The City of Melbourne was the first MEU in 1897.

A thematic group of five electricity substations in Southbank, originally operated by the Melbourne Electric Supply Company Ltd, is proposed for inclusion in the Heritage Overlay of the Melbourne Planning Scheme in the *Southbank and Fishermans Bend Heritage Review 2017* (Biosis, 2017).

Of these, the substation at 79 Fawkner Street (c1900) is a simple form which has now been modified. The substation at 99A Sturt Street (c1920s) is a small rendered brick pavilion structure with a gambrel roof and louvered lantern. Also from the mid-1920s, substations at 33 Hancock Street and 181 Sturt Street are small, red brick with gabled ends and some decorative brick detailing. However, the substation at 7 Moray Street is a moderne-style rectangular red brick building with a rendered upper band and brick parapet detailing. The pitched roof is evident behind the parapet.

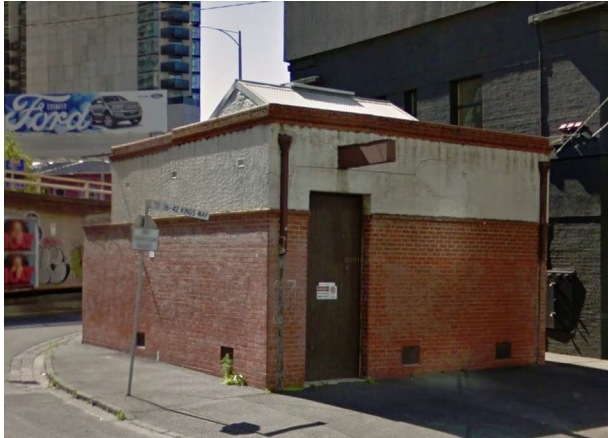


Figure 8: City of Melbourne 1925 Substation at 7 Moray Street Southbank (Google imagery, Oct 2016)

There are a number of c1940 pavilion-style substations designed for parkland locations by the Melbourne City Council Architects Branch which are included in the Heritage Overlay. These include 4 Lansdowne Street East Melbourne (illustrated below) and others in Powlett Reserve, Royal Park, Yarra Park and the Domain. Although these examples are quite different in appearance, they demonstrate that an architectural aesthetic was being applied to substations at this time.



Figure 9: City of Melbourne c1940 pavilion-style Substation 5 at 2 - 4 Lansdowne Street East Melbourne (i-Heritage database)

The SEC's 1936-37 Annual Report states that a new substation in North Fitzroy "as usual is designed to fit in with the architectural features of the neighbourhood". The substation at 193 McKean Street North Fitzroy is an Inter- War Stripped Classical design. It appears similar to the Salmon Street Port Melbourne example with corner pillars and the same parapet detailing. However, this building has face brickwork with decorative banding and a central window facing the street. It has been doubled in size but is part of the North Fitzroy Precinct (HO327) in the Yarra Planning Scheme.



Figure 10: The SEC substation at 193 McKean Street Fitzroy North (Google image August 2017)

Another SEC substation from a similar period is 64 Brunswick Road Brunswick, City of Moreland (HO276). This substation has a steep pitched central gable roof and stucco finish, but its corner articulation and proportions are similar. There is a similar plinth and roller door facing the street. The decorations around the door are in low relief but there is a heavy cornice element wrapping around the sides of the building to the corner pillars.

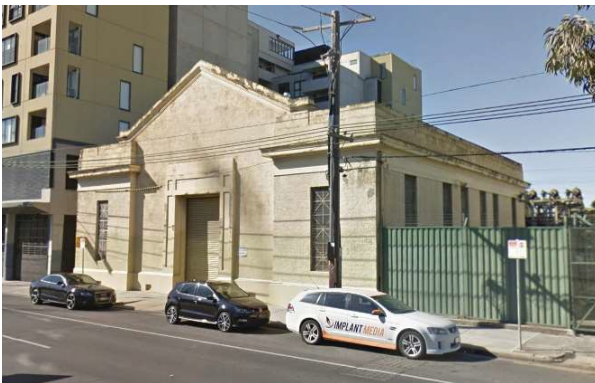


Figure 11: The SEC substation at 64 Brunswick Road Brunswick (Google image October 2017)

In the 1936-37 SEC Annual Report, comments were made about fitting in with the architectural features of the neighbourhood. The substation at 224 Salmon Street Port Melbourne can be seen in the context of the early development of Fishermans Bend, including the GMH site opposite. The corner pillars reflect the treatment of buildings on the GMH site, including the very decorative Australian Headquarters and Victorian Administration buildings but also seen on Plant 1 behind them (refer to image below).



Figure 12: GMH buildings facing Salmon Street near the substation in c1936. (Oblique aerial Pratt SLV Accession no. H91.160:258).

## ASSESSMENT AGAINST CRITERIA

### 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 an understanding of 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 of 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).

## STATEMENT OF SIGNIFICANCE

### WHAT IS SIGNIFICANT

The 1935 substation building at 224 Salmon Street Port Melbourne is significant at a local level.

### HOW IT IS SIGNIFICANT

The 1935 substation building is of historic and aesthetic significance to the City of Melbourne.

### WHY IT IS SIGNIFICANT

Construction of the 1935 SEC substation was a government action to facilitate development of an industrial precinct at Fishermans Bend. Along with the establishment of the GMH site on Salmon Street, it was an early building and provided electricity for major manufacturers, like GMH, the Commonwealth Aircraft Corporation, the Government Aircraft Factory and others which quickly followed. These industries made an important contribution during World War II and helped Victoria become Australia's major manufacturing state. The substation's location, form and scale demonstrate its central role in distributing power to the Fishermans Bend industrial precinct. (Criterion A)

The Inter-War Stripped Classical style of the 1935 SEC substation evident in features such as its symmetry, division into vertical bays, large plain surfaces and stripped back use of classical elements, like pilasters, plinths and dentils, is of aesthetic significance. It reflected the prevailing application of architectural styles to functional buildings and particularly the aesthetic of the newly established GMH complex. (Criterion E)

## RECOMMENDATIONS

The extent shown in red (figure 13) is recommended for inclusion in the Schedule to the Heritage Overlay of the Melbourne Planning Scheme as an individually significant place. It comprises an area outlined in red, including the property boundaries to the north and west of the building, the edge of the roadway to the south and an eastern extent 5 metres beyond the main wall of the building.



Figure 13: The recommended extent for inclusion in the Heritage Overlay 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
NAME OF INCORPORATED PLAN UNDER CLAUSE 43.01-2	-
ABORIGINAL HERITAGE PLACE	No

**REFERENCES**

*The Age (Melbourne)*, as cited.

*The Argus (Melbourne)*, as cited.

*Building: the magazine for the architect, builder, property owner and merchant (Building)*, 12 October 1936, 'The Melbourne Plant for General Motors Holden's Ltd.'

*Herald (Melbourne)*, as cited.

*Record (Emerald Hill)*, as cited.

State Electricity Commission of Victoria (SEC) Annual Reports, as cited.

**PREVIOUS STUDIES**

**Southbank and  
Fishermans Bend  
Heritage Review 2017**

Recommended as a place of local heritage significance

<b>SITE NAME</b>	Shed 21, Berth 21 South Wharf
<b>STREET ADDRESS</b>	194-206 Lorimer Street Docklands
<b>PROPERTY ID</b>	561106



Figure 1: Extent of assessed site shown in yellow



Figure 2: View from Lorimer Street of the 4.5 bays which remain (P Mills, 03/04/2018)



Figure 3: View from south-west showing road alignment and extension past the building. (P Mills, 03/04/2018)

SURVEY DATE: 3 April 2018

SURVEY BY: Helen Lardner, HLCD with Dr Peter Mills

<b>HERITAGE INVENTORY</b>	No	<b>HERITAGE OVERLAY</b>	Proposed
<b>PROPOSED CATEGORY</b>	Local significance	<b>PLACE TYPE</b>	Wharf, building and road
<b>FORMER GRADE</b>	Ungraded		
<b>DESIGNER / ARCHITECT / ARTIST:</b>	Melbourne Harbour Trust engineers	<b>BUILDER:</b>	Melbourne Harbour Trust
<b>DESIGN STYLE:</b>	Postwar Period (1945-1965)	<b>DATE OF CREATION / MAJOR CONSTRUCTION:</b>	1955 wharf apron, 1956 shed

## THEMES

### HISTORIC THEMES

3. Connecting Victorians by transport and communications

5. Building Victoria's industries and workforce

### DOMINANT SUB-THEMES

3.2 Linking Victorians by water

5.8 Working

## RECOMMENDATIONS

Recommended for inclusion in the Schedule to the Heritage Overlay of the Melbourne Planning Scheme as an individually significant place.

**Extent of overlay:** Part of the site. Refer to figure 12 in the recommendations section of the citation.

## SUMMARY

21 South Wharf was established as a berth from 1908. As part of an ambitious 1950s plan to increase port capacity, Shed 21 was constructed in 1956 for mechanised handling of steel. Steel was seen as vital to the economic growth of Victoria and, for 27 years, Shed 21 played a major role in its importation.

Shed 21 was large and included distinctive transverse cranes which travelled on tracks beyond the extent of the shed on both the river and road sides for loading. A port workers' amenities and office building was constructed between the road apron at the rear of the shed and Lorimer Street (demolished 2006). In 1972, Shed 21 was also the site of the sinking of the car of Federated Australian Painters and Dockers Union welfare officer Alfred 'Ferret' Nelson whose body was never found.

In 1973, the shed was raised by 750mm by insertion of new pieces near the base of the columns. Use of 21 South Wharf for steel handling appears to have stopped by 1983, although other ships continued to use the berth until c1990. Overhead cranes were removed, as well as the extension of the crane tracks beyond the building over the wharf apron, possibly when steel handling stopped. The Bolte bridge, constructed in 1999, and the creation of Docklands meant that freight ships no longer used the wharves to the east of the bridge.

In 2016, 2½ bays from the eastern end of the shed were demolished. The section of the wharf apron where the cranes ran which was on timber piles was also removed and a narrow dropped-level apron introduced at the waterside. The reduced intactness of Shed 21 means that it is significant at the local level, despite its historical role in Victoria's growth.

## HISTORICAL CONTEXT

### *21 South Wharf berth*

There are mentions of 21 South Wharf as a specific location beginning in the shipping news in 1908, when the steamer 'Kolya' unloaded Jarrah from Western Australia (Argus, 5 October 1908, p.2). The Anglo-Australian liner

'Port Caroline' berthed there in 1909 (Age, 20 March 1909 p.10). The steamer 'Strathearn' arrived at 21 South Wharf from Puget Sound in 1912 with 3,600,000 feet of timber (Argus, 5 February 1912, p.8).

By the 1930s, coal was being unloaded from both the South and North wharves. On the south side, coal was unloaded from around the vicinity of 21 South Wharf to the west up to 30 South Wharf (Airsy photo SLV Acc. No. H91.160/255). Ships such as 'Koonda' brought coal from Newcastle to 21 South Wharf (Age, 7 July 1930 p.8).

### **Construction of Shed 21**

As early as 1952, the Melbourne Harbor Trust made plans for raising the cargo-handling capacity of the Melbourne waterfront by 50% over eight years, at a total cost of £8,000,000, which was half of the cost of the port to date. 8,500,000 tons of cargo had been handled in 1951, and 12,000,000 tons was expected by 1960 (Age, 27 September 1952 p.3). One component of this programme was the construction of a £400,000 berth at 21 South Wharf for mechanised handling of steel, which would also release four previous steel-handling berths for general cargo handling (Age, 27 September 1952 p.3). Steel was currently being unloaded at Berths 1-3 at Victoria Dock (PMQ, April-June 1956 p.16). In 1953, to aid in this programme, the Cain government increased the Harbor Trust's borrowing power from £10,000,000 to £13,000,00. The Premier Mr Cain singled out the proposed works at Berth 21 as a particularly interesting feature of the programme (Age, 31 December 1953 p.3).

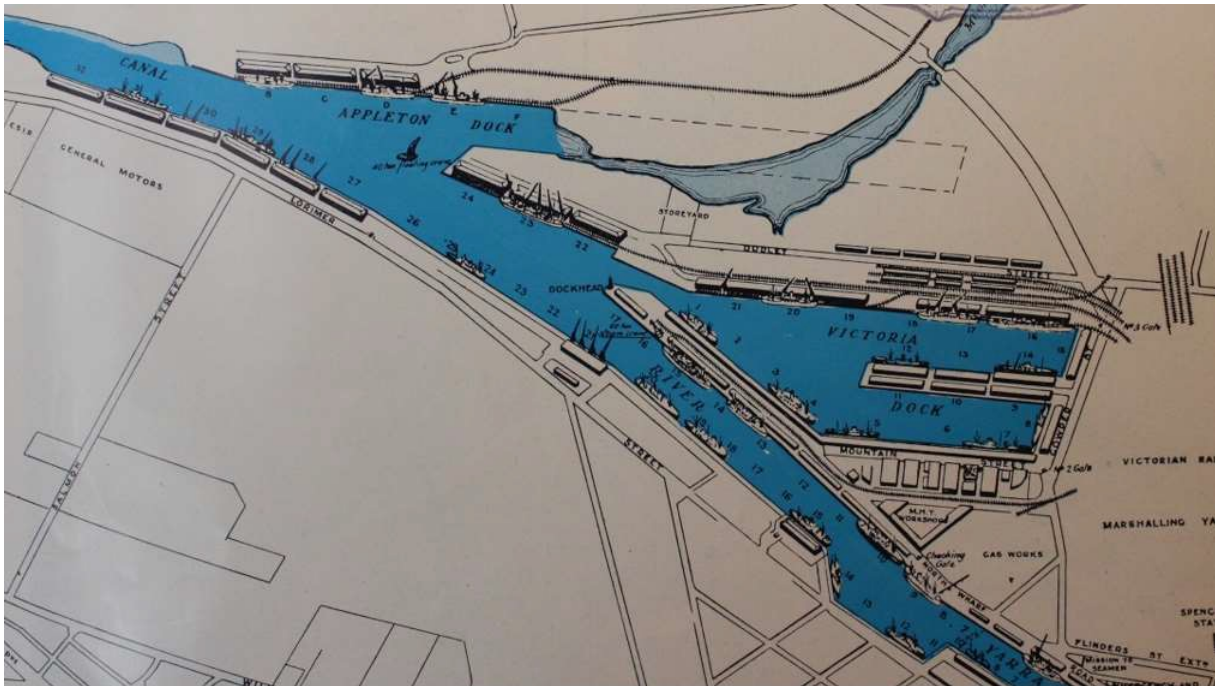


Figure 4: Detail of Port Melbourne as planned in 1956, with 21 South Wharf and its cranes at centre (PMQ, October-December 1956, pp.26-27).

The new facilities were designed by Melbourne Harbor Trust engineers to cater for rapidly increasing steel imports from Newcastle and Port Kembla. Works began at 21 South Wharf in April 1952. A new concrete road 100ft wide had already been laid to the rear of the site at a cost of £15,500. The new berth was to be "completely mechanical"

as a part of the Trust's policy of mechanisation of the wharves. Four 6-ton electric level-luffing cranes were to be installed on the wharf apron. The seven-bay shed would feature seven 6-ton overhead-bridge cranes to take steel from the wharf cranes and load vehicles in the road behind. The shed was to be large enough to allow a vessel to discharge steel while cargo was still being cleared from other sections (*Age*, 24 April 1952 p.3). Pig-iron and scrap could be handled by electromagnets on both wharf cranes and overhead cranes (*PMQ*, January-March 1959 p.15). The first vessel to use the new facility was BHP's 'Iron Knight', on 17 August 1958 (*PMQ*, January-March 1959, p.16). The transverse alignment of the overhead cranes across the shed was unique in the port – all other overhead cranes ran longitudinally in their sheds (*PMQ*, January-March 1959 pp. 13 & 15).



Figure 5: Loading a truck on the south side of the shed, 1958 (*PMQ*, January to March 1959 p.14).

When chief engineer of the Harbor Trust J.B.O. Hosking retired in 1959, he nominated the steel handling facilities at 21 South Wharf as one of the two outstanding projects which gave him special pride (*Age*, 22 October 1959 p.9). Statistics on the visit of BHP's bulk ore carrier 'Iron Spencer' showed the efficacy of the new facility. The majority of the record 9,486 tons of steel cargo on this ship was unloaded in two days, with 4,500 tons unloaded in to the transit shed in a 24-hour period with "simultaneous clearance by road transport" (Buckrich, p.170). A more typical figure was 3000 tons per day (*PMQ*, October-December 1962).

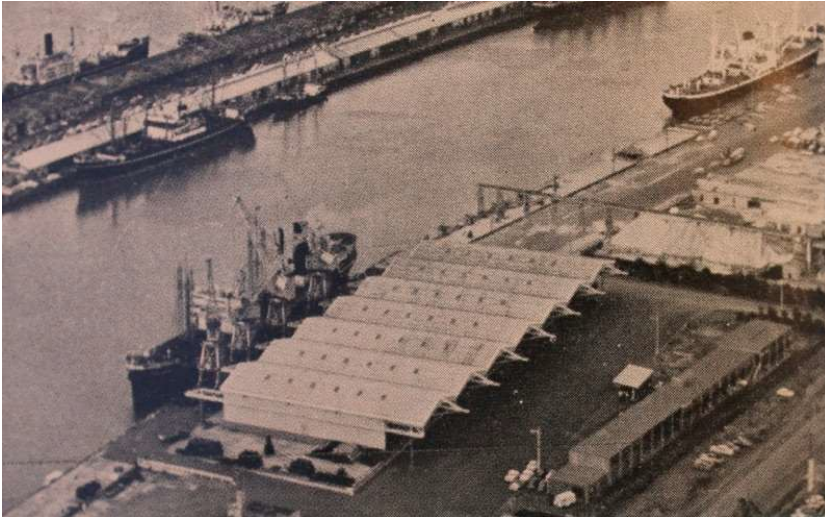


Figure 6: 21 South Wharf including the amenities and office block in c1962 (PMQ January-March 1963 p.32).

### **1956 Port Workers' Amenities and Office Buildings**

Simultaneously with the construction of the steel handling facilities, the Harbour Trust constructed a new port workers' amenities and office building between the road apron at the rear of the shed and Lorimer Street. In the late 1950s, the Trust was providing improved workers' facilities at a number of sites in the port. These amenity blocks typically provided dining rooms serving up to 200 workers, along with showers, washbasins and toilets, and in some cases cafeterias (PMQ, October-December 1958 pp.34-37).

### **1972 Alfred 'Ferret' Nelson's car sunk at 21 South Wharf**

21 South Wharf was also the site of the sinking of the car of Federated Australian Painters and Dockers Union welfare officer Alfred 'Ferret' Nelson. Nelson disappeared in December 1971, on the eve of an election for the union. The Union's head office nearby in Lorimer Street was burnt out the same night. Nelson's Valiant Charger was fished from 10 metres of water next to 21 South Wharf in January 1972 (Age, 25 January 1972, pp.1 & 3). His body was never found.

### **1973 - Present**

In 1973, the whole shed at 21 South Wharf was raised by around 750mm by insertion of extra pieces of column near the base (Age, 1 July 1972 p.91). Use of 21 South Wharf for steel handling appears to have stopped by 1983, with the last visit by the 'Iron Duke' in May of that year (Age, 24 May 1983 p.19). After a two-year hiatus, the wharf came to be used at a lower frequency by ships unrelated to steel carrying, such as the Department of Transport's 'Rig Seismic' in June 1985 (Age, 8 June 1985 p.19). This may have coincided with removal of the overhead cranes and removal of the extensions of the overhead crane tracks beyond the roof and over the wharf apron. Regular shipping use of the wharf ceased in c1990. With the advent of the Bolte bridge in 1999 and the creation of the Docklands, freight ships no longer used the wharves to the east of the bridge.

The Port Workers' Amenities building was demolished in 2006. 2½ bays from the eastern end of the shed were demolished in 2016. At the same time, the section of the wharf apron where the cranes ran (which was on timber piles) was also removed, and a narrow dropped-level apron introduced at the waterside (Google satellite view historical views).

## SITE DESCRIPTION

The site is on the south bank of the Yarra River immediately east of the Bolte Bridge. It comprises the wharf apron, a steel framed, open shed, hard stand and a road apron at the rear. To the west of the shed, it extends to the alignment of the Bolte Bridge and includes the driveways to Lorimer Street and a bitumen apron. To the east of the shed, it includes a 5 metre buffer. The land between the road and Lorimer Street which once housed the Port Workers' Amenities building is excluded. Refer to the area outlined in red on figure 12.

The shed is made up of a series of four gabled bays running at right angles to the river for a length of 150 feet (45.72 metres) and the eastern bay which is half the length. Each bay is 60 feet wide (18.28 metres) and is a welded steel framed structure supported on rows of four columns. Flat parallel chord trusses define each bay and provided tracks for traveling cranes. They have been cut off at the building line on the river side and their supporting columns demolished (figure 7). They show the transverse alignment of the seven traveling bridge cranes which have been removed but were unique in the port for their alignment.

The pitched roof trusses have parallel chords with a central cambered section which supports the central tray extending past the building to the south (figure 8). This tray at the apex related to a system to transfer electricity to the moving overhead crane. At the wharf end, these wires finished at the end of the shed roof while the cranes extended onto the wharf. At the loading bay, the electricity supply came from a sliding current collector supported on an arm extending past where the crane was unloading. Consequently, at the road side the ends of the wires had to be extended out on steel arms to accommodate this arrangement. Hence the retention of the extended arms helps to demonstrate the operation of the transfer cranes and their interaction with the wharf cranes.

The recent metal roof cladding is on timber rafters and has translucent panels. The earlier roof cladding is just visible in old photos and appears to be metal. Timber lining remains under the valley gutters. Circular downpipes are attached to the columns on the southern side and discharge to the lower loading area.

Corrugated iron fascias remain to the north and south, and a corrugated wall on timber framing was recently removed from the west elevation. The wall position is marked by a slight level change to the west apron. On the south side, a reinforced concrete retaining wall, with some extant timber, provides evidence of the undercover truck-loading bay.

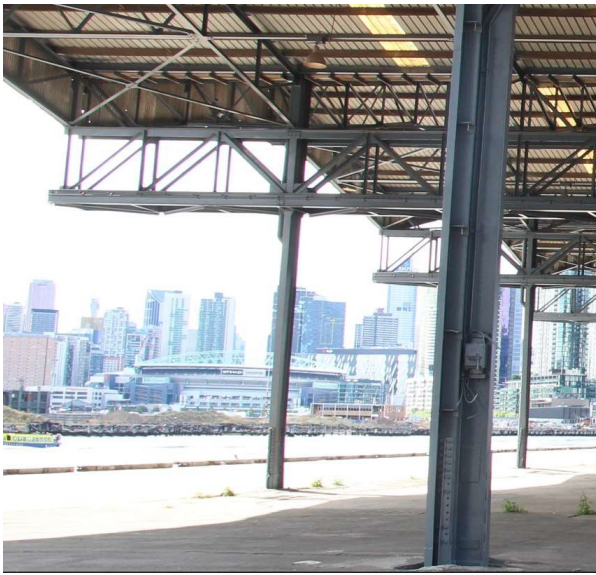


Figure 7: The flat, parallel chord trusses originally extended past the building towards the river and were supported on columns but have now been cut off. They supported the seven bridge cranes which have been removed. The reinforced extension of the columns can be seen near the base. (P Mills, 03/04/2018)



Figure 8: The tray, supported on the cambered part of the roof truss, still extends to the south over the truck loading bay and provides evidence of the electrical supply. Original light fittings are still evident. (P Mills, 03/04/2018)

Beneath the Shed, the surface is concrete with column base plates bolted to concrete pads. Steel columns are branded 'Kembla' and some fittings remain, including ladder bars. On the riverside, the four level-luffing cranes were removed, and the wharf was demolished in 2013 and replaced by concrete.

## INTEGRITY

**Intactness:** refers to the degree to which a place retains its significant fabric. Intactness should not be confused with condition as a place may be highly intact, but the fabric may be in a very fragile condition.

**Integrity:** refers to the degree to which the heritage values of the place are still evident and can be understood and appreciated. (*Victorian Heritage Register Criteria and Thresholds Guidelines*, p.4)

Shed 21 has a high degree of integrity in its fabric and setting. Its ongoing connection to the river to the north, and the truck loading and road to the south, are important to demonstrate the significant scale and innovation of the Shed's steel handling facilities for its period, including transverse crane alignment allowing simultaneous loading and unloading.

However, Shed 21 has moderate intactness because of the loss of the following elements:

c1985 Extensions of the overhead crane tracks and supporting columns to the wharf side of the shed.

Overhead-bridge cranes probably removed from the sheds at the same time.

c2006 Demolition of Port Workers' amenities and offices building.

2016-17 Demolition of wharf apron on timber piles and removal of two and a half bays from the east end of the shed.

## COMPARATIVE ANALYSIS

There are no sheds that are directly comparable with the transverse loading system or the steel handling capability of Shed 21. Other sheds from a similar period include Appleton Dock, Sheds 27, 30 and 31 South Wharf, Sheds 22 and 24 Victoria Dock and 5 North Wharf.



Figure 9: Appleton Dock, Appleton Dock Road West Melbourne (Google imagery, March 2013)

The largest sheds built at Appleton Dock in 1956 were 600 ft. long by 150ft wide, considerably larger than Shed 21. E and F Berths at the Appleton Dock for bulk unloading of coal were considered to have a “high degree of mechanization” which would allow all of the port’s industrial coal to be unloaded there (Ruhen, p.279). They are no longer used for this purpose and it appears that all related infrastructure has been removed (Google satellite view). The layout and materials of the shed and loading **method** is very different to Shed 21. Appleton Dock includes what appears to be an original dock with later additions, including a concrete platform and dolphin buffers. The timber wharf is 1.8 km long. (<http://vhd.heritagecouncil.vic.gov.au/places/13903>)

On the south side of the Yarra River, only Sheds 2, 4-9, 21, 27, 30 and 31 remain. Shed 27, built in 1946 is clad with corrugated iron and has a brick, two-storey office and amenities section on the east end.



Figure 10: Shed 27, South Wharf at 641-713 Lorimer Street, Port Melbourne (Google imagery Dec 2017)



Figure 11: Shed 30 & 31, South Wharf at 593-629 Lorimer Street, Port Melbourne (Google imagery Oct 2017)

In 1956 new wharfs and sheds were being built at Nos .30,31 and 32 South Wharf, near the General Motors - Holden's plant. New amenities buildings were planned to accompany every new group of sheds (*PMQ*, July-September 1956, pp.22-25). Sheds 30 and 31 are corrugated iron clad sheds with sliding metal doors to each side. Both have two storey brick and steel-framed amenities sections within the main roof line, however Shed 31 has an addition to the top floor seen in the photograph above.

Sheds at 22 and 24 Victoria Dock are welded steel, portal frame structures clad in corrugated iron with brick end walls. They belong to the last period of manual handling for ship cargoes (Biosis p.201). Sheds 9 and 14 at Victoria Dock are significant as the first sheds at Victoria Dock to be re-designed to accommodate mechanical handling equipment in 1942 (<http://vhd.heritagecouncil.vic.gov.au/places/3705>). 5 North Wharf, constructed c1948, is significant for its intactness as a conventional pre-container wharf.

## ASSESSMENT AGAINST CRITERIA

### 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 an understanding of 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 of 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).

## STATEMENT OF SIGNIFICANCE

### WHAT IS SIGNIFICANT

Shed 21 South Wharf, comprising the wharf apron, a steel framed, open shed, hard stand and a road apron at the rear, constructed in 1956 for mechanised handling of steel is significant at the local level.

### HOW IT IS SIGNIFICANT

Shed 21 South Wharf is of local historical and technical significance to the City of Melbourne.

### WHY IT IS SIGNIFICANT

Shed 21 South Wharf is of historical significance as it represents an important phase of development of Melbourne's docks, being post-war expansion and mechanisation. Steel was seen as vital to the economic growth of Victoria and, for 27 years, Shed 21 played a major role in its importation. (Criterion A)

Despite the loss of the cranes, Shed 21 South Wharf is of technical significance for its demonstration of mechanisation in the mid-twentieth century. The transverse alignment of the overhead cranes across the shed was unique in the port as all other overhead cranes ran longitudinally in their sheds, with projections at the end

for loading. The Shed 21 arrangement allowed simultaneous unloading of steel from the river berth and vehiclesto be loaded directly in the southern bay.(Criterion F)

Shed 21 has some historical significance for its association with the Painters and Dockers Union but not at the threshold level for local significance. There appears to be little fabric around Melbourne directly related to this union but the association with Shed 21 is only through the dumping of a car and the demolished Port Workers' Amenities building.

## RECOMMENDATIONS

The extent shown in red (figure 12) is recommended for inclusion in the Schedule to the Heritage Overlay of the Melbourne Planning Scheme as an individually significant place. It comprises an area outlined in red, including wharf, shed and road immediately behind shed to an eastern extent 5 metres beyond the building and a western extent of the alignment of the Bolte Bridge.



Figure 12: The recommended extent for inclusion in the Heritage Overlay in the Melbourne Planning Scheme.

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
NAME OF INCORPORATED PLAN UNDER CLAUSE 43.01-2	No

ABORIGINAL HERITAGE PLACE	No
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## REFERENCES

The *Age* (Melbourne), as cited. The

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Biosis, Southbank and Fishermans Bend Heritage Review 2017, as cited

Buckrich, Judith R., 2002, *The long and perilous journey: a history of the Port of Melbourne*, Melbourne Books, Melbourne.

*Herald* (Melbourne), as cited.

*Port of Melbourne Quarterly* (PMQ), as cited.

Ruhen, Olaf, 1976, *Port of Melbourne: 1835-1976*, Cassell Australia, Stanmore NSW.

*Sydney Morning Herald* (SMH), as cited.

## PREVIOUS STUDIES

Southbank and Fishermans Bend Heritage Review 2017	Recommended as a place of local heritage significance
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