

# **CITY OF MELBOURNE HERITAGE REVIEW: LOCAL HERITAGE POLICIES AND PRECINCT STATEMENTS OF SIGNIFICANCE**

METHODOLOGY REPORT

Prepared for

**City of Melbourne**

September 2015

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## 1.0 Introduction

This report documents the methodology and tasks undertaken in the review of local heritage policies and preparation of precinct statements of significance for the City of Melbourne.

Study tasks included:

- Review and revise as necessary the City of Melbourne's local heritage policies: Clause 22.04 Heritage Places within the Capital City Zone and Clause 22.05 Heritage Places outside the Capital City Zone.
- Update the heritage gradings system.
- Prepare statements of significance for specific heritage precincts outside the Capital City Zone.
- Undertake community and stakeholder engagement.

The study implements Council Plan Action 'Review Melbourne Planning Scheme local policies Clause 22.04 Heritage Places within the Capital City Zone and Clause 22.05 Heritage Places outside the Capital City Zone'; it also implements Action 2.8, 2.9 and 2.10 of the City of Melbourne Heritage Strategy 2013.<sup>1</sup>

### 1.1 Study components

#### 1.1.1 Review of heritage policies

In July 2014, Council issued the 'Review of the Local Heritage Planning Policies in the Melbourne Planning Scheme'. This discussion paper identified issues to do with the 'content, useability and operation' of the current heritage policies, which provide guidance in 'exercising discretion' in decision-making for heritage places throughout the municipality. Copies of the current policies are included at Appendix A.

Accordingly, this review of the policies is intended to address the perceived policy issues and shortfalls, while also bringing the policies into line with the more contemporary heritage policies and performance standards of other (particularly inner Melbourne) municipalities, notwithstanding Clause 22.04 has no comparable policy elsewhere in Victoria.

Chapter 2 of this report documents the approach to the policy review. Copies of the revised policies are included at Appendix B.

Clause 22.04 Heritage Places within the Capital City Zone currently includes statements of significance and key attributes for each Heritage Overlay precinct in the CCZ. It is recommended that Council remove these from the policy, and include them in a new Incorporated Document of precinct statements of significance.

#### 1.1.2 Gradings review

The July 2014 discussion paper also recommended that the current alphabetical property gradings (A-D) be phased out and replaced by a system which utilises 'significant' and 'contributory' gradings. This approach is supported by the VPP Practice Note *Applying the Heritage Overlay* (revised September 2012), which recommends against the use of 'letter gradings'.<sup>2</sup> Chapter 3 provides an overview of the recommended approach to translating the existing gradings to the new system (this is occurring under a separate but related project, which involves graded properties in precincts). The chapter also includes recommended new gradings definitions, with reference to the definitions of other municipalities. Appendix D includes summary tables of definitions from other planning schemes.

#### 1.1.3 Precinct statements of significance

The July 2014 discussion paper additionally recommended that statements of significance be prepared for those heritage precincts outside the Capital City Zone, which do not have

statements in place. The statements are required to be in the format recommended by the VPP Practice Note, being the three-part 'What is significant?', 'How is it significant?' and 'Why is it significant?'. Chapter 4 provides an overview of the tasks undertaken in preparation of the statements, including reference to existing studies and information, and field work and investigation of precincts. The recommended new statements are contained in precinct citations, included in this report at Appendix C.

Council also proposes to include these statements in a new Incorporated Document of precinct statements of significance.

#### *1.1.4 Community and stakeholder consultation*

Community and targeted stakeholder consultation was another important component of the study. This is documented in Chapter 5. Capire Consulting Group facilitated the majority of the consultation, which was undertaken in a variety of formats. Capire's report, 'Summary of engagement findings', is included in this report at Appendix E.

#### *1.1.5 Recommendations arising out of the review*

Chapter 6 includes recommendations arising out of this study.

## **2.0 Heritage policy review**

### **2.1 Introduction**

As noted, the review of Clause 22.04 Heritage Places within the Capital City Zone and Clause 22.05 Heritage Places outside the Capital City Zone is intended to address perceived policy issues and deficiencies, while also bringing the policies into line with the contemporary heritage policies of other municipalities.

This chapter provides an overview of the revised policies and performance standards. In doing so, it touches on many of the issues and matters identified in the July 2014 discussion paper 'Review of the Local Heritage Planning Policies in the Melbourne Planning Scheme'; and in submissions made to Council on the July 2014 paper.

In reviewing and revising the policies, the following were also referred to:

- Current Clause 22.04 Heritage Places within the Capital City Zone
- Current Clause 22.05 Heritage Places outside the Capital City Zone
- Clause 43.01 Heritage Overlay
- Heritage policies of other (particularly inner Melbourne) municipalities.
- Burra Charter, The Australia ICOMOS Charter for Places of Cultural Significance (2013)
- Burra Charter Practice Note: Developing Policy (Version 1, November 2013)
- The Heritage Overlay: Guidelines for Assessing Planning Permit Applications (Heritage Council, Heritage Victoria, Draft, February 2017)
- Recent Planning Panel reports

The draft revised Clause 22.04 and 22.05 are included at Appendix B.

As noted, the current Clause 22.04 includes statements of significance and key attributes for each Heritage Overlay precinct in the CCZ. These are proposed to be removed from the policy, and included in a new Incorporated Document.

Section 2.3 below, 'Other matters', expands on some of the policy issues, and how they have been addressed. It also goes to issues canvassed in the July 2014 discussion paper.

The draft revised policies were internally reviewed by Council officers and City of Melbourne Heritage Advisors; policy issues were canvassed at a community consultation workshop; and stakeholders including representatives from the Department of Environment, Land, Water



and Planning, the National Trust and the Melbourne Heritage Action Group also had input into the draft policies. Section 2.3 below additionally covers issues raised in the community and stakeholder consultation process.

## **2.2 Revised policies**

The following is an overview of the revised Clause 22.04 and Clause 22.05.

The policies and performance standards are substantially the same for each policy, other than for:

- Policy Basis
- New Buildings
- Additions

### *2.2.1 Policy Basis*

Both current Clause 22.04 and Clause 22.05 have a 'Policy Basis'. In both instances this has been updated and expanded. It differs between the policies in recognising that different heritage places and development patterns are associated with the CCZ in contrast to urban areas outside the CCZ. The 'Policy Basis' for Clause 22.04 also recognises that the CCZ is the 'cultural, administrative and economic centre of the state' and 'will continue to attract business and investment'.

### *2.2.2 Policy Objectives*

Both current Clause 22.04 and Clause 22.05 include 'Objectives'. In both instances these have been updated and expanded.

The additional 'Objectives' address matters such as recognising the 'assessed significance' of heritage places, as adopted by Council, as the basis for consideration of development and works. This appropriately puts emphasis on the statement of significance and gradings, for both individual places and heritage precincts, as a key tool in the assessment of proposed works. The 'Objectives' also provide for further information to be considered, including where there is limited information in the existing place citation.

Other 'Objectives' encourage high quality contextual design for new development, and the enhancement of heritage places through restoration and reconstruction of original or contributory elements.

The Australia ICOMOS Burra Charter is also referenced in the 'Objectives', whereby new development should be informed by the conservation principles, processes and practices of the Charter. Another new 'Objective' seeks to protect significant views and vistas to heritage places.

### *2.2.3 Permit Application Requirements*

Both policies include this new policy consideration, 'Permit Application Requirements':

The following, where relevant, may be required to be lodged with a permit application.

- Where major development is proposed to significant heritage places, the responsible authority may require preparation of a Conservation Management Plan (CMP).
- For all applications involving significant or contributory heritage places, other than minor works, the responsible authority may require preparation of a Heritage Impact Statement (HIS). In a heritage precinct, the HIS should address impacts on adjoining

significant or contributory buildings and the immediate heritage context, in addition to impacts on the subject place.

- An arboricultural report should be prepared where works are associated with significant vegetation (as listed in the Schedule to the Heritage Overlay). The report should address landscape significance, arboricultural condition, impacts on the vegetation and impacts on the heritage precinct where relevant.
- For development in heritage precincts, the responsible authority may require sight lines, and heights of existing and adjoining buildings, as necessary to determine the impact of the proposed works.

The inclusion of these requirements responds to a recognised need, in some cases, for supporting reports and documentation to be lodged with permit applications. These will provide Council with a level of information and analysis relating to the heritage place which, in the great majority of instances, is not available in the relevant heritage study or heritage place citation (be that the Building Identification Form, i-heritage database extract, or precinct statement of significance). The additional information will assist Council in assessing a proposal.

Of these reports, a Conservation Management Plan (CMP) is normally the most comprehensive and as a consequence, is costly to commission and prepare. Restricting the requirement for a CMP to proposals which involve 'major development' of a 'significant heritage place' recognises this. The CMP should be prepared in advance of a development proposal, to inform the approach.

#### *2.2.4 Performance Standards for Assessing Planning Applications*

The 'Performance Standards' are the policy considerations which follow, and which set out the criteria by which the heritage aspects of planning applications are assessed. The policies also require that variation from the performance standards requires an explanation of how the policy objectives are addressed.

#### *2.2.5 Demolition*

Demolition, including partial demolition and the extent to which this might be acceptable for a heritage building, is an issue which relates to the significance of a building, and its architectural integrity and appearance and presentation. It is also an issue of relevance to 'facadism'.

Current Clause 22.04 makes very limited reference to demolition, while Clause 22.05 addresses demolition in greater detail.

The revised policies reproduce aspects of the current Clause 22.05, including the potential for greater demolition of contributory as opposed to significant buildings. However, additional guidance is included on the degree to which the fabric cited for demolition 'contributes to the perception of the three-dimensional form and depth of the building'. The revised policies also identify the need for a recording program in some instances. For the CCZ, the revised policy in relation to demolition is now more comprehensive.

#### *2.2.6 Alterations*

Current Clause 22.04 makes very limited reference to alterations, while Clause 22.05 provides more guidance. Again, the revised policies reproduce aspects of the current Clause 22.05, including the potential for greater alteration to contributory as opposed to significant buildings. Additional policy considerations include the degree to which alterations can be

reversed without an unacceptable loss of significance; and alterations to ground floor facades and shopfronts including the introduction of awnings and verandahs. For the CCZ, the revised policy in relation to alteration is again more comprehensive.

#### *2.2.7 New Buildings*

As with the above policy considerations, this is another example of where Clause 22.05 has provided much greater guidance than Clause 22.04. The former includes detailed policy on 'Designing new buildings', some of which is reproduced in the revised policies. While more comprehensive guidance is now provided in Clause 22.04, the policies differ in regard to the visibility of higher rear parts in 'significant streetscapes' (formerly Level 1 streetscapes) and other streetscapes outside the CCZ.

It is also accepted that the CCZ accommodates high rise development, however high rise buildings are seen as potentially problematic when associated with or abutting low-scale heritage buildings, and/or are located in lower scale streetscapes of CCZ precincts. Accordingly, the revised Clause 22.04 places emphasis on facade and building heights, and on new buildings not dominating or visually disrupting the appreciation of the heritage place.

#### *2.2.8 Additions*

Again, Clause 22.05 provides detailed guidance on additions; this has been partly reproduced and updated/expanded in the revised policies, with more comprehensive guidance introduced to Clause 22.04. There is greater emphasis on maintaining the perception of the three-dimensional form and depth of a building by setting back the addition from the front and sides. In the CCZ, additions should also not utilise external column/structural supports which visibly penetrate the front or principal part of the building. Outside the CCZ, greater guidance is provided in relation to the visibility of additions in 'significant streetscapes' (formerly Level 1 streetscapes), other streetscapes and for corner properties.

#### *2.2.9 Restoration and Reconstruction*

This policy substantially reproduces the existing Clause 22.05 policy under 'Renovating Graded Buildings'. It is also consistent with the policy 'Objective' of enhancing 'the presentation and appearance of heritage places through restoration, and where evidence exists, reconstruction of original or contributory elements'.

#### *2.2.10 Subdivision*

There is no existing policy on subdivision in either Clause 22.04 or Clause 22.05. Introducing this policy is consistent with the overall objective of bringing the policies into line with the more contemporary heritage policies of other municipalities, most of which address subdivision. The policy addresses subdivision patterns in streetscapes and precincts; and the importance of maintaining an appropriate setting to heritage buildings.

#### *2.2.11 Relocation*

See comments above for 'Subdivision'.

While relocation of a heritage building is an uncommon action, it does occur, and guidance is now provided on this.

#### *2.2.12 Vehicle Accommodation and Access*

See comments above for 'Subdivision'.

This new policy addresses on-site car parking, garages and carports, vehicle crossovers and ramps to basement or sub-basement vehicle accommodation.

### *2.2.13 Fences and Gates*

See comments above for 'Subdivision'.

Clause 22.05 refers to fences under 'Details' in relation to new buildings and works to existing buildings. This new policy provides greater detail on fences and gates.

### *2.2.14 Services and Ancillaries*

This new policy addresses the introduction of services and ancillaries to heritage places, including satellite dishes, shade canopies and sails, solar panels, water storage tanks, disabled access ramps and handrails, air conditioners, cooling or heating systems and hot water services.

### *2.2.15 Street Fabric and Infrastructure*

See comments above for 'Subdivision'.

This policy covers the introduction of street furniture, including shelters, seats, rubbish bins, bicycle racks, drinking fountains and the like, and the avoidance of visual and physical impacts.

### *2.2.16 Signage (proposed and historic)*

See comments above for 'Subdivision'.

Council has an existing policy on signage, at Clause 22.07 Advertising Signs. However, the new heritage policy consideration has an emphasis on signage in heritage contexts, including discouraging visual clutter, avoiding concealment of architectural features and details, and not damaging heritage fabric. The policy also encourages signs to be placed in locations which traditionally accommodated signage; and recognises that the historical use of signage on a building or place may be justification for new or replacement signage. Existing signage of heritage value is also addressed.

### *2.2.17 Definitions*

'Definitions' of the new property and place gradings are included in the revised policies. These are addressed and reproduced below at Chapter 3.

A table of 'Definitions of terms' is also included. This reproduces some definitions included in the current Clause 22.05 (none are included in Clause 22.04), and provides additional definitions.

## **2.3 Other matters**

The following sections move away from the specific revised policy considerations, to address in a more general sense matters and issues raised in the 'Review of the Local Heritage Planning Policies in the Melbourne Planning Scheme' (July 2014), and through the community consultation and stakeholder engagement undertaken for this study.

These are identified here to clarify where they have been addressed in the revised policy.

### *2.3.1 CCZ areas outside the CBD/Hoddle Grid*

The City of Melbourne's Capital City Zone applies to the area commonly referred to as the Central City, Central Business District (CBD) or Central Activities District (CAD).<sup>3</sup> It covers the whole CBD Grid (Hoddle Grid), and extends north to Grattan Street, incorporating the Queen Victoria Market and the City North Area; west to Wurundjeri Way; south-west to the Charles Grimes Bridge, West Gate Freeway and Fishermans Bend area; and south within the Southbank area.

The character of heritage buildings and places, including heritage precincts, outside the CBD Grid differs to that of the Grid. Development outside the Grid has derived from different historical patterns and drivers, with the intensity and character of development in the Grid reflective of the cultural, administrative and economic focus of the Central City. Clause 22.04 is intended to apply to places within and outside the CBD Grid.

This issue, or apparent conflict, was also identified in recent Planning Panel reports. The report for Amendment C196 City North Zoning and Built Form, considered if Clause 22.05 could apply to the areas in the CCZ which were outside the CBD Grid and more typical of development outside the CCZ.

In revising the policies as part of this project, the differences between Clause 22.04 and Clause 22.05 have been significantly reduced, with the two policies being much more aligned. The focus of where they differ, however, is in more latitude being provided in Clause 22.04 in relation to 'New Buildings' and 'Additions'. The 'Policy Basis' also differs.

There is also the matter of the CCZ boundary being reviewed in recent times, and the potential for it to be reviewed or revised again. The relevant heritage policy, Clause 22.04, should be able to withstand boundary reviews and still be applicable. The latitude provided in the policy acknowledges the strategic importance of the CCZ, and the greater intensity of development which is encouraged in the CCZ. However, it is still a policy which provides guidance on conserving and enhancing the heritage places of the CCZ.

### *2.3.2 Reference documents*

Both current policies include reference documents ('Policy References'), some of which are recent although the majority are older heritage studies. Of the latter, Urban Conservation in the City of Melbourne 1985, is problematic in that it is not readily available, and provides guidance on works and development to heritage places which are superseded by the heritage policies. Reference documents should be readily accessible and available. They should also not lead to confusion where they contain performance standards which are more appropriately contained in the heritage policies.

It is therefore recommended that Urban Conservation in the City of Melbourne 1985 be removed from the list of Policy References for both Clause 22.04 and Clause 22.05.

Regarding the remainder of the current reference documents at Clause 22.04 and Clause 22.05, the gradings review which is being undertaken as a separate exercise to this project, will result in the identification of new gradings for heritage places. The streetscape gradings system is also under review. Accordingly, this information as contained in the old heritage studies will be superceded. It is therefore recommended that:

1. an additional reference document be added to the 'Policy References' which contains the upgraded/revised gradings for all places; or
2. the Heritage Places Inventory (July 2008), an Incorporated Document, be upgraded to reflect the revised gradings.

Either a new reference document or the updated Heritage Places Inventory then becomes the single 'go to' document for gradings throughout the municipality. The policies should also explicitly state that the new reference document or incorporated document supercedes the older studies in regards to property and streetscape gradings.

It is also recommended that a map showing the significant streetscapes (formerly Level 1 streetscapes) throughout the municipality be included as a 'Policy Reference' for both policies.

### 2.3.3 *Places of historical and social significance*

While the focus of the revised heritage policies is generally on the management of significant fabric and the physical aspects of heritage places, the importance of historical and/or social values is also acknowledged. The new 'Definitions' for significant and contributory heritage places recognise historical, social and spiritual values; they also recognise importance to the community. The 'Policy Basis', 'Policy Objectives' and policy on 'Demolition' all refer to and acknowledge these values.

### 2.3.4 *Lanes*

The lanes of Melbourne are very highly valued by the community. In the CCZ they are part of the vibrant laneways culture, and provide access through dense city blocks. In urban areas outside the CCZ they provide important evidence of nineteenth century planning. There is also a diversity of laneway conditions throughout the municipality, and not all lanes have been assessed and graded in heritage terms, although some have been identified as significant (e.g. in Parkville). The revised policies recognise and address lanes in a number of areas, including in the 'Policy Basis', and in relation to 'New Development' and 'Additions'.

### 2.3.5 *Recording*

The requirement to record a heritage place prior to demolition is acknowledged as important. This has now been incorporated into the revised policies which state, where approval is granted for full demolition of a significant building, that a recording program 'including but not limited to archival photographic recording and/or measured drawings may be required prior to demolition, to the satisfaction of Council'.

### 2.3.6 *Interiors*

The revised policies do not address interiors. At present, there are no properties or places in Melbourne's Schedule to the Heritage Overlay with internal controls (the exception being places included in the Victorian Heritage Register, which are subject to separate legislation, the *Victorian Heritage Act 1995*).

### 2.3.7 *Place typologies*

The issue of the policies identifying and addressing a range of building and place typologies has been considered. This is partly in response to avoiding an emphasis on residential buildings.

The revised policies address this issue in a number of ways. The 'Definition of terms' defines a heritage place as including 'a site, area or space, building or other works, structure, group of buildings, precinct, archaeological site, landscape, garden or tree'. The 'Policy Basis' for both policies identifies heritage as encompassing 'heritage precincts, individual heritage places...and historic streets and lanes'. For Clause 22.05 it goes further to clarify that heritage incorporates 'dwellings, institutions, industrial, manufacturing and commercial places, road and rail infrastructure, parks, gardens and places of recreation'.

Accepting this, in the revised policies, place typologies have been avoided in preference to the more general reference to 'buildings' or 'place'. Rather than excluding place types, it is seen as more inclusive and all encompassing. It also avoids a too prescriptive approach, where it might be argued that some place types are excluded from the policy considerations on the basis of not being specifically identified. For instance, the policies which guide demolition and additions can be applied to a range of building types.

### 2.3.8 *Facadism*

The issue of 'facadism' is addressed in the policies in several areas, including in relation to 'Demolition' and 'Additions'. This is mainly through reference to protecting the 'three-

dimensional form and depth' of buildings, including setting back additions so as to retain perceptible building depth. The 'Definition of terms' defines the 'front or principal part of a building' as 'the front two rooms, with roof; or that part of the building associated with the primary roof form, whichever is the greater. For most non-residential buildings, the front part is generally considered to be one full structural bay in depth or 8 metres, including the roof'. Side elevations are also referenced, and the need (where these are visible or associated with the front or principal part of a building) to retain them and/or set additions back from them. This emphasis on maintaining some building depth is a means of discouraging 'facadism'.

#### *2.3.9 Corner sites/properties*

Corner sites and corner-located properties are addressed in the policies, under 'Additions' for Clause 22.05, and for both policies in relation to introducing 'Services and Ancillaries'. With the former, the policy recognises that additions to corner properties may be visible 'but should be respectful of the significant or contributory building in terms of scale and placement, and not dominate or visually disrupt the appreciation of the building.'

#### *2.3.10 Cantilevering and building into air space over buildings*

Construction of a new building or an addition to an existing building, in a manner which results in it cantilevering over a heritage building, or being constructed in the air space above a heritage building, is addressed in the revised policies. For new buildings, both policies state they should not 'build over or extend into the air space above the front or principal part of an adjoining significant or contributory building'. For additions, Clause 22.04 similarly states they should not 'build over or extend into the air space above the front or principal part of a significant or contributory building'. The CCZ policy also discourages the use of external column/structural supports penetrating 'the front or principal part' of heritage buildings. The latter two matters are not addressed in Clause 22.05, as this policy is more prescriptive in regards to the visibility of additions.

In addition to the above, the revised policies in relation to 'Subdivision' state 'subdivision of airspace above heritage buildings to provide for future development is generally discouraged'.

### **3.0 Property gradings**

#### **3.1 Introduction**

As noted, one of the objectives of this project is to recommend a means of phasing out or translating across from the current alphabetical property gradings (A-D) to a system which utilises 'significant' and 'contributory' gradings. Another objective is to provide definitions of the new gradings.

As part of this project, Lovell Chen undertook a gradings 'sampling' exercise. The purpose of the 'sampling' was to 'test' the potential for a direct translation or transferral of alphabetical gradings to 'significant' and 'contributory'. A largely desk-top based project was recommended, with provision for research and field work where required. The review would focus on the gradings of properties within precincts, and would utilise the following databases/sources:

- i-heritage database (reproduces information contained in individual Building Identification Forms, plus recent property images)
- Heritage Victoria's HERMES database (reproduces the individual Building Identification Forms, plus images from the 1980s)
- Streetview

### 3.2 Recommended approach to moving to the new grading system

#### 3.2.1 Precincts outside the CCZ

An estimate of the numbers of A, B, C and D properties in precincts outside the CCZ was also prepared (see Table 1). The estimate is based on an analysis of the data contained in the i-heritage database. The latter was searched on a suburb basis (i-heritage database cannot be searched on a precinct basis). Therefore, not all the graded properties identified in the database (and listed in the table) are included in precincts. Some are also subject to individual (not precinct-based) Heritage Overlay controls. The numbers are informative as to the relative distribution of higher to lower graded properties in the suburbs/precincts.

Table 1 Estimates of graded properties in precincts

| Precinct                    | A grade | B grade | C grade | D grade |
|-----------------------------|---------|---------|---------|---------|
| East Melbourne and Jolimont | 141     | 108     | 240     | 171     |
| South Yarra                 | 27      | 50      | 204     | 208     |
| Parkville                   | 44      | 31      | 368     | 34      |
| Kensington                  | N/A     | 7       | 46      | 598     |
| North and West Melbourne    | 30      | 156     | 423     | 1226    |
| Carlton                     | 91      | 80      | 1200    | 193     |

On the basis of the 'sampling' work, additional desktop work, and the field work and investigation of precincts undertaken in preparing the statements of significance (see Chapter 4), the following table was prepared. It summarises how the transfer from alphabetical gradings to the 'significant' and 'contributory' system could occur. 'Review' (with the number of properties identified) indicates where the transfer from alphabetical gradings is not considered to be a straightforward matter.

| Precinct                    | A grade     | B grade     | C grade       | D grade       |
|-----------------------------|-------------|-------------|---------------|---------------|
| East Melbourne and Jolimont | Significant | Significant | Review (240)  | Contributory  |
| South Yarra                 | Significant | Significant | Review (204)  | Contributory  |
| Parkville                   | Significant | Significant | Contributory  | Contributory  |
| Kensington                  | N/A         | Significant | Review (46)   | Review (598)  |
| North and West Melbourne    | Significant | Significant | Review (423)  | Review (1226) |
| Carlton                     | Significant | Significant | Review (1200) | Contributory  |

The table reflects the following:

- The transfer to 'significant' is a relatively straightforward matter for all A and B properties, for all precincts (there are no A graded properties in Kensington).
- In Parkville, the transfer is straightforward for all alphabetical gradings.



- C grade properties require review in all precincts except Parkville (total of 2113 properties). Some of these properties appear to warrant a 'significant' grading, although the great majority will likely remain 'contributory'. Issues which warrant review include the C grading being given to a comparatively high number of properties from the early period 1850-75 (e.g. in Carlton, some 425 properties); interwar properties generally (161 properties across all precincts); and the very high proportion of C grade properties relative to other gradings in Carlton and North and West Melbourne. The work undertaken in preparing the precinct statements of significance also highlighted important themes and types of places in precincts, which is another consideration in reviewing the relative significance of places.
- For the D grade properties, the problematic precincts are Kensington and North and West Melbourne (total of 1824 properties). The very high proportion of D grade properties in these precincts is not matched in the other precincts, and tends to indicate some reconsideration of the grading is warranted. Again, while the majority will likely remain 'contributory', there are for example highly intact rows or terrace groupings of early dwellings, or intact rows of more distinguished dwellings, which might be considered 'significant' as a row or group.

### 3.2.2 *Precincts in the CCZ*

In the CCZ there are:

- 172 A graded properties
- 178 B graded properties
- 302 C graded properties
- 448 D graded properties

As noted, not all the graded properties are in the CCZ precincts; some are also subject to individual Heritage Overlay controls.

Of the above:

- A and B graded properties can be transferred to 'significant'.
- C and D graded properties require review.

Regarding potential issues with the C and D grade properties, it is noted for example that properties from the interwar period are highly represented in the lower gradings in Melbourne.

### **3.3 Individual Heritage Overlay places**

Places with individual Heritage Overlay controls are not currently proposed for review, but will transfer across to the 'significant' grading.

### **3.4 Heritage Overlay places on the VHR**

Places within either a precinct or subject to an individual Heritage Overlay control which are on the Victorian Heritage Register (VHR) are not currently proposed for review, but will transfer across to the 'significant' grading.

### **3.5 Graded properties outside heritage precincts (and not subject to heritage controls)**

Currently graded properties outside heritage precincts, and not subject to heritage controls, are not being reviewed as part of the gradings review project.

### **3.6 Heritage Places Inventory**

The Heritage Places Inventory (July 2008) is an Incorporated Document listed in the Schedule to Clause 81.01. This document provides property and streetscape gradings for places outside the CCZ.

As noted, at the conclusion of the gradings review, the Heritage Places Inventory (July 2008) should be upgraded to reflect the revised gradings.

### **3.7 Recommended new grading definitions**

A review of other municipal planning schemes in Victoria was undertaken to identify the various definitions used for significant, contributory and non-contributory places. The definitions, as they relate to various municipalities, are included in Appendix D. These were taken from the respective local heritage policies or municipal strategic statements. Appendix D also reproduces the alphabetical gradings of the City of Melbourne, as well as those of Stonnington where this system is still in use.

With reference to this review, and understanding that the definitions should distinguish between significant and contributory heritage places, it was apparent that the definition of significant should use 'higher level' language and descriptors to emphasise the importance of significant places, and conversely the definition of contributory should be more inclusive and wide-ranging and deliberately set below significant.

#### **3.7.1 'Significant' places**

A 'significant' heritage place:

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

This definition places emphasis on the individual importance of a significant place. It provides for a range of place types to be considered significant, and allows for a range of attributes to be taken into consideration when assessing this higher level heritage place grading.

#### **3.7.2 'Contributory' places**

A 'contributory' heritage place:

A 'contributory' heritage place is important for its contribution to a precinct. It is of historic, aesthetic, scientific, social or spiritual significance to the precinct. A 'contributory' heritage place may be valued by the community; a representative example of a place type, period or style; and/or combines with other visually or stylistically related places to demonstrate the historic development of a precinct. 'Contributory' places are typically externally intact, but may have visible changes which do not detract from the contribution to the precinct.

This definition places emphasis on a contributory place being part of a larger place or collection of related place types, as typically occurs with a heritage precinct.

### 3.7.3 'Non-contributory' places

A 'non-contributory' place does not make a contribution to the heritage significance or historic character of the precinct.

Non-contributory heritage places are also defined, as these are included in heritage precincts.

## 3.8 Streetscape gradings (levels)

The gradings of streetscapes in the municipality (all graded streetscapes are located outside the CCZ), are not being reviewed with this project. However, in line with the move away from alphabetical gradings, streetscape level gradings are also recommended to be removed, with one exception. This will again bring the Melbourne gradings into line with more contemporary systems, where streetscapes are not graded.

As a general comment, using a simple streetscape grading system does not necessarily assist in providing a better outcome or understanding of the particular importance of part of a precinct. It does not provide adequate guidance on what is important, and how the policies should protect that importance. Streetscape gradings, combined with property gradings, can lead to a formulaic approach to the management of heritage places.

Further, the removal of the lower streetscape gradings, including Level 3, will assist the lower graded properties (C and D) in not having the perception of their significance diminished. For instance, a property which is currently graded D in a Level 3 streetscape is not defined in the current Clause 22.05 as 'contributory'. With the removal of the streetscape grading, and the translation across from the alphabetical gradings, D graded properties will for the most part be contributory (some may even be significant).

The exception to this approach relates to streets which are currently graded Level 1. This is the highest grading, and designates streets which are 'collections of buildings outstanding either because they are a particularly well preserved group from a similar period or style, or because they are highly significant buildings in their own right'.<sup>4</sup> These streets are recommended to be designated as 'significant streetscapes' and are referred to as such in the revised heritage policies. As noted above, their location is also recommended to be identified in a new reference document, being a map showing the significant streetscapes throughout the municipality.

Level 1 streetscapes have been part of the current heritage policy considerations (Clause 22.05) for a long period; for instance, the policy requires concealment of higher rear parts of buildings or additions in these streetscapes. This has had the effect, over time, of ensuring that these streetscapes retain their intactness (with some exceptions). Retaining this relative streetscape grading, and reference to it in Clause 22.05, largely maintains the current policy approach, which in turn will assist in maintaining the heritage character and intactness of these more significant streetscapes.

Accepting all of the above, it is recommended that a review of significant streetscapes be undertaken. This includes the former Level 1 streets, and other streets in the municipality which might now be considered significant. This is in recognition of the long period which has elapsed since the streetscape grading was attributed.

The statements of significance for precincts, prepared as part of this project, also in part investigate the history, and identify the particular attributes of specific streets within the precincts.

## **4.0 Statements of significance**

### **4.1 Introduction**

As noted, this project included preparation of statements of significance for heritage precincts outside the Capital City Zone which currently do not have statements. The statements of significance are in the format recommended by the VPP Practice Note, being the three-part 'What is significant?', 'How is it significant?' and 'Why is it significant?'. The statements are contained in citations which also include brief histories and descriptions of the precincts.

The statements are intended to enhance an understanding of the significant heritage areas and provide insight into their heritage characteristics, and through this assist with their management and protection. The revised policies also make reference to the 'assessed significance' of heritage places, and their 'key attributes', with these contained in the statements of significance.

The statements utilise and build on previous statements prepared for Council in 2004, specifically the City of Melbourne Heritage Precincts Project (draft, Meredith Gould Architects, 2004). This work was supplemented by additional research and collation of information. The statements were also informed by reference to the *Thematic History: a History of the City of Melbourne's Urban Environment* (Context Pty Ltd, for the City of Melbourne, 2012); and *Victoria's Framework of Historical Themes* (Heritage Council and Heritage Victoria).

The statements additionally benefited from the input of the community, with many individuals and groups providing the consultants with information and research. Some of this came to light during the community workshops, which had a particular focus on the precinct areas. Other information was forwarded to the consultants following the workshops. This is explained further in Chapter 5.

The recommended new statements are included in this report at Appendix C.

Council also proposes to include these statements in a new Incorporated Document of precincts statements of significance.

### **4.2 Precincts**

The project initially required statements for the following precincts:

- HO 1 – Carlton
- HO 2 – East Melbourne and Jolimont
- HO 3 – North and West Melbourne
- HO 4 – Parkville
- HO 5 – South Melbourne
- HO 6 – South Yarra
- HO 9 – Kensington

Of these, a statement was not prepared for HO5 South Melbourne. This precinct currently incorporates places and roads which are not of heritage value, and is understood to be a remnant of a much larger precinct originally located within the former City of South Melbourne. Changes to municipal boundaries have resulted in the current area remaining in Melbourne's Heritage Overlay, albeit there is no justification for this on heritage grounds. HO5 is recommended to be removed from the Heritage Overlay.

### **4.3 Statement components**

The precinct citations contain the following components.

#### *4.3.1 History*

A brief precinct history is included, which is broadly chronological. The history also informed the assessment of historical significance.

#### *4.3.2 Description*

A description is included. This describes the precinct area in a general sense, including the boundaries; includes reference to significant and contributory development in the precinct; identifies building characteristics; provides an overview of historical development patterns, including subdivision and the development of roads, streets and lanes; and refers to parks, gardens and street plantings. Field work in the precincts was undertaken to inform the preparation of the descriptions.

#### *4.3.3 Statement of significance*

As noted, these are in the three-part 'What is significant?', 'How is it significant?' and 'Why is it significant?' format, preceded by the identification of the relevant heritage criteria. These are the recognised criteria, as specified in the VPP Practice Note.

The 'What' section includes a brief description; 'How' identifies the heritage values and relative level of significance of the precinct (state or local significance); and 'Why' articulates the heritage values.

#### *4.3.4 Key attributes*

The statements identify the key heritage attributes and characteristics of each precinct.

### **5.0 Community engagement**

Community and targeted stakeholder consultation was undertaken, with Capire Consulting Group facilitating the majority of the consultation. It was undertaken in a variety of formats, including exchange of information (via online and other means, including through Participate Melbourne), and workshops and meetings with community and residence groups. Lovell Chen provided input and assistance.

Separate meetings were also held with key internal and external stakeholders, including Council officers and City of Melbourne Heritage Advisors; and representatives from the Department of Environment, Land, Water and Planning, the National Trust and the Melbourne Heritage Action Group.

Capire's report, 'Summary of engagement findings', is included at Appendix E. It explains the methodology used; summarises the outcomes of the consultation; provides an overview of the types of consultation, including the techniques used (online, workshops, written submissions); and identifies the range of community and residents groups consulted. It also summarises the feedback received.

### **6.0 Recommendations/issues arising out of this study**

The following are recommendations arising out of this project.

#### **Summary of recommendations identified above**

- The reference document, Urban Conservation in the City of Melbourne 1985, should be removed from the list of 'Policy References' for both Clause 22.04 and Clause 22.05.
- Following the review of gradings, include an additional reference document in the 'Policy References', or an updated Heritage Places Inventory in the Schedule to Clause 81.01 Incorporated Documents, which contains the gradings for all places in

precincts. This should be the single 'go to' document for gradings throughout the municipality, and should supercede the older studies in regards to property and streetscape gradings.

- The Incorporated Document which contains the gradings of heritage places should include maps showing the significant streetscapes (including formerly Level 1 streetscapes) throughout the municipality. See also the recommendation below on reviewing/reassessing significant streetscapes in the municipality.
- Include the new precinct statements of significance in a new Incorporated Document of precincts statements of significance. The brief CCZ precinct statements including key attributes, which are recommended for removal from Clause 22.04 should also be included in the Incorporated Document, as should the statements for other precincts (not subject to this current project).
- Remove levels 2 and 3 streetscape gradings. This is in line with revising the property gradings, and adopting a more contemporary approach.
- Remove HO5 South Melbourne Heritage Precinct from the Heritage Overlay. This precinct currently incorporates places and roads which are not of heritage value, and there is no justification for retaining this area as a precinct on heritage grounds.

#### **Other recommendations**

The following are additional recommendations, arising out of the work undertaken for this project.

- Several of the precincts for which statements have been prepared warrant a review of their boundaries (inclusions and exclusions). These include:
  - Kensington, where historic development which is consistent with that in the precinct, is located outside the precinct boundary.
  - East Melbourne and Jolimont, where for the latter suburb there are streets/sections of streets of very limited or no heritage value which could be considered for exclusion from the precinct.
  - North and West Melbourne: this is a very large precinct which could be considered for reduction to smaller precinct areas, and/or exclusion of streets/sections of streets of very limited or no heritage value.
- Prepare a statement of significance for all 'significant' properties (in precincts and individual Heritage Overlays, excluding places on the Victorian Heritage Register).
- Undertake a review/reassessment of significant streetscapes in the municipality. This is in recognition of the long period which has elapsed since the streetscape grading was originally attributed, and there is likely to be some change to attribution of this streetscape grading.
- Undertake a heritage assessment of lanes in the municipality. The lanes are in a general sense identified as significant elements of the CCZ and precincts outside the CCZ, not least of all for providing evidence of nineteenth century planning. However, there is a diversity of laneway conditions and not all lanes have been assessed and graded in heritage terms.

## **APPENDIX A: CURRENT CLAUSE 22.04 AND CLAUSE 22.05**

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This policy applies to the Capital City Zone excluding land within Schedule 5 to the Capital City Zone (City North).

### Policy Basis

The heritage of the Capital City Zone area, comprising individual buildings, precincts, significant trees, and aboriginal archaeological sites, is a significant part of Melbourne's attraction as a place in which to live, visit, do business and invest. It is also important for cultural and sociological reasons, providing a distinctive historical character and a sense of continuity. Much of Melbourne's charm is provided by its older buildings, which, while not always of high individual significance, together provide cultural significance or interest, and should be retained in their three dimensional form, not as two dimensional facades as has sometimes occurred.

The identification, assessment, and citation of heritage places have been undertaken over decades, as part of an ongoing heritage conservation process and their recognition and protection have been a crucial component of planning in Melbourne since 1982.

### Objectives

- To conserve and enhance all heritage places, and ensure that any alterations or extensions to them are undertaken in accordance with accepted conservation standards.
- To consider the impact of development on buildings listed in the Central Activities District Conservation Study and the South Melbourne Conservation Study.
- To promote the identification, protection and management of aboriginal cultural heritage values.
- To conserve and enhance the character and appearance of precincts identified as heritage places by ensuring that any new development complements their character, scale, form and appearance.

### Policy

The following matters shall be taken into account when considering applications for buildings, works or demolition to heritage places as identified in the Heritage Overlay:

- Proposals for alterations, works or demolition of an individual heritage building or works involving or affecting heritage trees should be accompanied by a conservation analysis and management plan in accordance with the principles of the Australian ICOMOS Charter for the Conservation of Places of Cultural Significance 1992 (The Burra Charter).
- The demolition or alteration of any part of a heritage place should not be supported unless it can be demonstrated that that action will contribute to the long-term conservation of the significant fabric of the heritage place.
- The impact of proposed developments on aboriginal cultural heritage values, as indicated in an archaeologist's report, for any site known to contain aboriginal archaeological relics.
- The recommendations for individual buildings, sites and areas contained in the Central City Heritage Study Review 1993 except for the buildings detailed in the incorporated document titled Central City (Hoddle Grid) Heritage Review: Statements of Significance June 2013, in which case the Central City (Hoddle Grid) Heritage Review: Statements of Significance June 2013 will apply.
- All development affecting a heritage precinct should enhance the character of the precinct as described by the following statements of significance.
- Regard shall be given to buildings listed A, B, C and D or significant and/or contributory in the individual conservation studies, and their significance as described by their individual Building Identification Sheet.



## **Statements of Significance and Key Attributes for Heritage Areas within the Heritage Overlay**

### **Bank Place Precinct**

#### **Statement of Significance**

The character of the intimate space within Bank Place is created by the architectural variety of the comparatively small, individual buildings that enclose it. They vary in style from the English domestic of the Mitre Tavern (1865), through to the Victorian facades of Stalbridge Chambers and the romanesque revival of Nahon Barnett's Bank Houses. The Savage Club, 12 Bank Place, was erected as a townhouse in the 1880s and is now on the Victorian Heritage Register. With its narrow entrances, flanked at the northern end by the impressive and ornately detailed Stalbridge Chambers on one side and on the other by a significant row of two-storey shops, representing the oldest legal offices in what was once Chancery Lane, it provides a pleasant and intimate space in the heart of the City. The area extends across Little Collins Street to include the Normanby Chambers, another sophisticated facade featuring Italian and English Renaissance design, another office long associated with the legal fraternity, and forming an architectural focus for Bank Place.

#### **Key Attributes**

- The intimate scale and character of Bank Place, as well as its strong social and traditionally pedestrian role.
- Architecturally interesting building facades and detailing throughout.

### **Bourke Hill Precinct**

#### **What is Significant**

The Bourke Hill Precinct, located in the north east of the CBD, comprises Spring, Little Bourke, Bourke, Little Collins and Exhibition Streets and the network of laneways between the major streets. It contains a range of buildings that predominantly date from the nineteenth century, with a number of significant buildings dating from the early twentieth century through to the Postwar period. The precinct contains a number of landmark buildings.

Elements which contribute to the significance of the precinct include (but are NOT limited to):

- All buildings and land identified as significant and / or contributory;
- The regularity of the Hoddle Grid;
- The hierarchy and network of streets, lanes and alleyways;
- The early street materials including bluestone pitchers, kerbs and gutters;
- The distinctive character between the streets and lanes notably: the change in scale, visual contribution of the side and rear elements of the significant built forms, and cohesive materials;
- The character of various laneways, formed by the heritage buildings that face onto them, along with the side and rear walls of buildings that face into the main streets;
- The side elevations, rear elevations, roof forms (including chimneys) and rear walls, etc. that are visible throughout the precinct due to the particular configuration of laneway development in combination with the regular layout of main and sub-streets;
- The pre-1875 (pre land boom) buildings, as a rare collection of early buildings;
- The diverse architectural expression linking the key periods of Melbourne's development (from pre gold rush to the Postwar period), seen throughout the precinct;
- Evidence of layering through the application of later change and the influence of various cultures, seen throughout the precinct;

- The low scale of the buildings to Bourke Street and the precinct as a whole;
- Narrow frontages to Bourke Street;
- Cohesive massing and use of materials present on Bourke Street;
- The continuing presence of a retail, restaurant and café culture within the precinct;
- Visual dominance of the three landmark buildings: Hotel Windsor, Princess Theatre and Parliament House (including steps and 'piazza');
- Vista along Bourke Street East towards Parliament House taking in the consistent diminutive scale of Bourke Street East and its contrast with the monumentality of Parliament House and steps at the street's eastern termination. Vista includes the junction of Spring and Bourke Street that form a 'piazza' to Parliament House;
- The vista along Bourke Street from the main entrance to Parliament House with expansive views of open sky that reinforces the consistent diminutive scale of the eastern end of Bourke Street and which, by comparison, increases the monumentality of Parliament House;
- The views to the Parliament Gardens from Little Bourke Street;
- The cohesive scale, architectural expression and materiality of the red brick buildings located on Little Bourke Street; and;
- The cohesive scale, Interwar & Postwar character and materiality of Crossley Street.

### **How is it Significant**

The Bourke Hill Precinct is of aesthetic, architectural, historic, scientific and social significance to the City of Melbourne.

### **Why is it Significant**

The Bourke Hill Precinct is of local significance to the City of Melbourne.

The Bourke Hill Precinct is historically significant as the land upon which the precinct sits and the site now occupied by Parliament House and steps is historically connected to its traditional owners, the Kulin clan as a meeting point prior to European settlement.

The Bourke Hill Precinct is historically significant as it demonstrates the early structure of the Hoddle Grid through its layout of main and sub-streets, interspersed with sporadic laneway development.

The Bourke Hill Precinct is historically and aesthetically significant as a longstanding section of the CBD, which demonstrates all aspects of growth and consolidation of the city from its early post-European beginnings through to the Postwar period seen in the early built form and layering of subsequent eras.

The Bourke Hill Precinct is historically and aesthetically significant as it contains the only surviving main CBD thoroughfare that retains a character and scale of the pre land boom era, and possesses a large collection of central city buildings surviving from the pre land boom era.

The Bourke Hill Precinct is historically significant as it demonstrates the pattern of immigration beginning from the first Jewish and European immigrants, to the wave of Italian immigration in the Postwar period. The character of the precinct is a direct result of those different nationalities that have lived and worked in the area, making their mark on all aspects of the precinct.

The Bourke Hill Precinct is historically and socially significant as an entertainment and leisure precinct, containing well known cultural places such as Pellegrini's and Florentino's cafes and the Princess and Palace Theatres.

The Bourke Hill Precinct is aesthetically significant for its fine collection of landmark buildings that provide an outstanding streetscape along Spring Street.

The Precinct is aesthetically significant as it contains the unique vista east along Bourke Street terminating with the monumental presence of Parliament House and its setting. This vista is of high aesthetic value to the City of Melbourne and Victoria as a whole.

The Bourke Hill Precinct is of architecturally significant for its rich and varied architectural expression. It encompasses a range of styles from Early and Late Victorian, Federation, Interwar, Moderne and Postwar styles. The stylistic development of the precinct, seen not only in the expression of individual buildings, but also in the layering of subsequent eras, architectural expression and cultural influences, is of aesthetic and historic significance.

The Bourke Hill Precinct is of scientific significance through the presence of Turnbull Alley, and a notable collection of pre-gold rush buildings. The area is an extremely important and sensitive archaeological site within the CBD.

The Bourke Hill Precinct is of social significance for its connections to a large number of cultural, community and professional groups, and individuals. The precinct contains Parliament House a place of community gathering and it contains a strong association with many cultures that arrived as migrants from the early days of settlement.

The Bourke Hill Precinct is historically and socially significant as it contains Parliament House and connections with the Salvation Army. Parliament House is a place of importance in the operation of the State of Victorian and formerly Australia, and as a place for civic events and public meeting. At their City Temple, the Salvation Army, has provided religious and moral guidance and welfare services since the late nineteenth century.

The Bourke Hill Precinct is significant for its association with the following Victorians who have played a role in the development of the city: Robert Hoddle, surveyor of the original city grid and Sir Richard Bourke Governor of NSW.

## **Bourke West Precinct**

### **Statement of Significance**

Architecturally diverse but coherent in scale and picturesque setting, this precinct contains highly expressive elements of the late 19th and early 20th century city. Apart from containing a rare and interesting mix of diverse functions and building types, this precinct includes a range of government services located in the western quarter of the City. Some buildings such as Unity Hall (1916), Hudsons's Stores (1876-77) and the Old Tramways Building (1891) have important historical associations with transport and the Spencer Street railway yards. The comparatively low levels of even the tallest buildings contrast well with the single-storey structures on the southern side of Bourke Street, enabling the taller structures to be seen from their original perspective.

### **Key Attributes**

- A group of architecturally diverse 19th and early 20th century buildings that are consistent in scale and associated with public services and warehousing.
- The dominance of the Tramways Building on the south side of Bourke Street and the Mail Exchange building on the north side.
- The amenity of the garden around St Augustine's Church.

## **Collins East Precinct**

### **Statement of Significance**

Collins Street has often been identified as Melbourne's leading street. This is due, in part, to the pleasant amenity and distinctive character of its eastern end. Its relative elevation and proximity to the Government Reserve and points of access to the City provided for its development as an elite locale. Initially a prestige residential area, the Melbourne Club re-established itself here in 1857 and by the 1860s the medical profession had begun to congregate. By the turn of the century it was firmly established as a professional and

artistic centre of Melbourne, with part of its fame due to its tree plantations in the French boulevard manner (hence the 'Paris end'), which date from 1875.

A number of significant buildings come together in this precinct to form a series of prominent streetscapes. These include, at the western end, the Town Hall, Athenaeum, and Assembly Hall through to the Scots and Independent Churches, with the Regent Theatre through to the redeveloped T&G building opposite. The eastern end includes the early 19th century residential and artists' studio buildings at the foot of No. One Collins, with the predominantly 20th century intact run to the north featuring Alcaston, Anzac Portland and Chanonry Houses, and Victor Horsley Chambers plus the nearby Melbourne Club.

At all times until the post 1939-45 war period, redevelopment took place in a quiet and restrained manner with an emphasis on dignity, harmony and compatibility with the intimate scale and pedestrian qualities of the street. These qualities are still embodied in significant remnant buildings and other artifacts, despite the intrusion of large developments. The qualities of the street are also embodied in the social functions of the buildings which include elite smaller scale residential, religious, social, quality retailing and professional activities.

### **Key Attributes**

- The buildings remaining from before the Second World War.
- The boulevard quality of this end of Collins Street with street tree plantations and street furniture.
- A consistent height, scale, character and appearance of the remaining 19th and early 20th century buildings.
- The historic garden of the Melbourne Club.

### **Flinders Gate Precinct**

#### **Statement of Significance**

This precinct comprises the City's southern face, a major access point at Princes Bridge, and the specialised commercial district of Flinders Street. The area has been a gateway to the City from the south ever since the first Prince's Bridge (1841) and Melbourne's first railway were constructed, and Flinders and Spencer Street stations were linked by a viaduct in 1879. A grand new Princes Bridge (1886) confirmed the trend to redevelopment in the latter decades of the 19th century. The present Flinders Street Station (1906-10) also dates from this period. Proximity to the centre of Victoria's railway system explains the location and the size of the Commercial Travellers' Club (1899) in Flinders Street.

It was here, at Melbourne's southern gate, that the Anglican community chose to build their grand new St Paul's Cathedral (1880-91), replacing an earlier church on the same site. The choice was a logical one as many of them lived in the southern and eastern suburbs. More commercial motives saw the construction in Flinders Street of large retail emporia such as the former Mutual Store (1891) and Ball and Welch (1899).

This precinct offers evidence of all these changes, and also includes two of Melbourne's earliest and best known hotels, the Duke of Wellington (1850) and Young and Jackson's Princes Bridge Hotel (1854). An important feature of Flinders Street's southern face of buildings is their uniform height facing the station, Federation Square and the Yarra River.

### **Key Attributes**

- The traditional gateway to the central city from the south and an area associated with retailing.
- Major 19th and early 20th century buildings including Flinders Street Station, St Paul's Cathedral and Princes Bridge.

## **Flinders Lane Precinct**

### **Statement of Significance**

Proximity to the Yarra River, Queens Wharf and the Customs House marked Flinders Lane as an appropriate location for the establishment of wholesaling businesses in the 19th century. Up until the 1870s and 1880s, Melbourne was the centre of the colonial re-export trade. Overseas cargoes were received, re-packed and distributed to the southern colonies and New Zealand. This trade created a demand for functional warehouses offering large areas of space close to the ground without any need for external display. This generation of buildings were plain brick or stone, up to three storeys in height, and limited to one commercial occupant.

The international exhibition of 1880-81 helped change this. International agents were introduced into the commercial economy, together with a system of indented goods sent direct from manufacturer to retailer. As this system took hold and the southern face of the city became more accessible to rail and road (with the development of Flinders and Spencer Street stations, and the construction of the new Princes Bridge), it became uneconomic to maintain large areas of warehouse space in Flinders Lane. The new wholesaler was able to store his goods elsewhere, requiring only a rented office and sample room in the city proper. However, clothing manufacturers and designers did find the larger floor areas to their liking and a number of 'Rag Trade' activities were established in the area.

An intense period of building between 1900 and 1930 resulted in taller buildings incorporating large showcase windows to both ground and basement floors, characteristically separated by a floor line approximately 1 metre from the ground. The new buildings of the 1970s and 1980s were even taller, more architecturally pretentious, and presented a display to the street. Flinders Lane retains buildings from all three eras, and presents a striking physical display of the changing pattern of trading activity in Melbourne.

### **Key Attributes**

- The scale and character of the six and seven-storey office and warehouse buildings constructed in Flinders Lane before the Second World War and the predominant building forms and materials of the precinct.
- The traditional association with 'Rag Trade' activities, other creative professions, or dwellings.
- The large showcase windows at the ground and basement floors of the warehouse offices constructed before the Second World War.

## **Little Bourke Precinct**

### **Statement of Significance**

Chinese immigrants settled in Little Bourke Street as early as the mid 1850s. Chinese occupation in the city centre then extended north and west, creating a distinct enclave. The buildings that they occupied were not distinctively 'Chinese' in their appearance but were rather the typical small brick shops, dwellings, warehouses and factories of the less affluent areas of Victorian Melbourne (indeed the area was not known as 'Chinatown' until the 1970s).

A number of architecturally distinctive, community-oriented buildings were constructed in the heart of the precinct on Little Bourke Street. These included the Num Pon Soon Chinese Club House (1861) and the premises of leading Chinese merchant Sum Kum Lee (1888). However, the most obvious features of Chinatown were the Chinese themselves, their characteristic trades, and the often run-down general character of their quarter of the City. In the late 19th century, the overwhelmingly Anglo-Celtic community stigmatised both the Chinese and their portion of the city for an association with vice but, for many Chinese, Little Bourke Street was a centre of trade and community life. Today, Chinatown's shops,

restaurants and distinctive character are popular with many Melburnians and tourists as well as the Chinese community.

The precinct is bordered on its northern boundary by taller strip development fronting Lonsdale Street. Many Victorian and Edwardian buildings survive in this location and they provide an important contextual link between the 'back streets and lanes' of the heart of the precinct and the more public areas of the City. Since the Second World War, Lonsdale Street has become a centre for Melbourne's Greek community, further enhancing the cultural diversity of this cosmopolitan precinct.

### **Key Attributes**

- The small low-scale Victorian and Edwardian buildings densely located along Little Bourke Street and the adjoining laneways.
- The traditional association with the Chinese community expressed through uses and signage.
- The focus for Greek commercial, entertainment, professional and cultural activities on the southern side of Lonsdale Street.
- The Swanston Street, Russell Street and Exhibition Street entry points to Chinatown.
- The prominence of Sum Kum Lee (112-114 Little Bourke Street) and Num Pon Soon (200-202 Little Bourke Street) within Little Bourke Street.
- The amenity of Little Bourke Street and the adjoining laneways for pedestrian use.
- The attractiveness of the precinct for tourism and recreation.

### **Post Office Precinct**

#### **Statement of Significance**

For the immigrant community of Victorian Melbourne, dependant on the mail for news of all kinds, the General Post Office (GPO) was an important social institution. The present building reflects this social standing in its imposing architecture and occupation of a prominent corner site. The present building replaced an earlier structure of 1841 and was constructed in three stages between 1859 and 1907. The importance of the post office ensured a variety of other commercial attractions in the vicinity, many of them of retail character. The confluence of omnibus and tramway facilities assisted this.

Overall, this precinct has maintained its place as a major retail centre for the metropolis, surviving the challenges of such suburban centres as Smith and Chapel Streets and Chadstone. In the inter-war period, such establishments as Buckley and Nunn redeveloped their properties, the Myer Emporium put on its present face, and London Stores, the Leviathan Public Benefit Bootery, G J Coles and Dunklings all developed as substantial variety and specialist stores.

Important 19th century buildings such as the Royal Arcade and the GPO are now intermingled with the commercial gothic and art-deco characteristics of the 20th century shops and emporia to create a precinct characterised by glamour and variety. The precinct also contains sub-areas of great cultural value, such as the post office steps and arcades and Myer's windows (especially when decorated at Christmas time). The precinct's status as a meeting place has been recognised and enhanced by the establishment of the Bourke Street Mall.

### **Key Attributes**

- The traditional character of the precinct as a major retail centre.
- The scale, form and appearance of the buildings constructed before the Second World War and of the surviving 19th century buildings.

## **The Block Precinct**

### **Statement of Significance**

Within this precinct may be found not only the heart of Victorian Melbourne's most fashionable retail area but also the beginnings of its 'Chicago end' along Swanston Street. 'Doing the Block', a term coined to describe the popular pastime amongst Melbourne's middle classes of promenading outside the plush retail and accessory stores, reached its height in the boom years of the 1880s. The tradition of arcaded shopping was borrowed from nearby Royal Arcade and became a marked feature of this precinct. Block Arcade (1891-93), Centreway Arcade (1913), Block Court (1930), Manchester Unity Arcade (1932), and the Century Arcade (1938-40) testify to the continued popularity of this form.

The precinct contains a great number of significant and architecturally impressive buildings dating from the boom years of the 19th century through to the period immediately prior to the 1939-45 war. The Elizabeth Street end is dominated by the smaller buildings of the earlier period whereas along Swanston Street may be found the Manchester Unity Building, the Capitol Theatre and the Century Arcade, all based on precedents found in Chicago at the time, and pushed to the maximum height limit of 132 feet that existed in Melbourne until the construction of the ICI building in 1958.

### **Key Attributes**

- The historic character of the precinct as a retail area, characterised by a large number of buildings from the late Victorian and early 20th century periods and by the network of arcade shopping.
- The comfortable pedestrian movement within the precinct.
- The commercial and retail buildings of the Victorian and 1900-1940 periods.

## **The Queen Victoria Market Precinct**

### **Statement of Significance**

#### **What is Significant?**

The Queen Victoria Market precinct is of historic and social significance as Melbourne's premier market in operation for over 130 years (since the late 1870s), with origins dating back to 1859. It is the last surviving 19th century market established by the City of Melbourne, and has been an important hub of social life in the city. The Meat Hall, the oldest extant building, was constructed in 1869. It is one of the earliest, purpose-built market complexes in Australia, with its single span roof only the second of its type when erected. The market has evolved throughout its history in line with changing requirements, with several phases of expansion.

The Queen Victoria Market precinct is of aesthetic significance as a fine example of a Victorian era market which retains much of its original 19th century fabric intact. Its present configuration is largely that which was established by the end of the Interwar period. Architecturally, there is a mixture of utilitarian buildings – the sheds – and more elaborate brick buildings, with the most exuberant being the 1884 façade of the Meat Hall, by noted architect William Salway. The later but more intact Dairy Produce Hall (1929) features a distinctive Georgian Revival style to the upper part of the façade in combination with Art Deco style to the lower part (canopy, tiling and shop fronts). The groups of shops to Victoria and Elizabeth Streets are rare examples of such extensive, intact rows of Victorian period commercial buildings, as are the Interwar period shops to Franklin Street.

### **Key Attributes**

- The historic character of the precinct as a retail area.

- The generally simple, low-scale and remarkably intact example of a utilitarian form from the period of its construction. Taken as a whole, the Market and its component buildings are substantially intact in its 1923 form.
- The visual dominance of the Queen Victoria Market in the surrounding area.

## **Little Lon Precinct**

### **Statement of Significance**

The precinct is locally significant, historically, socially and aesthetically to the City of Melbourne. The building group, which epitomises the much publicised and interpreted ‘Little Lon’ district and its colourful past, represents three key development phases in the City’s history, the immediate post golden era boom of the late 1850s and early 1860s, the development boom of the 1880s leading to the great Depression of the 1890s, and the Edwardian-era recovery with development of local manufacturing that also saw the establishment of a greater Chinatown in the street.

The building group commences with the gold rush era Exploration Hotel and develop through the 19th century with the associated boarding and row houses at 120-122 Little Lonsdale Street and the Leitrim Hotel, itself erected on an old hotel site. The next phase of building is from the Edwardian era with factory warehouse construction that was to serve the Chinese cabinet making and furniture trade.

### **Key Attributes**

- A single and strong architectural expression derived from classical revival architecture that emerged in the Colony during the 1860s and is seen here extending into the Edwardian-era.
- Contributory elements include external walls and finishes, parapeted form, mouldings, fenestration, joinery two and three-storey scale, and roof form, along with any new material added in sympathy to the original fabric it replaced.
- The architecturally significant Leitrim Hotel displays a strong boom-era dynamism in its façade ornament.

### **Policy Reference**

Urban Conservation in the City of Melbourne 1985

Central Activities District Conservation Study 1985

Harbour, Railways, Industrial Conservation

South Melbourne Conservation Study 1985

Central City (Hoddle Grid) Heritage Review 2011

Bourke Hill Precinct Heritage Review Amendment C240 2015

City North Heritage Review, RBA Architects 2013



This policy applies to all places within the Heritage Overlay Area excluding the Capital City Zone Schedules 1, 2, 3 and 4 and the Docklands Zone.

### Policy Basis

The Municipal Strategic Statement identifies that Melbourne has a high-quality, rich and diverse urban environment. Heritage is an extremely significant component of Melbourne's attractiveness, its character and its distinction, and therefore its appeal as a place to live, work and visit. This policy is the mechanism to conserve and enhance places and areas of architectural, social or historic significance and aboriginal archaeological sites and to encourage development which is in harmony with the existing character and appearance of designated heritage places and areas. This policy is consistent with policy document *Urban Conservation in the City of Melbourne*, which has been in operation since 1985 and has contributed to the conservation of the character of places of heritage significance.

### Objectives

- To conserve all parts of buildings of historic, social or architectural interest which contribute to the significance, character and appearance of the building, streetscape or area.
- To ensure that new development, and the construction or external alteration of buildings, make a positive contribution to the built form and amenity of the area and are respectful to the architectural, social or historic character and appearance of the streetscape and the area.
- To promote the identification, protection and management of aboriginal cultural heritage values.

### Policy

The following matters will be taken into account when considering planning applications for Heritage Places within the Heritage Overlay.

### Performance Standards for Assessing Planning Applications

The performance standards outline the criteria by which the heritage aspects of planning applications will be assessed. Definitions of words used in these performance standards and an explanation of building and streetscape grading's are included at the end of this policy.

In considering applications under the Heritage Overlay, regard should be given to the buildings listed in the individual conservation studies and their significance as described by their individual Building Identification Sheets, the Kensington Statements of Significance, Statements of Significance or in the *City North Heritage Review, RBA Architects 2013*. The Building Identification Sheets, Statements of Significance and the *City North Heritage Review, RBA Architects 2013* all include information on the age, style, notable features, integrity and condition of the building.

### Demolition

Demolishing or removing original parts of buildings, as well as complete buildings, will not normally be permitted in the case of 'A' and 'B', the front part of 'C' and many 'D' graded buildings. The front part of a building is generally considered to be the front two rooms in depth.

Before deciding on an application for demolition of a graded building the responsible authority will consider as appropriate:

- The degree of its significance.
- The character and appearance of the building or works and its contribution to the architectural, social or historic character and appearance of the streetscape and the area.
- Whether the demolition or removal of any part of the building contributes to the long-term conservation of the significant fabric of that building.
- Whether the demolition or removal is justified for the development of land or the alteration of, or addition to, a building.

A demolition permit should not be granted until the proposed replacement building or works have been approved.

## **Renovating Graded Buildings**

Intact significant external fabric on any part of an outstanding building, and on any visible part of a contributory building, should be preserved. Guidelines on what should be preserved are included in *Urban Conservation in the City of Melbourne*.

In considering a planning application to remove or alter any fabric, consideration will be given to:

- The degree of its significance.
- Its contribution to the significance, character and appearance of a building or a streetscape.
- Its structural condition.
- The character and appearance of proposed replacement materials.
- The contribution of the features of the building to its historic or social significance.

Where there is evidence of what a building originally looked like, renovation of any part of an outstanding building, or any visible part of a contributory building, should form part of an authentic restoration or reconstruction process, or should not preclude it at a future date. Evidence of what a building used to look like might include other parts of the building or early photographs and plans.

Where there is no evidence of what a building originally looked like, renovations should preferably be respectful of an interpretive modern design, rather than "guesswork" reconstruction or any other form of reproduction design.

### **Sandblasting and Painting of Previously Unpainted Surfaces**

Sandblasting of render, masonry or timber surfaces and painting of previously unpainted surfaces will not normally be permitted.

## **Designing New Buildings and Works or Additions to Existing Buildings**

### **Form**

The external shape of a new building, and of an addition to an existing building, should be respectful in a Level 1 or 2 streetscape, or interpretive in a Level 3 streetscape.

### **Facade Pattern and Colours**

The facade pattern and colours of a new building, and of an addition or alteration to an existing building, should be respectful where visible in a Level 1 streetscape, and interpretive elsewhere.

### **Materials**

The surface materials of a new building, and of an addition or alteration to an existing building, should always be respectful.

### **Details**

The details (including verandahs, ornaments, windows and doors, fences, shopfronts and advertisements) of a new building, and of an addition or alteration to an existing building, should preferably be interpretive, that is, a simplified modern interpretation of the historic form rather than a direct reproduction.

#### Concealment Of Higher Rear Parts (Including Additions)

Higher rear parts of a new building, and of an addition to an existing graded building, should be concealed in a Level 1 streetscape, and partly concealed in a Level 2 and 3 streetscape. Also, additions to outstanding buildings ('A' and 'B' graded buildings anywhere in the municipality) should always be concealed. In most instances, setting back a second-storey addition to a single-storey building, at least 8 metres behind the front facade will achieve concealment.

These provisions do not apply to land within Schedule 5 to the Capital City Zone (City North).

#### Facade Height and Setback (New Buildings)

The facade height and position should not dominate an adjoining outstanding building in any streetscape, or an adjoining contributory building in a Level 1 or 2 streetscape. Generally, this means that the building should neither exceed in height, nor be positioned forward of, the specified adjoining building. Conversely, the height of the facade should not be significantly lower than typical heights in the streetscape. The facade should also not be set back significantly behind typical building lines in the streetscape.

These provisions do not apply to land within Schedule 5 to the Capital City Zone (City North).

#### Building Height

The height of a building should respect the character and scale of adjoining buildings and the streetscape. New buildings or additions within residential areas consisting of predominantly single and two-storey terrace houses should be respectful and interpretive.

#### Archaeological Sites

Proposed development must not impact adversely on the aboriginal cultural heritage values, as indicated in an archaeologist's report, for any site known to contain aboriginal archaeological relics.

#### Sites of Historic or Social Significance

An assessment of a planning application should take into account all aspects of the significance of the place. Consideration should be given to the degree to which the existing fabric demonstrates the historic and social significance of the place, and how the proposal will affect this significance. Particular care should be taken in the assessment of cases where the diminished architectural condition of the place is outweighed by its historic or social value.

### Definitions of Words Used in the Performance Standards

*Concealed* means not visible from any part of the street serving the front of the building, as defined under 'visible'. 'Partly concealed' means that a limited amount of the addition or higher rear part may be visible, provided it does not dominate the appearance of the building's facade and the streetscape.

*Conservation* means looking after a place to retain its heritage significance. It may include maintenance, preservation, restoration, reconstruction and adaptation to accommodate new uses.

Context means:

- The surrounding area as a whole
- Adjoining or nearby significant buildings or works
- In the case of additions or alterations, significant parts of the subject building.

*Contributory building* means a 'C' grade building anywhere in the municipality, or a 'D' grade building in a Level 1 or Level 2 streetscape.

*Cultural significance* means aesthetic, historic, scientific or social value for past, present and future generations.

Enhancement means:

- Encouraging removal of buildings or objects that detract from an area's character and appearance.
- Allowing replacement of buildings or objects that do not contribute to an area's character and significance by a building of a sympathetic new design.
- Allowing new works specifically designed to enhance an area's character and appearance.

*Fabric* means all the physical material of the place.

*Outstanding building* means a grade A or B building anywhere in the municipality.

*Preservation* means maintaining the fabric of a place in its existing state and retarding deterioration.

*Reconstruction* means returning a place as nearly as possible to a known earlier state and is distinguished by the introduction of materials (new or old) into the fabric. This is not to be confused with either 'recreation' or 'conjectural reconstruction'.

*Respectful and interpretive* refer to design that honestly admits its modernity while relating to the historic or architecturally significant character of its context. 'Respectful' means a design approach in which historic building size, form, proportions, colours and materials are adopted, but modern interpretations are used instead of copies of historic detailing and decorative work. 'Interpretive' means a looser reference to historic size, form, proportions, colours, detailing and decoration, but still requires use of historic or closely equivalent materials.

*Restoration* means returning the existing fabric of a place to a known earlier state by removing accretions or later additions or by reassembling existing components without the introduction of new material.

*Significant* means of historic, architectural or social value for past, present or future generations. All graded buildings are significant. 'Significant parts' of a graded building means parts which contribute to the historic, architectural or social value of the building. The Building Identification Forms within *City of Melbourne Conservation Schedule* highlight many of the significant parts of each building.

*Visible* means anything that can be seen from any part of the street serving the front of the building including:

- Side elevations that are readily visible from the front street.
- Anything that can be seen from a side or rear laneway, if the laneway itself is classified as a Level 1 or 2 streetscape.

## **Grading of Buildings and Streetscape Levels**

Every building of cultural significance has been assessed and graded according to its importance. Streetscapes, that is complete collections of buildings along a street frontage, have also been graded for planning control purposes. The individual buildings are grade A to D, the streetscapes from Level 1 to 3, both in descending order of significance. The grade of every building and streetscape is identified in the incorporated document *Heritage Places Inventory 2000*.

### **'A' Buildings**

'A' buildings are of national or state importance, and are irreplaceable parts of Australia's built form heritage. Many will be either already included on, or recommended for inclusion on the Victorian Heritage Register or the Register of the National Estate.

### **'B' Buildings**

'B' buildings are of regional or metropolitan significance, and stand as important milestones in the architectural development of the metropolis. Many will be either already included on, or recommended for inclusion on the Register of the National Estate.

### **'C' Buildings**

'C' buildings. Demonstrate the historical or social development of the local area and /or make an important aesthetic or scientific contribution. These buildings comprise a variety

of styles and building types. Architecturally they are substantially intact, but where altered, it is reversible. In some instances, buildings of high individual historic, scientific or social significance may have a greater degree of alteration.

#### **‘D’buildings**

‘D’ buildings are representative of the historical, scientific, architectural or social development of the local area. They are often reasonably intact representatives of particular periods, styles or building types. In many instances alterations will be reversible. They may also be altered examples which stand within a group of similar period, style or type or a street which retains much of its original character. Where they stand in a row or street, the collective group will provide a setting which reinforces the value of the individual buildings.

#### **Level 1 Streetscapes**

Level 1 streetscapes are collections of buildings outstanding either because they are a particularly well preserved group from a similar period or style, or because they are highly significant buildings in their own right.

#### **Level 2 Streetscapes**

Level 2 streetscapes are of significance either because they still retain the predominant character and scale of a similar period or style, or because they contain individually significant buildings.

#### **Level 3 Streetscapes**

Level 3 streetscapes may contain significant buildings, but they will be from diverse periods or styles, and of low individual significance or integrity.

### **Policy Reference**

Urban Conservation in the City of Melbourne 1985

East Melbourne & Jolimont Conservation Study 1985

Parkville Conservation Study 1985

North & West Melbourne Conservation Study 1985, & 1994

Flemington & Kensington Conservation Study 1985

Carlton, North Carlton and Princes Hill Conservation Study 1994 & 1985

South Yarra Conservation Study 1985

South Melbourne Conservation Study 1985 & 1998

Harbour, Railway, Industrial Conservation Study 1985

Kensington Heritage Review, Graeme Butler 2013

Review of Heritage Buildings in Kensington: Percy Street Area, Graeme Butler 2013

City North Heritage Review, RBA Architects 2013

## **APPENDIX B: REVISED CLAUSE 22.04 AND CLAUSE 22.05**

## **22.04 HERITAGE PLACES WITHIN THE CAPITAL CITY ZONE**

--/201- This policy applies to places included in the Heritage Overlay within the Capital City Zone, excluding land within Schedule 5 to the Capital City Zone (City North).  
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### **22.04-1 Policy Basis**

--/201- Melbourne's Municipal Strategic Statement identifies heritage as a defining characteristic of the municipality, and a large part of Melbourne's attraction. Heritage places enhance the city's appeal as a place in which to live, work, invest and visit.  
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The heritage of the Capital City Zone encompasses heritage precincts, individual heritage places within and outside heritage precincts, and historic streets and lanes. These places date from the mid-nineteenth century through to more recent times, and are variously of heritage value for their historic, aesthetic, social, spiritual and scientific significance.

The places reflect the significance of the CCZ as the cultural, administrative and economic centre of the state. The places are fundamental to the depth of historic character of the CCZ, as it developed on, and extended from, the Hoddle Grid.

This policy provides guidance on conserving and enhancing the heritage places of the CCZ. It encourages the restoration of heritage places, and development which is compatible and in keeping with the heritage values. The policy recognises that heritage places are living and working places; and that the CCZ will continue to attract business and investment with related development subject to the heritage policy objectives.

### **22.04-2 Policy Objectives**

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- To conserve and enhance Melbourne's heritage places.
  - To conserve fabric of historic, aesthetic, social, spiritual and scientific heritage value, which contributes to the significance, character and appearance of heritage places.
  - To recognise the assessed significance of heritage places, as adopted by Council, as the basis for consideration of development and works. Further information may be considered, where there is limited information in the existing citation.
  - To ensure new development is respectful of the character and appearance of heritage places.
  - To encourage high quality contextual design for new development, and generally avoid replication of historic forms and details.
  - To ensure new development is informed by the conservation principles, processes and practices of the Australia ICOMOS Burra Charter.
  - To enhance the presentation and appearance of heritage places through restoration and, where evidence exists, reconstruction of original or contributory elements.
  - To protect significant views and vistas to heritage places.
  - To promote the protection of Aboriginal cultural heritage.

### **22.04-3 Permit Application Requirements**

- /201- The following, where relevant, may be required to be lodged with a permit application.  
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- Where major or consequential development is proposed to significant heritage places, the responsible authority may require preparation of a Conservation Management Plan (CMP).
  - For all applications involving significant or contributory heritage places, other than minor works, the responsible authority may require preparation of a Heritage Impact Statement (HIS). In a heritage precinct, the HIS should address impacts on adjoining significant or contributory buildings and the immediate heritage context, in addition to impacts on the subject place.

- Where works are associated with significant vegetation (as listed in the Schedule to the Heritage Overlay), an arboricultural report should be prepared. The report should, where relevant, address landscape significance, arboricultural condition, impacts on the vegetation and impacts on the heritage precinct.
- For development in heritage precincts, the responsible authority may require sight lines, and heights of existing and adjoining buildings, as necessary, to determine the impact of the proposed works.

#### **22.04-4 Performance Standards for Assessing Planning Applications**

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The performance standards set out below outline the criteria by which heritage aspects of planning applications will be assessed. Definitions of words used in these performance standards are included at the end of this policy.

Variation from the performance standards requires a readily understandable reasoned explanation of how the policy objectives are addressed.

#### **22.04-5 Demolition**

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Full demolition of significant or contributory buildings will not normally be permitted. Partial demolition will not normally be permitted in the case of significant buildings and the front or principal part of contributory buildings.

Before deciding on an application for full or partial demolition, the responsible authority will consider, as appropriate:

- The assessed significance of the building.
- The character and appearance of the building or works and its contribution to the historic, social and architectural values, character and appearance of the heritage place.
- The significance of the fabric or part of the building, and the degree to which it contributes to the perception of the three-dimensional form and depth of the building.
- Whether the demolition or removal of any part of the building contributes to the long-term conservation of the significant fabric of the building.

The poor condition of a significant or contributory building is not in itself justification for permitting demolition.

A demolition permit should not be granted until the proposed replacement building or works have been approved.

Where approval is granted for full demolition of a significant building, a recording program including, but not limited to, archival photographic recording and/or measured drawings may be required prior to demolition, to the satisfaction of the Responsible Authority.

Demolition of front fences and outbuildings which contribute to the significance of the heritage place will not normally be permitted.

#### **22.04-6 Alterations**

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External fabric which contributes to the significance of the heritage place, on any part of a significant building, and on any visible part of a contributory building, should be preserved.

Before deciding on an application to alter the fabric of a significant or contributory building, the responsible authority will consider, as appropriate:

- The assessed significance of the building.
- The degree to which the works would detract from the significance, character and appearance of the building and heritage place.
- Its structural condition.
- The character and appearance of the proposed replacement materials.
- The degree to which the works can be reversed without an unacceptable loss of significance.



Removal of paint from originally unpainted masonry surfaces is encouraged.

Sandblasting of render, masonry or timber surfaces and painting of previously unpainted surfaces will not normally be permitted.

The introduction of awnings and verandahs to ground floor façades and shopfronts may be permitted where:

- The works reconstruct an original awning or verandah, based on evidence of the original form, detailing and materials; or
- The awning is an appropriate contextual design response, compatibly placed in relation to the building, and can be removed without an unacceptable loss of significance.

## **22.04-7 New Buildings**

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New buildings should not detract from the assessed significance of the heritage place.

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New buildings should:

- Be respectful of the heritage place and be compatible and in keeping with:
  - Identified 'key attributes' of the heritage precinct.
  - Precinct characteristics, including: façade and building heights; building massing, form and articulation; building style and architectural expression; details; materials; front and side setbacks; and, orientation.
  - Prevailing streetscape height and scale.
- Not obscure views of the front or principal part of adjoining significant or contributory buildings.
- Not dominate or visually disrupt the appreciation of the heritage place by:
  - maintaining a façade height which is consistent with that of adjoining significant or contributory buildings, whichever is the lesser, and
  - setting back higher rear building components.
- Not adopt a façade height which is significantly lower than prevailing heights in the streetscape.
- Be positioned in line with the prevailing building line in the streetscape.
- Not build over or extend into the air space above the front or principal part of an adjoining significant or contributory building.
- Where abutting a lane, be respectful of the scale and form of historic elements of heritage places abutting the lane.

The design of new buildings should:

- Adopt high quality and respectful contextual design.
- Adopt an interpretive design approach to other details such as verandahs, fences and shopfronts.

## **22.04-8 Additions**

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Additions to buildings in a heritage precinct should be respectful of and compatible and in keeping with:

- Identified 'key attributes' of the heritage precinct.
- Precinct characteristics, including: façade and building heights; building massing, form and articulation; building style and architectural expression; details; materials; front and side setbacks; and, orientation.
- Character and appearance of adjoining significant and contributory buildings.

Additions should not build over or extend into the air space above the front or principal part of a significant or contributory building.

Where abutting a lane, additions should be respectful of the scale and form of historic development to the lane.

Additions to significant or contributory buildings should:

- Be respectful of the building's character and appearance, scale, materials, style and architectural expression.
- Not dominate or visually disrupt the appreciation of the building as it presents to the streetscape.
- Maintain the perception of the three-dimensional form and depth of the building by setting back the addition behind the front or principal part of the building, and from visible secondary elevation(s).
- Retain significant roof form within the setback from the building façade.
- Not obscure views of façades or elevations associated with the front or principal part of the building.
- Be distinguishable from the original fabric of the building.
- Not employ external column/structural supports through the front or principal part of the building.

The design of additions should:

- Adopt high quality and respectful contextual design.
- Avoid a direct reproduction of historic elements.
- Adopt an interpretive design approach to other details such as verandahs, fences, and shopfronts.

## **22.04-9 Restoration and Reconstruction**

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Where there is evidence of what a building originally looked like, renovation of any part of a significant building, or any visible part of a contributory building, should form part of an authentic restoration or reconstruction process, or should not preclude such a process at a future date (evidence of what a building used to look like might include other parts of the building or early photographs and plans).

## **22.04-10 Subdivision**

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Subdivision of a heritage place should:

- Reflect the pattern of development in the streetscape or precinct, whichever is most relevant to the place.
- Maintain an appropriate setting to the significant or contributory building.
- Not provide for future development which will visually disrupt the setting and impact on the presentation of the significant or contributory building.

Subdivision of airspace above heritage buildings, to provide for future development, is discouraged.

## **22.04-11 Relocation**

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A proposal to relocate a significant or contributory building or structure may be permitted where the existing location of the heritage place is not part of its significance.

## **22.04-12 Vehicle Accommodation and Access**

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The introduction of on-site car parking, garages and carports, and vehicle crossovers may be permitted where:

- On grade car parking is located to the rear of the property, or to the side setback where this is an established streetscape characteristic.
- The new vehicle crossover is no wider than three metres, and crossovers are common elements of the streetscape.

- For a significant or contributory building, the new garage or carport is placed behind the main building line (excluding verandahs, porches, bay windows or similar projecting features), and:
  - the height is below that of the main roof form of the building;
  - it will not conceal an original contributory element of the building (other than a plain side wall); and
  - the form, details and materials are respectful of the building, but do not replicate details of the building.
- Ramps to basement or sub-basement car parking are located to the rear of the property, or to a side street or side lane boundary, where they would not visually disrupt the setting of the significant or contributory building, or impact on the streetscape character.

## **22.04-13 Fences and Gates**

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New or replacement fences or gates to the front or principal part of a significant or contributory building may be permitted where:

- the works reconstruct an original fence or gate, based on evidence of the original form, detailing and materials; or
- the new fence is an appropriate contextual design response, where the details and materials are interpretive.

New fences and gates should also:

- not conceal views of the building; and
- be a maximum height of 1.2 metres if solid, or 1.5 metres if more than 50% transparent.

## **22.04-14 Services and Ancillaries**

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The installation of services and ancillaries, in particular those that will reduce greenhouse gas emissions or water consumption such as solar panels, solar hot water services or water storage tanks, may be permitted on any visible part of significant or contributory buildings where it can be demonstrated there is no feasible alternative and the services and ancillaries will not detract from the character and appearance of the building or heritage place. Items affixed to roofs, such as solar panels, should align with the profile of the roof.

Services and ancillaries should be installed in a manner whereby they can be removed without damaging significant fabric.

For new buildings, services and ancillaries should be concealed or incorporated into the design of the building.

## **22.04-15 Street Fabric and Infrastructure**

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Street furniture, including shelters, seats, rubbish bins, bicycle racks, drinking fountains and the like, should be designed and sited to avoid:

- impacts on views to significant or contributory places and contributory elements; and
- physical impacts on bluestone kerbs, channels and gutters, and other historic street infrastructure.

## **22.04-16 Signage**

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New signage associated with heritage places should:

- Minimise visual clutter.
- Not conceal architectural features or details which contribute to the significance of the heritage place.
- Not damage the fabric of the heritage place.

- Be in keeping with historical signage in terms of size and proportion in relation to the heritage place.
- Be readily removable.

Advertising signs may be placed in locations where they were traditionally placed.

The historical use of signage may be justification for new or replacement signage.

Existing signage that is deemed to have heritage value should be retained, and not altered or obscured, including historic painted signage.

## 22.04-17 Grading of heritage places

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All heritage places in an individual heritage overlay are significant.

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All heritage places on the Victorian Heritage Register are significant.

The grading (significant, contributory or non-contributory) of properties within the Capital City Zone, which are in Heritage Overlay precincts or in groups of properties that share a single Heritage Overlay number, is identified in the incorporated document *Heritage Inventory 2015*. Significant streetscapes are also identified in the incorporated document.

‘Significant’ heritage place:

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

‘Contributory’ heritage place:

A ‘contributory’ heritage place is important for its contribution to a heritage precinct. It is of historic, aesthetic, scientific, social or spiritual significance to the heritage precinct. A ‘contributory’ heritage place may be valued by the community; a representative example of a place type, period or style; and/or combines with other visually or stylistically related places to demonstrate the historic development of a heritage precinct. ‘Contributory’ places are typically externally intact, but may have visible changes which do not detract from the contribution to the heritage precinct.

‘Non-contributory’ place:

A ‘non-contributory’ place does not make a contribution to the heritage significance or historic character of the heritage precinct.

## 22.04-18 Definitions

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| Term                       | Definition   |
|----------------------------|--|
| Alteration                 | An alteration is to modify the fabric of a heritage place, without undertaking building works such as an addition.   |
| Assessed significance      | The assessed significance of an individual heritage place or heritage precinct is identified in the relevant statement of significance, as contained in the place citation. This normally identifies what is significant, how it is significant, and why it is significant.  |
| Concealed/partly concealed | Concealed means not visible from any part of the street serving the front or principal part of the building, as defined under ‘visible’. Partly concealed means that a limited amount of the addition or higher rear part may be visible, provided it does not dominate the appearance of the building's façade and the streetscape. |
| Conservation               | Conservation means all the processes of looking after a place to retain its heritage significance. It may include one or more of   |

| Term  | Definition   |
|---|--|
|   | maintenance, preservation, restoration, reconstruction, adaptation and interpretation.   |
| Context   | Context means the setting of a heritage place, as defined under 'setting', including the immediate landholding, adjoining significant or contributory places, and the surrounding area.  |
| Cultural significance                                     | Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.  |
| Development   | <p>Development includes:</p> <ul style="list-style-type: none"> <li>• construction or exterior alteration of a building</li> <li>• demolition or removal of a building or works</li> <li>• construction or carrying out of works</li> <li>• subdivision or consolidation of land, including buildings or airspace</li> <li>• placing or relocation of a building or works on land</li> <li>• construction or putting up for display of signs or hoardings</li> </ul> |
| Enhance   | Enhance means to improve the presentation and appearance of a heritage place through restoration, reconstruction or removal of unsympathetic or intrusive elements.  |
| Fabric  | Fabric means all the physical material of the heritage place.  |
| Front or principal part of a building                     | The front or principal part of a building is generally considered to be the front two rooms, with roof; or that part of the building associated with the primary roof form, whichever is the greater. For most non-residential buildings, the front part is generally considered to be one full structural bay in depth or 8 metres, including the roof.   |
| Heritage place  | A heritage place has identified heritage value and can include a site, area or space, building or other works, structure, group of buildings, precinct, archaeological site, landscape, garden or tree.  |
| Heritage precinct (as referred to in this policy)         | A heritage precinct is an area which has been identified as having heritage significance. It is identified as such in the Schedule to the Heritage Overlay, and mapped in the Planning Scheme Heritage Overlay Maps.   |
| Individual heritage place (as referred to in this policy) | An individual heritage place is equivalent to a significant heritage place. It may be graded significant within a heritage precinct. It may also have an individual Heritage Overlay control, and be located within or outside a heritage precinct.  |
| Key attributes  | The key attributes or important characteristics of a heritage precinct are identified in the precinct statement of significance.   |
| Lane  | Includes reference to public or private lanes, and ROWs.   |
| Maintenance   | Maintenance means the continuous protective care of a place, and its setting, and is distinguished from repair which involves restoration or reconstruction.   |
| Massing   | Massing means the arrangement of a building's bulk and its articulation into parts.  |
|   |  |
| Preservation  | Preservation is maintaining the fabric of a place in its existing state  |

| <b>Term</b>   | <b>Definition</b>  |
|---|--|
|   | and retarding deterioration.   |
| Reconstruction  | Reconstruction means returning a place to a known earlier state, and is distinguished from restoration by the introduction of new material.  |
| Respectful and interpretive                             | When used in relation to design, respectful and interpretive refers to design that honestly admits its modernity while relating to the historic or architecturally significant character of its context. Respectful means a modern design approach to new buildings, additions and alterations to buildings, in which historic building form, proportions, details, colours and materials are referenced but not directly copied. Interpretive means a looser and simplified modern interpretation of historic building form, details and materials. |
| Restoration   | Restoration means returning a place to a known earlier state by removing accretions or later additions, or by reassembling existing elements. It is distinguished from reconstruction through not introducing new material.  |
| Services and ancillaries                                | Services and ancillaries include, but are not limited to, satellite dishes, shade canopies and sails, solar panels, water storage tanks, disabled access ramps and handrails, air conditioners, cooling or heating systems and hot water services.   |
| Setting   | Setting means the immediate and extended environment of a place that is part of or contributes to its significance.  |
| Streetscape   | A streetscape is a collection of buildings along a street frontage. When referred to in relation to a precinct, a streetscape typically contains a majority of buildings which are graded significant or contributory.   |
| Significant streetscape (as referred to in this policy) | Significant streetscapes are collections of buildings outstanding either because they are a particularly well preserved group from a similar period or style, or because they are highly significant buildings in their own right.   |
| Use   | Use means the functions of a place, including the activities and traditional and customary practices which may occur at the place or are dependent on the place.   |
| Visible   | Visible means anything that can be seen from a street (other than a lane, unless the lane is classified as significant) or public park.  |

## 22.04-19 Reference Documents

Central Activities District Conservation Study 1985  
Harbour, Railways, Industrial Conservation  
South Melbourne Conservation Study 1985  
Central City (Hoddle Grid) Heritage Review 2011  
Bourke Hill Precinct Heritage Review Amendment C240 2015

## **22.05 HERITAGE PLACES OUTSIDE THE CAPITAL CITY ZONE**

--/201- This policy applies to places included in the Heritage Overlay outside the Capital City Zone.  
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### **22.05-1 Policy Basis**

--/201- Melbourne's Municipal Strategic Statement identifies heritage as a defining characteristic  
---- of the municipality, and a large part of Melbourne's attraction. Heritage places enhance the city's appeal as a place in which to live, work, invest and visit.

Heritage places outside the Capital City Zone encompass heritage precincts, individual heritage places within and outside heritage precincts, and historic streets and lanes. These places date from the mid-nineteenth century through to more recent times, and are variously of heritage value for their historic, aesthetic, social, spiritual and scientific significance.

The places include some of metropolitan Melbourne's most significant urban developments. They incorporate dwellings, institutions, industrial, manufacturing and commercial places, road and rail infrastructure, parks, gardens and places of recreation.

This policy provides guidance on conserving and enhancing heritage places outside the CCZ. It encourages the restoration of heritage places, and development which is compatible and in keeping with the heritage values. The policy recognises that heritage places are living and working places; and that development should be considered in the context of the heritage policy objectives.

### **22.05-2 Policy Objectives**

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- To conserve and enhance Melbourne's heritage places.
  - To conserve fabric of historic, aesthetic, social, spiritual and scientific heritage value, which contributes to the significance, character and appearance of heritage places.
  - To recognise the assessed significance of heritage places, as adopted by Council, as the basis for consideration of development and works. Further information may be considered, where there is limited information in the existing citation.
  - To ensure new development is respectful of the character and appearance of heritage places.
  - To encourage high quality contextual design for new development, and generally avoid replication of historic forms and details.
  - To ensure new development is informed by the conservation principles, processes and practices of the Australia ICOMOS Burra Charter.
  - To enhance the presentation and appearance of heritage places through restoration and, where evidence exists, reconstruction of original or contributory elements.
  - To protect significant views and vistas to heritage places.
  - To promote the protection of Aboriginal cultural heritage.

### **22.05-3 Permit Application Requirements**

- /201- The following, where relevant, may be required to be lodged with a permit application.  
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- Where major or consequential development is proposed to significant heritage places, the responsible authority may require preparation of a Conservation Management Plan (CMP).
  - For all applications involving significant or contributory heritage places, other than minor works, the responsible authority may require preparation of a Heritage Impact Statement (HIS). In a heritage precinct, the HIS should address impacts on adjoining significant or contributory buildings and the immediate heritage context, in addition to impacts on the subject place.

- Where works are associated with significant vegetation (as listed in the Schedule to the Heritage Overlay), an arboricultural report should be prepared. The report should, where relevant, address landscape significance, arboricultural condition, impacts on the vegetation and impacts on the heritage precinct.
- For development in heritage precincts, the responsible authority may require sight lines, and heights of existing and adjoining buildings, as necessary to determine the impact of the proposed works.

#### **22.05-4 Performance Standards for Assessing Planning Applications**

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The performance standards set out below outline the criteria by which heritage aspects of planning applications will be assessed. Definitions of words used in these performance standards are included at the end of this policy.

Variation from the performance standards requires a readily understandable reasoned explanation of how the policy objectives are addressed.

#### **22.05-5 Demolition**

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Full demolition of significant or contributory buildings will not normally be permitted. Partial demolition will not normally be permitted in the case of significant buildings and the front or principal part of contributory buildings.

Before deciding on an application for full or partial demolition, the responsible authority will consider, as appropriate:

- The assessed significance of the building.
- The character and appearance of the building or works and its contribution to the historic, social and architectural values, character and appearance of the heritage place.
- The significance of the fabric or part of the building, and the degree to which it contributes to the perception of the three-dimensional form and depth of the building.
- Whether the demolition or removal of any part of the building contributes to the long-term conservation of the significant fabric of the building.

The poor condition of a significant or contributory building is not in itself justification for permitting demolition.

A demolition permit should not be granted until the proposed replacement building or works have been approved.

Where approval is granted for full demolition of a significant building, a recording program including, but not limited to, archival photographic recording and/or measured drawings may be required prior to demolition, to the satisfaction of the Responsible Authority.

Demolition of front fences and outbuildings which contribute to the significance of the heritage place will not normally be permitted.

#### **22.05-6 Alterations**

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External fabric which contributes to the significance of the heritage place, on any part of a significant building, and on any visible part of a contributory building, should be preserved.

Before deciding on an application to alter the fabric of a significant or contributory building, the responsible authority will consider, as appropriate:

- The assessed significance of the building.
- The degree to which the works would detract from the significance, character and appearance of the building and heritage place.
- Its structural condition.
- The character and appearance of the proposed replacement materials.
- The degree to which the works can be reversed without an unacceptable loss of significance.



Removal of paint from originally unpainted masonry surfaces is encouraged.

Sandblasting of render, masonry or timber surfaces and painting of previously unpainted surfaces will not normally be permitted.

The introduction of awnings and verandahs to ground floor façades and shopfronts may be permitted where:

- The works reconstruct an original awning or verandah, based on evidence of the original form, detailing and materials; or
- The awning is an appropriate contextual design response, compatibly placed in relation to the building, and can be removed without an unacceptable loss of significance.

## **22.05-7 New Buildings**

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New buildings should not detract from the assessed significance of the heritage place.

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New buildings should:

- Be respectful of the heritage place and be compatible and in keeping with:
  - Identified 'key attributes' of the heritage precinct.
  - Precinct characteristics, including: façade and building heights; building massing, form and articulation; building style and architectural expression; details; materials; front and side setbacks; and, orientation.
  - Prevailing streetscape height and scale.
- Not obscure views of the front or principal part of adjoining significant or contributory buildings.
- Not dominate or visually disrupt the appreciation of the heritage place by:
  - maintaining a façade height which is consistent with that of adjoining significant or contributory buildings, whichever is the lesser, and
  - setting back higher rear building components.
- Not adopt a façade height which is significantly lower than prevailing heights in the streetscape.
- Neither be positioned forward of adjoining significant or contributory buildings, or set back significantly behind the prevailing building line in the streetscape.
- Not build over or extend into the air space above the front or principal part of an adjoining significant or contributory building.
- Where abutting a lane, be respectful of the scale and form of historic elements of heritage places abutting the lane.

The design of new buildings should:

- Adopt high quality and respectful contextual design.
- Adopt an interpretive design approach to other details such as verandahs, fences and shopfronts.

In significant streetscapes, higher rear parts of a new building should be concealed.

In other streetscapes, higher rear parts of a new building should be partly concealed.

## **22.05-8 Additions**

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Additions to buildings in a heritage precinct should be respectful of and compatible and in keeping with:

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- Identified 'key attributes' of the heritage precinct.
- Precinct characteristics including façade and building heights; building massing, form and articulation; building style and architectural expression; details; materials; front and side setbacks; and orientation.
- Character and appearance of adjoining significant and contributory buildings.

Where abutting a lane, additions should be respectful of the scale and form of historic development to the lane.

Additions to significant or contributory buildings should:

- Be respectful of the building's character and appearance, scale, materials, style and architectural expression.
- Maintain the perception of the three-dimensional form and depth of the building by setting back the addition behind the front or principal part of the building, and from visible secondary elevation(s).
- Retain significant roof form within the setback from the building façade.
- Not obscure views of façades or elevations associated with the front or principal part of the building.
- Be distinguishable from the original fabric of the building.

The design of additions should:

- Adopt high quality and respectful contextual design.
- Avoid a direct reproduction of historic elements.
- Adopt an interpretive design approach to other details such as verandahs, fences, and shopfronts.

Additions to a significant or contributory building should be concealed in significant streetscapes.

In other streetscapes, additions to significant buildings should always be concealed, and to contributory buildings should be partly concealed:

- For a second-storey addition to a single storey building, concealment is often achieved by setting back the addition at least 8 metres behind the front facade.
- A ground level addition to the side of a building should be set back behind the front or principal part of the building.

Additions to corner properties may be visible, but should be respectful of the significant or contributory building in terms of scale and placement, and not dominate or visually disrupt the appreciation of the building.

## **22.05-9 Restoration and Reconstruction**

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Where there is evidence of what a building originally looked like, renovation of any part of a significant building, or any visible part of a contributory building, should form part of an authentic restoration or reconstruction process, or should not preclude such a process at a future date (evidence of what a building used to look like might include other parts of the building or early photographs and plans).

## **22.05-10 Subdivision**

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Subdivision of a heritage place should:

- Reflect the pattern of development in the streetscape or precinct, whichever is most relevant to the place.
- Maintain an appropriate setting to the significant or contributory building.
- Not provide for future development which will visually disrupt the setting and impact on the presentation of the significant or contributory building.

Subdivision of airspace above heritage buildings, to provide for future development, is discouraged.

## **22.05-11 Relocation**

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----

A proposal to relocate a significant or contributory building or structure may be permitted where the existing location of the heritage place is not part of its significance.

## **22.05-12 Vehicle Accommodation and Access**

- /201-  
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- The introduction of on-site car parking, garages and carports, and vehicle crossovers may be permitted where:
- On grade car parking is located to the rear of the property, or to the side setback where this is an established streetscape characteristic.
  - The new vehicle crossover is no wider than three metres, and crossovers are common elements of the streetscape.
  - For a significant or contributory building, the new garage or carport is placed behind the main building line (excluding verandahs, porches, bay windows or similar projecting features), and:
    - the height is below that of the main roof form of the building;
    - it will not conceal an original contributory element of the building (other than a plain side wall); and
    - the form, details and materials are respectful of the building, but do not replicate details of the building.
  - Ramps to basement or sub-basement car parking are located to the rear of the property, or to a side street or side lane boundary, where they would not visually disrupt the setting of the significant or contributory building, or impact on the streetscape character.

## **22.05-13 Fences and Gates**

- /201-  
----
- New or replacement fences or gates to the front or principal part of a significant or contributory building may be permitted where:
- the works reconstruct an original fence or gate, based on evidence of the original form, detailing and materials; or
  - the new fence is an appropriate contextual design response, where the details and materials are interpretive.
- New fences and gates should also:
- not conceal views of the building; and
  - be a maximum height of 1.2 metres if solid, or 1.5 metres if more than 50% transparent.

## **22.05-14 Services and Ancillaries**

- /201-  
----
- The installation of services and ancillaries, in particular those that will reduce greenhouse gas emissions or water consumption such as solar panels, solar hot water services or water storage tanks, may be permitted on any visible part of significant or contributory buildings where it can be demonstrated there is no feasible alternative and the services and ancillaries will not detract from the character and appearance of the building or heritage place.
- Items affixed to roofs, such as solar panels, should align with the profile of the roof.
- Services and ancillaries should be installed in a manner whereby they can be removed without damaging significant fabric.
- For new buildings, services and ancillaries should be concealed or incorporated into the design of the building.

## **22.05-15 Street Fabric and Infrastructure**

- /201-  
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- Street furniture, including shelters, seats, rubbish bins, bicycle racks, drinking fountains and the like, should be designed and sited to avoid:
- impacts on views to significant or contributory places and contributory elements; and
  - physical impacts on bluestone kerbs, channels and gutters, and other historic street infrastructure.

## 22.05-16 Signage

--/201-

New signage associated with heritage places should:

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- Minimise visual clutter.
- Not conceal architectural features or details which contribute to the significance of the heritage place.
- Not damage the fabric of the heritage place.
- Be in keeping with historical signage in terms of size and proportion in relation to the heritage place.
- Be readily removable.

Advertising signs may be placed in locations where they were traditionally placed.

The historical use of signage may be justification for new or replacement signage.

Existing signage that is deemed to have heritage value should be retained, and not altered or obscured, including historic painted signage.

## 22.05-17 Grading of heritage places

--/201-

All heritage places in an individual heritage overlay are significant.

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All heritage places on the Victorian Heritage Register are significant.

The grading (significant, contributory or non-contributory) of properties outside the Capital City Zone, which are in Heritage Overlay precincts or in groups of properties that share a single Heritage Overlay number, is identified in the incorporated document *Heritage Inventory 2015*. Significant streetscapes are also identified in the incorporated document.

‘Significant’ heritage place:

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

‘Contributory’ heritage place:

A ‘contributory’ heritage place is important for its contribution to a heritage precinct. It is of historic, aesthetic, scientific, social or spiritual significance to the heritage precinct. A ‘contributory’ heritage place may be valued by the community; a representative example of a place type, period or style; and/or combines with other visually or stylistically related places to demonstrate the historic development of a heritage precinct. ‘Contributory’ places are typically externally intact, but may have visible changes which do not detract from the contribution to the heritage precinct.

‘Non-contributory’ place:

A ‘non-contributory’ place does not make a contribution to the heritage significance or historic character of the heritage precinct.

## 22.05-18 Definitions

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| Term                  | Definition   |
|-----------------------|--|
| Alteration            | An alteration is to modify the fabric of a heritage place, without undertaking building works such as an addition.   |
| Assessed significance | The assessed significance of an individual heritage place or heritage precinct is identified in the relevant statement of significance, as contained in the place citation. This normally identifies what is |

| Term  | Definition   |
|---|--|
|   | significant, how it is significant, and why it is significant.   |
| Concealed/partly concealed                                | Concealed means not visible from any part of the street serving the front or principal part of the building, as defined under 'visible'. Partly concealed means that a limited amount of the addition or higher rear part may be visible, provided it does not dominate the appearance of the building's façade and the streetscape.   |
| Conservation  | Conservation means all the processes of looking after a place to retain its heritage significance. It may include one or more of maintenance, preservation, restoration, reconstruction, adaptation and interpretation.  |
| Context   | Context means the setting of a heritage place, as defined under 'setting', including the immediate landholding, adjoining significant or contributory places, and the surrounding area.  |
| Cultural significance                                     | Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.  |
| Development   | <p>Development includes:</p> <ul style="list-style-type: none"> <li>• construction or exterior alteration of a building</li> <li>• demolition or removal of a building or works</li> <li>• construction or carrying out of works</li> <li>• subdivision or consolidation of land, including buildings or airspace</li> <li>• placing or relocation of a building or works on land</li> <li>• construction or putting up for display of signs or hoardings</li> </ul> |
| Enhance   | Enhance means to improve the presentation and appearance of a heritage place through restoration, reconstruction or removal of unsympathetic or intrusive elements.  |
| Fabric  | Fabric means all the physical material of the heritage place.  |
| Front or principal part of a building                     | The front or principal part of a building is generally considered to be the front two rooms, with roof; or that part of the building associated with the primary roof form, whichever is the greater. For most non-residential buildings, the front part is generally considered to be one full structural bay in depth or 8 metres, including the roof.   |
| Heritage place  | A heritage place has identified heritage value and can include a site, area or space, building or other works, structure, group of buildings, precinct, archaeological site, landscape, garden or tree.  |
| Heritage precinct (as referred to in this policy)         | A heritage precinct is an area which has been identified as having heritage significance. It is identified as such in the Schedule to the Heritage Overlay, and mapped in the Planning Scheme Heritage Overlay Maps.   |
| Individual heritage place (as referred to in this policy) | An individual heritage place is equivalent to a significant heritage place. It may be graded significant within a heritage precinct. It may also have an individual Heritage Overlay control, and be located within or outside a heritage precinct.  |
| Key attributes  | The key attributes or important characteristics of a heritage precinct are identified in the precinct statement of significance.   |
| Lane  | Includes reference to public or private lanes, and ROWs.   |

| <b>Term</b>   | <b>Definition</b>  |
|---|--|
| Maintenance   | Maintenance means the continuous protective care of a place, and its setting, and is distinguished from repair which involves restoration or reconstruction.   |
| Massing   | Massing means the arrangement of a building's bulk and its articulation into parts.  |
| Preservation  | Preservation is maintaining the fabric of a place in its existing state and retarding deterioration.   |
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| Respectful and interpretive                             | When used in relation to design, respectful and interpretive refers to design that honestly admits its modernity while relating to the historic or architecturally significant character of its context. Respectful means a modern design approach to new buildings, additions and alterations to buildings, in which historic building form, proportions, details, colours and materials are referenced but not directly copied. Interpretive means a looser and simplified modern interpretation of historic building form, details and materials. |
| Restoration   | Restoration means returning a place to a known earlier state by removing accretions or later additions, or by reassembling existing elements. It is distinguished from reconstruction through not introducing new material.  |
| Services and ancillaries                                | Services and ancillaries include, but are not limited to, satellite dishes, shade canopies and sails, solar panels, water storage tanks, disabled access ramps and handrails, air conditioners, cooling or heating systems and hot water services.   |
| Setting   | Setting means the immediate and extended environment of a place that is part of or contributes to its significance.  |
| Streetscape   | A streetscape is a collection of buildings along a street frontage. When referred to in relation to a precinct, a streetscape typically contains a majority of buildings which are graded significant or contributory.   |
| Significant streetscape (as referred to in this policy) | Significant streetscapes are collections of buildings outstanding either because they are a particularly well preserved group from a similar period or style, or because they are highly significant buildings in their own right.   |
| Use   | Use means the functions of a place, including the activities and traditional and customary practices which may occur at the place or are dependent on the place.   |
| Visible   | Visible means anything that can be seen from a street (other than a lane, unless the lane is classified as significant) or public park.  |

## 22.05-19 Reference Documents

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East Melbourne & Jolimont Conservation Study 1985

Parkville Conservation Study 1985

North & West Melbourne Conservation Study 1985, & 1994

Flemington & Kensington Conservation Study 1985

Carlton, North Carlton and Princes Hill Conservation Study 1994 & 1985

South Yarra Conservation Study 1985  
South Melbourne Conservation Study 1985 & 1998  
Harbour, Railway, Industrial Conservation Study 1985  
Kensington Heritage Review, Graeme Butler 2013  
Review of Heritage Buildings in Kensington: Percy Street Area, Graeme Butler 2013

**APPENDIX C: PRECINCT STATEMENTS OF SIGNIFICANCE**



## HO1 - Carlton Precinct<sup>5</sup>

### History

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

By the late 1840s, there were calls to extend the city boundaries to the north, with the *Argus* newspaper arguing 'there seems no good reason why the city should not be allowed to progress'.<sup>6</sup> In 1850, the site of the new Melbourne General Cemetery was approved, located a then suitable two miles from the north city boundary. In 1852, during Robert Hoddle's tenure as Surveyor General, survey plans were prepared by Charles Laing for the first residential allotments north of Victoria Street in what became Carlton and North Melbourne.<sup>7</sup> The first sales of allotments south of Grattan Street took place in this period, and in 1853 the site of the University of Melbourne was reserved to the south of the new cemetery. An 1853 plan prepared by the Surveyor General's office shows the 'extension of Melbourne called Carlton' as being the area bounded by Victoria, Rathdowne, Grattan and Elizabeth streets.<sup>8</sup>

The slightly later 1855 Kearney plan shows subdivision of the suburb ending at a then unnamed Faraday Street and the site of the university. By 1857, when land between Grattan and Palmerston streets was auctioned, government notices identified the area as being in 'North Melbourne at Carlton'.<sup>9</sup> The naming of the 'Carlton Gardens' reserve was another use of 'Carlton' as a designator of the area, although the suburb was still commonly referred to as North Melbourne through the 1860s.<sup>10</sup>

Numerous small buildings were constructed in Carlton in the early period of its development, many of which were one or two room timber cottages or shops.<sup>11</sup> These buildings were mostly replaced throughout the later nineteenth century with more substantial and permanent brick and stone dwellings. This also followed the introduction of tighter building regulations in the 1870s, with the extension of the *Building Act* to cover Carlton in 1872.<sup>12</sup>

The *Sands & Kenny* directory of 1857 identifies occupants of buildings in Bouverie, Cardigan, Drummond, Leicester, Lygon, Queensberry, Rathdowne and Victoria streets. Cardigan and Bouverie streets included some commercial development with grocers, general stores and butchers listed along with boot makers, coach makers, plumbers and cabinet makers.<sup>13</sup> In 1865, allotments along the western edge of Drummond Street were subdivided for sale, prompting objections by some residents as this portion of the suburb had originally been reserved for public uses.<sup>14</sup>

Princes Park was part of an early large reservation north of the city, set aside by Charles La Trobe, Superintendent of the Port Phillip District, in the 1840s.<sup>15</sup> It subsequently evolved from a grazing ground and nightsoil depository, to a reserve used for recreation and sporting activities. Its establishment can also be understood in the context of a proposal, largely credited to La Trobe, to surround the city of Melbourne with a ring of parks and gardens, including land set aside for public purposes. The result was an inner ring of gardens, including Fitzroy, Treasury, Parliament, Alexandra, Domain and the Royal Botanic Gardens; and an outer ring including Yarra, Albert, Fawkner, Royal and Princes parks. The former were generally more formally designed spaces, intended for passive recreation; while the latter were developed in a less sophisticated manner for both active and passive recreation.<sup>16</sup>

In the latter nineteenth century, the use of Princes Park by Carlton sporting clubs was contentious. However the clubs were ultimately granted permissive occupancy, most notably the Carlton Football Club.<sup>17</sup> The 'Blues' had formed in 1864, being one of the earliest Australian Rules Football clubs. They formally occupied part of Princes Park from the late 1870s, having been granted 11 acres in 1878 on which to establish their home ground. The

first oval ('Princes Oval') was in the southern area of the park, before moving to the current location further north. Although in occupation of the park, the Blues still played their 'home' games elsewhere in these years, including at the Melbourne Cricket Ground.<sup>18</sup>

Carlton Gardens, later to be associated with the Royal Exhibition Building and international exhibitions, was originally laid out by Edward Latrobe Bateman in the mid-1850s. Further redesign was undertaken in subsequent years, leading up to 1879-1880, when the gardens hosted the International Exhibition of October 1880, and the Royal Exhibition Building (REB) was completed.<sup>19</sup> The REB and Carlton Gardens were inscribed in the World Heritage List in 2004, in recognition of the World Heritage (outstanding universal) values of the place, as derived from it being a surviving 'Palace of Industry' in its original setting, associated with the international exhibition movement of the nineteenth and early twentieth centuries.<sup>20</sup>

By the 1870s, Carlton was a substantially developed residential suburb.<sup>21</sup> Grand terrace rows had been constructed along Drummond Street to the south, including Carolina, Erin and Warwick terraces. On the diagonal Neill Street between Rathdowne and Canning streets, some 43 properties could be counted.<sup>22</sup> Commercial precincts had also developed in Barkly and Lygon streets. The north side of Barkly Street was a small service centre, with a number of timber shops housing grocers and butchers; while the more extensive Lygon Street retail centre was increasingly diverse, accommodating hairdressers, tailors and stationers.<sup>23</sup> Concurrent with this development was the construction of hotels in the suburb, which numbered approximately 80 by 1873.<sup>24</sup> Local bluestone, which was readily available by the 1850s and more reliable than bricks produced at the time, was used in the construction of a relatively high proportion of early buildings, including houses.<sup>25</sup> The main material for the façade of seven of the ten houses constructed in Murchison Street by 1868, for example, was stone,<sup>26</sup> and many of these houses were built by Scottish stonemasons.<sup>27</sup>

The re-subdivision of earlier allotments and small-scale speculative development was also a feature of the second half of the nineteenth century in Carlton. This resulted in some irregular allotment sizes, and consequently atypical building plans and designs, including dwellings with asymmetrical frontages, terraces of inconsistent widths, and row houses off-alignment to the street.<sup>28</sup>

By the late nineteenth century, some distinction had emerged between development in the north and south of the precinct. With the construction of the REB and development of Carlton Gardens, the main thoroughfares in the south attracted more affluent middle-class development, including larger houses which often replaced earlier more modest dwellings, and named rows of terraces. These developments complemented the London-style residential squares of the suburb, which were generally anticipated in the early subdivisions, and included Macarthur Place, Murchison Square and Argyle Square. Small workers' cottages tended to be constructed on secondary streets, including narrow ROWs behind larger properties. In the north, modest cottage rows on small allotments were more typical, reflecting the working class demographic of this area of Carlton. However, cottage rows were still named, as evidenced by Canning Street to the north of Kay Street which was occupied by Theresa cottages, Crimble cottages and Henrietta cottages. Such cottages tended to be of three or four rooms, compared to the much larger residences of generally eight rooms to the south.<sup>29</sup>

In the early decades of the twentieth century, the demographics of Carlton began to change, with recent arrivals from Eastern Europe including Jewish families.<sup>30</sup> The rapid development of the nineteenth century, which had included construction of tiny cottages in rear lanes, became the focus of the so-called 'slum clearance' movement from the interwar period. In the mid-twentieth century, Carlton remained characteristically a working class suburb, its residents predominantly low-income workers and immigrants.<sup>31</sup>

The most high profile of the immigrant groups to arrive in Carlton in the post-war period were the Italians, with the suburb becoming known as 'Little Italy'; Greek and Lebanese families also arrived in large numbers. Post-war migration had a significant impact on the the suburb, not least in the transformation of Lygon Street. In the section between Queensberry and Elgin streets, there were 14 Italian proprietors in 1945, increasing to 47 by 1960, many of whom were restaurant operators.<sup>32</sup> Melbourne's inner suburbs in the post-war period offered cheaper housing and access to manufacturing work, and by 1960 there were an estimated 6,500 Italian residents in Carlton, approximately one quarter of the suburb's population.<sup>33</sup>

Students have been associated with Carlton since the establishment of the University of Melbourne in the 1850s. However, more affordable tertiary education, and the (then) relatively cheap cost of housing, brought large numbers of students to the suburb from the 1960s.<sup>34</sup> This led to another cultural shift in Carlton, as the suburb became synonymous with new and alternative social and artistic movements in literature, film and theatre. La Mama Theatre and the Pram Factory were innovators in the theatrical arts. The suburb was also documented in popular film and television.

In the late twentieth and early twenty-first centuries, Carlton again underwent a transformation, with gentrification and intensified residential development, and the restoration of its many historic buildings.

### **Description**

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

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

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

The precinct is mainly residential, but with commercial streets and historic shops and hotels scattered throughout, including to street corners. Small scale former manufacturing and industrial development, mostly dating from the early decades of the twentieth century, is also located in some residential streets albeit limited in extent.

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

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

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

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

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

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

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

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

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

#### *Pattern of development*

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

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

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

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

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

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

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

Public parks and smaller public squares or gardens within or immediately adjoining the precinct, are another legacy of the nineteenth century surveys and subdivisions. The latter were influenced by London-style squares and include Argyle, Murchison, Macarthur and Barry (University) squares, with residential development laid out around the squares. These have historically provided landscaped spaces for informal recreation in the densely developed precinct area.

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

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

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

#### **Statement of significance**

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

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

#### *What is significant?*

Carlton Precinct was developed from the mid-nineteenth century as part of the extension of Melbourne to its north during a period of significant population growth. Significant and

contributory development in the precinct dates from the mid nineteenth century through to the interwar period, although Victorian development predominates. Some places of heritage value may also be outside this date range. The precinct is mainly residential, with some commercial streetscapes and commercial buildings scattered throughout; institutional development; and limited small scale former manufacturing and industrial development, mostly dating from the early twentieth century.

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

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

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

*How is it significant?*

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

*Why is it significant?*

Carlton Precinct is of **historical significance**, as a predominantly Victorian-era precinct which reflects the early establishment and development of Carlton, on the northern fringe of the city. It was planned on the basis of early 1850s surveys undertaken during Robert Hoddle's tenure as Surveyor General, with the first residential allotments located to the north of Victoria Street. The precinct retains a comparatively high level of intactness, and a very high proportion of pre-1900 buildings, including terrace (row) housing, complemented by historic shops, institutions and public buildings. Surviving 1850s and 1860s buildings in particular attest to the precinct's early development. Parks and squares, including Macarthur Place, Murchison Square and Argyle Square, also provide evidence of early planning. Princes Park is of historical significance, having been reserved in the 1840s by Superintendent of the Port Phillip District, Charles La Trobe. This visionary action resulted in a ring of parks and gardens surrounding inner Melbourne, of which Princes Park is a stand out example. Part of the park, and later specifically Princes Oval, has been the home of the Carlton Football Club since the late 1870s. By the late nineteenth century, some distinction had emerged between development in the north and south of the precinct. Modest cottages and terrace rows on small allotments were more typical of the north, reflecting the historic working class demographic of this area of Carlton. In the south, the proximity to the city and, notably, the prestige associated with the Royal Exhibition Building (REB) and Carlton Gardens, and the International Exhibitions of the 1880s was reflected in grander residential development. The World Heritage Listing of the REB and Carlton Gardens in 2004 was in recognition of the outstanding universal values associated with this site and its role in the international exhibition movement of the nineteenth and early twentieth centuries.

Carlton Precinct is of **historical and social significance** for its later 'layers' of history and culture, including an ongoing connection with migrant groups. The arrival of people from Eastern Europe in the early twentieth century, followed by Italian immigrants, wrought significant change to the precinct. Lygon Street evolved into an iconic inner Melbourne commercial strip, much valued by Melburnians for its Italian culture and colour. In the 1960s and 1970s, students also moved into Carlton in great numbers, with the suburb becoming synonymous with new and alternative social and artistic movements. This cultural awakening had wider ranging impacts on Australian arts, including literature and theatre.

Carlton, in turn, has been well documented in popular culture, and featured in film and television. Princes Park is also of social significance, being highly valued by the community for providing opportunities for passive recreation and more formal sporting activities; and as the home of the Carlton Football Club.

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



## HO2 - East Melbourne and Jolimont Precinct<sup>35</sup>

### History

The East Melbourne and Jolimont Precinct is located within the suburbs of the same name. Development in the precinct was amongst some of Melbourne's earliest outside the original town centre.

East Melbourne was surveyed by Robert Hoddle in 1837 as part of his wider survey of Melbourne. His plan included the Government Paddock and Police Magistrates Paddock, between what is now Wellington Parade and the Yarra River, in the area generally occupied by the present day Yarra Park. Between 1836 and 1839, the Police Magistrate, Captain William Lonsdale, occupied a residence in the Police Paddock.<sup>36</sup> In 1839 Charles La Trobe, Superintendent of the Port Phillip District constructed his residence on approximately 12 acres in the Government Paddock. Hoddle in 1842 also prepared a grid plan for residential subdivision in East Melbourne, which was revised in 1848 to accommodate a north-south creek within a large park which later became the Fitzroy Gardens. The first residence constructed in this area of East Melbourne was Bishops court, on the east side of the gardens, the site of which had been selected by Anglican Bishop Perry in 1848. The original bluestone component of the Episcopal residence was completed in 1853; its construction helped to establish East Melbourne as a prestigious residential area.

While early Melbourne was aligned to maximise frontage to the Yarra River, East Melbourne was laid out on Hoddle's regular grid, with allotments on north-south and east-west axes, and alternating broad streets and narrow service lanes.<sup>37</sup> The suburb was established on a rise to the east of Melbourne, and was associated with Eastern Hill to its north-west. The hill then dropped away, eastwards to Hoddle Street and southwards to the Yarra River.

Eastern Hill became the focus of civic, ecclesiastical, educational and institutional development from the 1840s. This was in no small part due to the colonial Government making land grants available for education and religious purposes. In December 1851, when the colony of Victoria separated from New South Wales, a site at the top (east end) of Bourke Street, in Spring Street, and on the western boundary of East Melbourne, was chosen for the new Parliament House. Construction commenced in 1856.<sup>38</sup> The first Metropolitan Fire Brigade Headquarters was (and remains) located here. The early sites of St Peter's Church and the Lutheran Church were also in Eastern Hill, as was that of St Patrick's Cathedral at the intersection of Gisborne and Albert streets, where construction began in 1857. This helped to establish a long history of Catholic Church property ownership in and adjoining the precinct area. The Royal Victorian Eye and Ear Hospital also opened in Albert Street in 1863.<sup>39</sup> Other notable developments in this area included the early campuses of prestigious schools such as Scotch College, Cathedral College and Presbyterian Ladies College.

A map of Melbourne of 1872 illustrates the ongoing concentration of ecclesiastical development in and adjoining the precinct. Indicated on the plan are St Peter's Church, St Patrick's Cathedral, the Baptist Church, Church of England, Bishops court and Cathedral Reserve, and Presbyterian, Lutheran, Scotch, Unitarian and Congregational churches.<sup>40</sup>

Notwithstanding the earlier residential occupations of La Trobe, Lonsdale, and the acquisition of land for Bishops court, the first Crown land sales in East Melbourne took place in 1852. Allotments were sold on Albert Street in the north of the suburb; and between Wellington Parade and George Street in the suburb's south, overlooking the parklands which became Yarra Park.<sup>41</sup> The delay in selling these allotments, after the late 1840s subdivision, coincided with increasing affluence and population growth in Melbourne due to the gold rushes.<sup>42</sup> East Melbourne rapidly became an attractive place of residence for professional and business classes, and government officials. Further land sales took place in 1853, with

allotments sold between George Street and Victoria Parade.<sup>43</sup> The Kearney Plan of 1855 shows a National School had been established on the corner of Grey and Powlett streets, with Scots School on the corner of Albert and Eades streets. The first buildings on the Victoria Parade Brewery site are also visible, as is the Parade Hotel on Wellington Parade.<sup>44</sup>

On his departure from Victoria in 1854, La Trobe gave instructions for his property to be subdivided. Jolimont Estate was sold in the late 1850s and 1860s, with prospective purchasers directed to take note of the 'many and great advantages' of the allotments including their proximity to the city.<sup>45</sup> Jolimont Square, as it is known, is bounded by Wellington Parade South, and Agnes, Palmer and Charles streets. The Adult Deaf Society acquired the site in the 1920s and developed it with various facilities. In more recent times, the square has been returned to residential use, including modern townhouse development.

The building and safety standards of the Melbourne *Building Act* of 1849 applied early to East Melbourne, resulting in construction of few timber buildings.<sup>46</sup> Stone was an early construction material, with brick and masonry predominating.

By the early 1860s, a number of terrace rows had been constructed in the precinct, including on Wellington Parade, Victoria Parade, Hotham Street and Clarendon Street.<sup>47</sup> Residents of the 1860s included many of Melbourne's more prominent figures, such as architects Leonard Terry and J J Clark; politicians Edward Cohen MLA and John McCrae MLC; artist Eugene von Guerard; surveyor Clement Hodgkinson; and numerous teachers, medical and legal professionals.<sup>48</sup> The reputation of the suburb remained strong through the nineteenth century, with Sir William John and Janet Lady Clarke's remarkable Cliveden mansion constructed on the corner of Clarendon Street and Wellington Parade in 1888. The couple hosted numerous social functions at their opulent residence including balls, dinners and garden parties.<sup>49</sup>

In 1881, the former police barracks land at the south-west corner of Wellington Parade and Punt Road was subdivided into 83 residential allotments and sold. The former police hospital at the corner of Berry and Vale streets was purchased by the Victorian Infants Asylum, and the institution later became known as the Berry Street Babies Home and Hospital.<sup>50</sup>

By the mid-1890s, both suburbs were substantially developed, with some large detached residences situated in the elevated area closer to Fitzroy Gardens and Yarra Park; substantial two-storey terrace rows and detached villas along Powlett and Hotham streets; and single storey terraces and more modest houses in the east of the suburb towards Hoddle Street.<sup>51</sup>

The development of parks was important to the precinct. This can be understood in the context of a proposal, largely credited to La Trobe, to surround the city of Melbourne with a ring of parks and gardens, including land set aside for public purposes. The result was an inner ring of gardens, including the Fitzroy, Treasury, Parliament, Alexandra and Royal Botanic Gardens and the Domain; and an outer ring including Yarra, Albert, Fawkner, Royal and Princes parks. The former were generally more formally designed spaces, intended for passive recreation; while the latter were developed in a less sophisticated manner for both active and passive recreation.<sup>52</sup>

'Fitzroy Square' had been set aside in 1848, but it was as 'Fitzroy Gardens' that the park was developed between 1859 and the mid-1860s, under the supervision of Assistant Commissioner of Lands and Survey, Clement Hodgkinson (a local resident) and head gardener, James Sinclair.<sup>53</sup> The smaller squares of Darling Square and Powlett Reserve were also developed in the mid-nineteenth century, with simple path layouts and plantings, and Powlett Reserve incorporating sporting facilities.<sup>54</sup>

Further south, the Government Paddock was used for sport and recreation purposes from as early as 1853, when the Melbourne and Richmond cricket clubs were each granted a portion

of the reserve. Yarra Park was officially reserved as a recreation ground in 1862 and named by 1867.<sup>55</sup> The first game of Australian Rules football was played in Yarra Park in 1858. Melbourne Cricket Club also established a cricket ground, which evolved to become the internationally renowned stadium, the Melbourne Cricket Ground (MCG). The MCG was also home to the Melbourne Football Club which was established in 1859 and is the oldest Australian Rules football club, and one of the oldest of any football code, in the world. The stadium also hosted the 1956 Olympic Games. Richmond Cricket Club developed its own ground, the Punt Road Oval, which in turn was home to the Richmond Football Club, as established in 1885.

Jolimont was historically close to the railways and Jolimont rail yards, including substantial railway infrastructure such as workshops and maintenance sheds, much of which has been demolished.

In the early twentieth century, with the growing preference for garden suburbs in the city's east, East Melbourne's popularity as a prestigious suburb began to decline. A number of larger residences were converted for boarding house or apartment use. By 1924, there were a reported 280 boarding houses in East Melbourne, with the Health Commission expressing concern about their operation. Some had kitchens located on balconies and in landings, and in some cases combined with bathrooms.<sup>56</sup> Such was the number of boarding house keepers in the suburb in this period, that a meeting to protest the imposition of boarding house regulations was held in a church in East Melbourne in 1925.<sup>57</sup> The Old Men's Shelter in Powlett Reserve (1938) was constructed to provide support for elderly men living in the suburb's boarding houses.<sup>58</sup>

Other allotments, including those associated with a former foundry site east of Simpson Street, between George Street and Wellington Parade,<sup>59</sup> were redeveloped with small to medium scale residential flats and apartments of various styles. Many of these, particularly those built in the interwar period, were of relatively high quality design. In this period, two major hospitals were also established in East Melbourne, with the Mercy Hospital (1934-35) and Freemasons Hospital (1937) in Clarendon Street.

In the post-war period, the suburbs' proximity to the city saw many large properties along Wellington and Victoria parades redeveloped for commercial and governmental use, including construction of large-scale office buildings.<sup>60</sup> Cliveden mansion was demolished in 1968 to make way for the Hilton Hotel. Ironically, East Melbourne's status as an attractive place of residence also began to return in this period. This effectively ended the boarding house era, with many large houses and mansions returned to single dwellings, and a wave of restoration work commencing. Apartment towers were also constructed in the precinct, in Clarendon Street and on Wellington and Victoria parades. Jolimont has also been subject to redevelopment on its southern and western edges, with construction of small to medium sized office and apartment buildings.

## **Description**

The extent of the East Melbourne and Jolimont Precinct is identified as HO2 in the planning scheme maps.

Fitzroy Gardens, Yarra Park, Melbourne Cricket Ground, Richmond Cricket Ground and Jolimont Railway Station, are largely within or immediately adjoin the precinct.

Significant and contributory development dates from the 1850s through to the interwar period, although Victorian development predominates. Some places of heritage value may also be outside this date range.

East Melbourne and Jolimont precinct is predominantly residential in character, and renowned for its high quality historic dwellings. Some of Melbourne's finest and earliest

large houses of the 1850s and 1860s are in the precinct, complemented by later development including grand terraces in pairs and rows and substantial free-standing villas from the 1870s and after. There are also Edwardian dwellings and interwar duplexes and flat blocks. Front garden setbacks are common, as is rear lane access. The height of residences varies, with buildings of one, two and sometimes three storeys. More modest, often single-storey cottages and terrace rows are located in the east of the precinct. Large and prominent dwellings are often located to corners.

Residential buildings are typically well resolved in terms of their design and detailing. Brick is the predominant construction material, with rendered masonry, face brick and examples of stone buildings. Decorative and often ornate cast iron work to verandahs is evident in the later Victorian houses, with the iron work displaying a rich variety of patterns; while earlier dwellings are more simply detailed. Slate roofing is common, as are hipped roof forms, and prominent and visible chimneys. Eaves lines and parapets are detailed and ornamented, including with urns and finials; side or party walls extend from the fronts of terraces, as per the nineteenth century fire regulations, and are often decorated. A high number of original iron palisade fences with stone plinths survive. Smaller scale rear wings are typical for two-storey terraces and dwellings, although rear additions are common, some of which are large and visible to rear lanes and ROWs. Vehicle accommodation is generally not visible from principal streets, but more common to rears of properties, with rear lane access.

Within the precinct there are an unusually high number of properties of individual historical and architectural significance, including many on the Victorian Heritage Register.

Principal roads in the precinct include Victoria Parade on the north, which is a grand historic boulevard, albeit with later twentieth century office towers and hospital development at the west end, much of which replaced substantial historic residences. However, some substantial dwellings remain west of Lansdowne Street, and further east towards the redeveloped Victoria Brewery site (Tribeca). Finer grained and more modest residential development, including single and two-storey terraces, is located in the lower eastern part of the parade.

Wellington Parade separates the suburbs of East Melbourne and Jolimont, with the north side of the road redeveloped in the second half of the twentieth century, predominantly with office and apartment towers, and also the Hilton Hotel on the site of the historic Cliveden mansion. Some substantial historic residences survive, and at the east end, a concentration of interwar flat blocks associated with the Garden Avenue development on the former foundry site.

Hoddle Street within the precinct has predominantly Victorian residential development, together with St John's Church and primary school at the north-east corner of the precinct; the former Yarra Park Primary School; east boundary of Yarra Park; and the Punt Road Oval at the south-east corner of the precinct.

Clarendon Street was historically a prestigious street, beginning with the construction of Bishops Court in the early 1850s, and now regarded as one of Melbourne's most significant early houses. Noted other residences include 206 Clarendon Street (1856, later Redmond Barry's house); Clarendon Terrace (1856); Mosslenoch (1881); and St Hilda's House (1907). Clarendon Street has also been subject to some substantial twentieth century developments, including tall apartment buildings, hospital complexes, and the aforementioned Hilton Hotel at the south end of the street. Albert Street, bordering the north side of Fitzroy Gardens, has similarly attracted higher quality residences as well institutional development.

The main residential streets in East Melbourne are typically highly intact, but also diverse, incorporating the range of historic dwelling types described above. They include George, Hotham, Gipps, Grey, Powlett and Simpson streets. The significant Queen Bess Row (1886)

is prominent in Hotham Street, and was one of the earliest apartment buildings in Melbourne.

In Jolimont, the eastern component has Wellington Parade South to its north boundary, and incorporates Vale and Berry streets, and Webb lane, with historic residences interspersed with later development. Vale Street, facing west to Yarra Park, includes grander residences. The western component of Jolimont also has Wellington Parade South to its north boundary, and is distinguished by the historic Jolimont Square estate of the mid-nineteenth century, with the Square itself variously retaining historic and later buildings, including those associated with the former Adult Deaf Society use of the site. Jolimont Terrace, facing east to Yarra Park, complements Vale Street across the park with its grand historic residences. Elsewhere, this western area of Jolimont is highly varied, with modest historic cottages, early twentieth century warehouses, and later twentieth century office and residential developments.

In lanes throughout the precinct rear boundary walls vary, with many original walls removed or modified to accommodate vehicle access. Some historic outbuildings remain, but contemporary rear additions to houses are common, some of which are large and visible to the rear lanes and ROWs.

The Catholic Church has historically been a major landowner in the area, expanding out from St Patrick's Cathedral and the archdiocesan administration complex on the west side of Fitzroy Gardens, to historic properties in the west end of Albert Street and the former Mercy Hospital complex in Clarendon Street.

Commercial, manufacturing and industrial development has historically been limited. Exceptions include Victoria Brewery on Victoria Parade, established in the 1880s, and historically a dominant complex on the parade; this was adapted and redeveloped as an apartment complex (Tribeca) in the early 2000s. Some limited historic commercial development is also located on Wellington Parade.

#### *Pattern of development*

In East Melbourne, the highly regular grid of the late 1840s government subdivision resulted in both north-south and east-west running streets, and very consistent rectilinear blocks of development. The mostly wide streets are interspersed with parks and squares. Powlett Reserve occupies a full block between Powlett and Simpson streets, while Darling Square occupies a half block between Simpson and Darlings streets. Minor streets and lanes cross, or partly extend into the main blocks of development. The pattern is broadly one of larger allotments in the west of the subdivision, with smaller allotments in the east.

Jolimont Square, in the western part of Jolimont, is associated with the subdivision of Charles La Trobe's Jolimont Estate in the late 1850s. As noted, Agnes, Palmer and Charles streets are associated with this historic subdivision.<sup>61</sup> The Square also retains an axially arranged central garden now planted as a lawn, running north-south for most of the depth of the Square. The garden is surrounded by a circulating driveway which reflects the layout of the original plan.

The eastern part of Jolimont, to the corner of Wellington Parade and Punt Road, also follows a regular pattern of north-south running streets, being Vale and Berry streets, and Webb Lane. This subdivision occurred in the early 1880s, following alienation of part of the old Police Paddock.

Garden Avenue, off the east end of Wellington Parade and adjoining the railway cutting, is associated with an interwar subdivision of a former foundry site.

Major roads and boulevards border or traverse the precinct. Several of these were historically major thoroughfares east of the city, including Victoria and Wellington parades, and Albert Street. Hoddle Street, merging into Punt Road, borders the east side of the precinct. The *Roads Act* of 1853 provided for a number of wide (3 or 4 chains) routes out of Melbourne, indicating the then Surveyor-General, Robert Hoddle planned for the growing city. These routes included Wellington Parade, Hoddle Street and Victoria Parade. The latter is elevated at its western end in the area of Eastern Hill, then steps down to the east to Hoddle Street. Wellington Parade runs east-west through the precinct, separating the suburbs of East Melbourne and Jolimont.

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

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

The precinct is notable for its historic parks and gardens, including Fitzroy Gardens, the smaller squares in Powlett and Simpson reserves, and the extensive Yarra Park. There are views into and out from the parks and gardens to the bordering residential areas. Yarra Park, in turn, is dominated by the Melbourne Cricket Ground and also hosts Richmond Cricket Ground, home of the Richmond Football Club.

The parks and squares variously retain elements of their original or early landscape design, mature tree plantings including specimen trees, mature tree avenues, perimeter borders and garden bed borders. There is also some remnant indigenous vegetation, including to Yarra Park.

Fitzroy Gardens has an outstanding collection of plants, including conifers, palms and deciduous trees; Dutch and English elm rows and avenues; a cedar avenue; and a collection of nineteenth century pines and araucarias. The gardens also contain significant buildings and structures including the Band Pavilion (1864), Rotunda (1873), Sinclair's Cottage (an early gardener's cottage, 1866), the Spanish Revival-styled Conservatory (1930) and the electricity substation (1940).<sup>62</sup>

Tree plantings, including planes and elms, are common to centre medians and sides of streets in the precinct. Streets with tree plantings include Albert, George, Powlett, Simpson and Clarendon streets. Victoria Parade has a double row of elms down its centre, as befits its historic role as a grand boulevard.

Gardens and deep front setbacks are common in precinct, especially in the western area of East Melbourne where the allotments are large. Outstanding in this context is the garden of Bishops court, a renowned inner Melbourne private garden of generous proportions with a sweeping drive and lawn, and both evergreen and deciduous tree species.

Jolimont Terrace, facing Yarra Park, has grand houses on large allotments and a generally consistent pattern of deep setbacks and front gardens.

#### **Statement of significance**

East Melbourne and Jolimont Precinct (HO2) is of state significance. It satisfies the following criteria:

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

### *What is significant?*

East Melbourne and Jolimont Precinct is associated with some of Melbourne's earliest surveys and subdivisions, beginning in the late 1830s. It is predominantly residential in character, and renowned for its high quality historic dwellings, and proximity to some of Melbourne's most significant public institutions, sporting facilities, and parks and gardens. Significant and contributory development dates from the 1850s through to the interwar period, although Victorian development predominates. Some places of heritage value may also be outside this date range.

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

- Typical nineteenth century building characteristics including:
  - Use of face brick, rendered masonry and bluestone building materials.
  - Hipped roof forms with often visible and prominent chimneys, and slate cladding; eaves lines and parapets with detailing and ornamentation, including urns and finials; side or party walls extending from the fronts of terraces, and often decorated; verandahs with decorative and often ornate cast iron work, and tiled floors; iron palisade fences on stone plinths; and limited or no side setbacks.
- Presence of some of Melbourne's earliest and finest large houses.
- Simply detailed earlier Victorian dwellings which contrast with later more ornate including 'Boom' style residences.
- Other later development as evidenced in Edwardian and interwar buildings.
- Very high proportion of surviving first or original dwellings.
- Unusually high number of properties of individual historical and architectural significance, including many on the Victorian Heritage Register.
- Typically low scale character, of one and two-storeys, with some larger three-storey buildings.
- Larger scale development including multi-storey modern buildings mostly confined to the borders of East Melbourne, with low scale historical development and minimal infill to the suburb's centre.
- In East Melbourne, the late 1840s planning and government subdivision as evidenced in:
  - Highly regular grid of streets and consistent rectilinear blocks of development, interspersed with parks and squares.
  - Mostly wide and straight north-south and east-west streets, with minor streets and lanes which cross, or partly extend into the main blocks of development.
  - Larger allotments in the west and smaller allotments in the east.
  - Lanes and ROWs which provide access to rears of properties.
  - Fitzroy Gardens as planned for the west side of the residential grid.
- In Jolimont, nineteenth century planning and subdivision as evidenced in:

- Jolimont Square in the west of the suburb, being the historic subdivision of Charles La Trobe's Jolimont Estate in the late 1850s.
- In the east of the suburb, subdivision from the early 1880s of part of the old Police Paddock.
- Importance of major roads and thoroughfares which border or traverse the precinct, with their historical status demonstrated in surviving significant development, including Victoria and Wellington parades, and Albert, Clarendon and Hoddle streets.
- Historic parks and gardens which distinguish the precinct and have historically enhanced its prestige, including Fitzroy Gardens and Yarra Park.
- Views into and out from the parks and gardens to the bordering residential areas.
- Dominance of the Melbourne Cricket Ground in Yarra Park.
- Importance of gardens and front setbacks to dwellings; and street plantings including planes and elms, to centre medians and sides of streets.
- Historic street materials including bluestone kerbs and channels, and lanes with original or relayed bluestone pitchers and central drains.
- Vehicle accommodation which is generally not visible from principal streets, but more common to rears of properties, with rear lane access.

*How is it significant?*

East Melbourne and Jolimont Precinct is of historical, aesthetic/architectural and social significance to the State of Victoria.

*Why is it significant?*

East Melbourne and Jolimont Precinct is of **historical significance**. East Melbourne was one of the earliest Melbourne suburbs surveyed by Robert Hoddle in 1837. His plan included the Government and Police Magistrates paddocks, in the future Yarra Park, where two significant early public figures, Superintendent of the Port Phillip District, Charles La Trobe and Police Magistrate Captain, William Lonsdale, took up residence in the late 1830s. Hoddle also prepared a grid plan for residential subdivision of East Melbourne in 1842, which was revised in 1848 to accommodate the future Fitzroy Gardens. Bishops court, the Episcopal residence of Anglican Bishop Perry, was the first dwelling in the subdivision, constructed in 1853. It helped to establish East Melbourne as a highly prestigious residential area which subsequently attracted the professional and business classes, and many prominent figures in government, politics, law, medicine, architecture and the arts. The suburb was associated with Eastern Hill, the focus of civic, ecclesiastical, educational and institutional development from the 1840s, and the future site of St Patrick's Cathedral. It was also on the fringe of the developing Parliamentary and Treasury precincts, the seat of government in Victoria. Jolimont was mostly developed later, but notably included the 1850s subdivision of La Trobe's earlier Jolimont Estate (in the former Government Paddock). Major roads and boulevards border or traverse the precinct, several of which were historically important thoroughfares heading east out of the city. Wellington Parade, Hoddle Street and Victoria Parade were envisioned by Robert Hoddle as major routes out of Melbourne, their status confirmed in the *Roads Act* of 1853. The precinct is also significant for its historic parks and gardens, with Yarra Park and Fitzroy Gardens two of the ring of parks reserved by La Trobe, in a visionary action which resulted in a series of much valued open spaces surrounding inner Melbourne. The first game of Australian Rules football was played in Yarra Park in 1858; Melbourne Cricket Club also established a cricket ground in the park, which evolved into the internationally renowned stadium, the Melbourne Cricket Ground (MCG). The MCG was also



home to the Melbourne Football Club which was established in 1859 and is one of the oldest football clubs, of any code, in the world. The stadium hosted the 1956 Olympic Games. Richmond Cricket Club also developed its own ground in Yarra Park, the Punt Road Oval, which in turn was home to the Richmond Football Club established in 1885.

East Melbourne and Jolimont Precinct is of **social significance**, and highly regarded in Melbourne for its historic streetscapes and buildings. Both Fitzroy Gardens and Yarra Park are also highly valued, with the former a popular place for passive recreation in proximity to Melbourne's CBD. The latter gains significance from being the setting for the MCG; the association of Yarra Park with the development of Australian Rules football is also of social significance.

The **aesthetic/architectural significance** of the East Melbourne and Jolimont Precinct largely rests in its Victorian-era development. The precinct is renowned for its high quality historic dwellings, including some of Melbourne's finest and earliest large houses of the 1850s and 1860s, complemented by later development including grand terraces in pairs and rows and substantial free-standing villas from the 1870s and after. There are also Edwardian dwellings and interwar duplexes and flat blocks. Within the precinct there are an unusually high number of individual properties included in the Victorian Heritage Register; and little replacement of first or original dwellings has occurred. East Melbourne's streets are mostly wide, straight and tree-lined, interspersed with parks and squares, following the highly regular gridded pattern of the 1840s subdivision. The major roads and boulevards historically attracted grander development. Clarendon Street was an early prestigious residential street, with several of Melbourne's most significant early residences constructed there, beginning with Bishops Court in 1853. Jolimont also has significant historic residences. Lanes throughout the precinct are demonstrably of nineteenth century origin and function. Historic parks and gardens further enhance the aesthetic significance, including Fitzroy Gardens, the smaller squares of Powlett and Simpson reserves, and the extensive Yarra Park. These variously retain elements of their original or early landscape design, including specimen trees, mature tree avenues, perimeter and garden bed borders; and some remnant indigenous vegetation, including in Yarra Park. There are views into and out from the parks and gardens to the bordering residential areas. Yarra Park is dominated by the MCG and also hosts the Punt Road Oval. Fitzroy Gardens is an outstanding early public park in Melbourne, with an important collection of plants, some of which date to the nineteenth century. It also retains significant historic buildings and structures.

### HO3 - North and West Melbourne Precinct<sup>63</sup>

#### History

North Melbourne and West Melbourne Precinct is located within the suburbs of the same name. The precinct developed as part of the extension of Melbourne to its north, associated with the mid-nineteenth century growth in population.

In the mid to late 1840s, there were growing calls for the boundaries of the city of Melbourne to be extended, although some allotments in Jeffcott and Batman streets to the north-west of the original Hoddle Grid had by this time been surveyed.<sup>64</sup> In 1849, a site was chosen for the Benevolent Asylum, on 'the summit of the hill overlooking the junction of the Moonee Moonee Ponds with the Salt Water swamp'. It was 'the most magnificent that could be well imagined ... peculiarly eligible for a public building'.<sup>65</sup> The foundation stone was laid in June 1850, and the asylum opened in 1851.<sup>66</sup> The location of the asylum at the then western end of Victoria Street interrupted the subsequent route of the thoroughfare.

In 1852, during Robert Hoddle's tenure as Surveyor General, survey plans were prepared by Charles Laing for the first residential allotments north of Victoria Street in what became Carlton and North Melbourne; the extension of the city to its north had effectively been formalised.<sup>67</sup> From La Trobe Street, King and Spencer streets were extended towards Victoria Street on a curved north-west axis past the site of the flagstaff, later Flagstaff Gardens. North of Victoria Street, the new streets followed a more rigorous grid, on a north-south and east-west alignment. Flemington Road, on the northern boundary of North Melbourne, was based on an earlier track to Geelong with a crossing at the Saltwater (Maribyrnong) River.<sup>68</sup> The track was in place as early as 1840, and Flemington Road became a stock route to the Newmarket livestock saleyards, opened by 1859-60.<sup>69</sup>

Allotments east of Curzon Street, between Victoria and Queensberry streets, were auctioned in September 1852, with allotments in Dryburgh and Abbotsford streets sold in March 1853.<sup>70</sup> A plan of 1852 indicates that 'North Melbourne' referred to the allotments along Spencer and King streets, with an area called 'Parkside' to the north of Victoria Street. Parkside took in parts of what is now Parkville and North Melbourne, with allotments laid out to either side of Flemington Road, and along Queensberry Street West.<sup>71</sup> In January 1855, North Melbourne was proclaimed as the Hotham ward of the City of Melbourne, after Lieutenant Governor Sir Charles Hotham.<sup>72</sup> The Kearney plan of 1855 shows the northern part of North Melbourne was intended to address Royal Park, with radial allotments around London-style circuses incorporating small parks and squares. However, the pressures of the population boom following the start of the gold rushes saw this scheme modified by the 1860s, when allotments along Molesworth, Chapman, Erskine and Brougham streets were sold.<sup>73</sup> This elevated area became known as 'Hotham Hill', and had allotments of more generous proportions than the earlier subdivisions to the south; it was also subsequently developed with some substantial residences.<sup>74</sup>

The 1855 rate books for Hotham ward indicate that the majority of early residences in the precinct were small cottages constructed of wood, with some buildings of brick or stone. A commercial and civic precinct had developed by this time, centred on Queensberry, Errol and Leveson streets. Hotels were prominent, including the bluestone Lalla Rookh in Queensberry Street and the Empire Hotel in Errol Street; bakers, grocers and butchers; and small scale manufacturers including saddle and boot makers were also operating.<sup>75</sup> Development along Victoria Street related to its role as a main thoroughfare out of the city. The presence of saddle and tent makers, farriers and veterinarians,<sup>76</sup> also demonstrates the importance of these early North and West Melbourne commercial activities in servicing the growing goldfields traffic and migration of people to the gold rush centres north-west of Melbourne.

In March 1858, a reported 1500 residents of Hotham met to agitate for separation from the City of Melbourne, indicating an early level of political engagement by the local residents. In September 1859, the Borough of Hotham was proclaimed.<sup>77</sup> The first town hall was constructed on an elevated site at the corner of Queensberry and Errol streets in 1862-63, and was replaced in 1875-76 by the present municipal complex designed by noted architect George Johnson. In 1887, the name of the Town of Hotham was changed to the Town of North Melbourne.<sup>78</sup>

By the latter decades of the nineteenth century, the precinct was predominantly a working class area, accommodating workers and their families associated with many diverse commercial, manufacturing and small and large scale industrial operations. These were located in, or adjoined the current precinct area. By way of example, a row of terraces at 461 to 483 Queensberry Street, owned by prominent local resident John Stedeford, was occupied in 1890 by carpenters, a waiter, labourer, slipper maker, cab proprietor, tinsmith, broom maker, banker and a boarding house operator. Of the twelve properties in Scotia Street in this period, seven were occupied by labourers, with a bootmaker, joiner, saddler and folder also listed in the municipal rate books.<sup>79</sup> Likewise, residents of the south end of Chetwynd Street included a carrier, engine driver, traveller, barman, lithographer, boilermaker and a blacksmith.<sup>80</sup>

Larger industries and employers were located to the perimeter of the precinct. Queen Victoria Market was developed to the east from the mid-1850s; the Hay, Corn and Horse Market to the north at the intersection of Flemington Road and Royal Parade developed in the same period; while the Metropolitan Meat Market was established in Courtney Street in 1880. Abattoirs were also located outside the precinct area. Railway yards and rail infrastructure were to the south-west of the precinct. The West Melbourne swamp was made over in the late nineteenth century to become Victoria Dock, the main cargo port for the booming city of Melbourne.

A number of agricultural implement manufacturers were located in Hotham; timber milling occurred in the west of the precinct; tanners and soap manufacturers operated from Boundary Road; and the Melbourne Gas Works and Omnibus Company stables were situated on Macaulay Road.<sup>81</sup> Carriage works, foundries and factories can be seen on the MMBW plans of the 1890s, near the commercial centre of North Melbourne. Many of these were situated on the smaller streets and lanes of the precinct, which had developed off the principal streets.<sup>82</sup>

Religious denominations were well represented in the precinct, with the Catholic Church prominent among them. Within Hotham, reserves were set aside for the Presbyterian, Church of England, Wesleyan and Roman Catholic faiths.<sup>83</sup> Many large church buildings and schools were constructed throughout the precinct, including St Mary's Star of the Sea (1891-1900) on Victoria Street and the State School (1882) on Queensberry Street. By 1916, the population of North Melbourne was 17,000, of which 50 percent were Catholic, and a number of Catholic schools were established to service the community.<sup>84</sup>

During the nineteenth and twentieth centuries a number of political associations also formed in the suburb, including the North Melbourne Political Association (1850s); North Melbourne arm of the Liberal Association of Victoria (1880s); and the North Melbourne Political Labor League (1900s). Women's Suffrage League meetings were held at the North Melbourne Town Hall in the 1880s and 1890s, and anti-conscription meetings were held in the suburb in World War I.<sup>85</sup>

In 1869, the North Melbourne Football Club was formed, being one of the earliest Australian Rules football clubs. Its players were colloquially known as the 'shinboners', believed to be a reference to the local abattoir workers.<sup>86</sup> The club's first games were played in Royal Park,

and for a time it was known as the Hotham Football Club. Together with the cricket club of the same name, the football club played games at the Arden Street Oval, just outside the precinct boundary, from the 1880s. The historic ground has continued to be the home of the 'Kangaroos', an historic working class football club with its roots in the local community.

In 1905, the Town of North Melbourne was incorporated back into the City of Melbourne as the Hopetoun (North Melbourne) ward.<sup>87</sup> In 1911, the Melbourne Benevolent Asylum was demolished, opening up Elm and Miller streets for residential development and Victoria Street for traffic. In the mid-twentieth century, the State Government undertook a program of 'slum clearance' which resulted in the demolition of houses in a number of blocks in the precinct. Aside from Hotham Hill to the north, the precinct's character by this time derived from its residential and industrial uses.<sup>88</sup> Although small-scale manufacturing and industrial uses remain, particularly at the fringes of the precinct, North and West Melbourne's proximity to the city has seen it return to a favoured residential locality.

### **Description**

The extent of the North and West Melbourne Precinct is identified as HO3 in the planning scheme maps.

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

The precinct is predominantly residential, albeit many streets combine residential and mixed use development where dwellings are seen with commercial, manufacturing and industrial buildings. The precinct varies in terms of its intactness, with streets incorporating both historic and infill development; visible changes and additions to historic buildings; and numerous examples of adaptation of former manufacturing and industrial buildings (such as factories and warehouses) to residential and other uses. In the north-west of the precinct, which has comparatively intact residential streets, there is less commercial, industrial or infill development. Although the principal residential streets in the centre of the precinct are wide, much of the development to these streets is fine grained and modest. There is also variety throughout the precinct in building and allotment sizes, and building heights, styles, materials and setbacks.

The majority of residences are of brick construction, either face brick or rendered masonry, with some earlier buildings of timber and stone. There are a comparatively high number of early buildings in the precinct, including development of the 1850s and 1860s. Victorian terraces and modest cottages predominate, and are typically simply detailed with limited or no setbacks to the street, and on narrow allotments with long backyards giving onto rear lanes and ROWs. In some streets, there are unusually intact rows of modest single-storey dwellings, the survival of which is a significant characteristic of the precinct.

The precinct also has larger Victorian dwellings, including two-storey terrace houses of face brick or rendered masonry. These have verandahs, again generally limited setbacks, and typically lower scale rear wings. Larger terraces and detached houses are more common in the northern part of the precinct. This includes Flemington Road, which has a Victorian boulevard character and some grander residences, but also more modest development at the west end within the precinct.

The site of the former Benevolent Asylum in the south of the precinct, located between Miller, Elm, Curzon and Abbotsford streets, has Edwardian dwellings constructed from the early 1910s. These properties have larger allotments and deeper front setbacks; and dwellings of face red brick, with prominent gabled roofs.

The precinct has secondary or 'little' streets, including named lanes, which accommodate historic workers cottages, warehouses and workshops, and occasionally stables. Small scale early twentieth century industrial development was also typically established in the secondary streets, with a sometimes intricate network of lanes giving access to these operations. Many of these latter developments replaced earlier often very modest dwellings, some of one or two rooms in size, as shown on the MMBW plans. These extremely modest workers cottages were therefore once more extensive.

Development on lanes to the rears of properties includes occasional historic outhouses such as water closets; rear boundary walls vary, with many original walls removed or modified to accommodate vehicle access. The latter is generally not visible from principal streets, but more common to rears of properties.

Large brick warehouses, from the late nineteenth and early twentieth century, with no street setbacks and dominant building forms are located in the east of the precinct, including in the area concentrated on O'Connell and Cobden streets, north of Victoria Market.

Commercial development is concentrated on Errol, Leveson, Victoria and Queensberry streets. Errol Street is especially notable for its intactness and distinguished buildings, with commercial activity dating from the 1850s, and complemented by the remarkable town hall development of the 1870s. This street, together with this area of Queensberry Street, is the village focus of North Melbourne, and is given emphasis by the town hall tower which has historically dominated the precinct and remains visible from distances. Victoria Street is also a highly intact commercial street, with consistent two-storey Victorian shops to both sides of the street, between Errol and Peel streets.

Historic commercial development throughout the precinct demonstrates many of the characteristics of late nineteenth and early twentieth century commercial/retail streets in inner Melbourne. The majority of buildings are two-storey, with no setbacks; have retail spaces at ground level with the original living quarters above and storage/service spaces to the rear. Ground floor facades vary in intactness, with modified shop frontages but also some surviving original or early shopfronts. These variously retain recessed entries and timber-framed shop windows with timber stall boards or masonry plinths. First floor facades are more intact, with original windows and parapets. There are also original or early iron post-supported verandahs with friezes, including return verandahs to street corners.

The precinct has corner shops and corner hotels, including a concentration of hotels in the area around Victoria Market. The 'corner pub' is very common, with many established in the middle decades of the nineteenth century.<sup>89</sup> While many have been demolished or adapted to different uses, the ubiquitous corner hotel demonstrates an important aspect of the social life of the precinct's working class community.

Churches and ecclesiastical complexes, which are comparatively larger than those of many other inner Melbourne precincts and suburbs, feature prominently and are often sited to intersections. They include St Marys Anglican Church, the Catholic St Mary's Star of the Sea, and the former Presbyterian Union Memorial Church (now Uniting Church) which has a prominent spire. Their dominant forms have historically contrasted with the surrounding low-scale housing.

Queensberry Street is a Victorian street, with diverse development along its length including ecclesiastical, civic, institutional, commercial and residential buildings. There is also a concentration of buildings included in the Victorian Heritage Register on or close to Queensberry Street, including St Mary's Anglican Church, the town hall complex, Queensberry Street State School (later the College of Printing and Graphic Arts), the Uniting Church in Curzon Street, and the former Cable Tram Engine House.

Social housing is also prevalent in the precinct, with different examples of this housing type throughout the area, mostly dating from the latter decades of the twentieth century.

#### *Pattern of development*

Regarding subdivision, the centre of the precinct, between Victoria and Arden streets follows a regular grid pattern, with wide and long north-south and east-west streets. Secondary or 'little' streets connect with the main streets and roads and provide access through large blocks of development. This hierarchy of streets reflects the original mid-nineteenth century road reservations; the wide and long streets also provide areas of the precinct with an open character, and internal views and vistas.

The regular grid changes north of Courtney and Molesworth streets, where the streets angle to the east to Flemington Road in the area of Hotham Hill; and south of Victoria Street where the streets angle to the west to meet those of the CBD grid, including William, King and Spencer streets, which extend out to the southern part of the precinct. The irregular juxtaposition of north-running streets angling east to meet Flemington Road generally reflects the street arrangement shown on the 1855 Kearney map. This pattern also gives rise to several large and irregular intersections in the north which allow for deep views into the precinct from Flemington Road, including along the wide Dryburgh, Abbotsford and Harcourt streets. Allotments associated with the elevated area of Hotham Hill are also more generous than those of the earlier subdivisions to the south.

The precinct also has large and irregular intersections where three or more streets meet at oblique angles; examples include the junctions of Errol, Courtney and Haines streets; Victoria, Curzon and King streets; Capel, William and Walsh streets; and Victoria, Leveson and Roden streets.

Flemington Road was historically important as a route to Geelong, and during the gold rushes as a route to the goldfields to the north-west of Melbourne. The *Roads Act* of 1853 provided for a number of wide (3 or 4 chains) routes out of Melbourne, indicating the then Surveyor-General, Robert Hoddle planned for the growing city. Flemington Road was one of these. Other historically important thoroughfares to the north of Melbourne, in or adjoining the precinct include Victoria, Peel and Elizabeth streets.

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

#### *Topography*

Topography has played an important role in the precinct. Elevated Hotham Hill in the north of the precinct slopes down to the south and west, and historically attracted more prestigious residential development. Historically a creek circled the south side of the hill, and flowed south and west to feed the low-lying West Melbourne Swamp. The latter formed a natural boundary to the area. Larger blocks and residences on Hotham Hill developed after the creek was drained and undergrounded.

The west of the precinct also historically afforded views to Melbourne's docks and wharves, where many of the precinct's residents were employed. The topography has in addition resulted in some buildings having entrances elevated off the ground.

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

The precinct generally has limited open space, but with some triangular pocket parks. Flagstaff Gardens and Royal Park adjoin the precinct, as does the Arden Street Oval. Many of the principal north-south and east-west streets have street trees, including planes, elms and some eucalypts. These include Queensberry, Chetwynd, Leveson and Curzon streets,

and most of the streets in the north-west of the precinct. Flemington Road is lined with elms on the precinct side.

### **Statement of significance**

North and West Melbourne Precinct (HO3) is of local significance. It satisfies the following criteria:

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

#### *What is significant?*

North and West Melbourne Precinct was developed from the mid-nineteenth century as part of the extension of Melbourne to its north and west during a period of significant population growth. Significant and contributory development in the precinct dates from the mid nineteenth century through to the interwar period, although Victorian development predominates. Some places of heritage value may also be outside this date range. The precinct is mainly residential, but with historic mixed use development, and several commercial streetscapes.

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

- Typical nineteenth century building characteristics including:
  - Use of face brick and rendered masonry building materials, with timber and bluestone indicating earlier buildings.
  - Hipped roof forms with chimneys and parapets; verandahs which are simply detailed or have more decorative cast iron work; iron palisade fences on stone plinths; and limited or no front and side setbacks.
- Comparatively high number of buildings of the 1850s and 1860s.
- Modest workers' cottages as the common housing type, often in consistent and repetitive terrace rows, with simple forms and detailing.
- Other development including larger Victorian dwellings and two-storey terrace houses; Edwardian dwellings on the site of the former Benevolent Asylum; and interwar buildings.
- Typically low scale character, of one and two-storeys, with some larger three-storey buildings.
- Streets of consistent scale, or with greater scale diversity and contrasting modest and larger buildings.
- Streets which display historic mixed uses including residential, commercial, manufacturing and industrial uses; with scattered historic shops and corner hotels in residential streets.
- Secondary or 'little' streets, including named lanes, with workers cottages, warehouses and workshops, occasional stables and small scale early twentieth century commercial and industrial development.

- Importance of Errol, Victoria and Queensberry streets, being some of inner Melbourne's most extensive and intact commercial streetscapes.
- Remarkable 1870s civic development at the corner of Errol and Queensberry streets, with the town hall tower being a local landmark.
- Views from lanes to historic outbuildings and rears of properties, providing evidence of historic property layouts.
- Important role of religion as demonstrated in the large and prominent ecclesiastical buildings and complexes.
- Dynamic nature of the precinct as demonstrated in ongoing change and development, with streets of historic and infill buildings; visible changes and additions to historic buildings; and adaptation and conversion of former factories and warehouses.
- Nineteenth century planning and subdivisions as evidenced in:
  - Hierarchy of principal streets and secondary streets and lanes.
  - Regular grid of straight north-south and east-west streets in the centre of the precinct.
  - Contrasting street alignments in the north of the precinct, where streets angle east to meet Flemington Road; and in the south of the precinct, where the CBD streets extend to meet the precinct.
  - Large and irregular street intersections including three or more streets meeting at oblique angles.
  - Lanes which provide access to rears of properties and act as important minor thoroughfares.
- Principal streets characterised by their width and open character, with vistas available along their length; these are sometimes distinguished by street tree plantings including planes, elms and eucalypts.
- Importance of major roads and thoroughfares which border or traverse the precinct including Flemington Road, a grand Victorian boulevard which was historically the route to the goldfields; and Victoria, Peel and Elizabeth streets.
- Historic street materials including bluestone kerbs and channels, and lanes with original or relayed bluestone pitchers and central drains.
- Vehicle accommodation is generally not visible from principal streets, but more common to rears of properties, with lane access.

*How is it significant?*

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

*Why is it significant?*

North and West Melbourne Precinct is of **historical significance**, as a predominantly Victorian-era precinct associated with the nineteenth century growth of Melbourne to its north and west. As early as 1852, streets in the centre of the precinct, and north of Victoria Street, were laid down in a rigorous grid. Early development of the 1850s and 1860s also reflects local involvement in servicing the goldfields traffic and migration of people from Melbourne to the gold rush centres to the north-west. Hotham Hill, in the north of the



precinct, was a notable development from the 1860s, its elevated position attracting grander residential development. Major roads and streets which traverse or border the precinct, including Victoria, Peel and Elizabeth streets, and Flemington Road, were historically important early Melbourne thoroughfares and boulevards. Flemington Road was envisioned by Robert Hoddle as major route out of Melbourne, its status confirmed in the *Roads Act* of 1853. The working class history of the precinct is particularly significant, demonstrated in the characteristically modest dwellings and historic mixed use development, including the proximity of houses to commercial, manufacturing and industrial buildings, historic corner shops and hotels, and churches and schools. The Catholic Church was a particularly prominent local denomination. Residents of the precinct were employed in some of Melbourne's most important nineteenth and early twentieth century industries, located close to the precinct, including markets, abattoirs, railways and the port at Victoria Dock. Residents were also politically active, forming various associations in the nineteenth and early twentieth centuries, and being prominent in the women's suffrage and World War I anti-conscription movements.

North and West Melbourne Precinct is of **social** significance. Residents value its historic streetscapes, its 'walkability', and its notable commercial development and village character centred on Errol, Victoria and Queensberry streets. Proximity to the nearby Victoria Market, Arden Street Oval and the city, is also highly valued.

The **aesthetic/architectural significance** of the North and West Melbourne Precinct largely rests in its Victorian-era development including workers' cottages, rows of simply detailed modest dwellings, and two-storey terrace houses. These are complemented by larger Victorian dwellings, Edwardian development on the site of the former Benevolent Asylum, and historic mixed use buildings, with the latter often located in residential streets. There is also some variety in building and allotment sizes, and building heights, styles, materials and setbacks. In the Hotham Hill area, residential streets are wide and elevated, and comparatively intact, with larger residences. In the precinct's south, development is finer grained. Large brick warehouses, from the late nineteenth and early twentieth century, are located in the east of the precinct near Victoria Market. The precinct also has some of inner Melbourne's most extensive and intact commercial streetscapes, including significant concentrations on Errol, Victoria and Queensberry streets. Errol Street is particularly distinguished by the remarkable 1870s civic development, with the town hall tower a significant local landmark. Throughout the precinct, principal streets connect with secondary or 'little' streets, reflecting typical nineteenth century planning. These secondary streets reinforce the 'permeable' character and pedestrian nature of the precinct, enhanced by the network of lanes which are demonstrably of nineteenth century origin and function, and continue to provide access to the rears of properties. The lanes were also historically used to access small scale commercial and industrial operations, concentrated in the secondary streets of the precinct. Aesthetically, the precinct also has an open character, and internal views and vistas, deriving from the long and wide streets and several large and sometimes irregular intersections. Principal streets are also distinguished by street plantings of planes, elms and eucalypts.

## HO4 - Parkville Precinct<sup>90</sup>

### History

Parkville Precinct is located in the suburb of Parkville. The predominantly residential precinct developed in the second half of the nineteenth century in sections around the perimeter of Royal Park.

From the late 1840s, Superintendent of the Port Phillip District, Charles La Trobe, was investigating establishing parklands for the residents of Melbourne. In a letter to the Melbourne Town Council of 1850, La Trobe outlined his policy for reserving land for the 'recreation and amusement' of the people. The policy included 2,560 acres north of the town of Melbourne, which 'the City Council may now, or at any future time judge proper to set apart and conveyed to the Corporation of Melbourne as a park for public use'.<sup>91</sup> It is unclear when the name Royal Park was formalised, but it was in use by November 1854 and is likely to have been associated with the naming of the adjacent Princes Park.<sup>92</sup>

The establishment of Royal Park can be seen in the context of La Trobe's proposal to surround the city of Melbourne with a ring of parks and gardens, resulting in an inner ring of Fitzroy, Treasury, Parliament, Alexandra and Royal Botanic Gardens and the Domain, and an outer ring including Yarra, Albert, Fawkner and Princes parks. The former were generally more formally designed spaces, intended for passive recreation; while the latter were developed in a less sophisticated manner for both active and passive recreation.<sup>93</sup>

Royal Parade, originally known as Sydney Road, ran between Royal Park and Princes Park, and forms the eastern boundary of the current precinct. It too was formalised by the early 1850s. In 1853, the University of Melbourne was established on the eastern side of the Sydney Road. The growth and success of the university has influenced development in Parkville, with the institution and the suburb historically connected.

A suburb designated as 'Parkside', associated with Flemington Road, formed part of the northern extension of Melbourne as planned by 1852.<sup>94</sup> Parkside took in parts of what is now Parkville and North Melbourne, to either side of Flemington Road and along Queensberry Street West. By 1855, there had been some subdivision on the south and west sides of Royal Park. A reservation for the Church of England was located in a small subdivision which included Church and Manningham streets to the west of the park; and to the south was the reservation for the Hay, Corn and Horse Market.<sup>95</sup>

In the 1860s, Royal Park was used by the Acclimatisation Society, which had formed in 1861. In 1862, 550 acres of the park was reserved for zoological purposes, the precursor to the present day Melbourne Zoo.<sup>96</sup> The failed Burke and Wills expedition departed from Royal Park in 1860, and was the most high profile event in the park's early history. By the late 1850s, cricket matches were also regularly played in the park, with Australian Rules football played there from the 1870s.<sup>97</sup> The use of the park for sporting activities has continued to the present day, and has included golf and baseball. In the 1880s, a railway line was constructed through Royal Park, with the Royal Park station giving access to the zoo. A cutting was made through the park to accommodate the line, revealing strata rock formations. A branch line from Royal Park to Clifton Hill was formed as part of the Inner Circle railway, which opened in 1888.<sup>98</sup> The park has also been used for military purposes since the nineteenth century, including being the site of a major training camp during World War I; and again during World War II when it hosted a camp for both Australian and American troops.

In 1868, there was controversy surrounding a proposal to alienate a portion of Royal Park for a narrow and largely linear subdivision abutting the west side of Royal Parade. To ensure an open landscape character was maintained, only one villa residence of stone or brick was

permitted per allotment.<sup>99</sup> By 1872, a residential subdivision of smaller villa allotments had been created to the south of the intersection of what is now Gatehouse Street and Royal Parade. This subdivision created the east-west streets of Morrah, Bayles and Degraives, and the north-south streets of Fitzgibbons and Wimble.<sup>100</sup> In 1879, further subdivision and sale of land occurred in the suburb between Morrah Street, the newly named Story Street and along Park Street.<sup>101</sup> Gatehouse Street was also formed by 1879, with a wide median between it and Park Street, now known as Ievers Reserve,<sup>102</sup> allowing for the channelling of the creek bed that ran parallel to the two streets.<sup>103</sup>

The name 'Parkville' appears to have been adopted for the suburb by the mid-1870s, with newspaper reports referring to the Parkville cricket team in 1875.<sup>104</sup> By 1887, the *North Melbourne Advertiser* was reporting that 'the pretty suburb has advanced with giant strides.'<sup>105</sup> The newspaper also commented that 'the suburb is strictly a residential one, being marred with only one public house, and benefitted by a couple of grocers' shops and one butchering establishment.'<sup>106</sup>

Morrah Street developed as a small service area, with the 1890 *Sands & McDougall* directory listing a baker, bookmakers, chemist, grocer and painter operating on the north side of the street.<sup>107</sup> There were also a small number of shops along Royal Parade by this time, and a police station which had been established in the late 1870s.<sup>108</sup> The two-storey Parkville Post Office was constructed in 1889 in Bayliss Street, after residents lobbied for its location to be in the residential suburb rather than at the university as first proposed.<sup>109</sup>

It has been noted that the majority of dwellings in Parkville were erected between the early 1870s and early 1890s.<sup>110</sup> Certainly, MMBW plans of the 1890s show that by this time the three residential subdivisions of Parkville to the west, south and east of Royal Park were substantially developed, although some vacant allotments remained along Park Street. The vast majority of buildings in the suburb were constructed of brick, with more limited use of stone. While substantial detached villas set back from the street had been constructed on The Avenue (then Park Road), rows of single and double-storey terraces had been constructed in the southern part of the precinct.<sup>111</sup> The mostly two-storey houses along The Avenue and Gatehouse Street faced west to Royal Park, which by the late nineteenth century had assumed a more organised character, with roads and pathways providing access to different sections of the park.<sup>112</sup>

Development of the suburb continued into the twentieth century, with construction of residences on previously vacant allotments. An electric tramline was established through Royal Park in the 1920s.<sup>113</sup> University High School was constructed on the south side of Story Street in 1929, on the former horse market site, adjoining the present precinct boundary. In the mid-1930s, the former church site on Manningham Street was subdivided around the new street of St George's Grove.<sup>114</sup> Blocks of flats were also constructed along Morrah Street in the interwar period. In the mid-twentieth century, the Royal Children's Hospital moved from Carlton to the south side of Royal Park.

Parkville has retained its predominantly residential character, and relatively limited development has occurred in the suburb since the mid-twentieth century, particularly in the south of the precinct. Along The Avenue through to Royal Parade, there has been some infill development with the construction of modern apartment and office blocks.

Many of the suburb's residents have historically been professionals and academics, choosing to live in Parkville because of its proximity to the university, its colleges, and the city.

## **Description**

The extent of the Parkville Precinct is identified as HO4 in the planning scheme maps.

Royal Park, incorporating the Melbourne Zoological Gardens, is partly surrounded by, and also adjoins the precinct.

Significant and contributory development in the Parkville Precinct dates from the second half of the nineteenth century, with some limited development through to the interwar period.

Parkville Precinct is predominantly residential and a remarkably intact Victorian precinct, with very little replacement of the first or original dwellings. Residences include one and two-storey Victorian terraces, in pairs and rows; and some Edwardian and interwar buildings. Larger more substantial villas are in the north of the precinct, and throughout to prominent corners. Double-storey terraces are the dominant building form. Modest single-storey and single-fronted cottages have more limited representation.

Historic residential development is typically of high quality, with dwellings that are richly detailed and of high integrity. There are few modern buildings or visible additions to historic buildings. Most streets retain their original nineteenth century character, and many also have a consistent scale and regularity of dwelling types, form and materials. Rears of buildings have an unusually high level of visibility in parts of the precinct, including views of intact rear first floors.

Brick is the predominant construction material, with rendered masonry, face brick and some very fine examples of bi-chrome and poly-chrome brickwork. Other characteristics of residential buildings include verandahs with decorative cast iron work, the latter displaying a rich variety of patterns; verandahs and paths which retain original tessellated tiling; eaves lines and parapets which are detailed and ornamented, including with urns and finials; and side or party walls which extend from the fronts of terraces, as per the nineteenth century fire regulations, and are often decorated.

A high number of original iron palisade fences on stone plinths survive to front property boundaries. Roofs are mostly hipped, slate cladding is common, and chimneys are prominent and visible. Smaller scale rear wings are also common to the two-storey terraces, and visible to street corners and lanes. Vehicle accommodation is generally not visible from principal streets, but more common to rears of properties, with rear lane access.

Other characteristics of development in the precinct include residences with lower ground floors or half-basement levels, reflecting the topography. There are dwellings with entrances below ground/street level on the west side of Park Drive.

North Parkville has more substantial historic dwellings, often free-standing, including on The Avenue and in the northern section of Royal Parade. The Avenue is distinguished by its long curving alignment, oriented to Royal Park to the west. It was historically, and remains, a street of some grandeur where large historic residences were constructed, notwithstanding the introduction of several large scale developments in the later twentieth century. Many of the grand residences have also been adapted to non-residential uses, with a consequent negative impact on settings, including the introduction of extensive car parking. The height of buildings on the street also varies, significantly in some instances. The southern area of The Avenue has smaller allotments by comparison, but still generous in size with some substantial nineteenth century terrace rows.

Royal Parade also historically attracted larger and grander residential development, as befits its boulevard status. Auld Reekie and Nocklofty are substantial and significant Edwardian dwellings constructed between 1906 and 1910. Deloraine Terrace, a significant row of Boom style 1880s terraces is also at the northern end of the parade. A concentration of significant non-residential development including the Uniting Church, former College Church, and historic former police station complex are located south of Macarthur Road.

South Parkville was developed with nineteenth century terrace housing, and is remarkably intact and consistent, with streets of high integrity and some of the best examples of historic terrace rows in Victoria. As with The Avenue, development in Gatehouse Street, predominantly two-storey Victorian terraces, also addressed Royal Park. Park Drive has a consistent Victorian character, and is distinguished through its width and central median. On the east side, there are several large and prominent Victorian villas, with substantial if irregular allotments, including to corners.

West Parkville, in the area centred on Manningham, Church and Southgate streets and St George's Crescent, provides some contrast in terms of streetscape character and development. It has a greater diversity of buildings, from nineteenth century dwellings to interwar and post-war residential development.

In the lanes, rear boundary walls to properties retain some original fabric, but the majority have been modified to accommodate vehicle access. Lanes also generally afford an unusually high level of visibility to the rears of properties, many of which retain intact first floor elevations and rear wings. Of note in this context is Ievers Reserve, between Gatehouse Street and Park Drive, which is a wide reserve with flanking ROWs and provides both access to, and views of the rears of properties on the latter streets. Interestingly, stables to rear lanes are not typical of the precinct, reflecting its historical proximity to the city and early public transport.

There are few commercial or institutional buildings in the precinct; a small number are associated with the University of Melbourne. Civic buildings include the post office in the south of precinct.

#### *Pattern of development*

Much of the precinct area was subdivided on land released from Royal Park, or originally set aside for markets or other public purposes.

Residential subdivision patterns vary within the precinct, with three distinct areas. North Parkville has larger allotments, with this area mostly developed in the latter part of the nineteenth and early twentieth century. South Parkville has a more regular subdivision pattern, with a grid of connected streets and lanes, and a greater consistency of allotment sizes. In the west of the precinct, or West Parkville, the subdivision is more irregular, with smaller and larger allotments.

The precinct is associated with several important Melbourne thoroughfares and boulevards. Royal Parade was historically the main road from Melbourne to Sydney, and has had a major influence on development in the precinct. Flemington Road is another important early boulevard of Melbourne, and a boundary to the southern edge of the precinct. The *Roads Act* of 1853 provided for a number of wide (3 or 4 chains) routes out of Melbourne, indicating the then Surveyor-General, Robert Hoddle planned for the growing city. These routes included Royal Parade and Flemington Road.

More generally, the precinct's streets are typically wide, with deep footpaths and generous medians. Laneways run between and in parallel with the residential streets. Of particular note in this context is Ievers Reserve, a distinctively shaped reserve which runs parallel between Gatehouse Street and Park Drive, and is wide at its south end and narrow at its north end. It is crossed by Story, Morrah and Bayles streets, and has a central landscaped median which is flanked by stone-pitched ROWs which are effectively secondary streets, providing access to the rears of properties to Gatehouse Street and Park Drive.

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

### *Parks, gardens and street plantings*

Royal Park, with its expansive open landform, is a dominant presence in the precinct. It is valued for its remnant indigenous vegetation, including trees, shrubs and grasslands, together with mature tree avenues and specimen trees, including exotics. It is notable, within the context of inner Melbourne parks, for its retention of indigenous vegetation and maintenance of its natural character. Open spaces are used for passive and informal recreation, with more formalised sports played on several ovals and related facilities. The park also affords generous views and vistas out, to the city and to development in Parkville to the east; and internal vistas which enable viewers to experience what is comparatively a vast park landscape within inner Melbourne.

There are also views to Royal Park from within the precinct, including from the east, south and west of the park.

Royal Parade is a leafy and treed boulevard. It is divided into three sections comprising the central full width main carriageway, separated from flanking service roads to either side by grassed medians and road plantations comprising elms planted in the early twentieth century. The service roads are also bordered by elm plantations and grassed medians, which on the west side provide expansive green settings to development on the eastern (Royal Parade) edge of the precinct.

As noted, Ievers Reserve is landscaped; Gatehouse Street also has street plantings. In parts of the precinct, particularly in the north, deep front setbacks and front gardens to properties additionally contribute to the garden character of the precinct.

### **Statement of significance**

Parkville Precinct (HO4) is of state significance. It satisfies the following criteria:

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

### *What is significant?*

Parkville Precinct is predominantly residential in character, and was developed in sections around the perimeter of Royal Park. Significant and contributory development dates from the second half of the nineteenth century, with some limited development through to the interwar period. Royal Park has historically comprised the majority of the precinct area, with historic residential subdivisions located to the south, east and west of the park. Within the park are extensive informal parklands, sporting facilities and the Melbourne Zoo.

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

- Typical nineteenth century building characteristics including:
  - Use of face brick, including bi-chrome and poly-chrome brickwork, and rendered masonry building materials.
  - Hipped roof forms with often visible and prominent chimneys, and slate cladding; eaves lines and parapets with detailing and ornamentation, including urns and finials; side or party walls extending from the fronts of terraces, and often decorated; verandahs with decorative cast iron work, including a rich variety of patterns; verandah floors and paths which retain

original tessellated tiling; iron palisade fences on stone plinths; and limited or no side setbacks.

- Streets of consistent heritage character with dwellings of high quality and integrity, and few visible additions to historic buildings.
- Very high proportion of surviving first or original dwellings.
- South Parkville being a particularly intact Victorian residential area.
- Residential character of precinct emphasised by historically limited presence of commercial and non-residential development.
- Later development as evidenced in Edwardian and interwar buildings.
- Typically low scale character, of mainly two-storeys, with some single-storey and larger two-storey dwellings.
- Rears of properties, including rear wings and first floors, contribute to the heritage character where they are visible and intact.
- Historically important associations with the University of Melbourne.
- Larger scale development including multi-storey modern buildings mostly confined to parts of Royal Parade and The Avenue, with low scale historical development and minimal infill to the remainder of the precinct.
- Nineteenth century planning and subdivision as evidenced in:
  - Large allotments in the north of the precinct (North Parkville), on Royal Parade and along the curved alignment of The Avenue.
  - Regular grid and typical hierarchy of principal streets and lanes, with greater consistency of smaller allotment sizes in the south of the precinct (South Parkville).
  - Irregular subdivision, with smaller and larger allotments, in the west of the precinct (West Parkville).
  - Ievers Reserve.
- Importance of major roads and thoroughfares which border the precinct, with their historical status demonstrated in surviving significant development, including Royal Parade with its larger and grander residences. Flemington Road is another important early Melbourne boulevard.
- Dominance of Royal Park with its expansive open landform, and relationship with the adjoining The Avenue and Gatehouse Street.
- Views into and out from Royal Park to bordering development and beyond.
- Importance of gardens and treed character, including generous grassed medians, and deep front setbacks and front gardens to properties, particularly in the north.
- Stature of Royal Parade is enhanced by street tree plantings and rows, wide grassed medians and deep footpaths.
- Historic street materials including bluestone kerbs and channels, and lanes with original or relayed bluestone pitchers and central drains.
- Vehicle accommodation which is generally not visible from principal streets, but more common to rears of properties, with rear lane access.

### *How is it significant?*

Parkville Precinct is of historical, social and aesthetic/architectural significance to the State of Victoria.

### *Why is it significant?*

Parkville Precinct is of **historical significance**, as a remarkably intact Victorian-era precinct, with high quality historic residential development, dwellings that are richly detailed and of high integrity, and graceful streets of consistent heritage character. The precinct developed in the second half of the nineteenth century to the perimeter of Royal Park, on land which was alienated from the park or originally set aside for markets or other public purposes. The relationship with the park is reflected in the suburb's name. Royal Park was established in the 1840s as one of the ring of parks and gardens reserved by Superintendent of the Port Phillip District, Charles La Trobe. This was a visionary action which resulted in a series of much valued open spaces surrounding inner Melbourne. An early high profile event in the park was the departure of the failed Burke and Wills expedition in 1860; and in 1862, 550 acres of the park was reserved for zoological purposes, the precursor to the present day Melbourne Zoo. Royal Park is also significant for its long association with sport and recreation, both formal and more passive. Royal Parade on the eastern side of the precinct was formalised by the early 1850s, and is historically significant as the main road from Melbourne to Sydney. The parade, with Flemington Road, was envisioned by Robert Hoddle as a major route out of Melbourne, the status confirmed in the *Roads Act* of 1853. The establishment of Royal Parade also had a major influence on development in the precinct, including attracting larger and grander residences to the west side of the road, as befits its boulevard status. The University of Melbourne was established on the eastern side of the road in 1853, and has historically been strongly linked to the precinct, with many academics taking up residence as did professionals attracted by proximity to the city. The majority of residences were constructed between the early 1870s and early 1890s, with the precinct rapidly established as a prestigious residential area. Little in the way of commerce or other non-residential land uses were established in the precinct.

Parkville Precinct is of **social significance**. It is highly regarded in Melbourne for its intact Victorian streetscapes and buildings. Royal Park is also highly valued, for its landscape qualities and opportunities for formal and passive recreation. Residents of the precinct value their proximity to the park, and to the University of Melbourne.

The **aesthetic/architectural significance** of the Parkville Precinct largely rests in its Victorian-era development. It is one of Melbourne's most intact Victorian precincts, with comparatively few modern buildings or visible additions to historic buildings, and very little replacement of original dwellings. Two-storey terraces are the dominant building form, complemented by single-storey dwellings and more substantial villas and large houses, some of which are highly ornate and sited at prominent corners. South Parkville in particular is remarkably intact and consistent, with some of Victoria's best examples of historic terrace rows. Different subdivision and development patterns are also evident in the north, south and west of Parkville. The north is distinguished by large allotments and substantial often free-standing historic dwellings; the south has a more regular grid of streets and lanes, and greater consistency of allotment sizes and building forms; and the west is more irregular with smaller and larger allotments, and greater building diversity. Lanes are a significant feature of the precinct, and demonstrably of nineteenth century origin and function. Royal Park is of aesthetic significance, as a vast park landscape within inner Melbourne and a dominant presence in the precinct. It has remnant indigenous vegetation and tree avenues and specimen trees. The park affords views and vistas out, to the city and development in Parkville; complemented by generous internal vistas. The historic relationship between Royal Park and the precinct is also reflected in development on The Avenue and Gatehouse



Street, where often substantial dwellings address the park. The precinct is additionally significant for its treed and garden character, reflected again in the parks and open spaces, including Ievers Reserve; wide streets with deep footpaths and generous grassed medians; and deep front setbacks and front gardens to properties, particularly in the north of the precinct.

## HO6 - South Yarra Precinct<sup>115</sup>

### History

South Yarra Precinct is located within the suburb of South Yarra. The suburb was developed from the 1840s, on mostly elevated land on the south side of the Yarra River.

Residential development in the precinct area began in the 1840s, after closure of an Aboriginal mission located on the south bank of the Yarra River between 1837 and 1839. In 1840, a survey plan was prepared by T H Nutt for 21 large 'cultivation' allotments on the south of the river.<sup>116</sup> Although this plan was subsequently amended by Charles La Trobe, Superintendent of the Port Phillip District, to provide for extensive parkland and government reserves, thirteen remaining allotments north of the future Toorak Road (then the road to Gardiner's Creek) were sold in 1845-1849. These large rectangular allotments influenced the later layout of streets in South Yarra, including in the centre and east of the precinct.<sup>117</sup>

Early land owners included J Anderson and H W Mason, both of whom had streets named after them. The elevated land, with the high point of Punt Hill close to the intersection of today's Punt and Domain roads, was especially attractive to new residents, including wealthy graziers (as their town base), city merchants and professionals, and members of the legal profession.<sup>118</sup>

The establishment of public parks and gardens in and adjoining the precinct was highly influential in its subsequent development. They can also be understood in the context of a proposal, largely credited to La Trobe, to surround the city of Melbourne with a ring of parks and gardens, including land set aside for public purposes. The result was an inner ring of gardens, including the Fitzroy, Treasury, Parliament, Alexandra and Royal Botanic Gardens and the Domain; and an outer ring including Yarra, Albert, Fawkner, Royal and Princes Parks. The former were generally more formally designed spaces, intended for passive recreation; while the latter were developed in a less sophisticated manner for both active and passive recreation.<sup>119</sup>

When La Trobe amended Nutt's earlier subdivision plan in the early 1840s, he provided for the site of the future Government House. The Royal Botanic Gardens (RBG) reserve was also identified to the east of the Government House Reserve in 1846.<sup>120</sup> Within the larger Crown land area, other designations and reserves eventually included Kings Domain, Queen Victoria Gardens and Alexandra Gardens, the latter adjoining the Yarra River. Later development associated with the reserves included the establishment of the National Herbarium, with the collection started in the early 1850s by Ferdinand von Mueller, the first Government Botanist of Victoria; the Melbourne Observatory to the south-west of the Government House Reserve, started in 1861; and the relocation of La Trobe's cottage from Jolimont to the Domain in 1963, on a site off Birdwood Avenue. The latter is a conjectural reconstruction of the cottage, as originally built for La Trobe and his family in the late 1830s.<sup>121</sup>

Von Mueller was appointed Director of the RBG in 1857, and introduced exotic plants from overseas and elsewhere in Australia. He also oversaw the establishment of a systems garden, treed walks, and the lagoon with islands; and added structures such as glasshouses, a palm house, iron arbours, gates, fences and animal enclosures. However, it is the later layout of the gardens, as overseen by William Guilfoyle between 1873 and 1909, which has largely been retained.<sup>122</sup>

Government House was constructed between 1872 and 1876, and consists of a complex of buildings, including the vice-regal apartments and State Ballroom, in substantial grounds. The dominant tower, rising some 45 metres, is a landmark, and visible from distances around, including from the Botanic Gardens. Government House is one of Australia's

grandest historic residences, and regarded as one of the finest examples of nineteenth century residential architecture in Australia.<sup>123</sup>

The Melbourne Observatory comprises buildings and elements constructed between 1861 and 1945, including the main Observatory Building, Great Melbourne Telescope Building, Equatorial Building, Magnet House, Astronomer's residence and obelisk. The complex was the focus of astronomical, magnetic and meteorological scientific investigation in nineteenth century Melbourne, and was instrumental in providing Victoria with accurate time, as well as meteorological statistics.<sup>124</sup>

The National Herbarium is the oldest scientific institution in the state. While the current building was constructed in the 1930s, and later extended, it houses a collection of approximately 1.5 million dried plant, algae and fungi specimens, the majority of which are Australian, and about half of which were collected before 1900.<sup>125</sup>

St Kilda Road, which borders the west of the precinct, was an early track to St Kilda and Brighton. With construction of the bridge over the Yarra River in 1845, and early land sales in St Kilda and Brighton, use of the road increased, as did its status.<sup>126</sup> Within the general precinct area, St Kilda Road evolved into a favoured address for a range of institutions. Over a relatively brief period in the 1850s and 1860s, these included Melbourne Grammar School (1855); Royal Victorian Institute for the Blind (1866); Victorian Deaf and Dumb Institution (1866); Alfred Hospital (1869); Royal Freemasons Homes (c. 1864); Wesley College (1864); and the Immigrants' Home (1853) near Princes Bridge, since demolished.

In 1862, the name 'Fawkner Park' was applied to the reserve in the south of the current precinct, as a tribute to John Pascoe Fawkner, one of Melbourne's founders.<sup>127</sup> In October that year, a series of large villa allotments were subdivided from the western edge of the park along St Kilda Road.<sup>128</sup> The South Yarra State School was established on the east side of the park by the late 1870s.<sup>129</sup>

The Kearney map of 1855 shows development in South Yarra to be a mix of large residences on substantial allotments, and scattered small buildings along the main thoroughfares and lanes which had developed after the initial land sales.<sup>130</sup> Large estates in or adjoining the precinct area included Airlie, St Leonards, Fairley House, Ravensburgh House and Maritimo. The 1855 map also shows that the Botanic and South Yarra Club hotels had been established on the south side of Domain Road; with the South Melbourne and Homerton hotels at the west end of Gardiner's Creek Road, now Toorak Road. The *Sands & McDougall* directory of 1862 records few commercial buildings in the precinct; a grocers and butcher were located in Millswyn Street, while a retail centre later developed to the east of Punt Road.<sup>131</sup>

Although the suburb remained predominantly residential, in the 1880s and 1890s additional commercial operations opened on Domain Road and Millswyn Street.<sup>132</sup> The Wimmera Bakery building in Millswyn Street, for example, was constructed next to Morton's Family Hotel, with three grocers and two butchers amongst other shops located on the street by the 1890s.<sup>133</sup> Few industrial or large commercial buildings were located within the precinct, an exception being the Mutual Store Company's property off St Martins Lane, where the company replaced their c. 1880s livery stables with a new warehouse in c. 1924.<sup>134</sup>

Through the late nineteenth century, many of the earlier large estates were subdivided into smaller allotments, including the South Yarra Hill estate between Park and Leopold streets, and the creation of Mason Street in the late 1880s. By the end of the nineteenth century, the suburb of South Yarra, west of Punt Road, was substantially developed with a mix of substantial and modest residences. The centre of the precinct, in the block bounded by Domain and Park streets, comprised relatively high density development of terrace pairs and detached villas. There also remained a number of larger residences to the east and west of

the precinct and towards the river, including Moullrassie, Goodrest and Maritimo on Toorak Road, and Fairlie House on Anderson Street.<sup>135</sup>

By the interwar period, the urban character of South Yarra was changing. The *Argus* noted that development of residential flats was 'one of the features of architectural work in Melbourne' in this period, and South Yarra came to be regarded as 'one of the best [suburbs] in Melbourne' for this type of development.<sup>136</sup> New streets also continued to be formed from the subdivision of the earlier estates, and demolition of nineteenth century mansions. Marne Street was created following subdivision of the extensive grounds of Maritimo in the early 1920s. The mansion itself was demolished in 1928, after the death of its owner J F W Payne.<sup>137</sup> Fairlie Court was created on the site of Fairlie House; and St Leonards Court was formed following demolition of the substantial residence, St Leonards.<sup>138</sup> By 1940, the street was extensively developed with flat blocks such as Marne Court, Moore Abbey, Balmoral flats, Maritimo flats and Garden Court.<sup>139</sup>

The replacement of earlier buildings with flat blocks was met with some opposition, with concerns that the area was being 'exploited for commercialism'.<sup>140</sup> Other developments attracted media attention for their modernity, including St Leonards (1939) in St Leonards Court, in which the owner installed 'modern household appliances and equipment'.<sup>141</sup> The popularity of flat block developments continued into the post-war period, with the *Argus* noting that 'many small attractive blocks of flats ... are regarded as good investments'.<sup>142</sup>

Development also continued in the parks and gardens in and adjoining the precinct. Between 1927 and 1934, the Shrine of Remembrance was constructed in Kings Domain. It is Victoria's principal war memorial, conceived following World War I, and built on an elevated and formally landscaped site adjacent to St Kilda Road. The design was classically derived, drew on symbolic Greek sources and incorporated a variety of Australian materials.<sup>143</sup> Another significant development was the Sidney Myer Music Bowl, also constructed in Kings Domain, off Alexandra Avenue. The Bowl was gifted to the people of Melbourne by the Myer family, and named after the founder of the Myer department store empire. Design and construction of the 1958 Bowl involved some of Melbourne's most innovative architects and engineers, and its tensile construction system is regarded as a technical tour de force.<sup>144</sup>

South Yarra has remained a popular and prestigious residential suburb characterised by its proximity to parks and gardens and the Yarra River.

## **Description**

The extent of the South Yarra Precinct is identified as HO6 in the planning scheme maps.

The Royal Botanic Gardens and National Herbarium, Government House and Government House Reserve, Melbourne Observatory, La Trobe's Cottage, Shrine of Remembrance, Sidney Myer Music Bowl, Kings Domain, Queen Victoria Gardens, Alexandra Gardens and Fawkner Park are largely within or immediately adjoin the precinct.

Significant and contributory development in the precinct dates from the 1850s to the mid-twentieth century, including the post-World War II period.

Residential development includes modest nineteenth century cottages; two-storey terraces in pairs and rows; Victorian and Edwardian free-standing villas and large houses; and interwar and mid-twentieth century development including flat blocks. The precinct is noted for its high quality buildings, many of which were designed by prominent architects. While nineteenth century development is well represented, the twentieth century is also an important period in the evolution of the precinct.

Houses are single or double storey, although there is some variety in historic two-storey heights; and also flat blocks of three storeys and higher. Two-storey dwellings typically have

lower scale rear wings. Some very fine large historic houses are located in the precinct, on generous allotments and in garden settings.

Most buildings are of masonry construction, including face brick and rendered exteriors; weatherboard is uncommon; and the early institutions to St Kilda Road include stone buildings. Of the Victorian and early twentieth century development, decorative and often ornate cast iron work is a feature, with the smaller cottages more simply detailed. Parapets are prominent, and often detailed and ornamented, including with urns and finials; and side or party walls extend from the fronts of terraces, as per the nineteenth century fire regulations. Slate roofing is common, and chimneys are prominent. Roofs can be hipped and gabled and can vary in their visibility, being prominent elements of building design, or less visible and concealed by parapets. A high number of original iron palisade fences with stone plinths survive.

Pockets of more modest Victorian development, including cottages are typically found away from the main streets and thoroughfares, including on Mason, Hope, Leopold and Little Park streets, and St Martin's Lane. Larger and grander residences front the principal streets and roads in the precinct, including Domain Road, Toorak Road West, Park Street, Anderson Street and also Pasley Street on the east side of Fawkner Park. A consistent pattern is one of larger residences facing the parks, including Fawkner Park and the Royal Botanic Gardens. Park Street is a particularly wide street, carrying the tramline, with a collection of imposing Victorian and early twentieth century residences, with elevated entrances; and interwar flat blocks.

Interwar development, including flat blocks, display many features of the period. These include face brickwork which is often patterned and finely executed, or rendered surfaces, or combinations of face brick and render; curved window and corner bays; slim and simply detailed awnings or canopies; externally expressed stair bays; art deco detailing to iron work; large windows, often steel-framed; balconies with brick or iron balustrades; and hipped or flat roofs, with plain but sometimes prominent parapets. The earlier blocks have Tudor Revival detailing, including half-timbered gable ends. The later blocks, of the 1940s and post-World War II period are stripped of ornamentation, with plain walls and strongly expressed forms. Many of the flat blocks are built close to the street, with limited setbacks. Marne Street, St Leonards Court, Fairlie Court and Alexandra Avenue are noted for early twentieth century and interwar development, and incorporate a variety of architectural styles in houses and flat blocks. Domain Park Towers, on Domain Road, is a noted early high rise apartment development, designed by Robin Boyd and completed in 1962.

The precinct generally has limited commercial development, albeit with a small concentration on Domain Road turning into Park Street, where the junction is marked by a double-storey commercial corner building on a curved plan. On Domain Road, the commercial buildings are of mixed character, between one and three storeys, with typically modified ground floor shopfronts and mostly intact upper level facades, including prominent parapets. They include buildings of early twentieth century origin. A small group of former commercial buildings are also located on Millswyn Street, mostly adapted to residential use, including several shops, Morton's Family Hotel and the Wimmera Bakery.<sup>145</sup> Historically, there was limited industrial or manufacturing development in the precinct.

Institutional development is a strong feature, as outlined in the historical overview, with notable institutions in and adjoining the precinct boundary, including to St Kilda Road. Melbourne Girls Grammar School is also prominent in the elevated area of Anderson Street; and Christ Church dominates the intersection of Toorak and Punt roads.

Other significant public and institutional development is associated with the various parks and gardens within or immediately adjoining the precinct, including Government House, the

Melbourne Observatory, National Herbarium, Shrine of Remembrance, Sidney Myer Music Bowl and La Trobe's Cottage.

#### *Pattern of development*

Subdivision in the precinct did not necessarily proceed in an orderly manner, and it has been noted that residential areas were 'not planned, developing from the 1840s to the end of the nineteenth century through small private subdivision of the very early government land sales'.<sup>146</sup> However, the early large allotments north of the future Toorak Road, as sold in the second half of the 1840s, still influenced the planning and layout of future streets, particularly in the centre and east of the precinct.

The ongoing re-subdivision and reduction in size of the large nineteenth century estates is a distinctive characteristic of the precinct, and generally occurred from the latter decades of the nineteenth century through to the interwar period. Some of the early estates were broken up into quite small allotments, an example being the fine-grained subdivision between Park and Leopold streets; Mason Street was also created and subdivided in a similar way in the late 1880s. In the interwar period, many of the flat blocks were built on allotments created from the historic nineteenth century estates. Some were also built on the sites of demolished early mansions.

The precinct is noted for its principal roads and boulevards, and network of mainly north-south running residential streets, on a regular grid. This is particularly noticeable in the central part of the precinct, between Toorak and Domain roads, with the latter on east-west alignments. Generally, allotment sizes tend to be larger in the east and west of the precinct, and more finely grained in the centre. Principal roads and boulevards include St Kilda, Toorak, Domain, and Punt roads; Alexandra Avenue; and Park and Anderson streets.

Several of the principal roads were historically major thoroughfares south of the city, including as noted St Kilda Road. The development of this road, after its humble beginnings as a track to St Kilda and Brighton, came after the *Roads Act* of 1853, which provided for a number of wide (3 or 4 chains) routes out of Melbourne. The roads were indicative of the foresight of Surveyor-General, Robert Hoddle in his planning for the growing city.

Punt Road, on the eastern boundary of the precinct, was a relatively quiet thoroughfare leading to the punt crossing and pedestrian bridge over the Yarra River. However, traffic increased throughout the twentieth century with the improved river crossing, and the connection with Hoddle Street to the north created one of Melbourne's most direct and busiest north-south thoroughfares.<sup>147</sup>

#### *Topography*

Much of the precinct occupies elevated land on the south side of the Yarra River. The high point of the area is Punt Hill, near the intersection of today's Punt and Domain roads. From here the land slopes steeply to the north to the Yarra River, and more gently down to the west and south. On the west side of Punt Road, in the precinct, the steep slope up the hill is evident in the building forms, constructed to step up the grade.

Elsewhere in the precinct, the topography has influenced building forms, including towers to grander residences, and dwellings with generous verandahs which take advantage of available views to the river or to the parks and gardens which abut many of the streets. Entrances are also sometimes elevated off the street. When approaching from the north on Punt Road, development on the hill in the precinct is clearly evident.

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

There is an abundance of historic parks and gardens largely within or immediately adjoining the precinct. These include the Royal Botanic Gardens, Government House Reserve, Kings

Domain, Queen Victoria Gardens and Alexandra Gardens. The parks often retain their original or early landscape design, internal road layout, individually significant plants, perimeter and garden bed borders, and mature tree plantings including specimen trees, and mature tree rows and avenues. Some remnant indigenous vegetation also remains.

Within the parks and gardens are significant historic developments including Government House, the Melbourne Observatory, National Herbarium, Sidney Myer Music Bowl and La Trobe's Cottage. The Shrine of Remembrance has its own highly formal axial landscape. The extensive grounds of Melbourne Grammar School, and Wesley College in the south of the precinct, also contribute to the landscape character of the precinct.

Development facing the parks and gardens typically has views into the landscapes; with views also available out from the parks. From the west side of Punt Road, Fawkner Park can be glimpsed along the streets running west off the road, including Pasley Street south and north.

Gardens are a characteristic of residences in parts of the precinct, particularly with the larger residences many of which have generous front gardens and setbacks.

There are also treed streets, including most located between Punt Road and Anderson Street; Anderson Street itself which has elms on the west (Botanic Gardens) side; and Alexandra Avenue, bordering the Yarra River. Toorak Road West is very treed, as is Marne, Millswyn, Pasley, Arnold and Bromby streets. St Kilda Road stands out in this context, with its mature street plantings and wide grassed medians emphasising its historic grand boulevard character.

### **Statement of significance**

South Yarra Precinct (HO6) is of state significance. It satisfies the following criteria:

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

#### *What is significant?*

South Yarra Precinct is predominantly residential, where significant and contributory development dates from the 1850s through to the mid-twentieth century, including the post-World War II period. While nineteenth century development is well represented, the twentieth century is also an important period. The precinct is renowned for its high quality historic dwellings, and proximity to some of Melbourne's most significant public parks and gardens, and public institutions, including the Royal Botanic Gardens and National Herbarium; Government House and Government House Reserve; Melbourne Observatory; Shrine of Remembrance and Sidney Myer Music Bowl. Kings Domain, Queen Victoria Gardens, Alexandra Gardens and Fawkner Park are also largely within or immediately adjoining the precinct. The precinct is generally bounded by Alexandra Avenue to the north; Punt Road to the east; Commercial Road to the south; and St Kilda Road to the west. A separate precinct area is located to the south of Commercial Road.

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

- Typical nineteenth and early twentieth century building characteristics including:

- Use of face brick, rendered masonry and bluestone building materials, the latter typical of the early institutional buildings.
- Hipped and gable ended roof forms with often visible and prominent chimneys, slate or tile cladding; prominent parapets, with urns and finials; side or party walls extending from the fronts of terraces; verandahs with decorative and often ornate cast iron work and tiled verandah floors, and timber verandahs and friezes in the Edwardian dwellings; iron palisade fences on stone plinths.
- Typical interwar building characteristics including for flat blocks:
  - Use of face brickwork, often patterned, or rendered surfaces, or combinations of face brick and render building materials.
  - Hipped or flat roof forms, with plain but sometimes prominent parapets, and plainly detailed chimneys; curved window and corner bays; externally expressed stair bays; art deco iron work; large windows, including steel-framed; and balconies with brick or iron balustrades.
- Later development, of the 1940s and after, is generally stripped of ornamentation, with plain walls and limited detailing.
- Substantial villas and large houses are typically located on principal streets and roads, or address the parks and gardens.
- High proportion of buildings designed by prominent architects.
- Typically low scale character, of one and two-storeys, with some variety in historic two-storey heights; and flat blocks of three and more storeys.
- Significant nineteenth century institutional development on St Kilda Road.
- Significant nineteenth century scientific and vice-regal development associated with the Royal Botanic Gardens and Government House Reserve.
- Public places of social significance in the Kings Domain including the Shrine of Remembrance and Sidney Myer Music Bowl.
- Nineteenth and early twentieth century planning and subdivision as evidenced in:
  - Hierarchy of principal streets and secondary streets and lanes.
  - Layout and planning of some streets in the centre and east of the precinct reflects the boundaries of the large 1840s estates.
  - Later and ongoing reduction of the early landholdings seen in varied subdivision patterns and allotment sizes.
  - General pattern of large allotments in the east and west of the precinct, and more finely grained allotments in the centre.
- Importance of major roads and thoroughfares which border or traverse the precinct, with their historical status demonstrated in surviving significant development, including St Kilda, Toorak, Domain and Punt roads; Alexandra Avenue; and Park and Anderson streets.
- Historic parks and gardens which distinguish the precinct and have historically enhanced its prestigious status.
- Views into and out from the parks and gardens to the bordering residential areas.



- Importance of gardens and front setbacks to dwellings, particularly the larger residences; and street tree plantings to streets.
- Historic street materials including bluestone kerbs and channels, and lanes with original or relayed bluestone pitchers and central drains.

*How is it significant?*

South Yarra Precinct is of historical, social and aesthetic/architectural significance to the State of Victoria.

*Why is it significant?*

South Yarra Precinct is of **historical significance**. Development commenced in the precinct in the 1840s, when large 'cultivation' allotments were sold north of the future Toorak Road, and substantial estates were established. The elevated land, including the high point of Punt Hill, attracted wealthy graziers and city merchants and professionals, including members of the legal profession. The subsequent re-subdivision and ongoing reduction in the size of the early estates is a precinct characteristic, with diverse subdivision patterns and small and large allotments resulting. In the later nineteenth century, modest dwellings were generally constructed on the small allotments; while in the interwar and later periods, flat blocks were built on the large allotments, in some instances on the sites of demolished early mansions. South Yarra also became a focus for this new form of residential development in Melbourne, the popularity of which continued into the post-war period. Significant public and institutional development is located within or abutting the precinct, and includes schools, churches and public welfare institutions. The Melbourne Observatory and National Herbarium are significant nineteenth century scientific developments; while Government House reflects the status of the vice-regal presence in nineteenth century Melbourne. The Shrine of Remembrance and Sidney Myer Music Bowl are significant twentieth century developments. The establishment of public parks and gardens in and adjoining the precinct was also highly influential in the precinct's development. These include the Royal Botanic Gardens, Government House Reserve, Kings Domain, Queen Victoria Gardens, Alexandra Gardens and Fawkner Park. Several of these were included in the ring of parks reserved in the 1840s by the Superintendent of the Port Phillip District, Charles La Trobe, in a visionary action which resulted in a series of much valued open spaces surrounding inner Melbourne. Important historic roads in the precinct include St Kilda and Punt roads. St Kilda Road was envisioned by Robert Hoddle as a major route out of Melbourne, its status confirmed in the *Roads Act* of 1853. In a relatively brief period in the 1850s and 1860s, several significant public institutions were also established along the road.

South Yarra Precinct is of **social significance**. It is highly regarded for its extensive parks and gardens and significant public buildings and institutions. The Royal Botanic Gardens are the premier public gardens in the state, and much valued by the Victorian community. The Shrine of Remembrance is also a significant public memorial, and the pre-eminent war memorial in the State. Since 1934, it has been a focus for public commemoration and events, including annually on Anzac Day and Remembrance Day; and also a place for private reflection. The Sidney Myer Music Bowl has been a popular venue for concerts and performances since it opened in 1958.

The **aesthetic/architectural significance** of the South Yarra Precinct derives from Victorian development through to development of the mid-twentieth century and post-World War II period. Residential development includes modest nineteenth century cottages, two-storey terraces in pairs and rows, substantial free-standing villas and large houses, and interwar and later flat blocks of which the precinct has many distinguished examples. The larger houses typically front principal streets and roads, or address the various parks. The precinct is also noted for high quality and architect designed buildings. The large estates of

the 1840s, which were subsequently re-subdivided, influenced the planning of later streets including the regular arrangement of north-south streets in the centre and east of the precinct. Generally, allotment sizes tend to be larger in the east and west of the precinct, and more finely grained in the centre. An abundance of public parks and gardens, including the Royal Botanic Gardens and Fawkner Park, further enhance the aesthetic significance. These variously retain their original or early landscape design, internal road layout, individually significant plants, perimeter and garden bed borders, mature tree plantings including specimen trees, and mature tree rows and avenues. Some remnant indigenous vegetation also remains. The Shrine of Remembrance has its own highly formal axial landscape; and the extensive grounds of Melbourne Grammar School and Wesley College also contribute to the landscape character of the precinct. There are views into and out from the parks and gardens to the bordering residential areas. Gardens are also a characteristic of larger residences. The precinct additionally has street tree plantings, with St Kilda Road standing out in this context, where mature plantings and wide grassed medians emphasise its historic grand boulevard status.

## HO9 - Kensington Precinct<sup>148</sup>

### History

Kensington Precinct is located in the suburb of the same name, with the name taken from the Borough of Kensington in London.

Early developments in the area, albeit not in the precinct, included the establishment of Flemington Racecourse in 1840; and the historic track to Geelong on the alignment of the future Flemington Road, was also in place as early as 1840. A bridge was constructed over the Saltwater (Maribyrnong) River in 1851.<sup>149</sup>

Crown allotments in Portion 16 of the Parish of Doutta Galla, which is now located to the east of the railway line, were sold from November 1849.<sup>150</sup> By 1853, allotments were being advertised in the 'village of Kensington, adjoining Flemington on the Government Road to the Race Course'.<sup>151</sup> In 1856, a site to the north-west of the Kensington village allotments was reserved for the Melbourne Town Corporation cattle yards. The Newmarket livestock saleyards, which replaced the original yards at the corner of Victoria and Elizabeth streets, were completed in 1858; the first sales were held in 1859 and continued until the 1980s.<sup>152</sup>

Allotments to the west of the railway line were sold from mid-1860, contemporary with the opening of the Melbourne-Essendon railway line in October 1860. Both J McConnell and E B Wight purchased allotments in this section, with subsequently streets named after them.<sup>153</sup> Despite these sales, little development occurred in Kensington until the 1870s.

The suburb, along with Flemington, was originally located within the Municipal District of Essendon. Emphasising the connection between the two localities, Kensington was listed under Flemington in the *Sands & McDougall* directories until the 1880s. The 14 listings under Kensington in 1870 increased to 68 in 1875, and included some commercial premises, such as a store and butcher, and industrial/manufacturing listings including tanners and candle-makers.<sup>154</sup> In 1874, the Kensington Park racecourse was established 'a few yards' from the Kensington railway station by William S Cox, who subsequently established the Moonee Valley Racecourse after the closure of the Kensington course in 1883.<sup>155</sup> The Railways Commissioners purchased 30 acres of the racecourse site for the provision of railway sheds.<sup>156</sup>

As Victoria's wheat and wool production grew to international export levels, mills and stores began to be constructed in proximity to Melbourne's port and railway lines. The expanding rail network and infrastructure extended from Spencer Street and North Melbourne stations, and later from the new port at Victoria Dock, to areas south of the current precinct. Kensington Roller Flour Mill, owned by James Gillespie, was reportedly the largest mill in the country, and was constructed adjacent to the railway line in 1886-7.<sup>157</sup> Nearby was Kimpton's Eclipse Hungarian Roller Flour Mills, constructed in 1887 at the corner of Arden and Elizabeth streets. Wool mills were also established along the railway network, and Moonee Ponds Creek.<sup>158</sup> More noxious industries, such as glue works and bone mills were located on the banks of the Maribyrnong River, west of the precinct. Other small-scale industries located in Kensington included wood yards, coach builders and saw mills.<sup>159</sup> As noted, and despite increasing objections in the early twentieth century that they were a 'cause of annoyance', the Newmarket saleyards continued to operate into the 1980s.<sup>160</sup> These nearby industrial and manufacturing operations were important employers of Kensington residents, and were within walking distance of their homes.

The suburb experienced significant population growth through the 1880s. This was due to developing local industries, and further subdivision of landholdings. It is also evident in the growth of listings in the municipal directories between 1880 and 1890. In 1880, approximately 80 residents were listed under the Flemington entry, but in 1885 the suburb

of Kensington was given its own directory entry. By this time, the suburb comprised thirty streets on both sides of the railway line to the north of Macaulay Road, and to the north of Wolseley Parade. Both McConnell and McCracken streets had over 30 occupied properties, and Macaulay Road was developing as a commercial and service centre near the intersection with Bellair Street.<sup>161</sup> The latter two streets, which meet at the railway crossing associated with Kensington railway station, would form the nucleus of Kensington 'village'. Commercial development was concentrated here, leaving the remainder of the suburb – and the precinct area – to be substantially residential in character. Kensington railway station also opened in 1888, its timing complementary with commercial development in Macaulay Road and Bellair Street.

Allotments in the Kensington Park Estate to the south of Macaulay Road were sold from September 1883, on land which was likely associated with the recently closed racecourse. This subdivision included Bellair Street, Wolseley Parade and Ormond Street to the west of the railway line, and Eastwood and associated streets to its east.<sup>162</sup> Advertising for the auction noted that the estate 'occupies one of the most picturesque, salubrious and delightful positions in the neighbourhood' which 'practically formed an extension to Hotham'.<sup>163</sup> The 1890 directory lists 79 vacant houses in Kensington, many of which were likely recently built.<sup>164</sup> E Owen Hughes designed an ornately decorated two-storey shop and residence to house James Wales' estate agency on Bellair Street (Kensington Property Exchange) which was constructed in 1891.<sup>165</sup> Hopetoun Street and Gordon Crescent were created from small subdivisions of the early 1890s.

Such was the growth in the area that in 1882, Flemington and Kensington were severed from the Municipal District of Essendon, and the Borough of Flemington and Kensington was created. Kensington State School opened in McCracken Street in 1881, and was extended five years later.<sup>166</sup> Enrolments initially numbered 228 children and increased to 1000 by 1898.<sup>167</sup> Local community spirit was demonstrated in the annual Flemington and Kensington Borough picnic, for which 3,000 residents travelled by special train to Frankston in February 1905. Established in the 1880s, by 1905 it was reported to be the 'oldest established municipal outing'.<sup>168</sup>

Kensington Town Hall was constructed at the northern end of Bellair Street in 1901. It just preceded the merging of the borough with the City of Melbourne in 1905, becoming the Hopetoun (Flemington and Kensington) ward.<sup>169</sup>

Houses were still being built in the precinct area in the 1900s and 1910s. Streets such as Bangalore Street and The Ridgeway were formed around this time. Little development occurred in the interwar period, although some houses were constructed in the few remaining vacant allotments around the perimeter of the suburb.

In the post-World War II period, many of the large mills, and rail and river related industries began to cease operations. The former Newmarket saleyards also underwent significant residential redevelopment from the 1980s.

The precinct has retained its predominantly residential status, although characterised less by its relationship to local industries. In the late twentieth and early twenty-first centuries, it has undergone some revitalisation and restoration of its many historic buildings. It has also remained a place where residents walk to the railway station, and congregate in the historic commercial 'village'.

## **Description**

The extent of the Kensington Precinct is identified as HO9 in the planning scheme maps.

Significant and contributory development in the Kensington Precinct predominantly dates from the 1880s to 1910s, with some limited development in the 1870s and interwar period.

The precinct is mainly residential, with commercial development in Macaulay Road and Bellair Street. A small number of civic and institutional buildings are located in the north of the precinct, including the former town hall. It is principally a late nineteenth and early twentieth century suburban area, with a 'village' character focused on Macaulay Road and Bellair Street.

Residential development includes often repetitive rows of Victorian and Edwardian single-fronted single-storey cottages, with generally consistent allotment sizes. It is characteristically a low scale single-storey precinct, but with some variation to height in the form of two-storey Victorian terraces and additions to individual dwellings. There are also double-fronted houses, and limited interwar residences. The predominant construction material is weatherboard, but brick is also used.

Common characteristics of dwellings include timber-posted verandahs, prominent roof forms and chimneys including hipped and gable-ended roofs, front garden setbacks with fences to property boundaries, rear wings to larger dwellings (such as two-storey terraces), and rear gardens, often with access to a lane. Elevated house entrances, with steps up to verandahs, are common. Vehicle accommodation is generally not visible from principal streets, but more common to rears of properties, with lane access.

Another characteristic of the weatherboard dwellings is the space, or sometimes lack of, between houses. The side setbacks can vary, with sometimes a narrower setback (or separation) to the dwelling on the other side. Others have no separation at all, being built with a direct abuttal, and sometimes a brick party wall. In some cases building regulations have required modifications to abutting weatherboard cottages.

Commercial development is concentrated in Macaulay Road and Bellair Street. Macaulay Road slopes up to the west, with commercial buildings stepping up the hill on the north and south sides of the street. On Bellair Street, in the vicinity of the railway station, the historic commercial development is particularly intact, distinguished by the former Kensington Property Exchange at 166-8 Bellair Street. There is also historic painted signage to commercial buildings in Macaulay Road and Bellair streets.

Generally, commercial buildings to both streets demonstrate many of the characteristics of late nineteenth and early twentieth century commercial/retail development in inner Melbourne. The majority of buildings are two-storey, with no setbacks; have retail spaces at ground level with the original living quarters above, and storage/service spaces to the rear. Ground floor facades vary in intactness, with modified shop frontages but also some surviving original or early shopfronts. These variously retain recessed entries and timber-framed shop windows with timber stall boards or masonry plinths. First floor facades are typically more intact, with original windows and parapets. Bellair Street also has some original Victorian iron post-supported verandahs, with ornate friezes; some simpler post-supported verandahs; and Edwardian cantilevered awnings with ornate steel brackets. The verandahs are unusually wide and deep, and in some cases return to corners, including to the prominent precinct corner of Macaulay Road and Bellair Street. Another distinctive characteristic of Macaulay Road are the sharply angled commercial buildings on the south side of the road, to street corners which run at oblique angles to the south-west.

Moving away from Macaulay Road and Bellair Street, there is a smattering of corner shops in residential streets but typically not corner hotels as occurs in other inner Melbourne suburbs. Kensington's relatively later date for most of its development would account for this, with earlier suburbs in the municipality, such as North Melbourne, more commonly having the typical 'pub on each corner' characteristic.

### *Pattern of development*

As noted, there were early subdivisions in the general precinct area, to the east of the railway line in the late 1840s; by 1853, the 'village of Kensington' was being promoted; and from mid-1860 allotments to the west of the railway line were sold. However, this early subdivision activity did not immediately lead to development in the precinct, with building activity starting to pick up in the 1870s. In the 1880s, when development increased significantly, subdivisions included the 1883 Kensington Park Estate to the south of Macaulay Road. North of the road in this period, subdivision included re-subdivision of the earlier 1860s Crown allotments, with both McConnell and McCracken streets starting to be more fully developed by 1885.

The subdivisions did not always provide for orderly street arrangements, and some streets have kinks or bends to them, with views up and down streets not being direct. This is particularly the case in the northern part of the precinct, and evident in several of the streets running west of Bellair Street, including Wight and McMeickan streets; and streets running west from McCracken Street, such as Hopetoun and Gordon streets.

Macaulay Road runs through the centre of the precinct, terminating to the west at the junction with Kensington and Epsom roads. Historically, Macaulay Road connected Kensington to industrial development to the east and north-east of the precinct, and from there to North Melbourne and the city. The precinct to the north of Macaulay Road has wide residential streets running in a north-south direction, with lesser secondary connecting streets. The former include McConnell and McCracken streets, with McCracken being particularly wide, with dual carriageways separated by a central landscaped median. Bellair Street is an important street in the east of the precinct, historically associated with the railway line, and connecting with Flemington to the north. South of Macaulay Road, the main residential streets run in an east-west direction, and include Tennyson, Ormond and Wolseley streets. Wide streets are also characteristic of the west and east precinct components.

In terms of infrastructure, streets in the precinct variously retain bluestone kerbs and channels.

### *Topography*

Topography has influenced local development, with higher ground in the west of the precinct, and lower ground in the east towards the historic Moonee Ponds Creek. There are high and low sides to streets, with distant views available from elevated parts of some streets. These include The Ridgeway and Bangalore Street in the west of the precinct, with views to the west and south; and McCracken Street, with views to the east from the high side of the street. Topography has also influenced building forms, with many houses, including modest cottages, elevated off ground level, with steps up to the entrances. This is especially common in the precinct, and is a Kensington 'signature'.

### *Parks, gardens and street plantings*

The precinct is not noted for its parks and gardens, however there are street plantings, particularly on the main thoroughfares. Street trees are a characteristic of Bellair Street (elms and planes) and also of Wolseley Parade (plane trees). McCracken Street is treed, as is Ormond Street.

### **Statement of significance**

Kensington Precinct (HO9) is of local significance. It satisfies the following criteria:

- Criterion A: Importance to the course or pattern of our cultural or natural history (historical significance).

- Criterion E: Importance in exhibiting particular aesthetic characteristics (aesthetic/architectural significance).
- Criterion G: Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons (social significance).

*What is significant?*

Kensington Precinct (HO9) was developed in the late nineteenth and early twentieth century. Significant and contributory development predominantly dates from the 1880s to 1910s, with some limited development in the 1870s and interwar period. The precinct is mainly residential, with commercial buildings concentrated in Macaulay Road and Bellair Street. A small number of civic and institutional buildings are located in the north of the precinct, including the former town hall.

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

- Typical late nineteenth and early twentieth century building characteristics including:
  - Use of weatherboard, with some brick building materials.
  - Prominent hipped and gable-ended roof forms with chimneys; timber-posted verandahs; and front garden setbacks with fences to property boundaries.
- Streets of consistent late nineteenth or early twentieth century residential character, often with repetitive rows of modest single-storey cottages on regular allotment sizes.
- Scattered larger dwellings and two-storey terrace houses.
- Later development as evidenced in interwar buildings.
- Elevated house entrances, with steps up to verandahs, is a Kensington 'signature'.
- Irregular side setbacks between weatherboard dwellings including semi-detached pairs or single dwellings with a narrow separation; and some with a direct abuttal and brick party wall.
- Typically low scale character, of mostly single-storey buildings, with some two-storey residences and commercial buildings.
- An absence of large scale or multi-storey buildings, including in backdrop views to historic development.
- High and low sides to some streets due to the local topography, with distant views available from high sides of streets.
- Concentration of historic commercial development in Macaulay Road and Bellair Street, with the latter being particularly intact and distinguished by wide and deep iron post-supported verandahs with ornate friezes, and cantilevered awnings with ornate steel brackets.
- 'Village' character of the precinct, focused on the prominent intersection of Macaulay Road and Bellair Street.
- Prominence of the 1901 Kensington Town Hall at the northern end of Bellair Street.
- Nineteenth and early twentieth century planning and subdivisions as evidenced in:
  - 1880s subdivisions to the south and north of Macaulay Road.

- More regular street layout of the south, west and east parts of the precinct, contrasts with the north of the precinct where streets have kinks and bends.
- High proportion of modest allotment sizes throughout the precinct.
- Later subdivision in the west of the precinct.
- Street tree plantings in Bellair Street (elms and planes), Wolseley Parade (plane trees), and McCracken and Ormond streets.
- Historic street materials including bluestone kerbs and channels.
- Vehicle accommodation is generally not visible from principal streets, but more common to rears of properties, with lane access.

#### *How is it significant?*

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

#### *Why is it significant?*

Kensington Precinct is of **historical significance** as a Victorian and Edwardian era precinct which developed in a concentrated period in the late nineteenth century through to the 1910s. While the establishment of Flemington Racecourse and the road to Geelong in the 1840s, and the opening of the Newmarket livestock saleyards and railway to Essendon in 1859 and 1860, were important local developments, they did not immediately stimulate activity in the precinct. Rather, this occurred from the 1880s, associated with developing local industries and the expansion of wheat and wool production and trade in Victoria. The construction of large mills and wool stores just outside the current precinct, in proximity to the river, port and railway lines, generated local employment; as did the extension of the rail network from Spencer Street and North Melbourne stations. Newmarket saleyards were also a significant local employer. As Kensington developed, with remarkably consistent residential streets, Macaulay Road and Bellair Street in proximity to Kensington railway station became the commercial focus. The two streets meet at the prominent railway crossing on Macaulay Road, and form the nucleus of Kensington 'village'. The opening of Kensington State School in McCracken Street in 1881 was another important local event, as was the establishment of the short-lived Borough of Flemington and Kensington in 1882, followed by construction of the Kensington Town Hall at the north end of Bellair Street in 1901. Kensington has retained its predominantly residential status, with a focus on the 'village', although it is characterised less by its relationship to local industries which, in the post-World War II period, began to decline.

Kensington Precinct is of **social significance**. Residents value its historic streetscapes, and the commercial area centred on the 'village'. The 1905 town hall is an important local building, as is the 1881 State School in McCracken Street which continues to be the focus of primary school education in the precinct.

The **aesthetic/architectural significance** of the Kensington Precinct largely rests in its Victorian and Edwardian development, with the precinct noted for its comparatively concentrated development history and consistent residential streetscapes. These typically include repetitive rows of modest single-fronted single-storey cottages, predominantly of weatherboard construction, but with some brick; complemented by some larger dwellings and two-storey terrace houses. Commercial development on Macaulay Road and Bellair Street mostly relates to the 1880s and 1890s activity in the precinct. Bellair Street is particularly intact with some distinguished commercial buildings; it has wide and deep iron post-supported verandahs with ornate friezes, and cantilevered awnings with ornate steel brackets. The precinct is also notably low-scale, with single-storey and some two-storey



buildings. Local topography has influenced development, with many houses, including modest cottages, elevated off ground level with steps up to entrances, an arrangement which is a Kensington 'signature'. The topography has also resulted in high and low sides to streets, with distant views available from elevated sides of streets. Street tree plantings enhance the aesthetic significance of the precinct.

## APPENDIX D: MUNICIPAL GRADINGS DEFINITIONS

Table 2 Definitions of 'significant', 'contributory' and 'non/not significant/contributory' as used included in municipal planning schemes in Victoria

| Council                      | Significant  | Contributory   | Non/Not significant/contributory  |
|------------------------------|--|--|---|
| Banyule<br>(Clause 22.06)    | An <i>individually significant</i> place is a single heritage place that has cultural heritage significance independent of its context. Some <i>individually significant</i> places may also contribute to the significance of a heritage precinct. <i>Individually significant</i> places will usually have a separate citation and statement of significance in a heritage assessment document (refer to References at the end of this policy).            | The word <i>Contributory</i> identifies an element that contributes to the significance of a heritage place, and may be a building, part of a building or some other feature of a heritage places, <i>Contributory</i> elements should be identified in the statement of significance or other heritage assessment document (refer to References at the end of this policy).   | A <i>non-contributory</i> element does not make a contribution to the significance of a heritage place. In some instances, an <i>individually significant</i> place may be considered <i>Non-contributory</i> within a heritage precinct, for example, an important Modernist house within a Victorian era precinct.  |
| Bass Coast<br>(Clause 22.03) | These are considered to be of individual significance, irrespective of the fact that they are contained within a Heritage Overlay precinct. Such places provide evidence of the historical, agricultural and social development of the municipality, sometimes on a regional level. Such places make a considerable historic and aesthetic contribution, particularly as a group or representative places which may or may not be in close proximity to each | These places are considered to be representative heritage places of local significance which collectively contribute to the significance of the precinct. Such places are representative of the historical, scientific, aesthetic or social development of the municipality and collectively, sometimes of the region. They are visually important elements in the streetscape and provide a cohesive context which reinforces the value of the individual | Some sites within a precinct are Not Significant and do not contribute to the historic nature of the precinct and its streetscapes and may be intrusive. In Bass Coast Shire, they include such things as vacant allotments and post-World War Two buildings of little or no heritage significance or buildings where there has been a considerable degree of alteration. |

| <b>Council</b>   | <b>Significant</b>   | <b>Contributory</b>   | <b>Non/Not significant/<br/>contributory</b>   |
|--|--|---|--|
|  | other, and their loss would have a fundamental and adverse affect on the cultural heritage of the precinct and the municipality.   | buildings.  |  |
| <p>Baw Baw<br/>(Clause 21.09)</p> <p>Moreland<br/>(Clause 22.06)</p> <p>Murrindindi<br/>(Clause 22.05)</p> | <p><i>Significant place:</i> A place (e.g., a building, structures, tree etc.) that has cultural heritage significance independent of its context. Significant places may also make a contribution to the significance of an area or heritage precinct.</p>  | <p><i>Contributory place:</i> A place or feature (e.g., buildings, structures, trees etc.) that contributes to the significance of an area or heritage precinct.</p>  | <p><i>Non-contributory place:</i> A place or feature (e.g., buildings, structures, trees etc.) that do not make a contribution to the significance of a Heritage Place. In some instances, a Significant place may be considered Non-contributory within a heritage precinct. For example, an important Modernist house within a Victorian era precinct.</p> |
| <p>Bayside<br/>(Clause 22.05)</p> <p>Campaspe<br/>(Clause 22.02)</p>                                       | <p>Significant Heritage Building</p> <p>A building identified as having heritage significance that is not located in a precinct (refer to Figure 1).</p>   | <p>Contributory Buildings</p> <p>Refers to those buildings that are deemed to make a contribution, either individually, or as part of a collection, to the significance of the Heritage Precinct (refer to Figure 1).</p>   | Not provided   |
| <p>Boroondara<br/>(Clause 22.05)</p>   | <p>'Significant' heritage places are places of State, municipal or local cultural heritage significance that are individually important in their own right. When in a precinct, they may also contribute to the cultural heritage significance of the precinct. 'Significant' graded places within a</p> | <p>'Contributory' heritage places are places that contribute to the cultural heritage significance of a precinct. They are not considered to be individually important places of State, municipal or local cultural heritage significance, however when combined with other 'significant'</p> | <p>Non-contributory places – ungraded places within heritage precincts. 'Non-contributory' places are places within a heritage precinct that have no identifiable cultural heritage significance. They are included within a Heritage Overlay because any development of the</p>   |

| <b>Council</b>             | <b>Significant</b>  | <b>Contributory</b>   | <b>Non/Not significant/<br/>contributory</b>  |
|----------------------------|---|---|---|
|                            | precinct are of the same cultural heritage value as places listed individually in the Schedule to the Heritage Overlay. | and/or 'contributory' heritage places, they play an integral role in demonstrating the cultural heritage significance of a precinct.  | place may impact on the cultural heritage significance of the precinct or adjacent 'significant' or 'contributory' heritage places.   |
| Brimbank<br>(Clause 22.01) | Not provided  | "Contributory" heritage places are individually important places of state, regional or local heritage significance or are places that contribute to the significance of a Heritage Overlay area. "Contributory" places may include buildings that are of a built style that contributes to the significance of a precinct, even though they may have been constructed in a later period. "Contributory" places are identified on Council's Heritage Policy Map which forms part of the <i>Post-Contact Heritage Study, Version 2, 2013 (as amended)</i> . | "Non-contributory" heritage places are buildings or places within a Heritage Overlay area where the original building has been demolished, replaced, or modified beyond recognition, or where the constructed building is stylistically inconsistent with the period of the precinct. Any new development on these sites may impact on the heritage significance of the area. Therefore, development of non-contributory places should take into account the heritage characteristics of any adjoining heritage place as well as the heritage values of the streetscape. "Non-contributory" places are identified on Council's Heritage Policy Map which forms part of the <i>Post-Contact Heritage Study, Version 2, 2013 (as amended)</i> . |
| Kingston<br>(Clause 22.16) | Significant Heritage Place is a building or structure and its associated land identified as having individual heritage  | Contributory Heritage Place is a place that contributes to the cultural significance of an identified heritage precinct.  | Non-contributory Place is a place that is neither significant or contributory. It may be included within a Heritage Precinct.   |

| <b>Council</b>                 | <b>Significant</b>  | <b>Contributory</b>  | <b>Non/Not significant/<br/>contributory</b>  |
|--------------------------------|---|--|---|
|                                | significance.   |  |   |
| Melbourne<br>(Clause 22.05)    | <i>Outstanding building</i> means a grade A or B building anywhere in the municipality.   | <i>Contributory building</i> means a 'C' grade building anywhere in the municipality, or a 'D' grade building in a Level 1 or Level 2 streetscape.   | Not provided  |
| Port Phillip<br>(Clause 22.04) | Significant heritage places include buildings and surrounds that are individually important places of either State, regional or local heritage significance and are places that together within an identified area, are part of the significance of a Heritage Overlay. These places are included in a Heritage Overlay either as an area or as an individually listed heritage place and are coloured "red" on the City of Port Phillip Heritage Policy Map in the Port Phillip Heritage Review, Volume 1-6. | Contributory heritage places include buildings and surrounds that are representative heritage places of local significance which contribute to the significance of the Heritage Overlay area. They may have been considerably altered but have the potential to be conserved. They are included in a Heritage Overlay and are coloured "green" on the City of Port Phillip Heritage Policy Map, in the Port Phillip Heritage Review, Volume 1-6. | Non-contributory properties are buildings that are neither significant nor contributory. They are included in a Heritage Overlay and have no colour on the City of Port Phillip Heritage Policy Map in the Port Phillip Heritage Review, Volume 1-6. However any new development on these sites may impact on the significance of the Heritage Overlay, and should therefore consider the heritage characteristics of any adjoining heritage place and the streetscape as covered in this policy. |
| Pyrenees<br>(Clause 22.06)     | Heritage places of individual significance are individually significant for having heritage values at either state, regional or local levels and make a contribution to the heritage values of the wider municipality. These places are included in a Heritage Overlay either as an area or an individually listed heritage place.  | Contributory heritage places are places with heritage values that contribute to the streetscape and visual amenity of a Heritage Overlay area. Through restoration or reconstruction they may be brought back to a condition that enables the place to achieve individual significance. Currently identified contributory  | Not provided  |

| <b>Council</b>                | <b>Significant</b>   | <b>Contributory</b>  | <b>Non/Not significant/<br/>contributory</b>  |
|-------------------------------|--|--|---|
|                               |  | places and details of their significance are noted in the Pyrenees Shire Heritage Precinct Policy Report, 2002.  |   |
| Stonnington<br>(Clause 22.04) | Significant buildings be defined as A1, A2 and B graded buildings.   | Contributory buildings be defined as C graded buildings.   | Not provided  |
| Wodonga<br>(Clause 22.05)     | Individually significant. An individually significant place is a single heritage place that has cultural heritage significance independent of its context. Some individually significant places may also contribute to the significance of a heritage precinct. Individually significant places will usually have a separate citation and statement of significance in a heritage assessment document (refer to References at the end of this policy). | Contributory. The word Contributory identifies an element that contributes to the significance of a heritage place, and may be a building, part of a building or some other feature of a heritage places, Contributory elements should be identified in the statement of significance or other heritage assessment document (refer to References at the end of this policy). | Non-contributory. A non-contributory element does not make a contribution to the significance of a heritage place. In some instances, an individually significant place may be considered Non-contributory within a heritage precinct, for example, an important Modernist house within a Victorian era precinct. |
| Yarra<br>(Clause 22.02)       | <i>Individually significant:</i> The place is a heritage place in its own right. Within a Heritage Overlay applying to an area each individually significant place is also Contributory.   | <i>Contributory:</i> The place is a contributory element within a larger heritage place. A contributory element could include a building, building groups and works, as well as building or landscape parts such as chimneys, verandahs, wall openings, rooflines and paving.  | <i>Not contributory:</i> The place is not individually significant and not contributory within the heritage place.  |

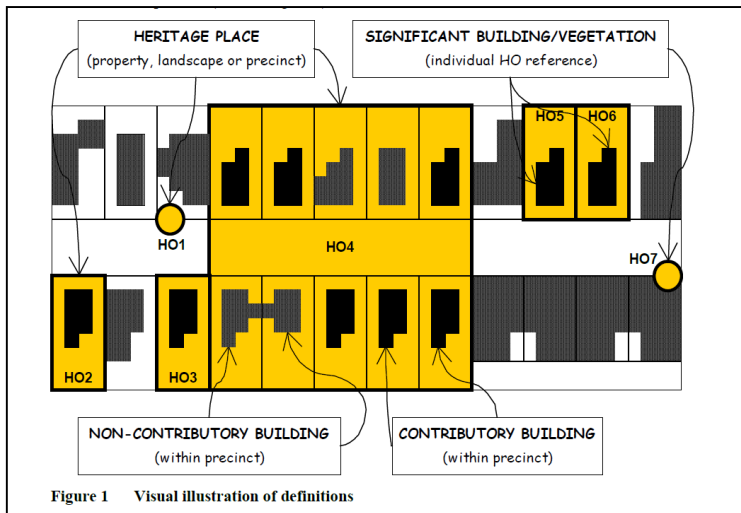


Figure referred to in Bayside and Campaspe policies...

Table 3 Definitions of 'A', 'B', 'C' and 'D' as used included in municipal planning schemes in Victoria

| City of Melbourne (Clause 22.05)  |   |   |   |
|---|---|---|---|
| A   | B   | C   | D   |
| 'A' buildings are of national or state importance, and are irreplaceable parts of Australia's built form heritage. Many will be either already included on, or recommended for inclusion on the Victorian Heritage Register or the Register of the National Estate. | 'B' buildings are of regional or metropolitan significance, and stand as important milestones in the architectural development of the metropolis. Many will be either already included on, or recommended for inclusion on the Register of the National Estate. | 'C' buildings. Demonstrate the historical or social development of the local area and /or make an important aesthetic or scientific contribution. These buildings comprise a variety of styles and building types. Architecturally they are substantially intact, but where altered, it is reversible. In some instances, buildings of high individual historic, scientific or social significance may have a greater degree of alteration. | 'D' buildings are representative of the historical, scientific, architectural or social development of the local area. They are often reasonably intact representatives of particular periods, styles or building types. In many instances alterations will be reversible. They may also be altered examples which stand within a group of similar period, style or type or a street which retains much of its original character. Where they stand in a row or street, the collective group will provide a setting which reinforces the value of the individual buildings. |

| City of Stonnington (Heritage Guidelines 2002)   |   |   |  |
|--|---|---|--|
| A1   | A2  | B   | C  |
| <p>A1 Buildings are of national or state importance, and may be considered irreplaceable parts of Australia's built form heritage. Many will be either already included on, or recommended for inclusion on, the Victorian Heritage Register and/or the Register of the National Estate (these are the equivalent of A graded buildings adopted by the City of Melbourne and a number of other councils.)</p> <p>For a building to be of A1 importance it would need to demonstrate importance in one or more of the categories outlined by the Heritage Council (or possibly some other category) in a manner or to an extent which was rare or distinctive in comparison to other buildings of its type, use, era, style or state. The application of an A1 grading in the City of Stonnington to a particular site indicates that the site is registered as an historic building or has a strong prima facie case for nomination to the Heritage Council.</p> | <p>A2 Buildings are of regional or metropolitan significance, and stand out as important milestones in the architectural development of the metropolis. Many will be either already included on, or recommended for inclusion on, the Register of the National Estate. (These are the equivalent of B graded buildings adopted by the City of Melbourne and a number of other councils.)</p> <p>Most of these buildings will have importance in one or more of the categories defined by the Heritage Council and outlined above, but they are not considered significant to a degree sufficient to warrant nomination to the Heritage Council. In other words, they do not demonstrate importance in a manner or to an extent which is rare or distinctive in comparison to other buildings of their type, use, era, style on a statewide basis, although they will usually be relatively rare or distinctive within their own</p> | <p>B Buildings make an architectural and historic contribution that is important within the local area. This includes well preserved examples of particular styles of construction, as well as some individually significant buildings that have been altered or defaced. (These are the equivalent of C graded buildings adopted by the City of Melbourne and a number of other councils.)</p> <p>Buildings in this category will usually be fine and/or typical examples of their type, era or style, and may help demonstrate the development of their immediate area in one or several periods. They will usually retain a substantial degree of their original material or appearance, and any such additions as are visible, will usually either be sympathetic to the character of the original, or will demonstrate a typical and/or notable type of building alteration from another era. They will usually be</p> | <p>C Buildings are either reasonably intact representative examples of particular periods or styles, or they have been substantially altered but stand in a row or street which retains much of its original character. These buildings are considered to have amenity or streetscape value. (These are the equivalent of D and E graded buildings adopted by the City of Melbourne and a number of other councils.)</p> <p>In important areas, such as urban conservation areas, C graded buildings are those which once formed an integral part of the character of the area, but which have now been altered or defaced to such an extent that they contribute only in terms of overall scale, form and/or setback. C Buildings may also be reasonably intact to their original appearance but stand in isolation or in a context which has undergone considerable change and/or is of little</p> |



|  |   |  |                              |
|--|---|--|------------------------------|
| <p>However, the Council itself remains the arbiter of what buildings may or may not be included on the register, and an A1 grading does not ensure that the building will automatically be registered by the Heritage Council.</p> | <p>regional or local context. They are in general, important buildings within the context of the City of Stonnington and the wider metropolitan area.</p> | <p>good and/or substantially intact examples of fairly standard architectural types and styles from particular eras, such as might be found in comparable areas in other municipalities.</p> <p>Some B grade buildings gain part of their significance from their location within an architecturally or historically rich context, especially if that context is a Heritage Overlay. In such instances the building may have lost some of its original overall appearance, or have been defaced to some visible extent by later additions, while nonetheless retaining sufficient architectural character to make it a useful and irreplaceable part of the overall streetscape or urban environment. A building's significance (both architectural and historical) as a contributory element within this context may therefore be sufficient to warrant a B grading, even though a similar building in a less important context may have been graded C.</p> | <p>overall significance.</p> |
|--|---|--|------------------------------|

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## **APPENDIX E: ENGAGEMENT REPORT (CAPIRE CONSULTING GROUP)**

REPORT



# City of Melbourne

*Local Heritage Policy Review*

Summary of engagement findings, October 2015

**capire**

# Privacy

Capire Consulting Group and any person(s) acting on our behalf is committed to protecting privacy and personally identifiable information by meeting our responsibilities under the *Victorian Privacy Act 1988* and the *Australian Privacy Principles 2014* as well as relevant industry codes of ethics and conduct.

For the purpose of program delivery, and on behalf of our clients, we collect personal information from individuals, such as e-mail addresses, contact details, demographic data and program feedback to enable us to facilitate participation in consultation activities. We follow a strict procedure for the collection, use, disclosure, storage and destruction of personal information. Any information we collect is stored securely on our server for the duration of the program and only disclosed to our client or the program team. Written notes from consultation activities are manually transferred to our server and disposed of securely.

Comments recorded during any consultation activities are faithfully transcribed however not attributed to individuals. Diligence is taken to ensure that any comments or sensitive information does not become personally identifiable in our reporting, or at any stage of the program.

Capire operates an in-office server with security measures that include, but are not limited to, password protected access, restrictions to sensitive data and the encrypted transfer of data.

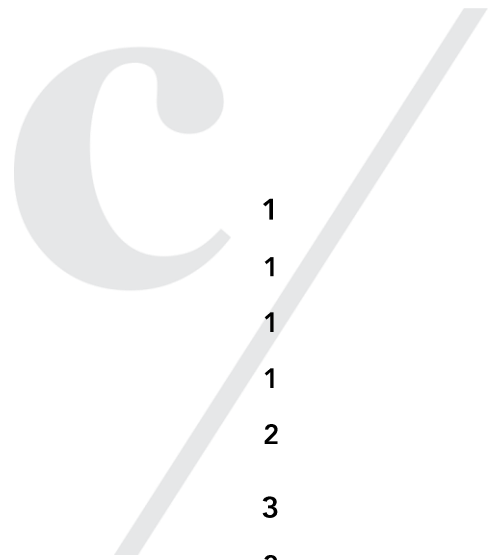
For more information about the way we collect information, how we use, store and disclose information as well as our complaints procedure, please see [www.capire.com.au](http://www.capire.com.au) or telephone (03) 9285 9000.

# Stakeholder Engagement

Unless otherwise stated, all feedback documented by Capire Consulting Group and any person(s) acting on our behalf is written and/or recorded during our engagement activities.

Capire staff take great care while transcribing participant feedback but unfortunately cannot guarantee the accuracy of all notes. We are however confident that we capture the full range of ideas, concerns and views expressed during the engagement activities.

Unless otherwise noted, the views expressed in our work represent those of the participants and not necessarily those of our consultants or our clients.



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# 1 Introduction

## Purpose of this report

The purpose of this report is to outline the process and findings from the community and stakeholder engagement undertaken as part of the City of Melbourne's (CoM) heritage policy review. The review includes the development of seven statements of significance for key precincts, and the review of the existing heritage policy.

In some cases comments have been paraphrased and quotes have been used to illustrate the community sentiment.

## Timeframes

The community and stakeholder engagement was conducted over a five-week period:

- commencing on **Monday 16 March 2015**
- concluding on **Sunday 19 April 2015**.

## Project background

The CoM is highly regarded for having some of the most significant heritage properties and streetscapes in Victoria. Since 1982, more than 30 studies have been conducted documenting the city's heritage assets. Recent reviews have however, identified issues with the content, useability and operation of the local heritage planning policies.

In July 2014, CoM undertook 'A Review of the Local Heritage Planning Policies in the Melbourne Planning Scheme' (the Review Paper). This was as a result of community feedback on CoM's 'Heritage Strategy 2013', and planning panel recommendations. The review focused specifically on Clauses 22.04 and 22.05 of the Melbourne Planning Scheme.



The review recommended CoM:

1. Phase out the current alphabetical property grading system (A-D) and replace it with classifications which utilise 'significant' and 'contributory' categories.
2. Prepare Statements of Significance for seven precincts outside the Capital City Zone. These Statements of Significance will also utilise the 'significant' and 'contributory' categories.

In response to the Review Paper, the City of Melbourne commissioned architects and heritage consultants Lovell Chen, to conduct a further review of Local Heritage Planning Policies with the aim of producing:

- comprehensive Statements of Significance for the seven heritage precincts located outside of the Capital Zone
- a revised Clause 22.04 Heritage Places within the Capital City Zone, with revised grading
- a revised Clause 22.05 Heritage Places outside of the Capital City Zone, with revised grading.

Together with Lovell Chen and CoM, Capire Consulting Group designed and delivered the community and stakeholder engagement designed to help inform the work of Lovell Chen.

## Limitations

There were limitations associated with the engagement that should be acknowledged.

- Timings for community engagement overlapped with school and public holiday period – which may have impacted on numbers of participants.
- The information in this report is based on qualitative research, with every person self-selecting to participate. It therefore does not necessarily reflect the views of a representative sample of the community.
- Some information included in this report may be factually incorrect. The information has not been validated, as it is purely a summary of opinions, perceptions and feedback.
- There were low levels of attendance at some events due to the timing, locations and participant notification process.
- Demographic and cultural diversity was limited across engagement activities.

## 2 Key findings

The following findings have been summarised to inform the work being completed by Lovell Chen.

### Statement of Significance

Participants identified a range of different heritage elements as being significant in each precinct. The process highlighted that:

- **The statements need to tell the story of the area as a whole, to celebrate the historic 'glory days' and also the 'working class'.** For example, Kensington participants told us it was important to preserve the dormitory houses and working yards - highlighting the character of Kensington as a place that people worked and lived. Others identified the old stables in laneways and the importance they play in North and West Melbourne streetscape. All groups identified and acknowledged the significance of the state listed heritage mansions.
- **Social history plays an important role in all precincts. An example is the role North and West Melbourne played as a stop in the 'the road from the sea to the goldfields'.** Many streets were wide to allow cattle and gold carts through to the port, and Kensington had a significant cattle route from the stockyards to the abattoir. Many of the inner city precincts have retained a mixture of built form and morphologies reflecting the mixed residential and industrial uses and identifying how people both lived and worked in the precinct.
- **Green spaces, parks and gardens play an important role in the heritage significance of a precinct.** Wide open vistas and the views into and out of significant parks were considered important to the character of the precincts and for example 'what set Parkville apart'. Participants pointed out that some of the precincts have developed differently to the original plans, and many green spaces were lost or are now overshadowed by park infrastructure or nearby developments.
- **Infrastructure such as roads, pipes and drainage systems and intact (not cemented) cobblestones** provide the clues to the engineering past of the area.
- **Landmarks are significant.** In North and West Melbourne the importance of preserving the vistas to the town hall clock tower was strongly emphasised by participants. The clock tower is historically an 'important navigation tool for the area and you can still see it from the bay'.

## Heritage Policy

- **Don't rush the process. It is important to take the time to ensure a thorough review.** 'The policy in clause 22.05 was developed at the same time as the current grading system for sites and streetscapes. The policy is, therefore, interlinked with the grades and streetscapes. If there is to be comprehensive change to the policy, there should be reassessment of all levels of significance at the same time. Clearly it is not possible to undertake such a task quickly.' Participants believed the best approach to the policy review was a two stage approach that includes a sunset clause so that a review is updated appropriately.
- **Consolidate and include all recent research into the new policy.** A renewed heritage policy requires a solid foundation and robust supporting information. Backfill the gaps in reference information, include aerial photos, building inventory (where available) and current information into the new policy. It is also important to develop a plan to review each precinct to maintain up to date and accurate information.
- **Provide strong definitions of what is meant by 'significant' and 'contributory'.** Clear definitions will provide greater certainty and clarity to planners and ensure the planning scheme can facilitate consistent decisions. 'There should be an understanding that the City of Melbourne municipality will have a very high proportion of significant buildings given its status as the capital city of the State.'
- **Make it more difficult to demolish buildings within a heritage area.** Shift 'the onus to be on developers and property owners to prove that demolition and alterations are ok, not the onus on CoM to prove that they are not'. It is important that we 'retain heritage buildings in their 'three-dimensional' form and not simply a shell or façade, something which is only mentioned currently in the policy basis in clause 22.04. Cantilevering and 'façadism' must be very clearly discouraged.'
- **Ensure the new heritage policy, Statements of Significance and the Design Development Overlays (DDO) align.** These precincts make up only a small part of the total city, and that growth should be guided away from these small areas. That growth posed significant threat to the intactness of heritage areas. Discrepancies in the Heritage Overlay (HO) and DDOs were also identified as a threat to heritage values. 'Application requirements must not only recommend 'Heritage Impact Statements', which essentially measure impact of new development, they should also include reference to Conservation Management Plans prepared by heritage experts for significant redevelopments.'

**The top three priorities for the policy were:**

1. Mandatory height controls in heritage precincts
2. Resolving the tension between the DDOs and HOs
3. Strengthening the planning controls that apply to streetscapes for example light, privacy, neighbourhood amenity and setbacks.

**The top three broader suggestions regarding heritage in the City of Melbourne were:**

1. Providing more information for the general public on heritage precincts of state, national and international significance, and how these sites and precincts are managed.
2. A stronger commitment by CoM that heritage will be a high, if not the highest, priority when assessing a proposed development.
3. Inner city heritage precincts should be 'no go' areas for increased density development.



*Image 1. Statements of Significance workshop, Parkville*



*Images 2. Community Policy workshop, Melbourne*

# 3 Engagement summary

## Overview

A range of techniques were used during the engagement period. Each are described below.

| Technique           | Description  | Participants |
|---------------------|--|--------------|
| ONLINE              | <p>The CoM's Participate Melbourne project page included:</p> <ul style="list-style-type: none"> <li>• Basic information regarding this stage of the project</li> <li>• Timeline of planned stakeholder engagement activities</li> <li>• Details of each event, with timing, locations and RSVP contact details</li> <li>• Survey/submissions template</li> </ul>  | 27           |
| COMMUNITY WORKSHOPS | <p>Six community forums were held between the 16 and 26 of March for the precincts Kensington, Parkville, North and West Melbourne, South Yarra, East Melbourne and Jolimont, and Carlton.</p> <p>The forums were held in either the morning or evening and included an optional walking tour. The purpose of the forums was to hear from local residents on what is significant to the heritage of their precinct, why and how it is significant.</p> | 80           |
| INTERNAL WORKSHOPS  | Two workshops were held with internal stakeholders to gather input on the draft revised clauses, the new heritage grading system, and the Statements of Significance. The goal of the workshops was to establish whether the revisions are both workable and practical.  | 9            |
| EXTERNAL WORKSHOP   | The workshop was held with external stakeholders to gather input into the new heritage policy.   | 25           |
| WRITTEN SUBMISSIONS | Written submissions were received from a number of community groups and individuals. Participants were generally invited to provide a submission after attending a community workshop.   | 10           |
| TOTAL PARTICIPATION |  | 151          |

# Methodology

## ONLINE

Participate Melbourne was used for the online engagement, with a dedicated project page established to allow user to:

- access FAQs specific to the project
- read supporting documentation including workshop presentations, walking tour maps, background reports and factsheets
- find dates and locations for the precinct workshops on the Statements of Significance and workshop on heritage policy
- complete an online survey on the precincts and the management of heritage.

## COMMUNITY WORKSHOPS

The 1.5-hour forums were held as either morning (7.30am start) or evening (6.00pm start) sessions and included an optional walking tour.

Meetings were facilitated by Capire, with Lovell Chen presenting an overview of the project and initial thoughts on precinct characteristics and heritage significance. Participants were given the opportunity to ask questions at the end of the presentation prior to the commencement of activities.

Participants were asked to use these materials to respond to the following questions.

- 1. What do you think of the key elements of heritage significance in your precinct?**
- 2. What other key heritage elements of the precinct should be acknowledged in its Statement of Significance?**
- 3. How are these elements significant – historical, aesthetic/architectural, social, scientific or other heritage values?**
- 4. Why are these elements important to the overall heritage of the precinct?**

Each table was hosted by either CoM or Capire staff, who facilitated the conversation and provided a summary of the participant's feedback at the end.

## INTERNAL WORKSHOP

CoM planners and heritage advisors were invited to discuss a preliminary list of policy issues identified by Lovell Chen and through previous submissions to CoM during the policy review work.

Following the first internal workshop, planners and advisors were invited to consider the information presented by Lovell Chen and provide feedback prior to a second internal workshop.

The second workshop outlined Lovell Chen's strategic directions for the policy rewrite, in response to the challenges and issues raised.

### **EXTERNAL WORKSHOP ON THE HERITAGE POLICY**

Community members were invited to a two hour workshop to discuss the heritage planning policy within Clause 22.04 and 22.05.

Lovell Chen presented on significant challenges and considerations for the policy rewrite, alongside a number of example images from the precincts and CBD.

Participants were then invited to ask questions or make comments on the presentation before the workshop table activities. In small groups at tables, participants were asked the following question:

**1. What are your top three ideas to guide heritage management across the City of Melbourne?**

Participants were given time to quietly reflect and respond individually before the discussion was opened up to the broader table. CoM and Capire staff facilitated the table discussions where the most prominent ideas were identified and discussed. Table facilitators then shared these ideas with the broader group.

# 4 Feedback

## Statements of Significance

The following is a combination of stakeholder and community feedback from across online submission, external workshops and written submissions. The feedback focuses on the creation of the new Statements of Significance for the precincts outside the Capital City Zone.

### KENSINGTON

Participants in Kensington felt strongly that the Statement of Significance needs to tell the story of the area as a whole, for example, the connections between the different industries in the area; wool, stockyards, rubber and mills.

It was important to preserve the dormitory houses and working yards together, highlighting the character of Kensington as a place that people worked and lived. Streetscapes and views to the city were also identified as important to the participants.

Participants said that the current overlay (H09) is too narrow and does not cover a lot of significant landmarks and streetscapes. They felt it was important to acknowledge more than the stockyard.

Participants identified the following elements as very important to the history of the Kensington precinct:

- the old abattoir
- the trail from the stockyards to the abattoir
- the old school on McCracken Street as one of Melbourne largest schools at the turn of the century (estimated 1000 students)
- Bennet Glass Rubber factory (became Olympic tyres, a very significant business in Australia)
- Rankins Road (as the first street and resident in Kensington)
- the original subdivision of Parson Street, Rankins Road, Smith Street and Barnett Street
- the old tannery
- Belair Street 'is an important street however there has been some façade alterations'
- the former wool dumping sheds
- the Flour mill 'because it is still active as it was 100 years ago'
- Bluestone laneways 'because they acted as drains or stormwater systems and gave you more light and air between properties'
- the bridges built by Sir John Monash.



## PARKVILLE

Participants felt very strongly that the heritage significance of Parkville was linked to its green spaces, 'the green space in Parkville is so important to the wellbeing and connectedness of the community'. Wide open vistas and the views into, and out, of Royal Park and were considered important to the character of the precinct and 'what set Parkville apart'.

Other significant elements of the precinct identified by participants were:

- the scientific heritage of the drainage works that flow under South Parkville
- geographical topography of the precinct for example the creek in Levers Reserve
- Bowen Crescent
- height and lighting (vistas of buildings)
- the remaining commercial buildings – P.O. Café and Naughtons Hotel
- the cast iron lacing
- Jageurs Lane is socially, historically and visually important as a link to the north
- the 1930s interwar flats throughout the precinct
- the bluestone laneways, 'they are very significant to the heritage of the precinct and state as they tell what life was like in the 1850s, 60s and 70s'.

## SOUTH YARRA

Participants felt that South Yarra embodied the development pressures of Melbourne throughout history, from grand gold rush mansions to interwar flats. The gold rush set the context for the whole area, and South Yarra had some of the last remaining intact examples of this era, particularly:

- Park Street, as one of the early grand boulevards in South Yarra
- Palsey Street
- Walshe Street (participants questioned why it is not currently included in heritage overlay)
- Fawkners Park
- Mason Street
- Millswyn Street
- Marne Street (towards St Kilda road)
- Park Place
- Domain Street (East Side)
- Domain Road (between Punt Road and Walshe Street)
- Toorak Road West (Between Marne Street and Millswyn)
- Leopald Street (49 out of the 50 lots are still original) and
- Hope Street.

Participants identified that it is not only the intactness of the streets but the diversity of the buildings that give South Yarra its heritage value. They also felt strongly that previous built form controls had taken a fragmented approach to heritage and that significance streets must be considered as a whole not as two separate sides.

The interwar flats were highlighted as playing a significant role in shaping the area as an apartment area. Participants strongly supported adding interwar period development to the Statements of Significance.

## NORTH AND WEST MELBOURNE

Participants identified the significance of North and West Melbourne as its history 'as the road from the sea to the goldfields'. Many streets were wide to allow cattle and gold carts through to the port. Servicing the CBD, the precinct has always had a mixture of residential and industrial uses and people lived and worked in the precinct.

The participants identified the following as core elements of the area's heritage character:

- the topography which defined the precinct's built form
- the intact (not cemented) cobblestones
- old stables in laneways
- the low scale modest workers houses
- large number of pubs and churches
- cast iron exteriors reflect the connection with the railway
- the 'cohesive fabric of the buildings' – render and brick
- Errol Street precinct - participants felt it should be extended to include Victoria Street from the Queen Victoria Market and into Queensbury Street
- eclectic development
- the diversity of heritage housing forms - from humble worker cottages to grand mansions.

Participants pointed out that the precinct developed differently to the original plans, and many green spaces were lost or are now overshadowed. For this reason they felt it was important to retain the quality of the remaining parks.

Finally, the importance of preserving the vistas to the town hall clock tower was strongly emphasised by participants. The clock tower was an 'important navigation tool for the area and you can still see it from the bay'.

## EAST MELBOURNE AND JOLIMONT

Participants summarised the heritage character of East Melbourne and Jolimont as 'significant people, buildings and civic spaces'. They felt the whole precinct is highly significant as it has some of the oldest and most intact rows of Victorian houses in Melbourne (particularly Powlett and Vale Street) and epitomises the nineteenth Century suburban vision.

Participants identified the following as important elements of the heritage value of East Melbourne and Jolimont:

- the intact skyline with the absence of high rise
- the conformity in height and scale
- the 'pocket' gardens which enhance the liveability of the precinct
- Powlett Street has a very important terrace, one of the very few covering a full block
- the Victorian terraces on Vale Street
- Fitzroy Gardens
- the home of Redmond Barry, significant for his impact on the city and the first Chinese bank
- Bishops Court
- the Peter Lawler building
- intact streetscapes
- Victorian buildings
- bluestone laneways
- coherent development.

## CARLTON

The complimentary mixed use and low scale development in Carlton makes it a pedestrian friendly environment and contributes to its heritage value. Participants recommend that green spaces and parklands around heritage buildings be preserved and acknowledged, not just the buildings themselves. The high sun penetration and central medians allow for passive enjoyment of the precinct.

The following elements were identified as important to the area's heritage character:

- the parks and squares are important for open space and subdivision significance (participants would like to see Lincoln Square included in the heritage overlay)
- Princes Park, the pond and the green open spaces and trees
- Pelham Street is an important east-west spine, allowing movement through the precinct
- interesting visible heritage roof lines
- the built form despite the mix of uses has integrity
- grand homes on the lower end of Drummond Street (Victoria Street to Grattan Street)
- the old Edwardian children's hospital
- significant trees 'on the roundabout between the university and the cemetery'
- 'north, south, east and west axis of the streets grid, and that it's really easy to navigate'
- the significant vista on Queensberry Street towards the dome of the Royal Exhibition Centre
- the laneways which provide wonderful building envelopes
- 'heritage value of the precinct that the Cemetery be retained and protected as it is.'

Participants also discussed the significance of green spaces in heritage areas and the need to protect the encroachment of modern built forms onto these spaces. For example, the Melbourne Museum behind the Exhibition Gardens, the public toilets and sporting facilities in Princes Park were considered to be impacting the significance of these heritage places.

## Heritage policy review

The following is a combination of stakeholder and community feedback from across online submissions, workshops, and written submissions. It focuses on considerations for the rewrite of heritage policy within Clauses 22.04 and 22.05.

### **COMMUNITY FEEDBACK**

Participants at the community workshops were asked, 'what are your top three ideas to guide heritage management across the City of Melbourne?' The responses provided were not only ideas about heritage management but also included broader suggestion regarding heritage in the City of Melbourne. The themes have therefore been separated into 'ideas for heritage management' and 'broader suggestions regarding heritage'.

The comments have been grouped into common themes which are listed according to the number of times they were identified by participants.

| IDEAS FOR HERITAGE MANAGEMENT   | BROADER SUGGESTIONS REGARDING HERITAGE  |
|---|---|
| <ol style="list-style-type: none"> <li>1. Mandatory height controls in heritage precincts (8 times).</li> <li>2. Examining and resolving the tension between the development and heritage overlays (4 times).</li> <li>3. Strengthening the planning controls that apply to streetscapes addressing issues such as light, privacy, neighbourhood amenity and setbacks (4 times).</li> <li>4. A system for regular review of Statements of Significance and heritage policy audits (3 times).</li> <li>5. Define more clearly the statements on policies regarding heritage precincts - stronger, definitive, prescriptive language (3 times).</li> <li>6. Heritage advisor must be involved in all development applications within heritage overlays (3 times).</li> <li>7. Onus in developers to persuade CoM that the development fits in with the Statement of Significance (2 times).</li> <li>8. Encourage sympathetic 'infill development', rather than faux period facades or harsh modern developments (2 times).</li> <li>9. Disregard 'bad examples' in comparisons for assessing applications (2 times).</li> <li>10. More consistency between design guidelines and heritage overlays (2 times).</li> </ol> | <ol style="list-style-type: none"> <li>1. Providing more information for the general public on heritage precincts of state, national and international significance, and how these sites and precincts are managed (listed 6 times).</li> <li>2. A stronger commitment by CoM that heritage will be a high, if not the highest, priority when assessing a proposed development applications (listed 4 times).</li> <li>3. Inner city heritage precincts should be 'no-go' areas for increased density development (listed 4 times).</li> <li>4. Interior fabric of buildings are important not just façade (3 times).</li> <li>5. Recognise the tourism value of heritage (2 times).</li> <li>6. Utilise Meredith Gould's work on heritage (2 times).</li> <li>7. More information on proposed demolitions and developments before they occur for the community (2 times).</li> <li>8. Commitment by CoM to genuinely consult with all ratepayers and heritage experts regarding heritage management (1 time).</li> <li>9. CoM must be responsible for heritage protection for sites and precincts (1 time).</li> </ol> |

## ADVICE ON HERITAGE POLICY FROM PLANNERS AND ADVISORS

Feedback during the workshops focused on a range of issues presented by Lovell Chen and elaborated upon by the broader group. Issues and comments are summarised below:

**Consider the original intent of the existing A-E and 1-3 grading systems.** Whilst CoM staff and advisors acknowledged that the current grading system had fallen behind, some noted that the original system was designed to reflect the broad variety of built form and heritage 'objects' in Melbourne such as a full or partial streetscapes or buildings. Varied levels of concern were expressed over the simplification of building classifications and the potential loss of streetscape grading system.

**Scope out any further work required to understand the broader implications of a transition to a new grading system.** The complexity of the transition was highlighted by a number of participants with discussion around the best methodology for the transition. Questions were also raised about the implications of revising Clauses 22.04 and 22.05 – such as could, and should, the new policy accommodate both existing and new grading systems.

**Existing reference materials for heritage assessments are problematic.** Participants at both workshops said that current reference databases and materials are 'extraordinarily unreliable'. The unreliability of publicly available information also presented an issue for accessibility. The focus during the conversations on reference material pointed to the need for these documents to be considered in the scoping of further work on the grading system transitions.

**Policy should be stronger on the management of the three-dimensional form of heritage buildings.** Conversations with participants raised competing ideas about the growing trends of 'façadism' and cantilevering. It was emphasised that there should be greater consideration of the entire built form and the airspace above any heritage building.

**The policy could be a single clause rather than two clauses.** Participants were open to Lovell Chen testing a single policy rather than maintaining the existing two clauses. This was in part due to an acknowledgement that some parts of policy work better than others. It was in response to changing the boundaries of Clauses 22.04 and 22.05, moving away from strictly considering the zones. Consensus was not reached on how new boundaries could be formed and through which tool or control, such as precincts, or identified growth areas.

Advice from the submissions was to ensure the policy is practical and workable, there should be a staged approach to amending the policy. The justification given was:

- The existing heritage policy in Clause 22.05 has been in place since 1985. As a policy of long standing, consistently applied, it has considerable weight.
- The policy in 22.05 was developed at the same time as the grading system for sites as A to E and streetscapes 1, 2 and 3. The policy is interlinked with the grades and streetscapes. If there is to be a comprehensive change to the policy, there should be a reassessment of all levels of significance at the same time. Clearly it is not possible to undertake such a task quickly.
- On the basis that the City of Melbourne wishes to assign a 'significant' and 'contributory' label in lieu of the A, B, C, D, and the few E gradings, there is potential for a two-stage process.

Participants provided the following breakdown of how the two stages could be conducted:

#### **STAGE 1**

- a) Unilaterally change all existing A and B sites to 'significant' and all existing C, D, and E sites to 'contributory'.
- b) Adopt the definition for 'significant' in the Victorian Planning Practice Note (VPPN). Do not write a definition for 'contributory'. Allow this to have its common English meaning.
- c) Revise the Melbourne Heritage Inventory to list all sites as either 'significant' or 'contributory'. This will remove any arguments about whether a particular site fits a definition, it will be on the list as required in the VPPN.
- d) Prepare a Reference document which takes the form of a series of maps which delineate the Level 1 streetscapes. Full concealment of higher rear parts and façade height and building height provisions would remain for these streetscapes. Perhaps these could be called 'identified streetscapes'. Amend 22.05 to insert this as a reference document.
- e) Amend Clause 22.05 with as few changes as is possible to be consistent with the amended classifications. Amend or delete definitions as required.
- f) Insert a sunset clause for the preparation of a Statement of Significance for all 'significant' sites in the inventory.
- g) Prepare a Statement of Significance for each precinct HO. Amend 22.05 to insert this as a reference document. Make this publicly accessible.

- h) Based on the precinct Statement of Significance, undertake a desktop survey (earthmine, streetview and original BIFs) to determine a list of missing items and items to be further investigated as 'significant'. If a single person does this it should be possible to even out the differences between the various studies.

## STAGE 2

- a) Undertake the assessments necessary to classify the missing sites and revise the Inventory accordingly. This is a very large task and could be done on a precinct by precinct basis over a series of years.
- b) Prepare a Statement of Significance for all 'significant' sites in the inventory and those included on the list in task **(h)** above. This is a very large task and could be done on a precinct by precinct basis over a series of years. Prepare a reference document which contains the Statements of Significance or do this as an update to the existing Reference studies as has been undertaken previously. Add to 22.05 as necessary. Make this reference document publically accessible.
- c) Scan the c1985 photos of every building from the original studies for public access with the inventory.
- d) Revise the inventory.
- e) Retain the original BIF sheets for in-CoM use.
- f) Prepare minor amendments to 22.05 to accommodate corner sites, lanes, trees, landscapes etc, as determined during the course of the project.

As a policy of long standing, consistently applied, retain the considerable weight of Clause 22.05 by making as little change as is possible.

- Provide performance standard guidance within the clause and prepare a new Statement of Significance for each precinct. Currently this clause is of very little assistance in guiding development.
- At some point, add the new precincts within the Capital City Zone (CCZ), as previously identified.



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- 1 'Report to the Future Melbourne (Planning) Committee, Review of Local Heritage Policies in Melbourne Planning Scheme', Agenda Item 6.1, D Mayes, City of Melbourne, 1 July 2014. Melbourne's Heritage Strategy is Council's plan to protect the city's heritage buildings, places and objects over the next 15 years.
- 2 Also of relevance are several recent Planning Panels, which reviewed Melbourne Planning Scheme heritage amendments, and made commendations on Council's grading system. These include Amendment C186 (Central City Hoddle Grid), where the Panel described the A-D grading system as being 'out dated'; and Amendment C207 (Arden Macaulay Heritage) where the Panel recommended Council undertake a review of its heritage grading system as a priority.
- 3 City of Melbourne website,  
<http://www.melbourne.vic.gov.au/BuildingandPlanning/Planning/planningpermits/Pages/CapitalCityZone.aspx>, accessed 26 August 2015.
- 4 As per the definition in the current Clause 22.05.
- 5 This precinct citation refers to individual heritage places, some of which are included in the Victorian Heritage Register or individually listed in the Schedule to the Heritage Overlay, which are wholly or partly located within the precinct boundary, or adjoin it. Historical development outside the precinct boundary is also referred to. This recognises that adjoining development, and individual places, contribute to an understanding of the precinct's evolution and in some cases were influential in the history of the precinct. They also demonstrate important historical attributes or characteristics which are shared with the precinct.
- 6 *Argus*, 22 November 1849, p. 2.
- 7 'Plan of the City of Melbourne and its extension northwards', Charles Laing, 1852, held at State Library of Victoria and Marjorie J. Tipping, 'Hoddle, Robert (1794–1881)', Australian Dictionary of Biography, National Centre of Biography, Australian National University, <http://adb.anu.edu.au/biography/hoddle-robert-2190/text2823>, published first in hardcopy 1966, accessed online 29 June 2015.
- 8 'Plan of the Extension of Melbourne called Carlton', Surveyor-General's Office, 12 November 1853, held at State Library of Victoria.
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- 10 Peter Yule (ed.), *Carlton: A History*, Melbourne University Press, Carlton, 2004, p. 17.
- 11 Peter Yule (ed.), *Carlton: A History*, Melbourne University Press, Carlton, 2004, p. 21.
- 12 *Argus*, 25 October 1872, supplement, p 1.
- 13 *Sands & Kenny* directory, 1857.
- 14 Peter Yule (ed.), *Carlton: A History*, Melbourne University Press, Carlton, 2004, p. 19.
- 15 G. Whitehead, *Princes Park Cultural Heritage Study*, 1999, p. 2.
- 16 See Victorian Heritage Register citation for Yarra Park (VHR 2251).
- 17 G. Whitehead, *Princes Park Cultural Heritage Study*, p. 7, *The Argus*, **4 September, 1890, p. 10.**
- 18 See <http://www.blueseum.org/tiki-index.php?page=Princes%20Park>, 5 June 2015.
- 19 See Victorian Heritage Register citation for Royal Exhibition Building and Carlton Gardens (VHR H1501).

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- 20 UNESCO World Heritage 'Justification for inscription'.
- 21 *Sands & McDougall* directory, 1873
- 22 *Sands & McDougall* directory, 1873.
- 23 *Sands & McDougall* directory, 1873, City of Melbourne rate books, Smith Ward, 1874, rate nos 2111-2118 (for example), VPRS 5708/P9, Volume 13, Public Record Office Victoria.
- 24 Hotel listings for Carlton, *Sands & McDougall* directory, 1873.
- 25 City of Melbourne Heritage Precincts Project (draft), Meredith Gould Architects 2004, p. 14.
- 26 City of Melbourne rate books, Smith Ward, 1868, rate nos 2501-2510, VPRS 5708/P9, Volume 7, Public Record Office Victoria, and based on extant bluestone houses on Murchison Street.
- 27 Peter Yule (ed.), *Carlton: A History*, Melbourne University Press, Carlton, 2004, p. 31
- 28 See for examples, buildings at 8 Palmerston Place, 280-284 Drummond Street and examples on MMBW detail plan no. 1190.
- 29 Based on a comparison of residences in Kay Street and Drummond Street: City of Melbourne rate books, Volume 29, 1890, Victoria Ward, rate nos 2721-2756 and Smith Ward, rate nos 1730-1760, VPRS 5708/P9, Public Record Office Victoria.
- 30 Peter Yule (ed.), *Carlton: A History*, Melbourne University Press, Carlton, 2004, p. 38.
- 31 Peter Yule (ed.), *Carlton: A History*, Melbourne University Press, Carlton, 2004, p. 42.
- 32 F Lancaster Jones, 'Italian Population of Carlton: a Demographic and Sociological Survey, PhD thesis, 1962, as referenced in Peter Yule (ed.), *Carlton: A History*, Melbourne University Press, Carlton, 2004, p. 85.
- 33 F Lancaster Jones, 'Italian Population of Carlton: a Demographic and Sociological Survey, PhD thesis, 1962, as referenced in Peter Yule (ed.), *Carlton: A History*, Melbourne University Press, Carlton, 2004, p. 85.
- 34 Peter Yule (ed.), *Carlton: A History*, Melbourne University Press, Carlton, 2004, pp. 134, 138.
- 35 This precinct citation refers to individual heritage places, some of which are included in the Victorian Heritage Register or individually listed in the Schedule to the Heritage Overlay, which are wholly or partly located within the precinct boundary, or adjoin it. Historical development outside the precinct boundary is also referred to. This recognises that adjoining development, and individual places, contribute to an understanding of the precinct's evolution and in some cases were influential in the history of the precinct. They also demonstrate important historical attributes or characteristics which are shared with the precinct.
- 36 John Patrick Pty Ltd and Bryce Raworth Pty Ltd, *Yarra Park, Melbourne: Conservation Analysis*, 2001, p. 4.
- 37 Burchett, Winston, *East Melbourne*, Craftsmen Press, Hawthorn, 1977, p. 7.
- 38 City of Melbourne Heritage Precincts Project (draft), Meredith Gould Architects 2004, p. 20.
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- 40 'Illustrated map of Melbourne and suburbs', Charles F Maxwell, 1872, held at State Library of Victoria.
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- 44 'Melbourne and its suburbs', compiled by James Kearney, 1855, held at State Library of Victoria.
- 45 *Argus*, 6 April 1857, p. 8.
- 46 City of Melbourne Heritage Precincts Project (draft), Meredith Gould Architects 2004, p. 20.
- 47 *Sands & McDougall* directory, 1862.
- 48 *Sands & McDougall* directory, 1862 and 1864, 'H2131 – Residence', Heritage Victoria, Victorian Heritage Register citation, accessed via [http://vhd.heritage.vic.gov.au/#detail\\_places;2972](http://vhd.heritage.vic.gov.au/#detail_places;2972), 27 March 2013..
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- 50 Winston Burchett, *East Melbourne, 1837-1977: People, places, problems*, 1975, pp. 48-49.
- 51 MMBW 160':1" plan no. 27, Lovell Chen collection.
- 52 See Victorian Heritage Register citation for Yarra Park (VHR 2251).
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- 54 City of Melbourne Heritage Precincts Project (draft), Meredith Gould Architects 2004, p. 22.
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- 62 See Victorian Heritage Register citation for Fitzroy Gardens (VHR H1834).
- 63 This precinct citation refers to individual heritage places, some of which are included in the Victorian Heritage Register or individually listed in the Schedule to the Heritage Overlay, which are wholly or partly located within the precinct boundary, or adjoin it. Historical development outside the precinct boundary is also referred to. This recognises that adjoining development, and individual places, contribute to an understanding of the precinct's evolution and in some cases were influential in the history of the precinct. They also demonstrate important historical attributes or characteristics which are shared with the precinct.
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- 78 Agency VA 3153 North Melbourne, agency description, Public Record Office Victoria.
- 79 City of North Melbourne rate books, Middle Ward, rate nos 1976-1988, 1890, VPRS 5707/P3, Public Record Office Victoria.
- 80 City of North Melbourne rate books, Eastern Ward, rate nos 656-673, 1890, VPRS 5707/P3, Public Record Office Victoria.
- 81 Bill Hannan, *Pride of Hotham: A tale of North Melbourne and a red-headed architect*, Hotham History Project, North Melbourne, 2006, p. 15, City of Melbourne Heritage Precincts Project (draft), Meredith Gould Architects 2004, p. 33 and *Sands & McDougall* directory, 1873.
- 82 MMBW detail plans nos 759, 760 and 762, 1896, held at State Library of Victoria.
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- 86 'History', North Melbourne Football Club, [www.nmfc.com.au](http://www.nmfc.com.au), accessed 26 March 2015.
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- 88 City of Melbourne Heritage Precincts Project (draft), Meredith Gould Architects 2004, p. 33.
- 89 It has been noted that there were some 80 hotels in North Melbourne, and some 40 in West Melbourne, in the nineteenth century. Information provided by Mary Kehoe.
- 90 This precinct citation refers to individual heritage places, some of which are included in the Victorian Heritage Register or individually listed in the Schedule to the Heritage Overlay, which are wholly or partly located within the precinct boundary, or adjoin it. Historical development outside the precinct boundary is also referred to. This recognises that adjoining development, and individual places, contribute to an understanding of the precinct's evolution and in some cases were influential in the history of the precinct. They also demonstrate important historical attributes or characteristics which are shared with the precinct.
- 91 Letter from Charles La Trobe, 30 September 1850, as quoted in W A Sanderson, 'The Alienation of Melbourne Parks', *Victorian Historical Magazine*, Volume XIV, December 1932, p. 145.
- 92 W A Sanderson, 'Royal Park', *Victorian Historical Magazine*, Volume XIV, No. 3, May 1932, p. 110, State Library of Victoria, *Argus*, 14 November 1854, p. 2.
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- 102 Named after Councillor Ievers, an influential local resident who was a member of the Melbourne City Council; see *South Parkville, Walk No 1*, a walking tour guide, produced by the Parkville Association, 2006, author N L Killip.
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- 104 *North Melbourne Advertiser*, 9 April 1875, p. 2 and *Argus*, 2 September 1879, p. 6.
- 105 *North Melbourne Advertiser*, 26 March 1887, p. 2.
- 106 *North Melbourne Advertiser*, 26 March 1887, p. 2.
- 107 *Sands & McDougall directory*, 1890.
- 108 *Sands & McDougall directory*, 1890, MMBW detail plan no 1148, 1899, State Library of Victoria.
- 109 *North Melbourne Advertiser*, 26 March 1887, p. 4.
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- 110 *South Parkville, Walk No 1*, a walking tour guide, produced by the Parkville Association, 2006, author N L Killip.
- 111 MMBW 160':1" plans nos 30, 31 1895
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- 114 *Argus*, 22 November 1934, p. 11.
- 115 This precinct citation refers to individual heritage places, some of which are included in the Victorian Heritage Register or individually listed in the Schedule to the Heritage Overlay, which are wholly or partly located within the precinct boundary, or adjoin it. Historical development outside the precinct boundary is also referred to. This recognises that adjoining development, and individual places, contribute to an understanding of the precinct's evolution and in some cases were influential in the history of the precinct. They also demonstrate important historical attributes or characteristics which are shared with the precinct.
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- 121 See Victorian Heritage Register citation for La Trobe's Cottage (VHR 1076).
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