

Statement of Evidence and Report to Planning Panel

Melbourne Planning Scheme Amendment C271

Guildford and Hardware Laneways Heritage Study

July 2018

Prepared by

LOVELL CHEN



Prepared for

City of Melbourne

Statement of Qualifications and Experience, and Declaration

Authorship of this report

This statement of evidence has been prepared by Ms Anita Brady, Associate Director of Lovell Chen Pty Ltd, Architects and Heritage Consultants, Level 5, 176 Wellington Parade, East Melbourne, assisted by Ms Libby Blamey, Senior Associate also of Lovell Chen. The views expressed in the statement are those of Ms Anita Brady.

Qualifications and Experience

I hold a Masters of Arts (Public History) from Monash University, and a Bachelor of Arts (Hons) from the University of Melbourne. I have been involved in cultural heritage practice and management for over 20 years in both the public and private sectors. This experience includes heritage appraisals of properties and assessments of impacts on heritage places, and strategic planning and policy development for heritage places. While employed at Heritage Victoria for four years, I was the principal author of the Victorian Heritage Strategy (May 2000), and Secretary to the Heritage Council's Policy and Protocols Committee. I have also published on cultural heritage matters.

I have been employed by Lovell Chen (formerly Allom Lovell & Associates) since June 2001, and was made Associate Director in July 2005. I am responsible for leading multi-disciplinary teams with expertise in architecture, history and planning. During this time, I have undertaken numerous heritage assessments of properties, authored reports on heritage matters for planning panels, prepared expert witness statements, and given evidence before planning appeals tribunals. I have also managed a number of municipal heritage studies, gaps studies and reviews for local Government authorities, including for the municipalities of Boroondara, Yarra, Yarra Ranges, Greater Bendigo, Port Phillip and Melbourne.

I have additionally been involved in the preparation of conservation management plans, analyses and reports, for places as diverse as the Records Office, Melbourne; Capital Performing Arts Centre, Bendigo; Beehive Building, Bendigo; No 3 Treasury Place, Melbourne; Beaurepaire Centre, Melbourne University; No 2 Goods Shed, Melbourne Docklands; Swing Bridge, Sale; Catani Gardens, St Kilda; Port of Fremantle; Cascades Convict Female Factory, Hobart; and Point Nepean Quarantine Station. I have contributed to master plans for Victoria Park, Abbotsford, and Commonwealth land at Point Nepean; and undertaken heritage appraisals of residential buildings, industrial sites and institutional complexes across Melbourne. I have managed a national heritage assessment and review of Australia Post properties; was responsible for preparation of the Yarra Planning Scheme Clause 43.01-2 Incorporated Plan, *Planning Permit Exemptions July 2014*; and have recently undertaken a review and revision of local heritage policies and precinct statements of significance for the City of Melbourne. The latter is subject to Amendment C258.

Instructions

My instructions were included in correspondence from Brigid Ryan, Legal Counsel for the City of Melbourne, dated 20 June 2018.

Lovell Chen involvement leading up to instructions

Section 4.0 of this statement (see below) provides a detailed overview of my involvement and that of Lovell Chen in the heritage study, leading up to the receipt of instructions. I was responsible for managing the heritage study project at Lovell Chen, including participating in aspects of the field work and reviewing all written outputs. I was also the author of the heritage study Methodology Report.

Summary of my opinion

The two heritage precincts and seven individual heritage places identified, assessed and documented in the Guildford and Hardware Laneways Heritage Study, on the basis of their heritage value warrant the

application of Heritage Overlay controls. They are also recommended to be included in the Schedule to the Heritage Overlay of the Melbourne Planning Scheme.

Declaration

I adopt this statement and no matters of significance which I regard as relevant have to my knowledge been withheld from the Panel.

A handwritten signature in black ink, appearing to read 'A Brady'.

Anita Brady

1.0 Introduction

This statement of evidence has been prepared for the City of Melbourne and addresses the Guildford and Hardware Laneways Heritage Study (generally referred to below as the 'heritage study'). The study was undertaken by Lovell Chen, commencing in February/March 2016.

The heritage study focused on the area comprising five city blocks bounded by La Trobe, Elizabeth, Little Collins and Queen streets, as illustrated in Figure 1. The opposite sides of the bordering streets, being the north side of La Trobe Street, west side of Queen Street, south side of Little Collins Street and east side of Elizabeth Street, were also included in the study.

The existing (as of July 2018) Heritage Overlay controls, as they apply to the study area, are shown at Figure 2 and Figure 3.

Some of the content in this statement includes, and in part reproduces, elements of the Guildford and Hardware Laneways Heritage Study Methodology Report, Lovell Chen, May 2017 (referred to below as the Methodology Report).

Note also that some clarifications or corrections to the Amendment documentation, and to that prepared by Lovell Chen, are identified in this statement. These are generally of a minor nature.

1.1 Content of this statement

This statement of evidence includes the following content, with reference to attachments:

- Summary of the heritage study outcomes and recommendations
- Brief overview of the heritage study methodology
- Summary and generally chronological overview of the progress of the heritage study, identifying Lovell Chen's involvement and the outcomes of the various stages of the study
- Response to the post-exhibition submissions (copy of the Lovell Chen final memorandum response provided to Council on 28 March 2018, is at Attachment 1)
- Brief commentary on the Report to the Future Melbourne (Planning) Committee agenda (15 May 2018)
- Response to the current (late) submissions relating to the properties at:
 - 140 Queen Street
 - 383-385 Little Bourke Street
 - 283-285 Elizabeth Street
 - 287-289 Elizabeth Street
 - 372-378 Little Bourke Street/15-17 Niagara Lane
- Reference to the Methodology Report (May 2017) and any recommended additional text and/or clarifications to the report (copy at Attachment 2; note this does not include the appendices)
- Concluding comments

2.0 Heritage study outcomes

The heritage study identified two new heritage precincts and seven new properties of individual significance outside the precinct boundaries. The recommended new precincts are:

- Guildford and Hardware Laneways Precinct
- Elizabeth Street West Precinct

The recommended new properties of individual heritage significance are:

- 388-390 Bourke Street
- 414-416 Bourke Street
- 337-339 La Trobe Street
- 358-360 Little Collins Street
- 362-364 Little Collins Street

- 369-371 (rear) Lonsdale Street
- 128-146 Queen Street.

Property citations were also prepared for seven places with existing individual Heritage Overlay controls.

- HO546 Bourke Street 421, Melbourne
- HO618 Elizabeth Street 245-269, Melbourne
- HO665 Hardware Lane 55-57, Melbourne
- HO667 Hardware Lane 63-77, Melbourne
- HO716 Lonsdale Street 377-381 Melbourne
- HO724 McKillop Street 15-19, Melbourne
- HO725 McKillop Street 18-22, Melbourne.

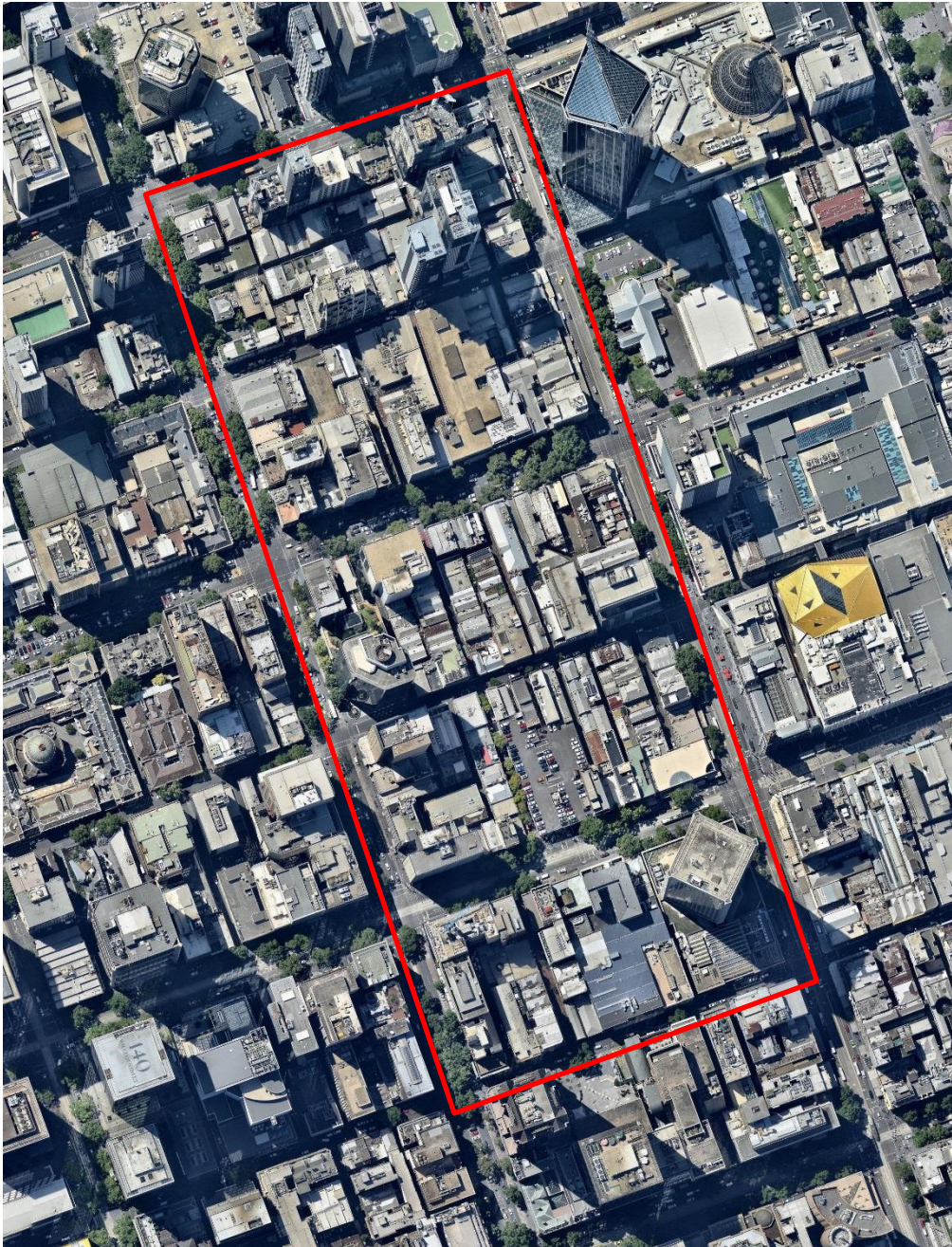


Figure 1 Study area outlined in red. Little Collins Street is at the bottom, La Trobe Street is at the top, Queen Street is at left, and Elizabeth Street is at right. North is at top of image
Source: Nearmap

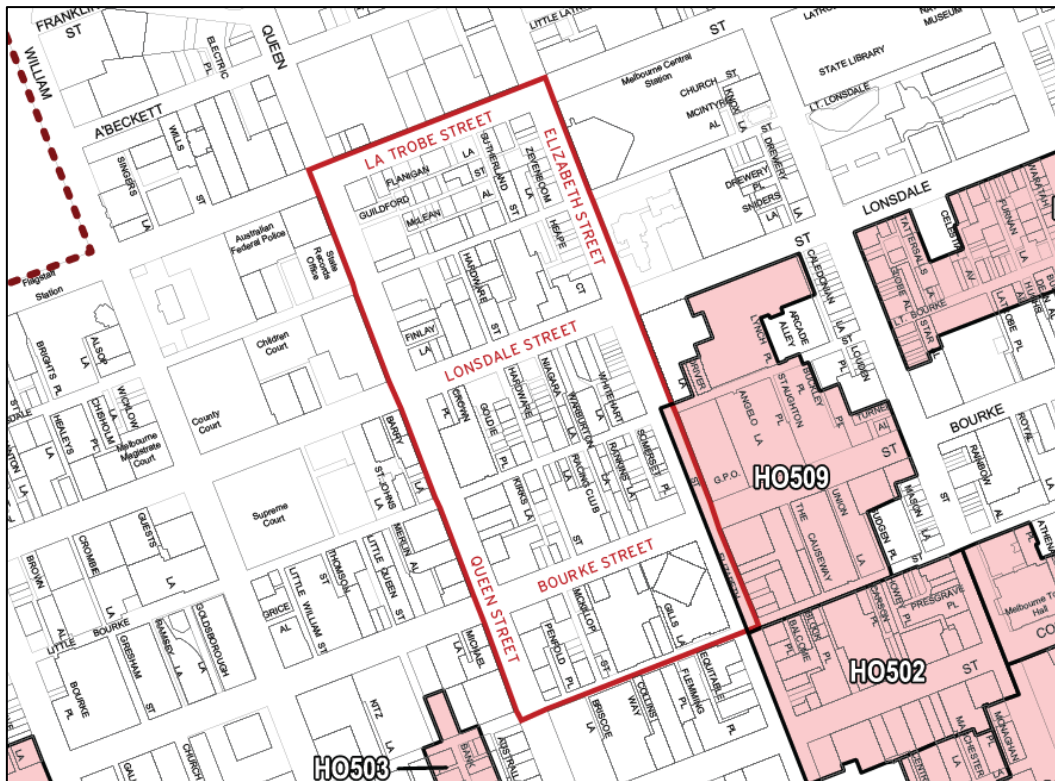


Figure 2 Extract from current Melbourne Heritage Overlay map, showing study area and existing heritage precincts
Source: Planning Schemes Online

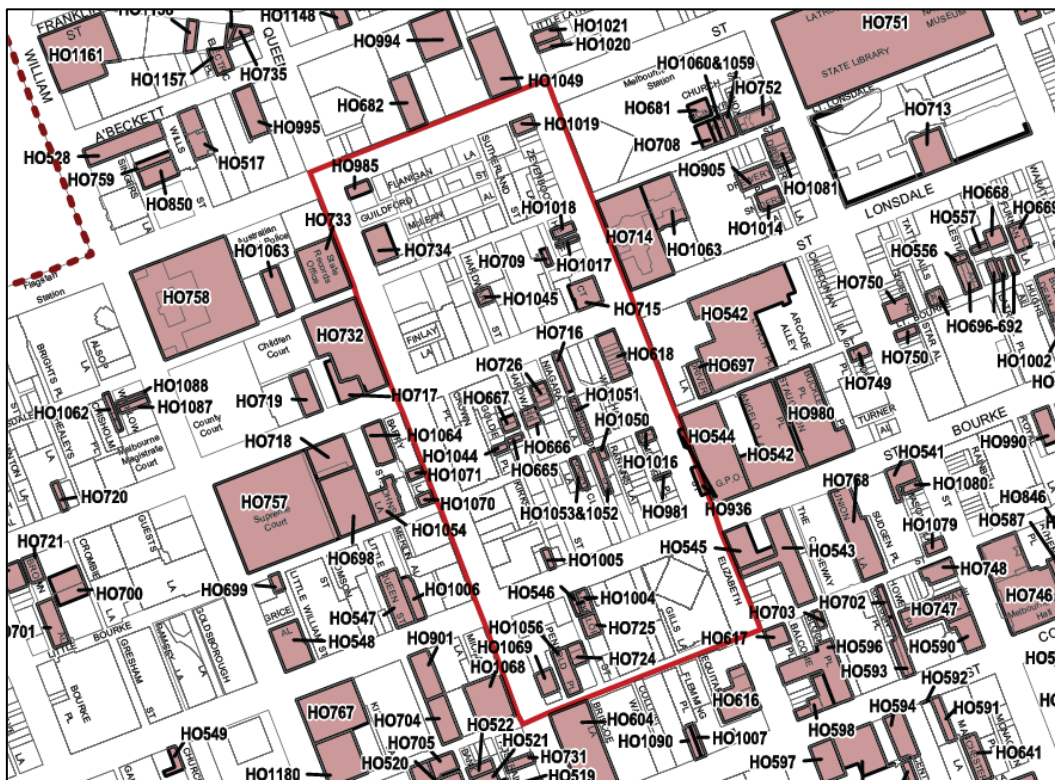


Figure 3 Extract from current Melbourne Heritage Overlay map, showing study area and individual Heritage Overlay places
Source: Planning Schemes Online

3.0 Heritage study methodology

The heritage study generally followed a standard methodology, in terms of stages and tasks, which is outlined in some detail in the attached Methodology Report. The objective of the study was to identify and assess properties for potential inclusion in Melbourne's Schedule to the Heritage Overlay. The study anticipated both new individual and precinct-based (multi-property) Heritage Overlay controls.

The consultants were also required to review and update, where necessary, the citations for properties with existing individual Heritage Overlay controls. Those places with older property citations were historically documented in a more limited way, hence the scope of the study provided for these older citations to be reviewed and updated.

The heritage study tasks included:

- Review of existing documentation relating to the study area and places within it, including previous heritage studies/reports and other relevant information.¹
- Field work, including a survey of the entire study area and inspection of each property from the street and side or rear laneways; this also included a survey of spaces (and not just buildings) within the study area.
- Historical research into the study area as a whole, plus the streets and lanes of the area, and individual properties as required; this included collation of historical information, maps, plans and photographs.
- Assessment of significance, including comparative analysis, reference to the heritage assessment criteria as included in the (then) VPP Practice *Note Applying the Heritage Overlay* (July 2015), identification of relative levels of significance, and preparation of statements of significance in the 'what', 'how' and 'why' format.
- Preparation of documentation (heritage citations) for the two identified precincts together with schedules of properties included in the precincts; for properties recommended for new individual Heritage Overlay controls; and for select properties with existing individual Heritage Overlay controls.

The documentation produced for the heritage study (citations and property schedules) identifies the relative level of heritage significance/value for each property using the 'significant', 'contributory' or 'non-contributory' categories. The existing A, B, C, D alphabetical gradings are also noted in the documentation, and referred to as 'previous' gradings.

Individually significant properties are included in the precincts, being existing individual Heritage Overlay places or newly identified/assessed places of individual significance. The former are identified in the precinct citations and property schedules, with their relevant HO numbers. For the latter, individual statements of significance are included in the precinct citations.

The citations additionally include maps of the precincts, and thumbnail maps of the individual properties.

3.1 Laneways characteristics

While as noted above, the Guildford and Hardware Laneways Heritage Study followed a generally standard methodology, it is recognised that the Guildford and Hardware Laneways Precinct has historical and built form characteristics which differentiate and distinguish it from many other heritage precincts, including commercial, manufacturing and residential precincts. These distinguishing characteristics include the density of the laneways which reflects their historical proliferation and the evolving subdivision of the original large Hoddle Grid city blocks; the land use patterns which have

¹ Among the previous studies provided by Council was a report titled 'City of Melbourne Heritage Precincts: Background History & Significance Assessment', Meredith Gould, February 2007. It is understood that this report has no current status in the Planning Scheme, however it addressed potential new precinct areas in Guildford Lane and Hardware Street.

resulted in some laneways having building frontages while others are bounded by the sides or rears of buildings; and the narrow laneway proportions which are often ‘canyon’ like and formed and characterised by the high bordering building walls with no setbacks.

This distinguishing pattern of development has accordingly resulted in the sides and/or rears of some buildings being identified as contributory to the historic character and significance of the precinct (see Figure 4 to Figure 6 for examples). This can occur in conjunction with the front or façade of the building being significant or contributory; or it can occur where the front or facade of the building has been changed or replaced and has lost its heritage character and value.

The laneways included in the Elizabeth Street West Precinct also share aspects of these characteristics (see Figure 7).

The property schedules for the two precincts identify the heritage value of the properties, including the components of the buildings – such as the sides and rears - which contribute to the precincts’ character and significance.

While this is a somewhat unusual approach, it is not without precedent in the CCZ. For example, the Bourke Hill Precinct (HO500) has ‘elements which contribute to the significance of the precinct’. These include:²

- 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



Figure 4 Guildford and Hardware Laneways Precinct: McLean Alley, the rears of some properties contribute to the lane

² Clause 22.04 Heritage Places Within the Capital City Zone, Bourke Hill Precinct, p. 2.



Figure 5 Guildford and Hardware Laneways Precinct: Warburton Alley, the sides of properties contribute to the lane

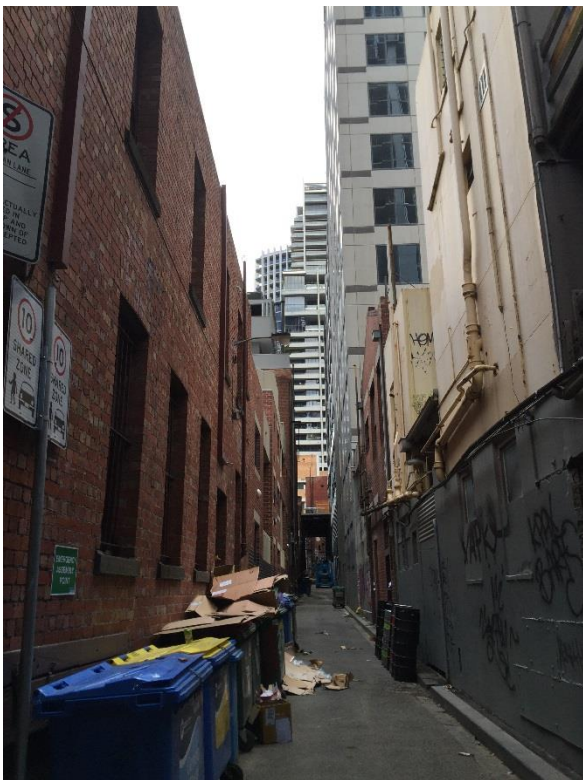


Figure 6 Guildford and Hardware Laneways Precinct: Flanigan lane, the rears of properties at left contribute to the lane



Figure 7 Elizabeth Street West Precinct: Zevenboom Lane, the rears and sides of properties contribute to the lane

4.0 Chronological overview of the heritage study

The following is a chronological overview of the heritage study and its outcomes, including my involvement and that of Lovell Chen.

Date	Action
November 2015	Request for Quotation (RFQ) to Guildford and Hardware Lane Heritage Review received from City of Melbourne.
December 2015	Lovell Chen submission to City of Melbourne.
February/March 2016	Lovell Chen commissioned and commence the heritage study, including commencing fieldwork and research into the study area.
April/May 2016	<p>Following further fieldwork and research, Lovell Chen identified two new precincts (Hardware and Guildford Lane; Elizabeth Street West), and properties for new individual HO controls outside the precincts. The boundaries of the precinct were reviewed internally by Lovell Chen on several occasions during this period; some later changes were also made (see below).</p> <p>The property at 401-405 Little Bourke Street was initially identified for a new individual Heritage Overlay control but was later (June 2017) included in an extended boundary for the Guildford and Hardware Laneways Precinct and identified as a significant property within the precinct.</p>
June/December 2016	Lovell Chen issued draft citations for two precincts; draft citations for new and existing individual HOs; and draft precinct property schedules to the City of Melbourne for review, comment and feedback.

Date	Action
January 2017	<p>Lovell Chen issued updated draft heritage study documentation to City of Melbourne:</p> <ul style="list-style-type: none"> • Methodology Report • Appendix A – Elizabeth Street West Heritage Precinct and Guildford and Hardware Lane Heritage Precinct citations and property schedules • Appendix B – Proposed new individual place citations • Appendix C – Citations for existing individual HO places
February 2017	<p>Lovell Chen revised the precinct property schedules to improve the clarity of reference to the rear and side elevations of buildings (with heritage value).</p>
March/April 2017	<p>Lovell Chen issued updated draft heritage study documentation to City of Melbourne; this is tabled at Council’s Future Melbourne (Planning) Committee meeting (April 2017); and published on Council’s ‘Participate Melbourne’ website (April 2017).</p>
April/July 2017	<p>During this period Lovell Chen reviewed and responded to various queries from Council.</p> <p>Lovell Chen was requested to clarify the boundaries of the proposed Guildford and Hardware Laneways Precinct, with a view to including Racing Club Lane and Platypus Alley (Figure 8) on the south side of Little Bourke Street. Lovell Chen reviewed these laneways and confirmed they were not considered to be of sufficient heritage value to justify inclusion in the precinct.</p> <p>Lovell Chen was requested to review several individual properties:</p> <ul style="list-style-type: none"> • 377-379 Little Bourke Street • 394-400 Little Bourke Street (this comprises two adjoining buildings at 398-400 and 394-396) • 401-405 Little Bourke Street • 383-385 Little Bourke Street • 361-365 Little Lonsdale Street • 360 Little Bourke Street, Melbourne House <p>Lovell Chen responded:</p> <ul style="list-style-type: none"> • The property at 377-379 Little Bourke Street (Figure 9) was reviewed, re-assessed and recommended for inclusion in the Guildford and Hardware Laneways Precinct, as a contributory property. It is an early 1920s shop and factory building, known as O’Donohue’s Building. • The two adjoining buildings at 394-400 Little Bourke Street (Figure 13) were reviewed, re-assessed and recommended for inclusion in the Guildford and Hardware Laneways Precinct as contributory properties together with the adjoining section of Goldie Place. The pair comprise a c. 1888 and c.1925 warehouse/factory buildings. • The property at 401-405 Little Bourke Street, which was originally identified in the heritage study for a new individual Heritage Overlay control, was brought into an extended boundary for the Guildford and Hardware Laneways Precinct and identified as a significant property. • The property at 383-385 Little Bourke Street (Figure 10) was reviewed, re-assessed and not considered to be a contributory building due to not being on par with other contributory buildings in the Guildford and Hardware Laneways Precinct of this general period.

Date	Action
	<ul style="list-style-type: none"> Regarding the mapping of 361-365 Little Lonsdale Street in the Elizabeth Street West Precinct, it was clarified that the property, as it addresses Little Lonsdale Street, is located outside the proposed Guildford and Hardware Laneways Precinct. Only the rear part of the property addressing Heape Court (Figure 11) is included in the precinct and is significant. This part of the property is also in the Victorian Heritage Register. Melbourne House at 360 Little Bourke Street (Figure 14) was reviewed, re-assessed and was not recommended to be included in the Guildford and Hardware Laneways Precinct, and nor was it recommended for a new individual Heritage Overlay control. The building has been subject to alterations which have diminished its heritage value and impacted on its form and intactness. The following was also noted: <ul style="list-style-type: none"> None of the historical uses and occupations of the building elevate it to a level of historical significance, which would justify a contributory or significant grading. The building is not considered to be of social significance. This heritage value is associated with, and derives from, the contemporary attachment of a specific or defined group, and is typically enduring and long-term. The building is not considered to be of aesthetic or architectural significance, due to the changes which have diminished its integrity and intactness. <p>The draft heritage study documentation was updated to reflect the above.</p>
October/November 2017	<p>Amendment C271 to implement the recommendations of the Guildford and Hardware Laneways Heritage Study 2017 placed on public exhibition.</p> <p>108 submissions were received, 99 of which were supportive.³</p>
January/March 2018	<p>Lovell Chen reviewed submissions relating to the Amendment and prepared a detailed memorandum response to the City of Melbourne. A copy of the final memorandum (28 March 2018) is attached to this statement (Attachment 1).</p> <p>The following recommended changes to the draft heritage study documentation followed the exhibition and receipt of submissions:</p> <ul style="list-style-type: none"> Upgrade the property at 283-285 Elizabeth Street from contributory to significant within the Elizabeth Street West Heritage Precinct, based on additional historical information provided and research undertaken by Lovell Chen. The precinct citation and property schedule were subsequently updated to include 283-285 Elizabeth Street as a significant property, with a statement of significance included in the precinct citation. Amend the draft heritage study documentation to correct errors and/or add further relevant information relating to 301 and 303 Elizabeth Street, 307 Elizabeth Street and 315-321 Elizabeth Street.

³ Report to the Future Melbourne (Planning) Committee agenda (15 May 2018), p. 1.

Date	Action
	Where no changes were recommended or identified by Lovell Chen resulting from review of the submissions, then these are not referred to in this table. However, further reference is made below to the post-exhibition submissions and responses (see Section 5.0).
May/June 2018	<p>City of Melbourne forward late submissions to Lovell Chen for review. These late submissions relate to the properties at:</p> <ul style="list-style-type: none"> • 140 Queen Street • 383-385 Little Bourke Street • 283-285 Elizabeth Street • 287-289 Elizabeth Street • 372-378 Little Bourke Street/15-17 Niagara Lane <p>See Section 7.0 of this statement for a response to these submissions.</p>
20 June 2018	Correspondence from City of Melbourne, requesting me to provide expert evidence in relation to Amendment C271.



Figure 8 Racing Club Lane (left) and Platypus Alley (right)



Figure 9 377-379 Little Bourke Street



Figure 10 383-385 Little Bourke Street



Figure 11 Rear of 361-365 Little Lonsdale Street, to Heape Court



Figure 12 283-285 Elizabeth Street



Figure 13 394 (left) and 400 (right) Little Bourke Street



Figure 14 Melbourne House: Little Bourke Street façade (left) and east elevation to White Hart lane (right)

5.0 Responses to the post-exhibition submissions

This section of the statement addresses the responses prepared by Lovell Chen in relation to the post-exhibition submissions. A copy of the responses, as prepared in memorandum format in March 2018, is at Attachment 1.

Additional information and justification is also provided in relation to three specific properties already commented on in the March 2018 memorandum (see below).

Without reproducing the detail of the memorandum, the position in relation to the properties identified as contributory or significant in the two new precincts was generally maintained and supported in March 2018; as was the position in relation to the properties recommended for new individual Heritage Overlay controls. Where changes were recommended, these are identified in the chronological overview table included above at Section 4.0.

The responses prepared in March 2018 in relation to the post-exhibition submissions continue to be supported.

5.1 392 Bourke Street

The objection to this property related to the contributory heritage grading being attributed to its eastern wing and being included in the proposed Guildford and Hardware Laneways Precinct.

This property has its main address to 392 Bourke Street, and another address to 24-32 Hardware Lane, with the majority of the building being non-contributory and outside the precinct boundary. The property schedule in the precinct citation clearly notes that the main building has an address to Bourke Street, is non-contributory and not included in the precinct.

Regarding the history of the larger property, there were two horse bazaars on the broader site into the interwar period, with a car park opening on the site, or part of the site, between Bourke and Little Bourke streets in the mid-1920s. The first car park, Melbourne Parking Station, was proposed as a five-storey building,⁴ but when it was sold in 1927 it was occupied by substantial one and two storey brick buildings.⁵ A number of different companies ran the motor park (car park) into the 1940s including Davies Motor Park, Adamson Street & Co, Central Parking Service and Parking De Luxe Pty Ltd.⁶ An update to the 1948 Mahlstedt insurance plan indicates a three-storey car park occupying the whole of the site (i.e. the larger property).

The portion of the building identified as contributory is in Block 4 of the precinct and presents with its east elevation to Warburton Lane. This reads as a large three-storey concrete and face brick building, which demonstrates characteristics of late interwar commercial buildings such as the brick expression, heavy concrete lintels and banks of steel-framed windows. As noted, the larger site, with which this component is associated, was a car park which has evolved in terms of its built form, since the mid-1920s. This larger property had an address or interface with Warburton Lane from this period.

Regarding the east elevation, as it currently presents to the lane, part of the fabric is likely to date to the interwar period, with the ground floor wall potentially associated with the mid-1920s car park development. The remainder of the elevation is more likely to date from the late interwar period, or potentially later. Accepting this, the elevation is still considered to be contributory. It is part of a lane which is characterised by a collection of Victorian and interwar buildings, with the subject building component being a part of its historic character. It also completes Warburton Lane on its western side, at the southern end.

⁴ *Building*, Volume 37 No. 219, 12 November 1925 p. 39.

⁵ *Herald*, 25 October 1927, p. 1

⁶ *Building*, Volume 37 No. 219, 12 November 1925 p. 39; Sands & McDougall Directories, 1925-1940.

The identification of the contributory grading to a component of a larger building is also consistent with the general approach taken in the heritage study and outlined in some detail above at Section 3.1.

Lovell Chen maintains the assessment of the eastern building component as contributory; and continues to support its retention in the proposed Guildford and Hardware Laneways Precinct.



Figure 15 Warburton Lane, with the elevation of the east wing to the lane indicated

5.2 25-31 Sutherland Street

The objection to this property related to its contributory heritage grading, and to it being included in the proposed Guildford and Hardware Laneways Precinct where there are modern and/or non-contributory buildings, and new and large buildings elsewhere in Sutherland Street. A preferred height limit was also noted as covering Guildford Lane. On these bases, the justification for the precinct was also questioned.

The property at 25-31 Sutherland Street, a substantial early twentieth century two-storey red brick warehouse with a visible semi-basement level, is highly externally intact. It is a corner building with contributory elevations to three frontages (Sutherland Street, Flanigan Lane and Guildford Lane). It also occupies an important corner location in Block 1 of the precinct. Despite intensive modern development to the north and south of the block, areas at the centre of the block are considered to retain their historic form and character. The subject building is key to this. Large new developments, including the new apartment building on Sutherland Street referred to in the submission, have generally been excluded from the precinct.

Sutherland Street (originally Bucks Head Lane) together with the adjoining Guildford Lane, is amongst the oldest lanes in the precinct and historically accommodated some of the earliest land uses, such as modest residences and small businesses (this is outlined in more detail in the precinct citation). Sutherland Street was also subject to significant change and development in the period of the 1890s through to the 1920s, including replacement of many of the earlier buildings. The subject building, being an early twentieth century development, is demonstrative of this change.

The building first appears in the 1909 municipal rate books, listed as two separate brick factories owned by Henry C Nott. The 1910 rate books list the individual factory portions as occupied by Nott and John Roberts.⁷ The 1923 Mahlstedt insurance plan included at Figure 14 in the precinct citation, also shows the building as a two-part or two-bayed building, in part occupied by R Harding, printer. Printing, in turn, was one of the significant activities in the broader precinct in this early period of the twentieth century.

Lovell Chen maintains the assessment of the building as contributory. The proposed Guildford and Hardware Laneways Precinct also continues to be supported.



Figure 16 25-31 Sutherland Street, to the corner of Flanigan Lane

5.3 301 Elizabeth Street

The objection to this property related to the contributory heritage grading; and noted that the rear of the building (to which the grading is attributed) lacks distinction and has been modified. The front of the building is described as dating from the 1970s, with the two-storey earlier façade to Heape Court having been subject to change. The introduction of the Elizabeth Street West Precinct in this general area is not necessarily questioned.

The property schedule in the precinct citation clearly notes that the contributory grading refers to the rear component to Heape Court, with the 1970s component to Elizabeth Street being non-contributory.

Regarding the history of the property, a brick building was constructed at 301 Elizabeth Street in c. 1880-1885. It was described in the 1885 municipal rate books as a brick shop of two flats (likely shop

⁷ City of Melbourne rate books, Bourke Ward, Volume 45: 1909, rate nos 1401-1402, Volume 46: 1910, rate nos 1403-1404, VPRS 5708/P9, Public Record Office Victoria

and residence above), which was occupied in 1890 by the Planters Tea Bazaar.⁸ The brick building through to Heape Court is also shown on the 1890s MMBW plan, and as a two-storey building in the 1920s Mahlstedt insurance plan.

The laneways running parallel to the west side of Elizabeth Street historically provided rear access to many of the main street properties, with some exceptions. Heape Court, which is partly parallel to Elizabeth Street, in the nineteenth century included the rears of buildings to the latter street and retains some of these early elements which contribute to its recognised Victorian character. The subject property is one of these elements, and while it presents to Heape Court as modified, it remains a Victorian component of the laneway and its light industrial/warehouse character contributes to the heritage character of Heape Court and the precinct. As noted, the front of the building as it presents to Elizabeth Street, has a modern expression.

The identification of the contributory grading to a component of the larger building, is consistent with the general approach taken in the heritage study and outlined in some detail above at Section 3.1.

Lovell Chen maintains the assessment of the building as contributory, and its inclusion in the Heritage Overlay continues to be supported.



Figure 17 Heape Court, with the brick rear elevation of 301 Elizabeth Street indicated

⁸ City of Melbourne, rate books, Bourke Ward, Volume 24: 1885, rate no. 71, VPRS 5708/P9, Public Record Office Victoria; Sands & McDougall directory, 1880-1890

5.4 Corrections to Attachment 1

Note there are errors in the March 2018 memorandum (Attachment 1) which require clarification/correction:

- At p.3 there is a reference to 383-385 Little Bourke Street. The non-contributory grading of this property is maintained, and the memorandum confirms this assessment. However, the memorandum also notes that the property should not be included in the Guildford and Hardware Laneways Precinct. To clarify, the property is included in the precinct boundary as non-contributory and is listed as such in the precinct property schedule.
- At p.7 of the memorandum Melbourne House is listed at 360 Lonsdale Street; the correct address is 360 Little Bourke Street.

Also at p.7 of the memorandum, the second paragraph in relation to Melbourne House states:

Lovell Chen do support the MHA recommendation...

This should be replaced with:

Lovell Chen do not support the MHA recommendation...

6.0 Report to the Future Melbourne (Planning) Committee

This section of the statement includes brief commentary on the Report to the Future Melbourne (Planning) Committee agenda (15 May 2018).

The report presents the outcomes of the exhibition of the Amendment C271 heritage study documentation, including summarising the submissions in opposition and support, and the more general submissions. The report also reproduces (or summarises/paraphrases) the Lovell Chen responses to the post-exhibition submissions (as per the final memorandum at Attachment 1 to this statement), with in some instances additional comments from Council. As noted above, the post-exhibition responses to the submissions continue to be supported.

The report additionally includes the Amendment documentation.

Regarding the map showing the exhibited and proposed precincts and individual Heritage Overlay places,⁹ this indicates that the eastern boundary of the Elizabeth Street West Precinct extends into the (approximate) middle of Elizabeth Street. While the precinct boundary as included in the Lovell Chen precinct citation did not extend into the street, this approach is supported. In the first instance, it captures the awnings of the commercial heritage buildings, which extend beyond the building facades; and in the second instance the approach is consistent with other precincts in this area of the Capital City Zone, including the Post Office Precinct (HO509) and The Block Precinct (HO502), situated to the east and south-east of the study area (as shown at Figure 2). In both instances, the western boundaries of these other precincts extend into the middle of Elizabeth Street.

No comment is made here on the following:

- Updated Clause 22.04 Heritage Places in the Capital City Zone
- Updated Schedule to Clause 43.01 Heritage Overlay
- Incorporated Document: Guildford and Hardware Laneways Study 2017 Heritage Inventory

Regarding the Incorporated Document: Guildford and Hardware Laneways Study 2017 Statements of Significance, the map illustrating the Elizabeth Street West Precinct¹⁰ is that prepared by Lovell Chen for the precinct citation. As noted above, it does not reflect the extended eastern boundary of the precinct, into the middle of Elizabeth Street.

⁹ P. 45 of the report

¹⁰ See P. 171 of the report

Where the full citation for the Elizabeth Street West Precinct is reproduced in the report,¹¹ an error is noted in the section of the citation relating to the property at 283-285 Elizabeth Street. Specifically, the sentence which states:

This property is at 283-285 Elizabeth Street, Melbourne. It was previously graded

Should be replaced with:

This property is at 283-285 Elizabeth Street, Melbourne. It was previously graded C.

No further comment is provided here on the on the Report to the Future Melbourne (Planning) Committee agenda (15 May 2018).

7.0 Responses to the current (late) submissions

This section of the report includes responses to the current (late) submissions on the following properties:

- 140 Queen Street
- 383-385 Little Bourke Street
- 283-285 Elizabeth Street
- 287-289 Elizabeth Street
- 372-378 Little Bourke Street/15-17 Niagara Lane

7.1 140 Queen Street

This property is also known as 128-146 Queen Street, the Scottish Amicable Life Assurance Building (Figure 18).

A submission was lodged by Cbus Property. An earlier submission was also lodged post-exhibition, by Colonial Range Pty Ltd.

In both instances, the objections opposed the inclusion of the property in the Heritage Overlay.

It is maintained that this is a building of individual heritage significance, and that the proposed individual Heritage Overlay control is warranted and supported.

The citation prepared for the property included the following statement of significance:

What is Significant

The Scottish Amicable Life Assurance Building at 128-146 Queen Street, was constructed in 1964-5 to a design by Yuncken Freeman. It is a large 13-storey commercial office building on the east side of Queen Street, with a façade expressed as a slender concrete lattice elevated above the street on a collonade of pilotis. Above ground floor level, a strict geometry dominates, made up of repeating horizontal and vertical rows of narrow rectangular pre-cast concrete moulded panels, with glazing and spandrels set deep into the reveals. The deep set windows also provide integrated sun shading. At ground floor level, the building has been modified, but retains evidence of the original recessed and set down glazed wall which formed a shallow, covered and accessible collonade at the interface of the private and public realms. Although a canopy has been added at street level, the original design intent remains legible, and the building overall retains a high level of external intactness to its façade.

How is it Significant

¹¹ Starts at p. 262 of the report

The Scottish Amicable Life Assurance Building at 128-146 Queen Street, is of historical and aesthetic/architectural significance to the City of Melbourne.

Why is it Significant

The Scottish Amicable Life Assurance Building, constructed in 1964-5 for the Scottish Amicable Life Assurance Society is of local historical significance. The company, which was founded in Glasgow in 1826 and arrived in Australia in 1886, purchased the subject site in Queens Street in 1964, for the construction of their Australian head office. They commissioned architects, Yuncken Freeman, to design the new building, in the period when the practice was increasingly noted for their corporate and commercial designs, including buildings and company headquarters for a number of large insurance firms. Scottish Amicable remained in the building until at least 1989. The building is also significant for its association with the historical post-war period in Melbourne, when commercial architecture began to recover after the war, and numerous multi-storey office buildings and headquarters were constructed. Successful firms embraced Modernist architecture, and sought expression through the new corporate towers which symbolised progress, modernity, efficiency and power. (Criterion A) The Scottish Amicable Building, which retains a substantially externally intact façade to Queens Street, is also of aesthetic/architectural significance. It is an innovative and early example of the return to more massive construction, and a departure from the wholly-glazed expression of office buildings of the previous decade. While its rigid geometry and the incorporation of an entry forecourt (the colonnade) reveal its roots in the International Style, its three dimensional quality, achieved through more assertive textures and the use of sculptural, moulded pre-cast concrete rather than a flat glass exterior, provides a successful Modernist outcome. It is also of aesthetic significance for its strong but 'polite' presentation to Queens Street, where the building was required to conform with local height restrictions. This is amply demonstrated in images from the 1960s, including in works by renowned architectural photographer, Wolfgang Sievers. (Criterion E)

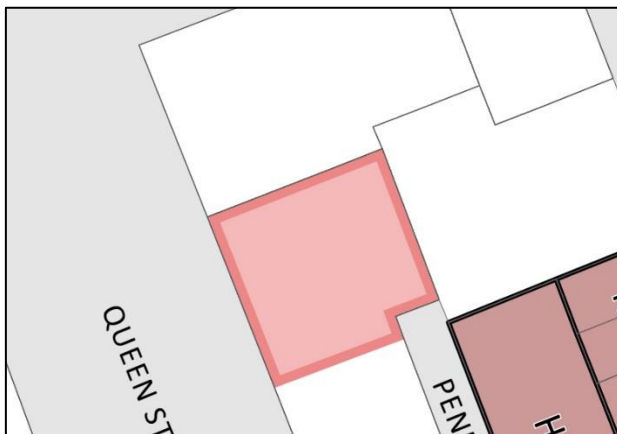
More generally, there is greater recognition of the heritage significance of post-WWII commercial and office buildings in the CCZ. A number are included in the Victorian Heritage Register, including ICI House (1958), Total House (1964), Hoyts Cinema (1966-9), BHP House (1969-72), Eagle House (1970-71) and Shell House (1985-9). Yuncken Freeman, the architects of the Scottish Amicable Life Assurance Building, were also involved in the design of BHP House and Eagle House.

Council's Central City Heritage Review (2011) also identified significant post-WWII buildings in the CCZ. As per current Amendment C303, a number of these properties currently have interim controls in place. The identification and assessment of these properties further reinforces the growing recognition of the heritage significance and value of these properties, and the need for the central city to retain and protect significant examples of development from the second half of the twentieth century.

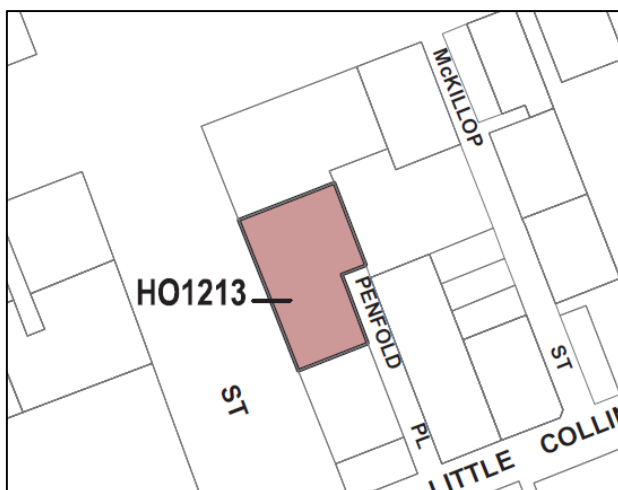


Figure 18 140 Queen Street

Note: there is an error in the mapping of this property as included in the property citation. The incorrect thumbnail map is as follows:



This should be replaced with the correct thumbnail map as follows:



The source of the correct mapping is the Report to the Future Melbourne (Planning) Committee agenda (15 May 2018).¹²

7.2 383-385 Little Bourke Street

A submission was lodged by Tract in relation to this property, supporting the non-contributory grading (Figure 10).

As noted above, Lovell Chen had previously been requested to consider if this property was contributory, but after reviewing and re-assessing its heritage value, confirmed it was not considered to be a contributory building due to not being on par with other contributory buildings in the Guildford and Hardware Laneways Precinct of this general period. This assessment is included in the Lovell Chen final memorandum response provided to Council on 28 March 2018 (at Attachment 1).¹³

7.3 283-285 Elizabeth Street

A submission was lodged by Melbourne Commercial on behalf of Inner Metropolis Holdings Pty Ltd. The Melbourne Commercial submission did not object to the inclusion of the property (Figure 12) in the proposed new Elizabeth Street West Precinct, but opposed the grading of significant and also questioned the original Lovell Chen grading of contributory to the precinct.

A further submission was also lodged by Best Hooper, which referred to and supported the Melbourne Commercial submission. Best Hooper also raised the issue of whether the subject building should have any designation, either contributory or significant.

An earlier submission was lodged post-exhibition, from the Melbourne Heritage Action Group, which sought a review of the identified heritage grading from contributory to significant.

Following the earlier Melbourne Heritage Action Group submission, the grading of the property was reviewed by Lovell Chen and reassessed to be of significant heritage value, within the precinct. Lovell Chen undertook additional independent research into the property, which supported this reassessment.

It is noted that the submission from Melbourne Commercial addressed the Melbourne Heritage Action Group's research into the property, and the claims made in that submission. Lovell Chen does not necessarily agree with all the points made in the Melbourne Heritage Action Group submission.

¹² See p. 55 of the report.

¹³ See p. 3 of the memorandum.

Accepting all of the above, the significant grading of the property continues to be supported. The following is an extract from the Elizabeth Street West Precinct, which addresses the significance of this property:

How is it significant?

The former Assembly Rooms at 283-5 Elizabeth Street, constructed in c. 1857 as an entertainment premises connected to the adjacent Hockin's Family Hotel, is of local historical significance.

Why is it significant?

The former Assembly Rooms is of historical significance as a c. 1857 entertainment hall associated with a substantial gold-rush era hotel (now demolished), on the main route north of the city, including the route to the Bendigo goldfields. It was the venue of numerous balls, dances and public meetings into the early twentieth century and operated as a place of gathering for the early Melbourne community. It was also the site of political meetings, and in the early twentieth century the building was occupied by the Victorian Socialist Party as the Socialist Hall.

Although altered, the building at 283-5 Elizabeth Street is additionally significant as a purpose-built gold-rush era entertainment venue, understood to be a rare surviving building type in the city.

7.4 287-289 Elizabeth Street

A submission was lodged by Best Hooper in relation to this property (Figure 19), on behalf of Inner Metropolis Holdings Pty Ltd. The submission opposed the designation of this property as significant and reserved its position as to whether the building should be considered contributory.

It is maintained that this building is significant. The following is an extract from the Elizabeth Street West Precinct, which addresses the significance of this property:

How is it Significant?

The building at 287-9 Elizabeth Street, constructed in c. 1894s for ironmongers John Cooper & Sons, is of local aesthetic/architectural significance.

Why is it Significant?

The building is of aesthetic/architectural significance. While the ground floor and verandah have been altered, the façade to Elizabeth Street is more intact to its upper levels. It is here that the building displays its understated Baroque expression, representing an early example of the mode which is notable for its association with a commercial rather than an institutional use. Significantly the facade incorporates a rich collection of architectural details, some quite florid in their expression, and finished at the top by a massive pediment.



Figure 19 287 Elizabeth Street

7.5 372-378 Little Bourke Street/15-17 Niagara Lane

A submission was lodged by Doig Architecture, on behalf of Berjaya Developments Pty Ltd, identifying concerns with introducing the Heritage Overlay over these properties (Figure 20) and the identification of the properties as contributory.

An earlier submission was lodged post-exhibition, from the Melbourne Heritage Action Group, which sought a review of the contributory grading applying to the Niagara Lane elevation only of this property, and not to the Little Bourke Street frontage, which Lovell Chen originally identified as non-contributory. Further, the Melbourne Heritage Action Group sought a reassessment that the building to Little Bourke Street be graded significant.

The Lovell Chen response to the Melbourne Heritage Action Group is included in the memorandum provided to Council on 28 March 2018 (at Attachment 1).¹⁴

It is maintained that the contributory grading, with non-contributory Little Bourke Street elevation and contributory side elevation to Niagara Lane is appropriate. The Little Bourke Street facade is not considered to be significant or contributory. It is the façade of a 1940s building which was altered in the 1980s. While there appears to be original or early fabric to the ground floor shop fronts the presentation of the Little Bourke Street facade has been diminished by the works undertaken in the late twentieth century. Conversely, the Niagara Lane elevation does contribute to the significance of the laneway, and retains earlier fabric, including windows.

¹⁴ See p. 3 of the memorandum.



Figure 20 372 Little Bourke Street façade (left) and side elevation to Niagara Lane (right)

8.0 Methodology Report (May 2017)

This section of the statement refers to the Methodology Report for the heritage study, a copy of which is attached at Attachment 2. Note the appendices to the Methodology Report are not attached or included in this statement of evidence. These comprise Appendix A (new precinct citations and property schedules), Appendix B (new individual place citations), and Appendix C (revised and updated existing individual place citations), all of which are included in the Amendment documentation.

8.1.1 *Recommended changes to the Methodology Report*

Following review of the May 2017 Methodology Report, the following change is recommended to p. 3 under 'Introduction':

Replace the existing text:

The study required the consultants to determine which properties in the study area (comprising five city blocks bounded by La Trobe, Elizabeth, Little Collins and Queen streets), warrant heritage protection under the Melbourne Planning Scheme.

With the following text:

The study required the consultants to determine which properties in the study area (comprising five city blocks bounded by La Trobe, Elizabeth, Little Collins and Queen streets), warrant heritage protection under the Melbourne Planning Scheme. The opposite sides of the bordering streets, being the north side of La Trobe Street, west side of Queen Street, south side of Little Collins Street and east side of Elizabeth Street, were also included in the study.

9.0 Concluding comments

The two heritage precincts and seven individual heritage places identified, assessed and documented in the Guildford and Hardware Laneways Heritage Study, are considered on the basis of their heritage value to warrant the application of Heritage Overlay controls. They are also recommended to be included in the Schedule to the Heritage Overlay of the Melbourne Planning Scheme.

TO	Robyn Hellman, Deborah Payne, City of Melbourne	FROM	Anita Brady/Libby Blamey
RE	Response to submissions on Amendment C271 – Guildford & Hardware Laneways Study submissions	DATE	28 March 2018

The following table summarises each submission and provides a comment and/or recommendation (LC response) in relation to the issues raised. It has also been updated and revised from the previous response provided to Council, including where clarification of an erroneous address has been provided by Council. Where the memo has been updated, this is identified.

If the LC comment concludes that changes should be made to the heritage study documentation based on the submissions, and/or identifies that further work is required, this is indicated in the table (with ***).

No changes to the documentation will be made until Council confirms this is required.

Lovell Chen can also discuss with Council what might be considered higher priority further work, again based on the submissions and the responses provided below.

Name/address	Submission	LC response
<div> <div></div> <div></div> <div></div> </div> <p>26-28 Guildford Lane Guildford & Hardware Laneways Precinct Contributory</p>	<p>CCZ1 and DDO2 adequate to address built form in Guildford Lane. Imposition of HO is unnecessary.</p> <p>Objects to proposed amendment. Most Block 1 buildings identified only as contributory. More appropriate to apply HO to individual significant buildings.</p> <p>Objects to contributory grading to 26-28 Guildford Lane. Believes grading is only for their presence and not for architectural integrity. No assessment/explanation as to grading.</p> <p>More appropriate to include laneways themselves in HO.</p>	<p>Lovell Chen maintains the subject property is contributory to the precinct, and the proposed heritage overlay control is appropriate.</p>

Name/address	Submission	LC response
<p>██████████ ██████████ ██████████ ██████████</p> <p>17 Somerset Place Elizabeth Street West Precinct Significant</p>	<p>Opposes amendment <i>per se</i> and subject property in particular.</p> <p>17 Somerset Place 'sufficiently altered'.</p>	<p>Lovell Chen maintains the assessment of the building as being of individual significance, and the proposed heritage overlay control is appropriate.</p>
<p>██████████ ██████████</p> <p>421 Bourke Street HO546</p>	<p>Supports 'B' grading of building. Does not accept upgrading to 'significant.'</p> <p>Supports current heritage listing, but tests have not been met to alter current controls. Too much emphasis on Kozminsky tenure, does not justify upgrading.</p> <p>Modification in 1920 with third storey addition.</p>	<p>Property has existing individual heritage overlay control. As such it is already considered 'significant'. New citation prepared by Lovell Chen did not upgrade its grading, instead B translates to significant in this study.</p> <p>The historical significance identified in the updated citation relates to its early (c. 1863) construction and commercial use, along with Kozminsky association. The grading also derives from its aesthetic/architectural significance.</p> <p>Addition of third level in 1920 is already noted in Lovell Chen citation.</p> <p>Lovell Chen maintains the assessment of the building as being of individual significance, and the existing heritage overlay control and proposed grading is appropriate.</p>
<p>██████████ ██████████</p> <p>Various properties</p>	<p>Supports amendment.</p> <p>See below for individual suggestions and recommendations.</p>	<p>See below for individual addresses</p> <p>Lovell Chen has previously responded to queries and suggestions ██████████ for some of the properties referred to in this submission. These are reproduced in part below.</p>
<p>██████████ ██████████</p> <p>373-375 Little Bourke Street Guildford & Hardware Laneways Precinct HO1053. Racing Club Lane Platypus Alley (unnamed laneway)</p>	<p>Proposes inclusion of 373-375 Little Bourke Street, Racing Club Lane and Platypus Alley within Guildford & Hardware Laneways Precinct.</p> <p>Note, correspondence received by CoM ██████████ before amendment making the suggestion to include the two laneways.</p>	<p>The laneways precinct boundary excludes the property at 373-375 Bourke Street, which is existing HO1053. While it is an individually significant interwar building, its values are different to those of the Guildford & Hardware Laneways Precinct.</p> <p>Regarding the laneways, Lovell Chen previously provided a response via email on 17 May 2017.</p> <p>Racing Club Lane and the unnamed lane (Platypus Lane) are of poor heritage character, and similarly recommended by Lovell Chen to be excluded from the precinct.</p> <p>Lovell Chen maintains that 373-375 Bourke Street and the subject laneways should not be included in the precinct.</p>



Name/address	Submission	LC response
<p>██████████ ██████████</p> <p>383-385 Little Bourke Street</p> <p>Guildford & Hardware Laneways Precinct</p> <p>Non-contributory</p>	<p>Disputes grading of 383-385 Little Bourke Street as non-contributory.</p> <p>Generally intact pre-WWII/c. 1940 brick shop. While not outstanding, no less 'architectural' than other plain interwar warehouses in precinct.</p>	<p>Lovell Chen previously provided a response via email on 17 May 2017.</p> <p>The 1930s warehouse at 383-385 Little Bourke Street does not in our view contribute to the heritage character of either Little Bourke Street or the precinct generally. It is a small, simply detailed, overpainted and undistinguished building. While interwar buildings are included in the precinct, this is not on par with the other contributory buildings of this general period.</p> <p>Lovell Chen maintains that the building is non-contributory and should not be included in the precinct.</p>
<p>██████████ ██████████</p> <p>372-378 Little Bourke Street</p> <p>Guildford & Hardware Laneways Precinct</p> <p>Contributory</p>	<p>Incorrect history and grading. Building graded contributory with non-contributory facade, as a post-war alteration. Evidence suggests building is unaltered, including windows and shop fronts.</p>	<p>A building permit was issued in 1940 (BA 21322) for erection of this building. The City of Melbourne building application index lists permits issued for alterations in 1985 (BA59319, \$15,000, alterations on the roof) and 1986 (BA60629, \$21,000, airconditioning, and alterations on the fourth floor and roof).</p> <p>An oblique Airspy aerial photograph of c. 1950 shows the original building, and on this basis it can be seen that alterations have subsequently been undertaken to the window arrangements, addition of a fifth floor, and change to detailing, possibly undertaken in the 1980s works referred to above.</p> <p>While there appears to be original or early fabric to the ground floor shop fronts the presentation of the Little Bourke Street facade has been diminished by the works undertaken in the late twentieth century.</p> <p>The Niagara Lane elevation, however, does contribute to the significance of that laneway, and retains earlier fabric, including windows.</p> <p>The upgrading of the Little Bourke Street elevation is not considered appropriate in this instance.</p> <p>Lovell Chen maintains that the contributory grading, with non-contributory Little Bourke Street elevation and contributory side elevation to Niagara Lane is appropriate.</p>

Name/address	Submission	LC response
<p>██████████ ██████████</p> <p>315-321 Elizabeth Street</p> <p>Elizabeth Street West Precinct</p> <p>Non-contributory</p>	<p>Submission refers to 337-339 Elizabeth Street (former Hotel Elizabeth)</p> <p>States that it is incorrect to refer to building as Afghan Valley Restaurant and a former hotel/interwar factory. Building is still a hotel, which dates from 1850s, and was expanded in the 1930s. Alterations include ground level, first floor front windows and window frames but otherwise intact. Rear facade part rendered 1930s, art red brick possibly earlier building.</p> <p>Of some social and historical significance.</p>	<p>The submission is correct in stating that the current form of the hotel dates to the 1930s (City of Melbourne Building Index, 1937, BA18576). The hotel was then known as the Hotel Argus.</p> <p>However, significant alterations were undertaken in the late 1980s (BA66677, \$200,000, hotel renovations), perhaps associated with the change of use permit of 1986 (BA61139, \$500,000, to shops and offices). The alterations include application of a textured Acritex® or similar paint treatment to both the Elizabeth Street and Little Lonsdale Street elevations, alterations to windows at first floor, overpainting, and introduction of a prominent verandah to the Elizabeth Street elevation.</p> <p>Some interwar details remain, including curved corner and tall horizontal windows, and brick walls to Zevenboom Lane. However, the 1980s alterations have significantly altered the presentation of the building to both streets, and the interwar detailing has been stripped back.</p> <p>The building is now not clearly legible as an interwar hotel. While there is some historical value, this is not sufficient to elevate the grading of the property. Lovell Chen also disputes the attribution of social value which has not been demonstrated with this building.</p> <p>Lovell Chen maintains that the assessment of the building as non-contributory is appropriate.</p> <p>***The precinct schedule can be updated to more accurately reflect the current use for food and entertainment venue.</p>
<p>██████████ ██████████</p> <p>283-285 Elizabeth Street</p> <p>Elizabeth Street West Precinct</p> <p>Contributory</p>	<p>Building has more socially significant history, purpose built as Her Majesties Hall, c. 1870-1890, site of political meetings, including by early anarchist and socialist clubs.</p> <p>Could be graded significant due to social history.</p>	<p>Further research indicates that this building was constructed in 1857 (City of Melbourne, notice of intent to build, concert hall and ante room, Elizabeth Street West, August 1857). It was constructed as an addition to Hockins Commercial Hotel, and operated as an assembly hall. Meetings of political and social groups took place through the nineteenth century.</p> <p>Although alterations have been undertaken, including at ground floor level, and through the loss of detailing to the facade and parapet, the building's early presentation is legible through the three tall arched windows at first floor level.</p> <p>Given its early (1850s) construction date and use as a community hall, as well as its political associations, Lovell Chen consider it is appropriate to upgrade this building to significant. It's important early history and role is also indicative of the prominent position of Hockin's Hotel, directly opposite St Francis' Church (1840s construction).</p> <p>***To reflect the building's significant grading, the Elizabeth Street West citation should be updated, including adding a specific section on this property with a history, description and statement of significance. The precinct schedule should also be updated.</p>



Name/address	Submission	LC response
<p>██████████ ██████</p> <p>307 Elizabeth Street Elizabeth Street West Precinct Significant</p>	<p>Pleased with significant grading.</p> <p>Suggests inclusion of reference to War Graves office.</p>	<p>Lovell Chen agree with suggestion to add reference to War Graves office.</p> <p>***Recommend add additional historical information to citation.</p>
<p>██████████ ██████</p> <p>Existing individual HOs</p>	<p>Suggests removal of existing individual HOs within precincts, especially those not included on VHR</p>	<p>This is a matter for Council to determine.</p>
<p>██████████ ██████</p> <p>Laneway fabric</p>	<p>Suggests identifying laneways with heritage infrastructure – i.e. laneways that retain original bluestone pitches, paving, guttering, etc, e.g. Niagara Lane, McLean Alley, Heape Court (end).</p>	<p>In Lovell Chen’s initial response to this submission, it was acknowledged that there would be some merit in identifying the early laneway fabric. It was also recognised that this level of detail has not been fully documented for all the lanes in the precinct.</p> <p>However, after reviewing the precinct citation, Lovell Chen believes that there is sufficient detail and direction provided on the laneways physical infrastructure, and its character and contribution to the significance of the precinct. We also reviewed our survey material and note that during field work it was not always possible in all instances to be sure of the date of the infrastructure, as some elements of the laneways have been replaced in Council civil works. A full survey of the infrastructure may help to clarify all original and later fabric, including stone, but such a detailed survey is outside the scope of a precinct study such as this.</p>



Name/address	Submission	LC response
<p>██████████ ██████</p> <p>Places excluded from the study</p>	<p>22 Sutherland Street (RAOB)</p> <p>The building is of social significance for its association with the RAOB.</p>	<p>The building appears to be a nineteenth century warehouse which was used as a marine store from the early 1900s to the 1940s. By the 1950s, it had been acquired by the Royal Antediluvian Order of Buffaloes (RAOB), which used the building as its headquarters.</p> <p>The building was significantly altered in the 1950s (1952, City of Melbourne Building Application Index, BA26927, £16,000 – general alterations, new concrete first floor and 1959, BA33205, £12,300, alterations to ground floor) when it was associated with the RAOB. The City of Melbourne Index also lists alterations undertaken in the 1920s, but these were valued at £50 so are unlikely to have been substantial (BA8460, £50, alterations to premises).</p> <p>Alterations to the original building have included new window openings and rendering of external walls. It is now a highly stripped back building, which retains very limited early detailing, and no detailing of note from the 1950s works.</p> <p>The current building form and presentation does not contribute to the Guildford & Hardware Laneways Precinct.</p> <p>Lovell Chen also disputes the attribution of social value. While this heritage value can derive from the contemporary attachment of a specific group, the RAOB (as the associated group) is not of sufficient prominence as to elevate the heritage value of this particular building on this basis.</p> <p>Lovell Chen maintains the exclusion of this building from the precinct is appropriate.</p>
	<p>414 Lonsdale Street (1950s, Harold Bloom, office building)</p>	<p>Agree this is an intact 1950s office building. However, it is not sufficiently distinguished architecturally or historically to justify an individual heritage overlay. Its values are also not related to the laneways precinct, and it is located at some distance from the precinct.</p> <p>Lovell Chen maintains the exclusion of this building from the precinct, and from an individual heritage overlay control, is appropriate.</p>
	<p>410-412 Lonsdale Street (interwar offices)</p>	<p>Regarding 410-412 Lonsdale Street, this building was identified in the submission with an incorrect address of 416.</p> <p>The building is a five-storey interwar office building, with an altered ground floor, which was previously graded D/E.</p> <p>This building was reviewed in the study, where it was understood to be of the late 1920s. It is not located in either precinct, and it was concluded that it was not of sufficient heritage value to justify an individual heritage overlay control.</p> <p>While the slightly earlier date (c. 1922/23) is acknowledged, Lovell Chen is still of the opinion that this property is not deserving of an individual heritage overlay. Other interwar office and commercial buildings assessed in this study, and identified as justifying an individual control, are of greater architectural merit and distinction.</p>

Name/address	Submission	LC response
	355 Lonsdale Street (remnant bluestone and brick on side wall, Moderne alterations)	<p>The front facade of this building to Lonsdale Street is not considered contributory.</p> <p>Although there is early fabric on the side wall, it does not contribute to the laneways precinct, as it is not located in sufficient proximity to the precinct. It also does not contribute to the Elizabeth Street West Precinct.</p> <p>Lovell Chen maintains the exclusion of this building from the precincts is appropriate.</p>
	359 Lonsdale Street (1873 shop)	<p>This building is not contributory to either precinct.</p> <p>Lovell Chen originally concluded that this building was not of sufficient heritage value to justify an individual heritage overlay control.</p> <p>While it was previously suggested that further work in the form of comparative analysis of other modest 1870s commercial/retail buildings in the CCZ, including other similar properties with individual heritage overlays or with significant gradings in precincts, could be undertaken to shed more light on this, Lovell Chen has again reviewed the submission and maintains the position that an individual heritage overlay is not justified in this instance.</p>
	360 Lonsdale Street (Melbourne House)	<p>Lovell Chen previously provided a detailed response in relation to this property, via email on 17 May 2017, with further memorandum advice/assessment on 26 June 2017.</p> <p>Lovell Chen do support the [REDACTED] recommendation to include Melbourne House in the laneways precinct as a contributory building, together with the adjoining Whitehart Lane.</p> <p>Melbourne House has had its main façade to Little Bourke Street significantly changed through the wholesale replacement of all original windows with modern plate glazing. This has diminished the contribution of the building to Little Bourke Street. The building's east elevation to Whitehart Lane, which is long and high, is also significantly altered and largely reads as a modern building/wall.</p> <p>Within the study area, Melbourne House is not a good example of interwar development. There are better and more intact examples within the proposed precinct, including Hardware House, 370 Little Bourke Street; 386-392 Little Bourke Street; Farrant's Building, 387 Little Bourke Street, and the group of interwar buildings on Hardware Lane.</p> <p>None of the historical uses and occupations of the building elevate it to a level of historical significance, which would justify a contributory or significant grading. The building is also not considered to be of social significance. This heritage value has not been demonstrated to exist for this building.</p> <p>Lovell Chen maintains that Melbourne House is not of sufficient historical, social or aesthetic significance to be included in the Guildford & Hardware Laneways Heritage Precinct as a significant or contributory building. It is also not of sufficient heritage value to justify an individual Heritage Overlay control.</p>



Name/address	Submission	LC response
	3 Kirks Lane (historic warehouse)	<p>This four-storey brick warehouse, which appears to have been constructed in the late nineteenth or early twentieth century, is acknowledged to likely be of heritage value such as it might be considered contributory to the laneway precinct.</p> <p>However the boundary of the laneway precinct would have to be extended to capture this building, and after revisiting the submission, Lovell Chen is of the view that it should not be extended in this area including through incorporating the whole of Kirks Lane, or an additional section of the lane at its southern end.</p>
	<p>183 Elizabeth Street (Orbit House)</p> <p>Proposed mid-century study</p>	<p>This is a later post-war (1969) building.</p> <p>While this is located near the southern boundary of the Elizabeth Street West Precinct, it is not considered contributory to the precinct and is not part of the valued history and character of the precinct.</p> <p>Regarding a potential individual heritage overlay, it was not considered during the course of the study to be of sufficient heritage significance.</p> <p>Lovell Chen maintains the above view, in the context of the current study.</p> <p>However, it is may be that a further and separate study, of a larger collection or sample size of mid-century commercial buildings in the CCZ, would provide additional contextual and comparative information, as relates to the assessment of this property.</p>
	422 Bourke Street (1868 shop)	<p>This building is not contributory to either precinct.</p> <p>While there is some heritage value in its 1860s presentation at first floor level, it has been altered at ground floor level and this has diminished its heritage value.</p> <p>Lovell Chen maintains that the subject property is not of sufficient heritage value to justify an individual Heritage Overlay control.</p>
	160 Queen Street (public art by Tom Bass, BSM building 1964)	<p>The heritage study did not consider public art.</p> <p>Lovell Chen maintains that the exclusion of this property from the precinct is appropriate.</p>



Name/address	Submission	LC response
	10-16 McKillop Street	<p>This section of the study area was not included in the Guildford & Hardware Laneways Precinct boundary.</p> <p>As outlined in the Methodology Report:</p> <p>while some properties associated with the laneways in the southern block of the study area (McKillop Street and Penfold Place) have existing individual Heritage Overlays, the early character of the laneways per se has generally been overwritten by new built form and other interventions which have affected their legibility and significance.</p> <p>Neither lane is therefore proposed for inclusion in the precinct. Furthermore, no new individual heritage places were identified in this block.</p> <p>Lovell Chen maintains this assessment of the property at 10-16 McKillop Street.</p>
	382 Little Collins Street	<p>As outlined above, this section of the study area was not included in the Guildford & Hardware Laneways Precinct.</p> <p>Furthermore, the building at 382 Little Collins Street was not considered to be of sufficient heritage value to warrant an individual heritage overlay.</p> <p>Lovell Chen maintains this assessment of the property at 382 Little Collins Street.</p>
<p>██████████ ██████████ ██████████ ██████████</p> <p>301 Elizabeth Street Elizabeth Street West Precinct Contributory</p>	<p>Objects to contributory grading of property, requests regrading to non-contributory.</p> <p>Front facade is 1970s, two-storey altered but earlier façade to Heape Court.</p> <p>Although area may be worthy of heritage overlay, oppose contributory grading for subject property.</p> <p>Citation has reference to bluestone wall to Heape Court at 301 Elizabeth Street.</p>	<p>This property is erroneously described in the precinct schedule as three-storey. Floor levels are somewhat unclear from external inspection. The reference in the precinct schedule to the bluestone wall will also be corrected, as this should refer to the rear of 303 Elizabeth Street.</p> <p>The shop front for 301 Elizabeth Street was altered in 1922, 1956 and possibly 1967. The rear brick building to Heape Court is shown on the 1890s MMBW plan, and as two-storey in the 1920s Mahlstedt plan, indicating that nineteenth century brick work remains to Heape Court. Although altered, its light industrial/warehouse character contributes to Heape Court.</p> <p>The precinct schedule clarifies what the contributory grading refers to. The 1970s component to Elizabeth Street is non-contributory; with the rear contributory to Heape Court.</p> <p>*** Lovell Chen will update schedule to describe this as a two-storey building. Lovell Chen will also correct the reference to the bluestone wall, to refer to the rear of 303 Elizabeth Street.</p>

Name/address	Submission	LC response
<p>██████████ ██████████</p> <p>32-34 Guildford Lane</p> <p>Guildford & Hardware Laneways Precinct</p> <p>Significant</p>	<p>Objects to significant grading, and heritage overlay control.</p> <p>Disputes association with Clements Langford as being sufficient justification for grading, or that it supported his building activities.</p> <p>Queries attribution and importance of aesthetic characteristics</p> <p>Queries reference to building being typical of broader change in area; therefore not unique.</p>	<p>Lovell Chen identified this as a significant building in the laneways precinct.</p> <p>The evolved and not 'designed' character of the building is acknowledged, and also reflective of its use. While it is unclear what the building was used for within Clements Langford's building operations, the description of it being 'workshop and store' is indicative that it had some light industrial use.</p> <p>Langford was a notable and prolific builder in Melbourne during the late nineteenth and early twentieth century, and the assessment of the association with him as part of the building's significance is appropriate.</p> <p>The building is also a good example of the shift that occurred in Guildford Lane from residential to warehouses/factories/stores in the interwar period.</p> <p>Its chamfered corner is additionally demonstrative of the narrowness of the laneways.</p> <p>Lovell Chen maintains that the assessment of a significant grading for this building is appropriate.</p>
<p>██████████ ██████████ ██████████</p> <p>Guildford & Hardware Laneways Precinct</p> <p>392 Bourke Street (contributory, east wing only, sited north of 388 Bourke Street)</p> <p>24-32 Hardware Lane (not in precinct)</p> <p>388 Bourke Street (proposed individual overlay)</p>	<p>Objects to the three-storey warehouse to Warburton Lane being given a contributory grading and included in the laneways precinct.</p> <p>Objects to laneway of Hardware Lane (abutting 24-32 Hardware Lane) being included as only heritage value on one side of street, not both sides.</p> <p>Queries basis for precincts, statements of significance do not adequately identify and quantify heritage values that bind the respective precincts.</p> <p>Queries inclusion of 388 Bourke Street in precinct.</p>	<p>Warburton Lane retains a collection of Victorian and interwar buildings. The early scale, red brick materiality and the interwar appearance of the lane remains legible. The east wing of 392 Bourke Street contributes to the values of Warburton Lane, and its inclusion in the heritage overlay is appropriate.</p> <p>This section of Hardware Lane was created in the 1920s following the closure of Kirk's Horse Bazaar, and retains intact early character to its western side, albeit more in the form of offices/commercial buildings rather than the warehouses.</p> <p>This part of Hardware Lane is also paved in brick, again part of Council's rejuvenation of laneways in the 1980s. Although a c. 1970s car park is on its east side, Hardware Lane is legible as a laneway, and its heritage values are explained in the precinct citation. Lovell Chen maintains its inclusion in the heritage overlay is appropriate.</p> <p>The heritage values of the precincts are adequately explained in citations, key characteristics are necessarily broad as there is a mix of building types and construction periods. The citation follows standard citation format, including statements of significance.</p> <p>Regarding 388 Bourke Street, the whole of the building is of heritage value. It is highly externally intact eight storey building which has been capably rendered in the Commercial Palazzo style.</p> <p>Lovell Chen maintains the assessments of these properties and the precinct are appropriate, and the heritage controls are justified.</p>

Name/address	Submission	LC response
<p>[REDACTED] [REDACTED]</p> <p>140 Queen Street</p> <p>Individual heritage overlay</p> <p>Significant</p>	<p>Objects to inclusion in heritage overlay.</p>	<p>No stated reason/issue for Lovell Chen to respond to.</p> <p>Lovell Chen maintains the assessment of the building as being of individual significance, and the proposed heritage overlay control is appropriate.</p>
<p>[REDACTED] [REDACTED] [REDACTED]</p> <p>14-20 Goldie Place</p> <p>Guildford & Hardware Laneways Precinct</p> <p>Contributory (both buildings)</p>	<p>Objects to inclusion in heritage overlay, as an undue constraint.</p> <p>Study does not account for D3 grading in altered area.</p> <p>Heritage overlay control goes against role of city, and other planning provisions which seek to encourage development.</p>	<p>The original D grading translates to contributory in this instance.</p> <p>Although the setting of the subject buildings is altered to the west, the buildings are an Edwardian and interwar factory/warehouse pair which demonstrate the values of the broader laneways precinct. The contributory and significant buildings to the south and east of the subject site also demonstrate these values.</p> <p>As noted in citation: the form of Goldie Place at its north end (outside the precinct boundary) has been substantially altered as part of recent works at no 200 Queen Street. However, within the precinct block, a small group of buildings survive, as reflective of the early arrangement. These comprise a pair of Victorian warehouses at nos 4-6 and 8 Goldie Place and twentieth century factories and warehouses at nos 10-20 which combine to form an intact remnant of the interwar appearance of the lane.</p> <p>Lovell Chen maintains the assessment of the buildings as being contributory, and the proposed heritage overlay control is appropriate.</p>
<p>[REDACTED]</p> <p>25-31 Sutherland Street</p> <p>Guildford & Hardware Laneways Precinct</p> <p>Contributory</p>	<p>Objects to inclusion in heritage overlay, and contributory grading.</p> <p>New buildings in Sutherland Street mean that it is not a heritage precinct. To south of building on Guildford Lane is a relatively new apartment building. A preferred height limit already exists in Guildford Lane. No need for heritage overlay.</p>	<p>The property at 25-31 Sutherland Street, an interwar warehouse, is relatively intact. The values of the precinct, and in Block 1 are demonstrated in this building. Although development is taking place in area, this part of the precinct retains sufficient heritage character to be included in the HO.</p> <p>Lovell Chen maintains the assessment of the building as contributory. The heritage overlay is appropriate.</p>

**GUILDFORD & HARDWARE
LANEWAYS HERITAGE STUDY**
METHODOLOGY REPORT

Prepared for
City of Melbourne

May 2017

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1.0 Introduction

This report documents the methodology and tasks undertaken in the recently completed Guildford and Hardware Laneways Heritage Study for the City of Melbourne. Lovell Chen was commissioned to undertake the study in March 2016. The study area is shown at Figure 1.

The study required the consultants to determine which properties in the study area (comprising five city blocks bounded by La Trobe, Elizabeth, Little Collins and Queen streets), warrant heritage protection under the Melbourne Planning Scheme. The study anticipated both new individual and precinct-based (multi-property) Heritage Overlay controls. The consultants were also required to review and update, where necessary, the citations for properties with existing individual Heritage Overlay controls.

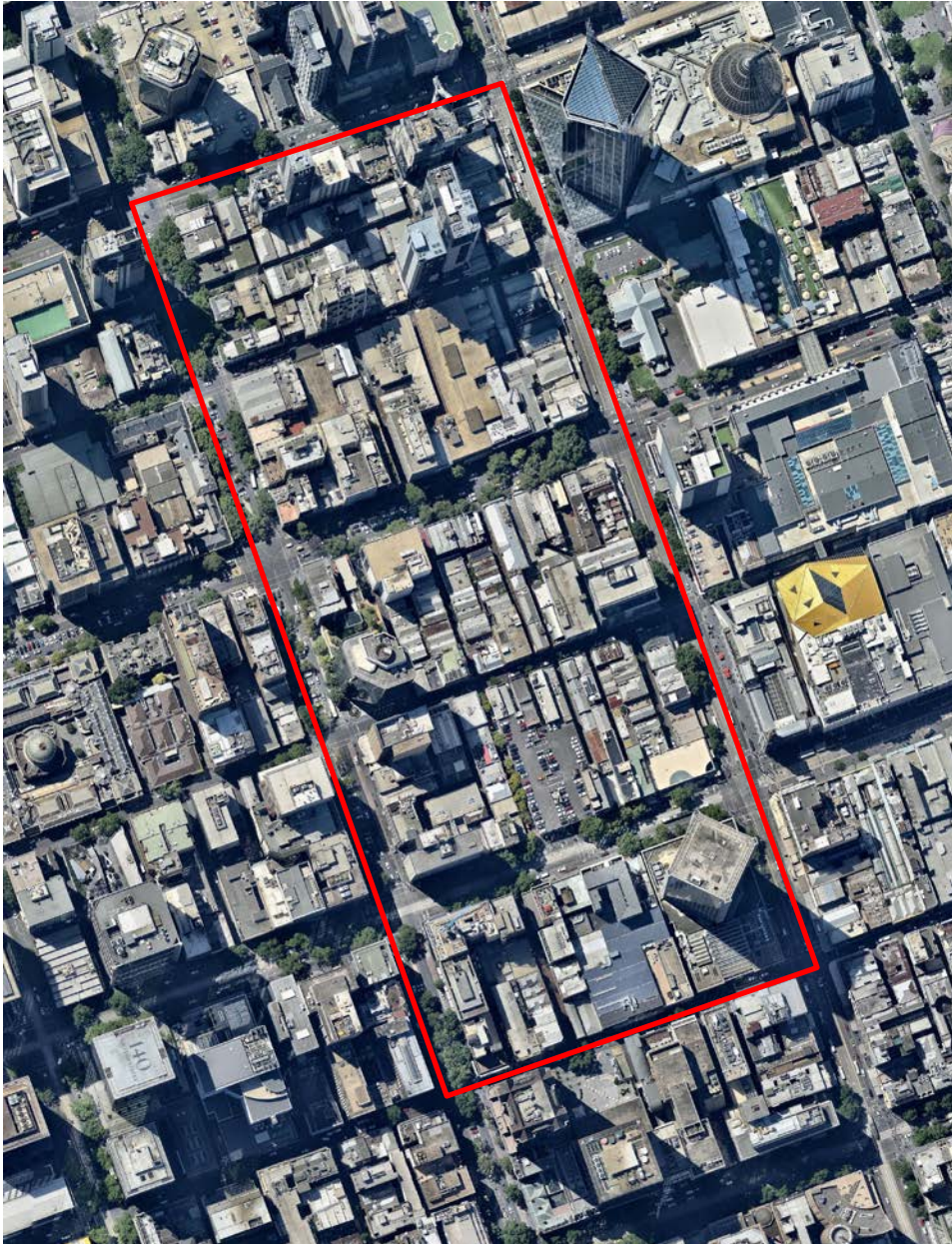


Figure 1 Recent aerial photograph with study area bounded in red. Little Collins Street is at the south end of the area (bottom of image) and La Trobe Street is at the north, with Queen Street at the west and Elizabeth Street at the east. North is at top of image
Source: Nearmap

1.1 Project tasks

The principal project tasks were as follows:

- Preparation of a Project Management Plan
- Review of existing documentation relating to the study area and places within it, including information from previous heritage studies/reports, and other relevant information provided by the City of Melbourne
- Field work, including a survey of the entire study area and inspection of each property from the street and side or rear laneways
- Historical research into the study area, including the area as a whole, streets and lanes within the area, and individual properties as required; this included collation of information such as historical maps, plans and photographs
- Assessment and preparation of documentation (heritage citations) for the two identified precincts (together with schedules of properties included in the precincts); for properties recommended for new individual Heritage Overlay controls; and for select properties with existing individual Heritage Overlay controls
- Preparation of a Methodology Report (this report)
- Meetings with Council

The approach to the various tasks are outlined below at Section 3.0.

1.2 Property gradings

Council provided the consultants with an excel spreadsheet of properties within the study area. This included property addresses and existing property gradings, as per the A, B, C, D alphabetical gradings system. The gradings are referred to in the precinct and property citations as 'previous' gradings.

No new alphabetical grading, coming out of this assessment, is identified in the study documentation. Rather, Lovell Chen has assessed the relative level of heritage significance/value for each property using the 'significant', 'contributory' or 'non-contributory' categories.

The significant, contributory or non-contributory definitions are from a separate heritage study and review, undertaken by Lovell Chen for the City of Melbourne in 2015 and 2016. This study, which is documented in the *Methodology Report for the City of Melbourne Heritage Review: Local Heritage Policies and Precinct Statements of Significance* (September 2015), included the following definitions:

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.

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.

A non-contributory heritage place:

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

2.0 Study outcomes and recommendations

The Guildford and Hardware Laneways Heritage Study identified two new heritage precincts and seven new properties of individual significance outside the precinct boundaries. It is recommended these precincts and individual places be included in the Schedule to the Heritage Overlay of the Melbourne Planning Scheme.

2.1 Recommended precincts

The recommended precincts are:

- Guildford and Hardware Laneways Precinct
- Elizabeth Street West Precinct.

Copies of the precinct citations and attached property schedules are included at Appendix A.

2.2 Recommended individual Heritage Overlays

The recommended new properties of individual heritage significance are:

- 388-390 Bourke Street
- 414-416 Bourke Street
- 337-339 La Trobe Street
- 358-360 Little Collins Street
- 362-364 Little Collins Street
- 369-371 (rear) Lonsdale Street
- 128-146 Queen Street.

Copies of the individual place citations are included at Appendix B.

2.3 Existing individual Heritage Overlays with updated citations

In addition to the above, revised and updated property citations were prepared for the following places with existing individual Heritage Overlay controls:

- HO546 Bourke Street 421, Melbourne
- HO618 Elizabeth Street 245-269, Melbourne
- HO665 Hardware Lane 55-57, Melbourne
- HO667 Hardware Lane 63-77, Melbourne
- HO716 Lonsdale Street 377-381 Melbourne
- HO724 McKillop Street 15-19, Melbourne
- HO725 McKillop Street 18-22, Melbourne.

Copies of the revised and updated individual place citations are included at Appendix C.

3.0 Methodology and approach

3.1 Project management plan

In April 2016, following an inception meeting with City of Melbourne officers, and limited initial field work and research, a project management plan was submitted to Council. The latter included a timeline, and confirmation of the proposed methodology and approach to the heritage study.

3.2 Review of documentation

This was another early task of the project, and involved a review of existing documentation relating to the study area and places within it. This included information from previous heritage studies/reports, and other relevant information provided by the City of Melbourne. Documentation reviewed included

Building Information Forms (BIFs) from earlier heritage studies; and information contained in i-heritage, the Heritage Victoria HERMES database, and the Victorian Heritage Register (VHR).

3.2.1 Existing Heritage Overlays

There are a number of individually significant places within the study area, which are already included in the Heritage Overlay. Of these, the places with older property citations which contained limited information, were also reviewed and more up to date citations were prepared for these places. These are listed at Section 2.3.

3.3 Field work

Field work, including a survey of the entire study area, was undertaken by all team members in February-May 2016. This involved the inspection of each property from the street, including side and rear laneways; and a survey of each street/laneway within the study area. The aim was to identify places which warranted further investigation and heritage assessment, and those which would be excluded from this further investigation. The survey helped to establish that two new precincts were in the study area, as well as a number of individually significant properties which either warranted individual Heritage Overlay controls, or inclusion in the new precincts as individually significant places. The survey also helped establish the recommended precinct boundaries.

The historical research (see below) also informed the field work and survey.

3.4 Historical research

As noted, historical research was undertaken into the study area, including the area as a whole, streets and lanes within the area, and individual properties as required. The research investigated the pattern of historical development of the broader study area, as well as that of the localised blocks. This shed light on the evolution of the area, from the implementation of the Hoddle Grid in early Melbourne, through to later post-WWII development. Understanding the growth of the laneways network was particularly important, including their early and evolved uses, and the types and forms of development associated with the laneways over time. Similarly, the evolution of the streets within the study area, including Elizabeth Street, was researched in some depth.

Sources such as directories, municipal rate books, photographs, maps and plans were analysed for patterns of development and occupation, shedding light on the locations and concentrations of historic manufacturing, commercial, retail and residential uses, as well as building typologies in the study area.

More targeted research was also undertaken into individual properties, including the dates of construction, original owners, and in some cases later owners and occupants.

The historical research informed the written histories as included in the precinct and individual property citations. The latter also have an overview of the general historical context of the area, and a history focusing on the establishment and use of the property.

The historical research additionally informed the assessment of historical significance.

In terms of historical research, the primary and secondary sources utilised included the following:

- Sands & McDougall directories (various dates)
- MMBW detail and 160:1 plans, State Library of Victoria
- State Library of Victoria's picture collection
- State Library of New South Wales' picture collection, including the American and Australasian Photographic Company collection
- Digitised newspapers on the National Library of Australia's Trove website
- City of Melbourne rate books, held at Public Record Office Victoria (digitised in series VPRS 5708/P9)
- State Library of Victoria's digitised maps and plans collections, including Mahlstedt fire insurance plans and the 1866 isometric plan by De Gruchy and Leigh

- City of Melbourne Building Application index, copy held by Lovell Chen
- Miles Lewis' Australian Architectural index, via <http://www.mileslewis.net/australian-architectural.html>
- *Encyclopedia of Australian Architecture*, Phillip Goad and Julie Willis, 2012
- *Melbourne Architecture*, Phillip Goad, 2009
- *Melbourne's Marvellous Modernism*, National Trust of Australia (Victoria), 2014.

The 'Bibliography' at Section 4.0 of this report identifies the full range of sources used.

3.5 Assessment and documentation

Documentation, in the form of heritage citations, was prepared for the two identified precincts, properties recommended for new individual Heritage Overlay controls, and select properties with existing individual Heritage Overlay controls. This occurred for the latter where the existing citation (usually of some age) was considered inadequate in terms of the information, analysis and assessment it contained in relation to the subject property.

The citations include property identification information and maps showing the extent of the recommended Heritage Overlay control; images, maps and plans (historic and current); historical overview; description; analysis of significance including comparative analysis and assessment against criteria; statement of significance; and recommended Heritage Overlay controls.

For the precinct citations, as noted, these also include attached property schedules; more detailed information and assessment of the places identified as being of individual significance within the precincts; and a list of the precinct's 'key characteristics'.

Property gradings are identified in all citations.

3.5.1 Description

The descriptions included in the citations are mainly based on the field work inspections referred to above. Each property was inspected from the street and photographed, typically to the extent of what was visible and could be seen from the main street frontage. Rear and side laneway elevations, where publicly visible, were also inspected, and in the context of the study area in some cases contributed to the significance and character of the precincts. This, combined with review of recent aerial photographs, then formed the basis of the brief descriptions.

The relative intactness of buildings is generally noted in the descriptions, including identifying (at a high level) where changes have occurred, although changes which are not visible or obvious from the public domain are not necessarily identified.

For historic commercial/retail buildings, it is often the case that the fabric of the ground floor shopfronts/facades is not original, having been updated and replaced over time. Awnings/verandahs are also mostly not original. Conversely, the upper levels of facades are more often original. This is a pattern which is common to commercial heritage buildings across Melbourne.

3.5.2 Comparative analysis

The purpose of comparative analysis is to compare similar 'types' of places with other broadly similar places (similar in architectural style, period, use, etc.). This assists in determining the relative significance of the heritage place, and identifying distinguishing characteristics of the properties/precincts. Places are 'compared' with regard to intactness, rarity, architectural qualities or merit, or other distinguishing aspects or characteristics of their history or form.

Comparative analysis was undertaken for both individual properties and for the precincts, and is documented in the citations.

3.5.3 *Assessment of significance using criteria*

Assessment criteria as included in the VPP Practice Note *Applying the Heritage Overlay* (July 2015), were utilised in the assessment, and reproduced in the citations, with relevant criteria identified. The criteria are:

Criterion A - Importance to the course or pattern of the City of Melbourne's cultural or natural history (historical significance).

Criterion B - Possession of uncommon rare or endangered aspects of the City of Melbourne's cultural or natural history (rarity).

Criterion C - Potential to yield information that will contribute to an understanding of the City of Melbourne's cultural or natural history (research potential).

Criterion D - Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments (representativeness).

Criterion E - Importance in exhibiting particular aesthetic characteristics (aesthetic significance).

Criterion F - Importance in demonstrating a high degree of creative or technical achievement at a particular period (technical significance).

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

Criterion H - Special association with the life or works of a person, or group of persons, of importance in the City of Melbourne's history (associative significance).

3.5.4 *Statement of Significance*

Statements of significance in the Heritage Victoria recommended format of 'What is significant?', 'How is it significant?' and 'Why is it significant?' are included in the citations. These refer to the criteria assessments (see above), and identify the key heritage values, characteristics and attributes of significance.

3.5.5 *Assessment of relative level or value of significance*

As noted in relation to the gradings of places, the assessment of the relative level of heritage significance/value was undertaken as per the significant, contributory or non-contributory categories. For a property recommended for an individual Heritage Overlay control, or identified as being of individual significance in either of the two new precincts, the level of local heritage significance is typically higher (significant) than that for a property which is one of a group or collection of properties being considered for a precinct-based or multi-property control (contributory).

3.5.6 *Precinct boundaries*

As noted, the field work helped to identify two new precincts in the study area. Following this, more clearly establishing and refining the boundaries of the precincts was a key task. Again, it was informed by the historical research, and also further field work. For both precincts the boundaries are largely non-contiguous.

The majority of properties within the precincts are of contributory heritage value, complemented by additional places of significant heritage value. The significant, contributory or non-contributory value of properties are identified in the precinct property schedules.

Guildford and Hardware Laneways Precinct

The Guildford and Hardware Laneways Precinct is bounded by La Trobe Street (north), Bourke Street (south), Queen Street (west) and Elizabeth Street (east). The precinct is focussed on the laneways and little streets, and their associated historic development, as located in four city blocks. A fifth block, as included in the study area – extending from Bourke to Little Collins streets - was examined for inclusion in the precinct. This block incorporates two laneways, namely Penfold Place and the thoroughfare of McKillop Street. While some properties associated with these laneways have existing individual Heritage Overlays, the early character of the laneways per se has generally been overwritten by new built form and other interventions which have affected their legibility and significance. Neither lane is therefore proposed for inclusion in the precinct. Furthermore, no new individual heritage places were identified in this block.

The precinct boundary is not fully contiguous, and in some cases the laneways stop at little streets or main streets and thoroughfares, before recommencing on the other side. Where the fronts, sides or rears of historic properties are located to both sides of the laneway or street (this is explained further below at Section 3.5.8), the precinct boundary generally incorporates the intervening laneway or street. In some cases, the extent of the laneway as included in the precinct retains original or early materials, such as historic bluestone kerbs, channels and flagstones, although not all the precinct laneways retain these historic materials. Where the laneways provide a setting to the properties, again including the property fronts, sides or rears, this also resulted in their inclusion in the precinct.

Laneways included in the precinct, either partly or fully, are Hardware Lane, Hardware Street, Guildford Lane, Flanigan Lane, McLean Alley, Niagara Lane, Goldie Place, Warburton Lane, Warburton Alley, Rankins Lane and Kirk's Lane.

Elizabeth Street West Precinct

The Elizabeth Street West Precinct is focussed on the west side of Elizabeth Street between La Trobe Street in the north and Bourke Street in the south. It extends to the west to include the laneways, and properties abutting the laneways, of Zevenboom Lane, Heape Court and Somerset Place.

The precinct boundary is not fully contiguous, and comprises two sections of Elizabeth Street (northern and southern sections) separated by a small sequence of non-contributory buildings including a substantial modern development at 225-235 Elizabeth Street. While the northern and southern sections are independently legible, they come together as two parts of a broader retail and commercial precinct, complemented by the historically related laneways adjoining to the west.

Regarding the related laneways, and as per the Guildford and Hardware Laneways Precinct, in some cases the rear or side of a property has heritage value in terms of the precinct.

Inclusion of individually significant places within the precinct boundaries

These fall into two categories:

- Inclusion of existing individual Heritage Overlay places within the precincts
- Inclusion of newly identified/assessed places of individual significance within the precincts.

Regarding the former, several properties with existing individual Heritage Overlay controls are included in the recommended precincts. These are identified in the property schedules attached to the precinct citations. Their separate individual property citations remain the principal source of their property history, description and significance assessment.

For the newly identified places of individual significance, these are listed in the precinct citations under 'Significant properties'. A separate assessment for these properties utilising the 'What is significant?', 'How is it significant?' and 'Why is it significant?' format is also included.

3.5.7 *Key characteristics*

Both precinct citations include a summary of the key characteristics of the precincts. The key characteristics relate to the valued historic development patterns, as well as historic building and laneway/streetscape characteristics including form, materiality and details.

3.5.8 *Sides and rears of properties*

The property schedules attached to the precinct citations indicate where the rear or side of a property contributes to the historic character and significance of the precinct. This reflects the particular situation in these precincts, where the rear or side of a property can contribute to the heritage value and character of a laneway or little street. It can also occur where the front of a property has been changed or replaced, and has lost its heritage character and value, but the historic rear or side property component to the laneway is retained. In some cases these rear or side components or elevations have their own entrances, and historically have accommodated a different use or operation to the front or main building component.

3.5.9 *Extent of recommended Heritage Overlay*

The citations include a map indicating the extent of the recommended Heritage Overlay control. For the majority of places, this applies to the title or allotment of the property, as based on Land Victoria maps.

3.6 **Methodology report**

Preparation of a Methodology Report (this report) was another project component.

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