



# Statement of Evidence and Report to Planning Panel

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**Melbourne Planning Scheme Amendment C258**

City of Melbourne Heritage Review

July 2018

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Prepared by

LOVELL CHEN



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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*.

### *Instructions*

My instructions were included in correspondence from Brigid Ryan, Legal Counsel for the City of Melbourne, dated 26 June 2018.

### *Lovell Chen involvement leading up to instructions*

Section 2.0 of this statement provides a detailed overview of my involvement and that of Lovell Chen in the heritage work which is subject to Amendment C258. I was responsible for managing the project at Lovell Chen, including participating in the policies review and writing; the property gradings review and conversion; preparation of the statements of significance; and the (external and internal) community and stakeholder consultation and engagement. I was also responsible for reviewing all written outputs; and was the author of the two methodology reports referred to in this statement of evidence.

Note that the Clause 22.04 and Clause 22.05 heritage policies which are subject to this Amendment, are revised and updated from the May 2016 version of the policies, which is the date of the latest policies into which I and Lovell Chen had input.

### *Summary of my opinion*

The precinct statements of significance, including the assessed levels of significance of the precincts; the changes made to the statements following receipt of submissions; and the changes recommended in this statement to the 'panel version' of the statements, continue to be supported.

The revised local heritage policies at Clause 22.04 and Clause 22.05 also continue to be supported, subject to the matters identified here which require further clarification and consideration.

The review of the property gradings and conversion to the new gradings system, including the methodology which underpins the review, is additionally supported, including the approach which involved review of some 4,800 properties of 'C' and 'D' grading.

### *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', with a stylized, cursive script.

Anita Brady

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## 1.0 Introduction

This statement of evidence has been prepared for the City of Melbourne and addresses Melbourne Planning Scheme Amendment C258, with specific reference to the following components of the Amendment as undertaken by Lovell Chen (the scope of these components is elaborated below):

- Preparation of statements of significance for precincts outside the CCZ
- Review and preparation of revised local heritage policies at Clause 22.04 and Clause 22.05
- Review of property gradings and conversion to new gradings system

Some of the content in this statement includes, and in part reproduces, elements of the two Methodology Reports which document and outline the approach to the work undertaken, specifically:

- *City of Melbourne Heritage Review: Local Heritage Policies and Precinct Statements of Significance Methodology Report*, Lovell Chen, September 2015 updated May 2016 (Attachment 1 to this statement and generally referred to below as the 'Heritage Review Methodology Report'); note that this report includes (as appendices) the current and revised local heritage policies and the new precinct statements of significance (as of May 2016); Appendix E of the report is not included in Attachment 1 (this is referred to below under 'Community and stakeholder engagement')
- *City of Melbourne Heritage Gradings Review Methodology Report*, Lovell Chen, October 2015 (Attachment 2 to this statement and generally referred to below as the 'Gradings Review Methodology Report')

Note also that some clarifications or corrections to the Amendment documentation are identified in this statement.

## 1.1 Community and stakeholder engagement

Community and targeted stakeholder consultation and engagement was undertaken in relation to the project components. Capire Consulting Group facilitated the majority of the consultation, which was undertaken in a variety of formats. Capire's report, 'Summary of engagement findings', October 2015, was included in the Heritage Review Methodology Report as Appendix E.<sup>1</sup>

Community consultation and engagement was held in the period March and April 2015. It included six community workshops held in relation to the heritage precincts in Kensington, Parkville, North and West Melbourne, South Yarra, East Melbourne and Jolimont, and Carlton. These workshops were preceded by short walks in the precincts, lead by Anita Brady.

The consultation also included two workshops with 'internal' (Council) stakeholders, being City of Melbourne officers and Heritage Advisors, including a review of the draft revised local heritage policies. An external community workshop which focused on the heritage policies was also held.<sup>2</sup> In addition the draft heritage policies, and policy issues, were canvassed with external stakeholders including representatives from the Department of Environment, Land, Water and Planning, the National Trust and the Melbourne Heritage Action Group.

## 1.2 Heritage Strategy 2013

The City of Melbourne *Heritage Strategy 2013*<sup>3</sup> set out a plan to continue the identification and protection of the municipality's heritage over the next 15 years; and set in train a program of heritage reviews. The *Strategy* acknowledged some shortcomings with the City's older heritage studies, including the lack of statements of significance for the most significant places, and gaps in heritage protection.

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1 City of Melbourne Local Heritage Policy Review, Summary of Engagement Findings, October 2015, Capire.

2 Summary of Engagement Findings, October 2015, Capire, p. 6.

3 *Heritage Strategy 2013*, City of Melbourne.

The *Strategy* also recommended the review and update of the local heritage policies; preparation of statements of significance for all heritage precincts and individually significant places and properties; and a review of the letter grading system.

The *Heritage Strategy 2013* Implementation Plan (an appendix to the *Strategy*) identified the review of heritage policies as a 'First Priority Action'; while the gradings review and precinct statements of significance were 'Second Priority Actions'.<sup>4</sup>

### **1.3 Discussion paper July 2014**

In July 2014, Council issued the discussion paper 'Review of the Local Heritage Planning Policies in the Melbourne Planning Scheme'. The discussion paper referred back to the *Heritage Strategy 2013*.

The paper identified issues to do with the 'content, useability and operation' of the current heritage policies; recommended the alphabetical property gradings (A-D) be phased out and replaced by a system which utilises significant and contributory gradings; and that statements of significance be prepared for the heritage precincts outside the Capital City Zone, which did not have statements in place.

The July 2014 discussion paper is referred to below.

### **1.4 Content of this statement**

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

- Summary and generally chronological overview of the commencement and progress of the various project stages, identifying Lovell Chen's involvement and the outcomes of the various stages
- Statements of significance
  - Brief overview of the methodology used in the preparation of the precinct statements of significance
  - Summary of the response to submissions received following exhibition on March-May 2017 (copy of the Lovell Chen memorandum response provided to Council on 31 July 2017, is at Attachment 3)
- Heritage policies review
  - Brief overview of the methodology used in the preparation of the revised local heritage policies up to May 2016
  - \*Commentary on the revised heritage policies as subject to this Amendment
- Gradings review and conversion
  - Brief overview of the methodology used in the review of the property gradings and conversion to the new gradings system
  - \*\*Response to submissions received on the gradings conversion following exhibition of the revised gradings on March-May 2017 and re-exhibition on December 2017-January 2018
  - Reference to the Excel spreadsheet which contains the addresses of all properties subject to the gradings review, and the final gradings review assessments and other comments provided by Lovell Chen (copy at Attachment 4 to this evidence)
- Concluding comments

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<sup>4</sup> *Heritage Strategy 2013*, City of Melbourne, pp. 28-29.



\*Note: Lovell Chen was not required to respond to submissions on the revised local heritage policies; the focus of this statement of evidence is on the content of the revised policies of this Amendment.

\*\*Note: Lovell Chen was not previously required to respond to submissions relating to the property gradings review, and accordingly no earlier written response is attached to this statement of evidence. The focus of the responses included here is on the submissions which challenge or query the upgrading or downgrading of specific properties, based on the Lovell Chen methodology and assessment.

Throughout this statement reference and commentary is made on the Report to the Future Melbourne (Planning) Committee meeting (20 February 2018), which contains at Attachment 4, the 'panel version' of the Amendment documentation.

## 2.0 Chronological overview of project stages

The following is a high-level summary and generally chronological overview of the commencement and progress of the various project stages, identifying Lovell Chen's involvement and the outcomes of the various stages.

Date	Action
December 2014	City of Melbourne issued a Request for Quotation (RFQ) for the City of Melbourne Review of Local Heritage Policies (now known as City of Melbourne Heritage Review).
January 2015	Lovell Chen submission to City of Melbourne.  Lovell Chen commissioned to undertake heritage review of heritage policies and statements of significance, with consultants Capire to undertake community engagement for the heritage review.
February-August 2015	Lovell Chen undertake work on the heritage review, including community engagement and consultation (with Capire); desktop research and fieldwork in preparation of the draft statements of significance and heritage policies.
March-September 2015	Lovell Chen separately commissioned to undertake a review of heritage property gradings, as part of Council's move from the A-D letter gradings to significant, contributory and non-contributory gradings system. This included a 'sampling' exercise or pilot study, preparation of a methodology for the gradings review, and completion of the largely desktop review. Council also provided Excel spreadsheets of graded properties, for updating as part of the gradings review; these contained property addresses, existing gradings, and relevant Heritage Overlay numbers.
August 2015	Lovell Chen issued draft heritage policies (Clause 22.04 and Clause 22.05) and statements of significance for the following precincts: <ul style="list-style-type: none"> <li>• HO1 - Carlton Precinct</li> <li>• HO2 – East Melbourne and Jolimont Precinct</li> <li>• HO3 – North and West Melbourne Precinct</li> <li>• HO4 – Parkville Precinct</li> <li>• HO6 – South Yarra Precinct</li> </ul> Documents reviewed by Council officers and Council's heritage advisors.
September - October 2015	Lovell Chen issued Gradings Review Methodology Report and spreadsheets for precincts, including property gradings as confirmed, upgraded and downgraded.

September - November 2015	<p>Lovell Chen received comments back from Council on draft statements of significance and heritage policies.</p> <p>Capire issued final summary report of engagement findings. This report was included as an appendix to the Heritage Review Methodology Report.</p> <p>Lovell Chen issued the Heritage Review Methodology Report including updated statements of significance and heritage policies.</p>
December 2015 – February 2016	Heritage policies, statements of significance and gradings review published on Participate Melbourne for community comment.
February - May 2016	<p>Lovell Chen reviewed and responded to submissions received following publication on Participate Melbourne.</p> <p>Lovell Chen issued the Heritage Review Methodology Report including further updated statements of significance and heritage policies.</p>
September 2016	Following the resolution of the Future Melbourne Committee at its meeting of 5 July 2016, and as requested by Council, Lovell Chen reviewed the statement of significance for HO1 – Carlton in relation to parks and squares including University Square. The changes to the statement of significance were included in the updated July 2017 statement of significance.
January – March 2017	Two additional gradings reviews undertaken following receipt of information (corrected gradings data in spreadsheets) from Council
March – May 2017	Amendment C258 Heritage Policies Review and West Melbourne Heritage Review was placed on exhibition. This comprised Lovell Chen's work on the revised heritage policies, precinct statements of significance and the updated heritage inventory, based on the gradings review.
May – July 2017	Lovell Chen reviewed submissions on the statements of significance following exhibition of C258. Council did not require Lovell Chen to review submissions relating to the policies or the gradings review.
July 2017	Lovell Chen issued updated precinct statements of significance. No changes were made by Lovell Chen to the Heritage Review Methodology Report or heritage policies.
July – October 2017	Lovell Chen reviewed additional properties as part of the gradings review following receipt of further information in spreadsheets from Council.
December 2017- January 2018	The updated Heritage Inventory, based on original and additional gradings review work by Lovell Chen and other analysis work of the inventory data by Council, placed on re-exhibition as part of C258. The statements of significance and heritage policies were not re-exhibited.
June 2018	Formal correspondence received from City of Melbourne, requesting me to provide expert evidence in relation to Amendment C258.

### **3.0 Precinct statements of significance**

#### **3.1 Introduction**

This project component included preparation of statements of significance for the heritage precincts located outside the Capital City Zone.

The project initially required statements for the following precincts:

- HO 1 – Carlton

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

Of these, a statement was not prepared for the South Melbourne Precinct (HO5) as this precinct predominantly incorporates places and roads which are not of heritage value and is understood to be a remnant of a much larger precinct originally located within the former City of South Melbourne. Historical changes to municipal boundaries resulted in the current area remaining in Melbourne's Heritage Overlay, albeit there is no justification for this on heritage grounds.

The statements are aimed at enhancing an understanding of the significance of the heritage precincts, providing insight into their heritage characteristics, and through this assisting with their future conservation and management. The revised local heritage policies (subject to this Amendment) also refer to the 'assessed significance' of heritage places, and their 'key attributes'. For the subject heritage precincts, these are identified in the statements of significance.

### 3.2 Methodology

The statements of significance are in the format recommended by the VPP Practice Note<sup>5</sup>, being the three-part 'What is significant?', 'How is it significant?' and 'Why is it significant?'. The statements are contained in detailed citations which also include histories and descriptions of the precincts.

The statements utilise and build on previous statements prepared for Council in 2004, specifically the City of Melbourne Heritage Precincts Project.<sup>6</sup> This work was supplemented by additional historical research, collation of information, and field work in the precinct areas. The statements were also informed by reference to the *Thematic History: A History of the City of Melbourne's Urban Environment*;<sup>7</sup> and Victoria's *Framework of Historical Themes*.<sup>8</sup>

The statements additionally benefited from the input of the community, with individuals and groups providing information and research. Some of this came to light during the community workshops which focused on the precinct areas; other information was forwarded to the consultants following the workshops.

#### 3.2.1 Precinct citation content

The precinct citations contain the following:

- History: a brief precinct history is included, which is broadly chronological while also thematic, and informed the assessment of historical significance for each precinct.
- Description: this describes the precinct area in a general sense, including the boundaries; refers to significant and contributory development in the precinct; identifies building and built form characteristics; provides an overview of historical development patterns, including subdivision and the development of roads, streets and lanes; and refers to parks, gardens and street plantings. Field work in the precincts was undertaken to inform the preparation of the descriptions.

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<sup>5</sup> The latest version of the Practice Note, *Applying the Heritage Overlay* (January 2018), maintains this approach to the format and structure of statements of significance.

<sup>6</sup> Meredith Gould Architects, draft, 2004.

<sup>7</sup> Context Pty Ltd, for the City of Melbourne, 2012.

<sup>8</sup> Heritage Council and Heritage Victoria, 2010.

- Statement of significance: in the three-part 'What is significant?', 'How is it significant?' and 'Why is it significant?' format, preceded by the identification of the relevant heritage criteria which are recognised criteria as specified in the VPP Practice Note:
  - 'What' section includes the brief description and identifies/summarises the 'key attributes' and characteristics of the precinct
  - 'How' identifies the heritage values and relative level of significance of the precinct (state or local significance); and
  - 'Why' articulates the heritage values, including the historical, social and aesthetic/architectural significance as identified for each precinct.

### 3.2.2 *Precinct significance*

The six precincts are variously of state and local significance, as per the following heritage assessment criteria:

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

The Carlton, North and West Melbourne, and Kensington precincts were assessed to be of local significance, meaning significant to the municipality; while the East Melbourne and Jolimont, Parkville and South Yarra precincts were found to be of State significance.

It is recognised that identifying precincts at a State level of significance is unusual, however the higher level of significance is justified in all three cases, as outlined in the precinct statements.

## 3.3 **Response to submissions on statements of significance**

This section of the statement briefly addresses the responses prepared by Lovell Chen in relation to the review of the post-exhibition submissions on the precinct statements of significance. As noted, Amendment C258 was placed on exhibition in March-May 2017. A copy of the responses provided to Council, as prepared in memorandum format in July 2017, is at Attachment 3.

Without reproducing the detail of the responses, it is noted that where the submitters' recommendations were relevant to the precinct statement, in terms of the statement's structure, content, approach and emphasis; or provided additional information or clarification, then changes were generally made. Where the recommendations were not of this nature or related to matters outside the scope of the preparation of the statements, then an explanation was included in the July 2017 memorandum as to why the statement was not amended.

The main changes to the statements were highlighted and returned to Council. The responses prepared in July 2017 in relation to the post-exhibition submissions continue to be supported.

### 3.3.1 *Statements of significance February 2018*

Following the Lovell Chen July 2017 review of submissions and update to the precinct statements of significance, the next iteration of the statements was included by Council in the Report to the Future Melbourne (Planning) Committee meeting (20 February 2018).<sup>9</sup>

These generally incorporate the post-exhibition changes identified by Lovell Chen, although it is noted that some of the recommended changes were not included in the February 2018 statements, as outlined below.

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<sup>9</sup> See pages 185 of 250 to 229 of 250 of the agenda.

In each of the statements, under the first (descriptive) paragraph of the 'What is significant?' section, references to parks, squares, street trees, plantings and medians have been removed. While references to these elements are generally still included in the 'key attributes' section of the statements, it is preferred that the removed sentences be reinstated to each of the opening paragraphs, as follows:

Carlton Precinct (HO1):

The various parks, gardens and squares, and mature street plantings and rows, are also components of the significant development of the precinct.

East Melbourne and Jolimont Precinct (HO2):

The small squares, and mature street plantings and rows, are also part of the significant development of the precinct.

North and West Melbourne Precinct (HO3):

Mature street plantings and rows are also part of the significant development of the precinct.

Parkville Precinct (HO4):

Landscaped medians and reserves, and mature street plantings and rows, are also part of the significant development of the precinct.

South Yarra Precinct (HO6):

Mature street plantings and rows are also part of the significant development of the precinct.

Kensington Precinct (HO9):

Mature street plantings and rows are also part of the significant development of the precinct.

In the North and West Melbourne Precinct (HO3) and Carlton Precinct (HO1), following the July 2017 review, additional references to public baths/pools in the history sections of the statements have been removed. These references were a response to a submission following exhibition which identified recreation as an important theme in the North and West Melbourne precinct, and that the North Melbourne pool was an early twentieth century example of such a community facility in Melbourne. The Carlton Baths are contemporaneous to the North Melbourne pool, and reflected a similar theme of early twentieth century Melbourne. Both the statements for HO3 and HO1 were updated accordingly, although for HO1 this did not respond directly to a submission, rather it was an indirect response to the submission to HO3. In preference, these references should be reinstated to the history sections of the statements (see the July 2017 statements for the preferred locations of the reinstated text).

North and West Melbourne Precinct (HO3):

Another significant development in North Melbourne, was the opening of the swimming baths in December 1909, on the triangular site at the corner of Macaulay Road and Arden Street, adjoining the precinct. This occurred in the early twentieth century when municipal funded baths were being opened across Melbourne.<sup>10</sup>

Carlton Precinct (HO1):

After first being proposed in the 1890s, the Carlton Baths were opened in February 1916 on the present site, then accessed via Victoria Place to the north, a laneway

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<sup>10</sup> *Argus*, 23 December 1909, p.9.

parallel to Princes Street. The facilities were substantially improved in 1930, and again have been subject to more recent development.<sup>11</sup>

In the North and West Melbourne Precinct (HO3), under the 'key attributes' section of the statement the following attribute has been removed and in preference should be reinstated (see the July 2017 statement for the preferred location of the reinstated text):

Building forms with elevated entrances, and building rows which step up or down, following the topography and grade of streetscapes.

It is also noted that in the East Melbourne and Jolimont Precinct (HO2) statement, under 'Description', the paragraph commencing 'Commercial, manufacturing and industrial development ...' has been included twice.

Notwithstanding the above, I continue to support the precinct statements of significance as included in the Report to the Future Melbourne (Planning) Committee meeting (20 February 2018).

### 3.3.2 Additional submissions

The Report to the Future Melbourne (Planning) Committee meeting (20 February 2018) refers to two additional submissions relating to the precinct statements of significance which were not reviewed by Lovell Chen in July 2017. These submissions are addressed below.

Sub No.	Submission/objection	LC Response
63	East Melbourne Jolimont Precinct  Submission on behalf of East Melbourne Group (EMG).  EMG is very supportive of heritage and heritage protection in the East Melbourne and Jolimont precinct, and welcomes the creation of statements of significance. Notes the scar tree in Yarra Park as an 'important historical marker' of the area's traditional custodians.	Lovell Chen has previously amended the precinct statement of significance to note the Yarra Park scar tree and the pre-European use of the land to the north of the Yarra River, following the initial review of submissions.  No further response to EMG's submission on the statements of significance required.
64	North and West Melbourne Precinct  Submission on behalf of an individual.  Supports the revised statement of significance and the identification of 'separate identity' of West Melbourne. Supports the characterisation of precinct as 'predominately Victorian-era'.	No response required

## 4.0 Heritage policies review

### 4.1 Introduction

The local heritage policies are:

- Clause 22.04 Heritage Places within the Capital City Zone
- Clause 22.05 Heritage Places outside the Capital City Zone

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<sup>11</sup> *Argus*, 12 February 1916, p. 18; *Age*, 21 February 1930, p. 12.

As noted, the July 2014 discussion paper identified issues to do with the ‘content, useability and operation’ of the current heritage policies. Accordingly, the review of the policies aimed to address these perceived policy issues and shortfalls, while also bringing the policies into line with more contemporary heritage policies and the performance standards of other (particularly inner Melbourne) municipalities, notwithstanding that Clause 22.04 has no comparable policy elsewhere in Victoria.

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

- Clause 43.01 Heritage Overlay
- Heritage policies of other (particularly inner Melbourne) municipalities.
- Burra Charter, The Australia ICOMOS Charter for Places of Cultural Significance (2013)
- Burra Charter Practice Note: Developing Policy (Version 1, November 2013)
- The Heritage Overlay: Guidelines for Assessing Planning Permit Applications (Heritage Council, Heritage Victoria, Draft, February 2007)
- Recent Planning Panel reports

## **4.2 Methodology**

The attached Heritage Review Methodology Report, at Section 2.2, includes a detailed overview of the content of the revised policies (as of May 2016). This overview is not reproduced here. The revised policy content responded to the policy issues and shortfalls canvassed in the July 2014 discussion paper; and raised and discussed during both internal and external community and stakeholder consultation and engagement.

While the revised policies sought to provide additional policy guidance where this was seen to be lacking or inadequate, including for Clause 22.05, the identified shortfalls of Clause 22.04 were particularly problematic. This included the CCZ policy’s lack of, or inadequate guidance or direction on, demolition, alterations, additions and new buildings. These significant limitations of the policy differentiate it from Clause 22.05.

The limitations are further emphasised through Clause 22.04 being the policy which manages the heritage values and character of the City’s most significant and highly valued historic streetscapes and precincts, and individual properties. A more comprehensive and detailed heritage policy for the CCZ was regarded as a high priority.

Accepting this, and in recognition of the strategic importance of the CCZ and the greater intensity of development which is encouraged in the CCZ, more latitude is still provided in Clause 22.04 than in Clause 22.05 in relation to, for example, additions and the higher rear parts of new buildings. The ‘Policy Basis’ also differs between Clause 22.04 and Clause 22.05, in that the former recognises the CCZ as the ‘cultural, administrative and economic centre of the state’ which will ‘continue to attract business and investment and related development’.

### **4.2.1 *Visibility of additions and higher rear parts of new buildings***

Regarding the greater latitude of Clause 22.04, the policy on additions does not require the level of concealment of additions which is required in Clause 22.05, which is quite prescriptive in relation to the visibility of additions to significant buildings and to buildings in significant streetscapes. However, in both policies, additions ‘should not build over or extend into the air space above the front or principal part of a significant or contributory building’.

Regarding new buildings, Clause 22.05 is also more prescriptive than Clause 22.04 in relation to the visibility of higher rear parts of new buildings. In the revised Clause 22.04 policy, higher rear parts are not required to be concealed although they should be setback. But again, in both policies, new buildings ‘should not build over or extend into the air space above the front or principal part of an adjoining significant or contributory building.’

The policy definition of ‘front or principal part’ of a building is commented on separately below, at Section 4.4.

For the CCZ, large and visible additions, or higher rear parts of new buildings, which build over or extend into the air space above a significant or contributory building, is a relatively recent trend. There are also examples of what is sometimes referred to as ‘cantilevering’; and large-scale development which incorporates large visible structural columns coming down through the roof of a heritage building. Some examples of the above are included below, in the CCZ or in the municipality.

Without commenting on each individually, there are a variety of approaches, conditions and situations in which this has occurred. These include developments associated with properties which:

- do not have heritage controls
- have heritage controls and are of different gradings/levels of significance
- are individually included in the Heritage Overlay
- are included in a Heritage Overlay precinct
- are included in the Victorian Heritage Register (VHR)

For those included in the VHR, it may be that Heritage Victoria permitted these developments while taking other matters into consideration, such as the reasonable and economic use component of the *Heritage Act* 2017.

The variables of some of these developments, as outlined above, would have informed the decisions reached by Council or the Victorian Civil & Administrative Tribunal, particularly where the existing Clause 22.04 generally allowed for these developments.

The examples included here also vary in their degree of heritage impact. The buildings are mostly located in the CCZ, or in a context where intensive development is supported by Council. The context may or may not be a heritage streetscape or precinct; and may or may not have other highly visible tall buildings and developments of scale which help moderate the impact of a new tall building. The placement of the tall component, the depth of its setback, and its proximity to the front or principal façade of the heritage building, are other factors for consideration. The degree to which the heritage building retains its prominence and still reads as three-dimensional form (if relevant) is also important.

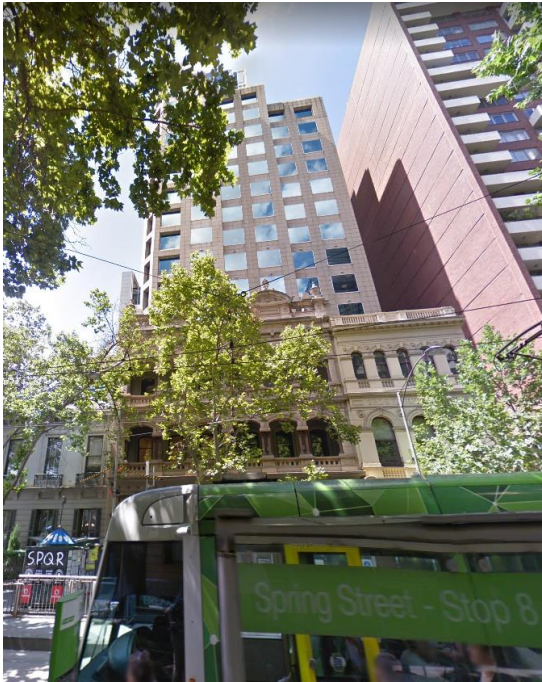

Accepting all the above, the revised Clause 22.04, in seeking to prevent new development from building over or extending into the air space above the front or principal part of a heritage building – subject again to further clarification of the ‘front or principal part’ definition as addressed below – is intended to discourage this practice and to reduce the heritage impacts on the heritage building and streetscape or precinct context. Any departure from the policy would require sound justification.



Table 1      Examples of development<sup>12</sup>

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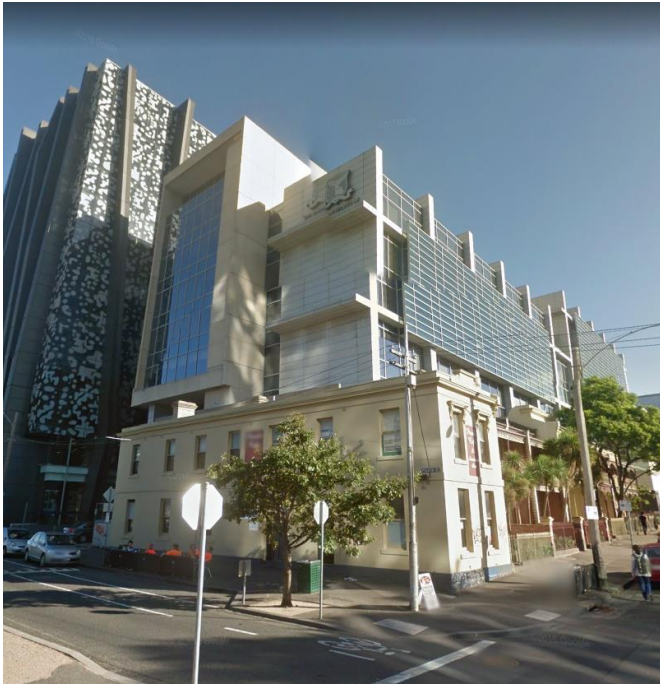
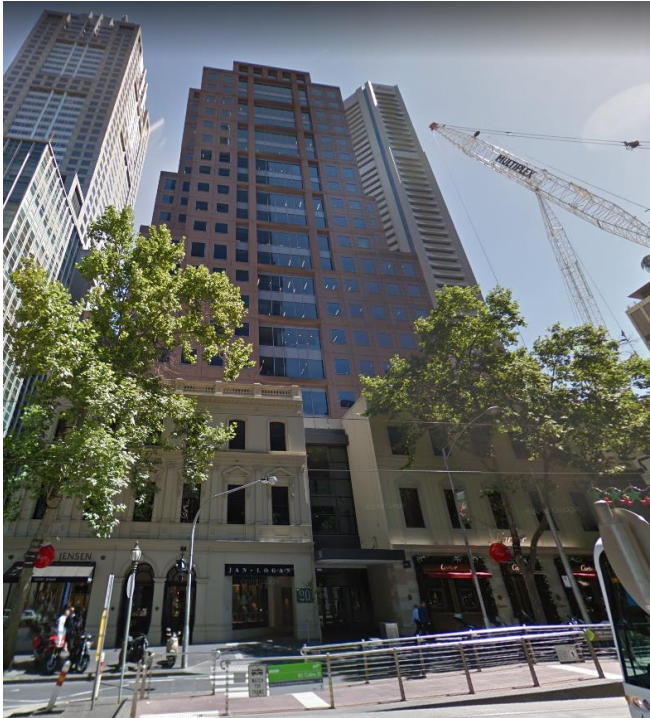
<sup>12</sup>      Note, the majority of these images are taken from Streetview; the gradings are taken from the *Heritage Inventory* 2017 as exhibited with this Amendment

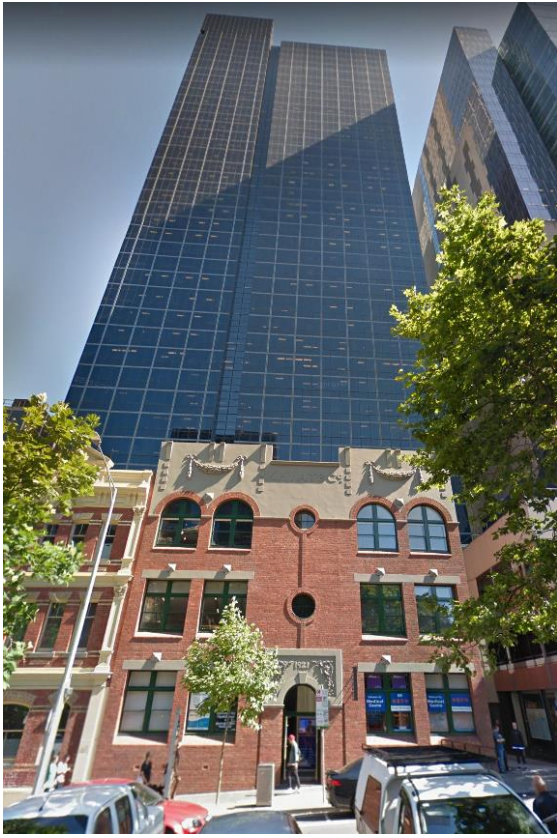




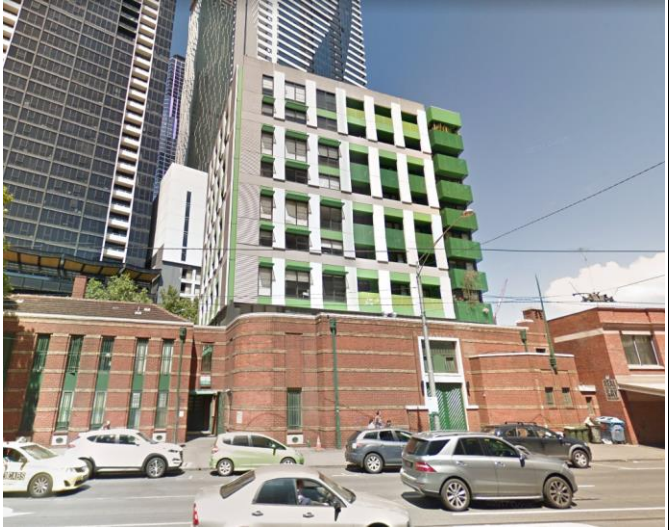
Address, listings and grading	Image
<p>1 Collins Street</p> <p>VHR (H1945)</p>	 A photograph showing a historic, ornate building with a light-colored facade and arched windows. Behind it, a tall, modern glass skyscraper rises into the sky. In the foreground, a green tram is partially visible, with a sign that reads "Spring Street - Stop 8". The scene is set on a city street with trees and a clear blue sky.
<p>Herald and Weekly Times</p> <p>44-74 Flinders Street</p> <p>VHR (H1147)</p>	 A photograph of a historic building with a classical facade, featuring many windows and a prominent corner. Behind it, a tall, modern glass skyscraper is visible. The building is situated on a city street corner, with cars and pedestrians visible in the foreground. The sky is clear and blue.

Address, listings and grading	Image
<p>Duke of Wellington</p> <p>142 Flinders Street</p> <p>VHR (H1175)</p>	 A tall, modern glass skyscraper with a curved facade, situated in an urban setting with older buildings at its base. The building has multiple floors with balconies and a prominent glass curtain wall. It is located on a street corner with traffic lights and cars visible in the foreground.
<p>Melbourne University</p> <p>95-109 Barry Street</p> <p>HO1 (Carlton Precinct)</p> <p>Significant</p>	 A large, modern glass building with a curved facade, situated in an urban setting with older buildings at its base. The building has a prominent glass curtain wall and is surrounded by other buildings and trees. In the foreground, there is a parking lot with several cars and a blue construction fence.






Address, listings and grading	Image
<p>Melbourne University</p> <p>196 Pelham Street</p> <p>HO1 (Carlton Precinct)</p> <p>Significant</p>	
<p>90-98 Collins Street</p> <p>HO504 (Collins East Precinct)</p> <p>Contributory</p>	


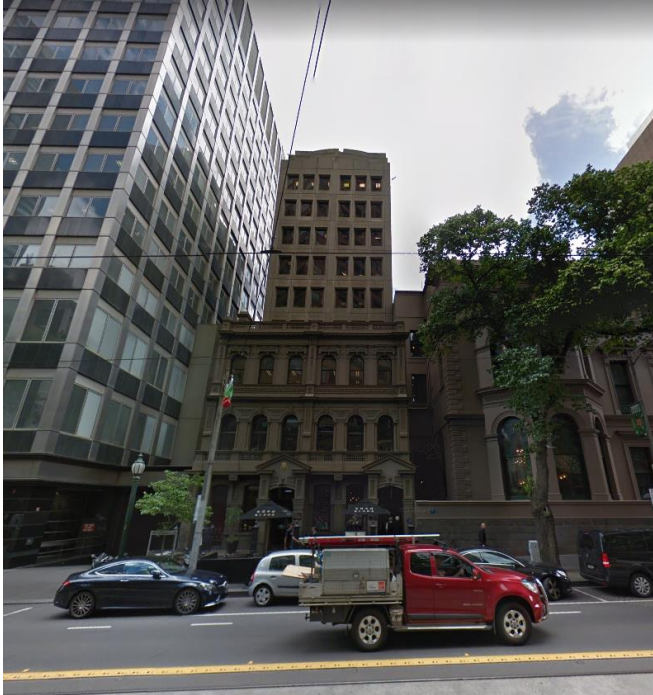
Address, listings and grading	Image
<p>Telstra Corporate Centre</p> <p>56-88 Lonsdale Street</p> <p>HO711</p> <p>64-78 identified as Significant</p>	
<p>Former Black eagle Hotel</p> <p>42-44 Lonsdale Street</p> <p>VHR (H2265)</p>	

Address, listings and grading	Image
<p>Former Oldfellows Hotel</p> <p>33-39 Little Lonsdale Street</p> <p>VHR (H2266)</p>	
<p>Former Drill Hall</p> <p>49-53 Victoria Street</p> <p>VHR (H0285)</p>	





Address, listings and grading	Image
<p>Former Melbourne Telephone Exchange</p> <p>25-29 Wills Street</p> <p>H0759</p> <p>Significant</p>	
<p>Former Power Station</p> <p>220-246 Spencer Street</p> <p>H0737</p> <p>204-240 Spencer Street</p> <p>Significant</p>	

Address, listings and grading	Image
<p>edy's Warehouse</p> <p>618 Lonsdale Street</p> <p>H0722</p> <p>Significant</p>	
<p>Westpac Tower/Victoria Car Park</p> <p>173 Little Collins Street</p> <p>VHR (H2001)</p>	

Address, listings and grading	Image
<p>Hudson Stores</p> <p>655 Bourke Street</p> <p>H0501 (Bourke West Precinct)</p> <p>Significant</p>	
<p>Former Melville House</p> <p>52-54 Collins Street</p> <p>VHR (H0607)</p>	



Address, listings and grading	Image
<p>Former PB Curtain Woolstore and Dalgety and Co Motor Garage</p> <p>668 Bourke Street</p> <p>HO552</p> <p>640-668 Bourke Street</p> <p>Significant</p>	
<p>692 Elizabeth Street</p> <p>Adjacent 696-708 is Significant (HO54)</p>	

#### 4.3 New gradings definitions

As outlined in the Heritage Review Methodology Report, at Section 3.7, the new definitions were arrived at following a review of the various definitions used for significant, contributory and non-contributory places in other planning schemes (a summary of other definitions was included in Appendix D of the Heritage Review Methodology Report, at Attachment 1). The new definitions also clearly distinguished between significant and contributory heritage places, with the definition of significant using 'higher level' language and descriptors to emphasise the importance of the significant places, and conversely the definition of contributory being more inclusive and wide-ranging and deliberately set below significant.

The following are the new definitions included in the revised policies and referred to in the gradings review.

#### *4.3.1 Significant places*

A significant heritage place:

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

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

#### *4.3.2 Contributory places*

A contributory heritage place:

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

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

#### *4.3.3 Non-contributory places*

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

### **4.4 Commentary on the revised and updated policies**

This section of the statement makes comment on the revised heritage policies as are subject to this Amendment and included in the Report to the Future Melbourne (Planning) Committee meeting (20 February 2018) (see pages 139-163 of 250 pages).

As noted, the Clause 22.04 and Clause 22.05 heritage policies which are subject to this Amendment, are revised and updated from the May 2016 version of the policies, which is the date of the latest policies into which Lovell Chen had input.

Subsequent to May 2016, some changes and reordering of the content of the policies has occurred, which it is understood reflected responses to post-exhibition submissions on the policies.

While this is not a detailed review of the policies, identified below are some aspects and language of the revised policies which in my view require reconsideration and rewriting. Unless identified, these generally apply to both Clause 22.04 and Clause 22.05.

#### *4.4.1 Definitions*

Several of the definitions have been amended and/or added to in ways which could have unintended consequences when applied through the policy.

## Front or principal part of a building

This definition is as follows; the italicised text is commented on below:

The front or principal part of a building is generally considered to be the front two rooms in depth, *complete with the structure and cladding to the roof*; or that part of the building associated with the primary roof form, whichever is the greater. For residential buildings this is generally 8 metres in depth. For most non-residential buildings, the front part is generally considered to be one full structural bay in depth *complete with the structure and cladding to the roof*. This is generally 8-10 metres in depth. *For corner sites, the front or principal part of a building includes side or rear elevations*. For sites with more than one frontage, the front or principal part of a building relates to each frontage.

Regarding reference to retaining the structure and roof cladding, the structure of a building and of a roof can reside in internal fabric. Where this is the case, and in the absence of internal controls (as per the majority of properties included in Melbourne's Heritage Overlay) it is questioned as to how this definition and its interpretation can be applied. Regarding roof cladding, this can be non-original and can reasonably be removed and replaced subject to an appropriate assessment process. Requiring the retention of such fabric in the context of conserving and managing the front or principal part of a building is unnecessary.

Incorporating corner sites in the definition also widens the definition considerably, particularly when applied in the policy in relation to demolition and additions. For example, the policy on demolition (Clause 22.04-5) states that 'partial demolition will not generally be permitted in the case of significant buildings and of the front and principal part of contributory buildings'. Applying this definition as it stands would prohibit partial demolition of the side or rear elevations of a contributory building located on a corner.

To address these matters, it is recommended that the following definition be substituted for the above:

The front or principal part of a building is generally considered to be the front two rooms in depth, with roof; or that part of the building associated with the primary roof form, whichever is the greater. For residential buildings this is generally 8 metres in depth. For most non-residential buildings, the front part is considered to be one full structural bay, or generally 8-10 metres in depth, including the roof. For corner sites, the front or principal part of a building includes side or rear elevations, where these are of identified heritage value. For sites with more than one frontage, the front or principal part of a building can include each frontage, where these are of identified heritage value.

## Respectful and interpretive

This definition is as follows; the italicised text is commented on below:

When used in relation to design, respectful and interpretive refers to design that honestly admits its modernity while relating to the historic or architecturally significant character of its context. Respectful means a modern design approach to new buildings, additions and alterations to buildings, *in which historic building size and form are adopted*, and proportions and details are referenced but not directly copied, and sympathetic colours and materials are used. Interpretive means a looser and simplified modern interpretation of historic building form, details and materials.

The reference to historic building size and form being 'adopted' is problematic. 'Adopt' is a strong word, and where the definition of respectful is referred to in the policy for new buildings at Clause 22.05, it could be interpreted to mean that new buildings 'must' (as stated in the policy) 'adopt' the size and form of historic buildings. This is not normally required for new buildings in heritage precincts, and nor

is it necessarily desirable for new buildings to follow the size and form of historic buildings. In a definition for respectful, a lesser term may suffice.

To address this issue, it is recommended that the following definition be substituted for the above:

When used in relation to design, respectful and interpretive refers to design that honestly admits its modernity while relating to the historic or architecturally significant character of its context. Respectful means a modern design approach to new buildings, additions and alterations to buildings, in which prevailing building size and form inform the design, and proportions and details are referenced but not directly copied, and sympathetic colours and materials are used. Interpretive means a looser and simplified modern interpretation of historic building form, details and materials.

In addition to the above, the following is also noted.

The word 'nearby' has been substituted for 'adjoining' in both policies, in relation to additions in a heritage precinct which 'must' be respectful of and in keeping with the 'character and appearance of nearby significant and contributory buildings'. 'Nearby' can be interpreted to be at a greater distance than 'adjoining', meaning that an addition may be unnecessarily constrained in its design by a heritage building at some distance. Another term which could be used in place of 'nearby' is 'immediately proximate'.

The definition of 'facadism' also refers to 'structural support'. As noted above, reference to the structure of a building is questioned given the absence of internal controls. This definition could be retained, but with removal of this reference.

Regarding vehicle crossovers and ramps, again both policies address these, and have inserted reference to 'where this is an established characteristic of the streetscape or precinct' when determining the suitability of a ramp down to basement or sub-basement car parking. The latter is not achievable, given that below ground car parking and associated ramps are not historic features. This qualification is therefore recommended to be removed from the policy, with the remainder of the policy being appropriate in that it specifies that a ramp may be permitted to a side street or rear of a property, where it should 'not visually disrupt the setting of the significant or contributory building, or impact on the streetscape character'.

The current and revised Clause 22.04 states that the policy applies to the Capital City Zone excluding land within Schedule 5 to the Capital City Zone (CCZ5 City North). It is understood that the intent is for all land within the CCZ to be subject to the revised policy, therefore the reference to excluding CCZ5 should be removed from Clause 22.04.

## **5.0 Gradings review**

### **5.1 Introduction**

As noted, the July 2014 discussion paper recommended that the current alphabetical property gradings (A-D) be phased out and replaced by a system which utilises significant and contributory gradings.

This approach is supported by the VPP Practice Note Applying the Heritage Overlay (revised January 2018), which recommends against the use of 'letter gradings'. The Practice Note also supports the application of 'State' and 'Local' significance thresholds in the assessment of significance.

With reference to the latter, the approach adopted with the gradings review was to further refine and differentiate the local significance attribution into categories of significant, contributory and non-contributory. This approach recognises that 'Local' significance can incorporate a range of places of heritage value, from the more commonplace dwellings located in precincts which are dependent on a mutually reinforcing contributory context; to grander and more architecturally distinguished dwellings which do not rely on contributory relationships. It is therefore reasonable within this category or designation of 'Local' significance to identify that some places are at differing levels of significance. This

distinction also reasonably flows on to the relevant level of management and protection as provided for in the local heritage policies.

The gradings review study was largely desktop based (see Section 5.2.4), albeit supplemented by some field work, and did not involve photographing or documenting all heritage properties or places in detail. The field work was undertaken where the desktop sources did not provide sufficient information on a property to enable a review. This included where the available visual sources were unclear.

A 'sampling' exercise, or pilot study was also undertaken as an initial task, aimed at testing the soundness of the desktop approach. This is outlined at Section 5.2.1.

#### *5.1.1 Scope of gradings review*

The review focused on graded properties in Heritage Overlay precincts in and outside the CCZ, and groups of properties which shared a single Heritage Overlay number. No review was undertaken of individual properties with an individual Heritage Overlay number, on the understanding that such properties are regarded as individually significant and would automatically convert to significant.

Other points to note in relation to the scope of the gradings review:

- Graded properties without a heritage control were not reviewed.
- Ungraded properties without a heritage control, but of potential heritage value, were not reviewed.
- Ungraded properties in precincts were not reviewed, although in some instances where these properties were considered to be of potential heritage value, this was noted as a 'query' in the spreadsheet (see Section 5.2.5).
- Lovell Chen was not required to review properties which were included in the following recent heritage studies in the municipality:
  - City North Heritage Review, RBA Architects 2013
  - Kensington Heritage Review, Graeme Butler 2013
  - Review of Heritage Buildings in Kensington: Percy Street Area, Graeme Butler 2013; and
  - Arden Macaulay Heritage Review, Graeme Butler 2012.
- Where known, or where it became apparent through the desktop research, that a graded property had been demolished or significantly modified and changed to the extent that its heritage value was lost or substantially diminished, then the property was identified as (downgraded to) non-contributory. Note that the project did not involve a comprehensive review of the demolition status or relative intactness of all graded properties under review. The downgraded properties substantially involved 'C' and 'D' grade properties, due to the focus on these gradings with the review.

Regarding the ungraded properties which were not reviewed, and the decision to translate these directly to non-contributory, it is recognised that there is the potential for many ungraded properties in the municipality to have heritage value. However, the scale of assessing ungraded properties was seen as a separate exercise to the current review, which focused on already graded properties. Accepting this matter of scope, the assessment of ungraded properties is an exercise which has merit as a future project for Council to consider.

#### *5.1.2 July 2014 discussion paper*

It is noted that the July 2014 discussion paper 'Review of the Local Heritage Planning Policies in the Melbourne Planning Scheme' identified an approach to the conversion or translation with which Lovell Chen did not fully agree.<sup>13</sup> The following was suggested in the discussion paper, with the eventual Lovell Chen approach/outcome shown in brackets.

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<sup>13</sup> See p. 12 of the discussion paper.

- 'A' grade properties were to be converted to State significance (the gradings review by Lovell Chen converted 'A' grade properties to significant)
- 'B' grade properties were to be converted to individually significant (the gradings review by Lovell Chen converted 'B' grade properties to significant)
- 'C' and possibly some 'D' grade properties were to be converted to individually significant (the gradings review by Lovell Chen converted most 'C' and 'D' grade properties to contributory, with some converted to significant)
- 'D' grade and possibly some 'C' grade properties were to be converted to contributory (the gradings review by Lovell Chen converted most 'C' and 'D' grade properties to contributory, with some converted to significant)

The concern with the translation or conversion as identified in the discussion paper, was that a disproportionately high number of properties would automatically translate to significant – being all existing 'A', 'B' and 'C' properties. While existing 'A' and 'B' places are recognisably significant, with their historically high grading having rarely been challenged, that is not the case with the lesser graded properties. While Lovell Chen acknowledged that some 'C' and 'D' grade properties would likely be elevated to significant (and this was an outcome of the review), we did not share the view that all 'C' grade properties were at this level of heritage value. The discussion paper approach, in our view, also undermined the notion of significant, or individually significant, properties being of a higher level of importance than the majority of graded properties. The view that not all 'C' grade buildings were at the significant threshold was confirmed in the 'sampling exercise' (see below).

Further, having a disproportionately high number of significant places runs the danger of diluting the perceived value of these places. In heritage precincts in Melbourne and generally across the metropolitan area, contributory properties typically substantially outnumber significant properties. If the discussion paper approach was to be followed, with all 'A', 'B' and 'C' places converted to significant, then some 3,800 properties in precincts in the municipality would be graded significant, while some 3,100 places (formerly 'D') would be contributory.

See Section 5.2.5 below for a summary (statistics) of the changes made in the gradings review.

The important distinctions between significant and contributory places are also reflected in the new definitions of significant, contributory and non-contributory included in the revised local heritage policies (reproduced at Section 4.3). The new definitions emphasise the singular and individual importance of significant places, as opposed to the broader and more commonplace category of contributory places.

The gradings definitions in the current Clause 22.05, for 'A', 'B', 'C' and 'D' properties, also generally make this distinction through emphasising the high level of significance or importance of 'A' and 'B' buildings, and the lower or lesser significance of 'C' and 'D' buildings.

Current Clause 22.05 notes:

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

And:

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

The latter implies that a 'D' grade building in a Level 3 streetscape is not contributory.

However, it is also recognised that Clause 22.05, somewhat contradictorily, notes:

All graded buildings are significant.

## 5.2 Methodology

Lovell Chen was tasked with identifying an approach to translating or converting the alphabetical property gradings, to a system which utilised the gradings of significant, contributory and non-contributory.

### 5.2.1 Sampling exercise and outcomes

As noted, as an initial task, Lovell Chen undertook a 'sampling' exercise. The purpose of the exercise was to test the potential for a direct translation or conversion of the letter gradings to significant and contributory, across the six main precinct areas outside the CCZ.

The 'sampling' exercise involved field work and inspection of graded properties from the public domain, together with back-up desktop work. It is also noted that during this period, Lovell Chen was involved in field work and investigation of the precincts outside the CCZ, for which we were preparing statements of significance. This gave us a degree of immediate familiarity with the precincts and their graded heritage properties. We also understood based on this work, and our other experience with the municipality, that the historical attribution of the letter gradings could vary between precincts. The latter is largely explained by the age of the original heritage studies (mostly 1980s and 1990s); the different heritage values and historical characteristics of the study areas; and the differing consultants involved in the studies.

During the 'sampling' exercise, Lovell Chen investigated select streets in each of the six subject precincts. Buildings were also photographed in these streets. Essentially, the objective was to determine whether the existing 'A' and 'B' grade properties could directly convert to significant – it was concluded that they could; and whether the 'C' and 'D' grade properties required review in order to determine their new grading - it was concluded that most, especially 'C' properties, did require review.

The precincts and streets were as follows:

- Carlton – Carlton Street
- East Melbourne and Jolimont – Hotham and Simpson streets
- Kensington - McCracken Street
- North Melbourne – Chetwynd Street
- Parkville – Morrah Street
- South Yarra – Park Street

### 5.2.2 Approach to gradings review

Arising out of the 'sampling' exercise, a table was prepared which identified a recommended approach to the review. While it initially identified that 'D' grade properties in Carlton could be directly converted to contributory, this was later modified to include a review of these properties following more detailed work in Carlton. Table 2 also includes reference to the Heritage Overlay precincts in the CCZ.

Table 2 Approach to gradings review

Precinct	A grade	B grade	C grade	D grade
East Melbourne and Jolimont	Significant	Significant	Review	Contributory
South Yarra	Significant	Significant	Review	Contributory
Parkville	Significant	Significant	Contributory	Contributory
Kensington	N/A	Significant	Review	Review
North and West Melbourne	Significant	Significant	Review	Review
Carlton	Significant	Significant	Review	Review

Precinct	A grade	B grade	C grade	D grade
CCZ	Significant	Significant	Review	Review

The table reflects the following:

- The direct conversion to significant was recommended for all 'A' and 'B' grade properties, in all precincts including those in the CCZ (there were no 'A' properties in Kensington).
- In Parkville, the direct transfer was recommended for all letter gradings, i.e. 'A' and 'B' to significant; 'C' and 'D' to contributory.
- 'C' grade properties required review in all precincts except Parkville.
- 'D' grade properties required review in Kensington, North and West Melbourne, Carlton and the CCZ precincts.

The Gradings Review Methodology Report, at Table 1, includes an estimate of the number of properties in the precincts (outside the CCZ) which were reviewed. An estimate of the numbers of properties in the CCZ precincts is also included in the report. As noted, the date of the Methodology Report is October 2015, and accordingly the estimated property numbers do not reflect those which were finally assessed, as per the updated Excel spreadsheets.

As alluded to above, and by way of further explanation, the decision to directly convert all existing 'A' and 'B' properties to the significant grading was based on these properties being recognisably significant and having maintained their historically high grading over a long period, with little in the way of challenge to these gradings. While the heritage studies which identified the letter gradings were for the most part undertaken in the 1980s and 1990s, the identification and assessment of the highly graded properties has largely stood the test of time despite the timeframes which have elapsed. This view was also confirmed in the 'sampling' exercise.

Conversely, some of the lower gradings were regarded as potentially out of date and warranting review, to determine whether to keep these gradings at contributory or to upgrade to significant, although the great majority were likely to remain contributory. This was also confirmed through the 'sampling' exercise, encouraging the consultants to review 'C' grade properties (some 2415 properties) in all precincts except Parkville. Issues which the consultants identified as justifying the review of these properties included the grading being given to a comparatively high number of properties from the early period 1850-75; interwar properties generally; and the very high proportion of C grade properties relative to other gradings in Carlton and North and West Melbourne. The work undertaken in preparing statements of significance for the precincts outside the CCZ also highlighted significant themes and types of places in the precincts, which was another consideration in reviewing the relative significance of places.

For the 'D' grade properties, the problematic precincts were initially considered to be Kensington, North and West Melbourne and the CCZ precincts (some 2272 properties), with Carlton added later (some 193 properties). The very high proportion of 'D' grade properties in Kensington and North and West Melbourne was generally not matched in the other precincts and indicated to the consultants that some reconsideration of the grading was warranted. Again, while the great majority were considered likely to remain contributory, the consultants were aware of examples of highly intact rows or terrace groupings of early dwellings, or intact rows of more distinguished dwellings, which could be considered significant. Some of these were significant for having survived as intact rows, with little or no visible external change in how they presented to the public domain.

Other instances where a lower graded property warranted review included heritage places of the interwar and post-war period, which are now generally more highly valued in heritage terms than they were in the 1980s and 1990s. Early properties, such as those from the 1850s-1870s period are also increasingly more highly valued due to recognition of their rarity, even where these are modest and simply detailed buildings. Intact terrace rows, again including rows of modest workers cottages, are



another heritage place type more highly valued due to maintaining their original external form with little visible change.

Other examples of places deserving of a higher grading include those with important histories, or places with recognised social values. For example, the work undertaken in preparing the precinct statements of significance highlighted important historical themes and types of places in precincts, including places important to the community.

Reference is again made to the new definitions of significant, contributory and non-contributory as per the revised local heritage policies (Section 4.3). These were used and referred to when assessing the properties under consideration.

### 5.2.3 *Streetscapes*

The gradings of streetscapes in the municipality were not reviewed. However, in line with the move away from letter gradings, streetscape level gradings were also recommended to be removed, with one exception. This approach would again bring the Melbourne gradings into line with more contemporary systems, where the streets are not graded.

The exception to this approach related to Level 1 streetscapes. This is the highest grading and historically these streetscapes, under the heritage policy, have been afforded the highest level of protection. For example, as per Clause 22.05 higher rear parts of new buildings or additions to properties in these streetscapes have been required to be concealed. This has had the effect, over time, of ensuring that these streetscapes generally retain their intactness as viewed from the public realm. On this basis, it was recommended that these streets be designated as 'significant streetscapes' under the new gradings system and be referred to as such in the revised heritage policies. Retaining this relative streetscape grading, and reference to it in the policies, largely maintains the current policy approach, which in turn will assist in maintaining the heritage character and intactness of these more significant streetscapes.

Conversely, the Level 2 and 3 streetscapes are generally less intact, and not designating these as 'significant streetscapes' is consistent with the treatment or non-grading of streetscapes in heritage precincts in other municipalities. In terms of the policy consequence, the streetscapes which are not 'significant streetscapes' are still managed and addressed appropriately in the revised policies.

However, in light of the revised policies addressing 'significant streetscapes', it was also recommended that a review of all the streetscapes in the municipality be undertaken, to confirm that the current Level 1 streetscapes are all deserving of the designation 'significant streetscapes', and whether some of the existing non-Level 1 streetscapes could be upgraded to this designation.

### 5.2.4 *Desktop work*

As noted, the gradings review was largely a desk-top based study, with some additional historical research. The review largely relied on existing information on heritage properties and places in precincts, including previous assessments and data from the older heritage studies. This information was largely obtained, where available, from the following databases/sources/studies:

- Melbourne's i-heritage database (reproduces information contained in individual Building Identification Forms, which in turn are taken from the earlier heritage studies, plus recent property images)
- Heritage Victoria's HERMES database (reproduces the individual Building Identification Forms, extracts/citations from the Notable Buildings study, and images from the 1980s)
- Central City Heritage Study Review 1993
- Melbourne Heritage Places Inventory 2008

The Heritage Places Inventory was not used as an assessment tool but to assist with confirming and cross-checking the existing gradings, including of streetscapes. Regarding the date of 2008, this was the current Inventory at the time the gradings review commenced. For the later spreadsheets and review,

the updated information did not require reference back to the Inventory. There have also subsequently been several updates to the Inventory, including in this current Amendment.

Comparing the 1980s (HERMES) and more recent photographs (i-Heritage database) was helpful in that it shed light on the historical gradings. For instance, a building may have been given a lower grading in the 1980s/1990s, based on modifications or a poor state of intactness. In some cases, these properties have been restored, and accordingly warranted a revised grading.

Nearmap was also utilised for current and archived aerial images. Streetview, as available in Google Maps, was additionally used for current and archived images of properties from streets.

Regarding the 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
- National Library of Australia's Trove website, including pictures and digitised newspapers
- 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 auction plans and Kearney's 1855 map
- City of Melbourne Building Application index, copy held by Lovell Chen
- Miles Lewis' Australian Architectural index, via <http://www.mileslewis.net/australian-architectural.html>
- *Melbourne's Marvellous Modernism: A Comparative Analysis of Post-War Modern Architecture in Melbourne's CBD 1955-1975*, National Trust, September 2014
- *Melbourne Architecture*, Phillip Goad, 2001
- *Encyclopedia of Australian Architecture*, Phillip Goad and Julie Willis, 2012
- *Survey of Post-War Built Heritage in Victoria*, Heritage Alliance, 2 volumes, 2008

#### 5.2.5 Excel spreadsheet

At the outset of the project, Council provided the consultants with an excel spreadsheet of graded properties, for updating as part of the gradings review. The spreadsheet contained property addresses, existing gradings, and relevant Heritage Overlay numbers. Further information was subsequently provided by Council, in spreadsheet form, which updated the existing gradings information in relation to some properties.

In some generally limited instances, Lovell Chen queried the letter grading provided in the spreadsheet, and endeavoured to clarify this and/or update it. This was in part due to some problematic property addresses, with properties having dual or confusing addresses in some cases. For these properties, the grading was checked and clarified with reference to the Building Identification Forms (as included in the Hermes database), the i-heritage database and Council's Heritage Places Inventory 2008. Any such amendments to the letter gradings were noted in the spreadsheet comments.

More generally in terms of the gradings review, the spreadsheet was updated by Lovell Chen at the completion of the review. This included short written justifications or explanations in relation to those properties which were upgraded to significant from their existing 'C' or 'D' grading; and in relation to those properties of any grading which were downgraded to non-contributory. For some properties, other mostly clarifying comments were also provided by Lovell Chen. Where a 'C' or 'D' property translated to contributory, no comment was included in the spreadsheet. As noted, the conversion of 'A' and 'B' properties, including existing individual Heritage Overlay properties, to significant was automatic, and not recorded in the spreadsheet.

Note: the spreadsheet provided by Council also identified places included in the Victorian Heritage Register (VHR), some of which comprise multiple buildings with old letter gradings. These places and graded buildings were not reviewed or regraded, given their VHR listing and status.

Attachment 4 to this statement contains the Excel spreadsheet which includes the final gradings review and assessments as provided to Council by Lovell Chen, and the written justifications or explanations referred to above. The spreadsheet does not include columns in which Council included later or clarifying information, which Lovell Chen did not input into.

#### 5.2.6 Internal review

This is a brief overview of the internal review process, as conducted by Lovell Chen during the course of the gradings review.

Three dedicated staff were involved in the review and were each allocated specific precincts for which they then conducted the review in totality. This ensured that one person worked on Carlton, one on East Melbourne, one on the CCZ etc.

The dedicated team met regularly to discuss the 'C' and 'D' properties, including and especially those that required review, to ensure consistency in the assessment and attribution of 'significant' where justified; and where required a downgrading of the property to 'non-contributory'. It is also noted that all properties identified to be upgraded to 'significant' were discussed by the dedicated team.

On a regular basis, a separate senior member of Lovell Chen was also brought in to review select assessments; this was undertaken in the form of internal 'workshops'.

Where there was a gap or break in the review work, as occurred when later updated spreadsheets were issued by Council, the Lovell Chen team undertook a brief 'refresher' or review of the work undertaken to date, before undertaking any new assessment work in the precincts. These also helped to ensure continuity in the gradings review and assessment.

#### 5.2.7 Statistics

The following is a summary of the properties which were upgraded to 'significant' or downgraded to 'non-contributory'. All the properties included in these statistics had an alphabetical grading at the outset of the project.

'Upgraded' refers to 'C' or 'D' places which were upgraded to 'significant', and 'downgraded' refers to places which were downgraded to 'non-contributory'. As Lovell Chen did not review 'A' and 'B' properties, these were not downgraded to contributory. The 'confirmed contributory' category indicates where the balance of places remained contributory.

##### Carlton North

<i>Upgraded</i>	5
<i>Downgraded</i>	0
<i>Confirmed contributory</i>	N/A <sup>14</sup>

##### Carlton

<i>Upgraded</i>	324
<i>Downgraded</i>	51
<i>Confirmed contributory</i>	905

##### East Melbourne

<i>Upgraded</i>	22
<i>Downgraded</i>	1

<sup>14</sup> None were confirmed as contributory as Carlton North chiefly comprises the landscape and infrastructure of Princes Park

<i>Confirmed contributory</i>	182
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#### **Kensington**

<i>Upgraded</i>	74
<i>Downgraded</i>	21
<i>Confirmed contributory</i>	784

#### **Melbourne**

<i>Upgraded</i>	80
<i>Downgraded</i>	17
<i>Confirmed contributory</i>	110

#### **North Melbourne**

<i>Upgraded</i>	138
<i>Downgraded</i>	38
<i>Confirmed contributory</i>	901

#### **South Yarra**

<i>Upgraded</i>	37
<i>Downgraded</i>	7
<i>Confirmed contributory</i>	144

#### **West Melbourne**

<i>Upgraded</i>	78
<i>Downgraded</i>	6
<i>Confirmed contributory</i>	379

From the above it is noted that 758 properties were upgraded, and 141 properties were downgraded. The remainder stayed as contributory.

To reiterate, there was no change to gradings in Parkville.

### **5.3 Response to submissions on gradings review**


As noted, the focus of the responses included below is on the submissions which query, object to or challenge the upgrading or downgrading of properties, based on the Lovell Chen methodology and assessment. The responses included here do not address submissions which:



- Identify errors or omissions in relation to data and property addresses, and the Heritage Places Inventory 2017.
- Question the loss of, or change to, the streetscape gradings.
- Query the properties for which a direct conversion was made, as the approach to these conversions is explained above in some detail. These include the 'A' and 'B' gradings converted to significant; existing individual Heritage Overlay properties converted to significant; and the 'C' and 'D' gradings converted to contributory. The 'A' and 'B' gradings conversion was an automatic or default conversion, as was that for all graded properties in Parkville.
- Relate to properties where the gradings have been reviewed or identified by other consultants, in separate recent studies (see list at Section 5.1.1.)
- Support the gradings review and conversion.


Accepting the above exclusions, the submissions referred to below (by number) are generally limited. The responses are, for the most part, reproduced from the Excel spreadsheet provided to Council by Lovell Chen at the completion of the review, including the brief justifications included in the spreadsheet. In some cases, additional information/clarification has been included in the table.

Of the properties cited below, Lovell Chen had undertaken fieldwork (at the time of the review) to obtain images (as reproduced in the table) for the properties at 45 Pitt Street, Carlton and 9-17 Brougham Street, North Melbourne. Streetview images are reproduced for the other properties, noting again that these images were one of several tools and sources utilised in the assessment of these places as per the gradings review methodology.


Table 3 Summary response to submissions

Sub No.	Objection/query	LC response
23	Queries upgrade to significant for 45 Pitt Street, Carlton	<p>This property was upgraded from 'C' to significant. The justification is as follows:</p> <p>One of an unusual red brick Edwardian pair with simple rendered detailing, timber framed windows to the street, and setback side entrances. The cottage pair is distinguished by its prominent two-storey rear wings with chimneys set back from the single-storey front section.</p> 
23	Queries why the historic church within the property at 9-17 Brougham Street, North Melbourne has been downgraded to non-contributory.	<p>This property was not downgraded to non-contributory; it was upgraded from 'D' to significant.</p> <p>The spreadsheet address lists this property as St Michael's Catholic Church, 456-474 Dryburgh Street. It is at the corner of Brougham Street.</p> <p>The justification is as follows:</p> <p>Very substantial c. 1907 Catholic church. Important part of streetscape and demonstrative of importance of Catholic Church in</p>

Sub No.	Objection/query	LC response
		<p data-bbox="603 286 1337 349">North Melbourne. The adjoining two-storey red brick presbytery is also a significant component of the complex.</p>  
32	<p data-bbox="336 1440 533 1599">Queries upgrade to significant for 139-149 Flemington Road, North Melbourne.</p>	<p data-bbox="563 1440 1331 1496">This property was upgraded from 'D' to significant. The justification is as follows:</p> <p data-bbox="603 1525 1350 1794">Anna House opened in 1915 as a Presbyterian Neglected Children's home, and was then converted to a destitute women's hostel in 1939, run by the Legion of Mary, a Catholic welfare agency. Architecturally it is a highly intact and distinctive brick building with a domestic bungalow form and presentation to Flemington Road, albeit on a large scale. It has a large and prominent tiled roof form with chimneys, and an arched elevated and inset central main entry, emphasised by brick buttresses and bracketed eaves.</p>

Sub No.	Objection/query	LC response
		 <p>Source: Streetview</p>
65	<p>Queries the significant grading given to some 21 (University of Melbourne) properties in Carlton (specific addresses not provided)</p>	<p>The submission notes that the 21 properties have been translated from 'C' and 'D' to significant; it also appears that some (possibly all) of these properties already have individual Heritage Overlay controls, which means that the conversion to significant was automatic.</p> <p>Without the addresses provided, it is not possible to respond to or clarify the significant grading.</p> <p>Note also that properties in parts of Grattan and Barry streets, Carlton (which include University of Melbourne properties) were separately reviewed under the City North study.</p>
77	<p>Queries the significant grading given to the group of eight buildings within The Walk Arcade, five of which are currently graded 'C' or 'D', and three of which are ungraded.</p>	<p>These eight buildings are generally grouped under the address of 309-325 Bourke Street. They include addresses to Little Collins Street.</p> <p>The justification, in acknowledging the multiple buildings at the address, identified two of the buildings as significant, as indicated below. The other graded buildings at the address would remain contributory, with the ungraded buildings not reviewed and their grading not changed:</p> <p>The significant grading applies to the buildings at 313-317 and 323-325 Bourke Street, within this group [these are illustrated at left and right respectively of the image below]. 313-317 is an interwar building, Diamond House, constructed in 1936 in the Moderne style, and designed by Tompkins Bros architects. It is distinguished by its simple detailing, terracotta tile cladding, and vertical elements including slim pilasters and narrow windows. The parapet steps up to a central high point. The Walk Arcade entry is at ground floor level. 323-325 was constructed in 1924 to a design by Grainger Little and Barlow. It was originally the Public Benefit Bootery (the name remains on the facade) and is a tall elegantly proportioned rendered building with a classically ordered facade (base, middle and top components). It is distinguished by its rusticated banding, columns and pilasters which divide the facade into three bays, and tall bands of multi-paned steel windows which stretch to just below the parapet. The Public Benefit Bootery were purveyors of one</p>



Sub No.	Objection/query	LC response
		<p>priced boots. It relates closely to the adjoining 327-329 Bourke Street.</p>  <p>Source: Streetview</p>

#### 5.3.1 Report to the Future Melbourne (Planning) Committee meeting (20 February 2018)

Regarding the Report to the Future Melbourne (Planning) Committee meeting (20 February 2018), this was also reviewed in relation to the content which relates to the gradings review. The Council summaries of the gradings review submissions, and the management responses and recommendations as included in the February 2018 report, are generally supported. However, the following is noted:

In relation to submission 17, at page 41 of 250 of the February 2018 report, the management response under 'Heritage Inventory Response' incorrectly states that 'all D graded buildings in Carlton were directly converted to contributory'. As outlined above, this approach was initially proposed but was later modified to ensure all 'D' properties in Carlton were reviewed.

### 6.0 Concluding comments

The precinct statements of significance, including the assessed levels of significance of the precincts; the changes made to the statements following receipt of submissions; and the changes recommended in this statement to the 'panel version' of the statements, continue to be supported.

The revised local heritage policies at Clause 22.04 and Clause 22.05 also continue to be supported, subject to the matters identified here which require further clarification and consideration.

The review of the property gradings and conversion to the new gradings system, including the methodology which underpins the review, is additionally supported, including the approach which involved review of some 4,800 properties of 'C' and 'D' grading.



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

METHODOLOGY REPORT

Prepared for

**City of Melbourne**

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## 1.0 Introduction

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

Study tasks included:

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

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

### 1.1 Study components

#### 1.1.1 Review of heritage policies

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

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

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

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

#### 1.1.2 Gradings review

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

#### 1.1.3 Precinct statements of significance

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

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

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

#### *1.1.4 Community and stakeholder consultation*

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

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

Chapter 6 includes recommendations arising out of this study.

## **2.0 Heritage policy review**

### **2.1 Introduction**

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

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

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

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

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

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

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

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



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

## **2.2 Revised policies**

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

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

- Policy Basis
- New Buildings
- Additions

### *2.2.1 Policy Basis*

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

### *2.2.2 Policy Objectives*

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

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

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

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

### *2.2.3 Permit Application Requirements*

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

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

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

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

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

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

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

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

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

#### *2.2.5 Demolition*

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

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

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

#### *2.2.6 Alterations*

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

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

#### *2.2.7 New Buildings*

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

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

#### *2.2.8 Additions*

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

#### *2.2.9 Restoration and Reconstruction*

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

#### *2.2.10 Subdivision*

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

#### *2.2.11 Relocation*

See comments above for 'Subdivision'.

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

#### *2.2.12 Vehicle Accommodation and Access*

See comments above for 'Subdivision'.

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

### *2.2.13 Fences and Gates*

See comments above for 'Subdivision'.

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

### *2.2.14 Services and Ancillaries*

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

### *2.2.15 Street Fabric and Infrastructure*

See comments above for 'Subdivision'.

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

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

See comments above for 'Subdivision'.

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

### *2.2.17 Definitions*

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

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

## **2.3 Other matters**

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

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

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

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

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

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

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

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

### *2.3.2 Reference documents*

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

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

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

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

Either a new reference document or the updated Heritage Places Inventory then becomes the single 'go to' document for gradings throughout the municipality. The policies should also explicitly state that the new reference document or incorporated document supercedes the older studies in regards to property and streetscape gradings, subject to the qualifications in Clauses 22.04 and 22.05. The latter state that further information may be considered in establishing significance where there is limited information in the existing citation or Council information.

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

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

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

#### *2.3.4 Lanes*

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

#### *2.3.5 Recording*

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

#### *2.3.6 Interiors*

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

#### *2.3.7 Place typologies*

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

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

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

### 2.3.8 *Facadism*

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

### 2.3.9 *Corner sites/properties*

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

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

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

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

## **3.0 Property gradings**

### **3.1 Introduction**

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

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

- i-heritage database (reproduces information contained in individual Building Identification Forms, plus recent property images)

- Heritage Victoria's HERMES database (reproduces the individual Building Identification Forms, plus images from the 1980s)
- Streetview

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

#### 3.2.1 Precincts outside the CCZ

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

Table 1 Estimates of graded properties in precincts

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

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

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

The table reflects the following:



- The transfer to 'significant' is a relatively straightforward matter for all A and B properties, for all precincts (there are no A graded properties in Kensington).
- In Parkville, the transfer is straightforward for all alphabetical gradings.
- C grade properties require review in all precincts except Parkville (total of 2113 properties). Some of these properties appear to warrant a 'significant' grading, although the great majority will likely remain 'contributory'. Issues which warrant review include the C grading being given to a comparatively high number of properties from the early period 1850-75 (e.g. in Carlton, some 425 properties); interwar properties generally (161 properties across all precincts); and the very high proportion of C grade properties relative to other gradings in Carlton and North and West Melbourne. The work undertaken in preparing the precinct statements of significance also highlighted important themes and types of places in precincts, which is another consideration in reviewing the relative significance of places.
- For the D grade properties, the problematic precincts are Kensington and North and West Melbourne (total of 1824 properties). The very high proportion of D grade properties in these precincts is not matched in the other precincts, and tends to indicate some reconsideration of the grading is warranted. Again, while the majority will likely remain 'contributory', there are for example highly intact rows or terrace groupings of early dwellings, or intact rows of more distinguished dwellings, which might be considered 'significant' as a row or group.

### 3.2.2 *Precincts in the CCZ*

In the CCZ there are:

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

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

Of the above:

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

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

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

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

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

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

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

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

### **3.6 Heritage Places Inventory**

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

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

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

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

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

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

A 'significant' heritage place:

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

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

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

A 'contributory' heritage place:

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

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

### 3.7.3 'Non-contributory' places

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

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

## 3.8 Streetscape gradings (levels)

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

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

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

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

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

Accepting all of the above, it is recommended that a review of significant streetscapes be undertaken. This includes the former Level 1 streets, and other streets in the municipality which might now be considered significant. The latter may include former Level 2 streetscapes. This is in recognition of the long period which has elapsed since the streetscape grading was attributed.

In the interim, Clauses 22.04 and 22.05 specifically provide for additional or new information to be considered in establishing significance where limited information is currently available in the existing citation or Council documentation.

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

## **4.0 Statements of significance**

### **4.1 Introduction**

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

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

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

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

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

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

### **4.2 Precincts**

The project initially required statements for the following precincts:

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

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

### **4.3 Statement components**

The precinct citations contain the following components.

#### *4.3.1 History*

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

#### *4.3.2 Description*

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

#### *4.3.3 Statement of significance*

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

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

#### *4.3.4 Key attributes*

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

### **5.0 Community engagement**

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

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

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

In addition to the above, Council undertook community engagement on the draft statements of significance and draft new policies from mid-December 2015 to mid-February 2016. Lovell Chen reviewed the submissions received and in response to these submissions has recommended some changes to both the draft statements of significance and draft new policies, which are reflected in Appendices B and C to this report.

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

The following are recommendations arising out of this project.

## **Summary of recommendations identified above**

- The reference document, Urban Conservation in the City of Melbourne 1985, should be removed from the list of 'Policy References' for both Clause 22.04 and Clause 22.05.
- Following the review of gradings, include an additional reference document in the 'Policy References', or an updated Heritage Places Inventory in the Schedule to Clause 81.01 Incorporated Documents, which contains the gradings for all places in precincts. This should be the single 'go to' document for gradings throughout the municipality, and should supercede the older studies in regards to property and streetscape gradings.
- The Incorporated Document which contains the gradings of heritage places should include maps showing the significant streetscapes (including formerly Level 1 streetscapes) throughout the municipality. See also the recommendation below on reviewing/reassessing significant streetscapes in the municipality.
- Include the new precinct statements of significance in a new Incorporated Document of precincts statements of significance. The brief CCZ precinct statements including key attributes, which are recommended for removal from Clause 22.04 should also be included in the Incorporated Document, as should the statements for other precincts (not subject to this current project).
- Remove levels 2 and 3 streetscape gradings. This is in line with revising the property gradings, and adopting a more contemporary approach. However, as noted elsewhere in this report, some level 2 streetscapes may warrant reassessment for consideration as significant streetscapes. An interim position allows consideration of further information where appropriate.
- Remove HO5 South Melbourne Heritage Precinct from the Heritage Overlay. This precinct currently incorporates places and roads which are not of heritage value, and there is no justification for retaining this area as a precinct on heritage grounds.

## **Other recommendations**

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

- Several of the precincts for which statements have been prepared warrant a review of their boundaries (inclusions and exclusions). These include:
  - Kensington, where historic development which is consistent with that in the precinct, is located outside the precinct boundary.
  - East Melbourne and Jolimont, where for the latter suburb there are streets/sections of streets of very limited or no heritage value which could be considered for exclusion from the precinct.
  - North and West Melbourne: this is a very large precinct which could be considered for reduction to smaller precinct areas, and/or exclusion of streets/sections of streets of very limited or no heritage value.
- Prepare a statement of significance for all 'significant' properties (in precincts and individual Heritage Overlays, excluding places on the Victorian Heritage Register).

- Undertake a review/reassessment of significant streetscapes in the municipality. This is in recognition of the long period which has elapsed since the Level 1 streetscape grading was originally attributed, and there is likely to be some change to the attribution of this streetscape grading. Level 2 streetscapes should also be reviewed/reassessed.
- Undertake a heritage assessment of lanes in the municipality. The lanes are in a general sense identified as significant elements of the CCZ and precincts outside the CCZ, not least of all for providing evidence of nineteenth century planning. However, there is a diversity of laneway conditions and not all lanes have been assessed and graded in heritage terms.

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



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

15/10/2015  
C198

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

### **Policy Basis**

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

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

### **Objectives**

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

### **Policy**

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

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

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

### **Bank Place Precinct**

#### **Statement of Significance**

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

#### **Key Attributes**

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

### **Bourke Hill Precinct**

#### **What is Significant**

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

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

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

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

### **How is it Significant**

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

### **Why is it Significant**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

## **Bourke West Precinct**

### **Statement of Significance**

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

### **Key Attributes**

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

## **Collins East Precinct**

### **Statement of Significance**

Collins Street has often been identified as Melbourne's leading street. This is due, in part, to the pleasant amenity and distinctive character of its eastern end. Its relative elevation and proximity to the Government Reserve and points of access to the City provided for its development as an elite locale. Initially a prestige residential area, the Melbourne Club re-established itself here in 1857 and by the 1860s the medical profession had begun to congregate. By the turn of the century it was firmly established as a professional and artistic centre of Melbourne, with part of its fame due to its tree plantations in the French boulevard manner (hence the 'Paris end'), which date from 1875.

A number of significant buildings come together in this precinct to form a series of prominent streetscapes. These include, at the western end, the Town Hall, Athenaeum, and Assembly

Hall through to the Scots and Independent Churches, with the Regent Theatre through to the redeveloped T&G building opposite. The eastern end includes the early 19th century residential and artists' studio buildings at the foot of No. One Collins, with the predominantly 20th century intact run to the north featuring Alcaston, Anzac Portland and Chanonry Houses, and Victor Horsley Chambers plus the nearby Melbourne Club.

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

### **Key Attributes**

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

### **Flinders Gate Precinct**

#### **Statement of Significance**

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

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

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

### **Key Attributes**

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

### **Flinders Lane Precinct**

#### **Statement of Significance**

Proximity to the Yarra River, Queens Wharf and the Customs House marked Flinders Lane as an appropriate location for the establishment of wholesaling businesses in the 19th century. Up until the 1870s and 1880s, Melbourne was the centre of the colonial re-export trade.

Overseas cargoes were received, re-packed and distributed to the southern colonies and New Zealand. This trade created a demand for functional warehouses offering large areas of space close to the ground without any need for external display. This generation of buildings were plain brick or stone, up to three storeys in height, and limited to one commercial occupant.

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

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

### **Key Attributes**

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

### **Little Bourke Precinct**

#### **Statement of Significance**

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

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

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

### **Key Attributes**

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

### **Post Office Precinct**

#### **Statement of Significance**

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

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

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

### **Key Attributes**

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

### **The Block Precinct**

#### **Statement of Significance**

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

93), Centreway Arcade (1913), Block Court (1930), Manchester Unity Arcade (1932), and the Century Arcade (1938-40) testify to the continued popularity of this form.

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

### **Key Attributes**

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

## **The Queen Victoria Market Precinct**

### **Statement of Significance**

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

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

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

### **Key Attributes**

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

## **Little Lon Precinct**

### **Statement of Significance**

The precinct is locally significant, historically, socially and aesthetically to the City of Melbourne. The building group, which epitomises the much publicised and interpreted 'Little



Lon' district and its colourful past, represents three key development phases in the City's history, the immediate post golden era boom of the late 1850s and early 1860s, the development boom of the 1880s leading to the great Depression of the 1890s, and the Edwardian-era recovery with development of local manufacturing that also saw the establishment of a greater Chinatown in the street.

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

### **Key Attributes**

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

### **Policy Reference**

Urban Conservation in the City of Melbourne 1985

Central Activities District Conservation Study 1985

Harbour, Railways, Industrial Conservation

South Melbourne Conservation Study 1985

Central City (Hoddle Grid) Heritage Review 2011

Bourke Hill Precinct Heritage Review Amendment C240 2015

City North Heritage Review, RBA Architects 2013

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

### Policy Basis

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

### Objectives

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

### Policy

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

### Performance Standards for Assessing Planning Applications

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

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

### Demolition

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

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

- The degree of its significance.

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

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

## **Renovating Graded Buildings**

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

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

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

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

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

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

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

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

### **Form**

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

### **Facade Pattern and Colours**

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

### **Materials**

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

### **Details**

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

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

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

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

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

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

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

#### Building Height

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

#### Archaeological Sites

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

#### Sites of Historic or Social Significance

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

### Definitions of Words Used in the Performance Standards

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

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

Context means:

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

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

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

Enhancement means:

- Encouraging removal of buildings or objects that detract from an area's character and appearance.

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

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

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

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

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

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

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

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

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

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

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

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

### **'A' Buildings**

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

### **'B' Buildings**

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

### **'C' Buildings**

'C' buildings. Demonstrate the historical or social development of the local area and /or make an important aesthetic or scientific contribution. These buildings comprise a variety of styles and building types. Architecturally they are substantially intact, but where altered, it is reversible. In some instances, buildings of high individual historic, scientific or social significance may have a greater degree of alteration.

#### ‘D’ buildings

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

#### Level 1 Streetscapes

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

#### Level 2 Streetscapes

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

#### Level 3 Streetscapes

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

### **Policy Reference**

Urban Conservation in the City of Melbourne 1985

East Melbourne & Jolimont Conservation Study 1985

Parkville Conservation Study 1985

North & West Melbourne Conservation Study 1985 & 1994

Flemington & Kensington Conservation Study 1985

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

South Yarra Conservation Study 1985

South Melbourne Conservation Study 1985 & 1998

Harbour, Railway, Industrial Conservation Study 1985

Kensington Heritage Review, Graeme Butler 2013

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

City North Heritage Review, RBA Architects 2013

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

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

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

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

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

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

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

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

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

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



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

- The assessed significance of the building.
- The degree to which the works would detract from the significance, character and appearance of the building and heritage place.
- Its structural condition.
- The character and appearance of the proposed replacement materials.

- The degree to which the works can be reversed without an unacceptable loss of significance.

Removal of paint from originally unpainted masonry surfaces is encouraged.

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

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

## 22.04-7 New Buildings

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

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New buildings should:

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

The design of new buildings should:

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

## 22.04-8 Additions

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

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

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

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

Additions to significant or contributory buildings should:

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

The design of additions should:

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

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

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

## **22.04-10 Subdivision**

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Subdivision of a heritage place should:

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

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

## **22.04-11 Relocation**

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

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

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

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

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

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

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

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

New fences and gates should also:

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

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

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

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

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

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

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

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

## **22.04-16 Signage**

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New signage associated with heritage places should:

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

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

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

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

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

## 22.04-17 Grading of heritage places

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The grading (significant, contributory or non-contributory) of properties within the Capital City Zone is identified in the incorporated document *Heritage Inventory 2016*. Significant streetscapes are also identified in the incorporated document. Other streetscapes may also be significant and other information may be considered in determining the significance of a streetscape where limited information is provided in the existing citation or Council documentation.

‘Significant’ heritage place:

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

‘Contributory’ heritage place:

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

‘Non-contributory’ place:

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

## 22.04-18 Definitions

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

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

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

## 22.04-19 Reference Documents

Central Activities District Conservation Study 1985  
Harbour, Railways, Industrial Conservation  
South Melbourne Conservation Study 1985

Central City (Hoddle Grid) Heritage Review 2011  
Bourke Hill Precinct Heritage Review Amendment C240 2015



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

--/201- This policy applies to places included in the Heritage Overlay outside the Capital City Zone.

### **22.05-1 Policy Basis**

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

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

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

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

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

- /201-
  - To conserve and enhance Melbourne's heritage places.
- - To conserve fabric of historic, aesthetic, social, spiritual and scientific heritage value, which contributes to the significance, character and appearance of heritage places.
  - To recognise the assessed significance of heritage places and streetscapes, as adopted by Council, as the basis for consideration of development and works. Further information may be considered, including in relation to streetscapes, where there is limited information in the existing citation or Council documentation.
  - To ensure new development is respectful of the character and appearance of heritage places.
  - To encourage high quality contextual design for new development, and generally avoid replication of historic forms and details.
  - To ensure new development is informed by the conservation principles, processes and practices of the Australia ICOMOS Burra Charter.
  - To enhance the presentation and appearance of heritage places through restoration and, where evidence exists, reconstruction of original or contributory elements.
  - To protect significant views and vistas to heritage places.
  - To promote the protection of Aboriginal cultural heritage.

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

--/201- The following, where relevant, may be required to be lodged with a permit application.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

- The assessed significance of the building.
- The degree to which the works would detract from the significance, character and appearance of the building and heritage place.
- Its structural condition.
- The character and appearance of the proposed replacement materials.

- The degree to which the works can be reversed without an unacceptable loss of significance.

Removal of paint from originally unpainted masonry surfaces is encouraged.

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

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

## 22.05-7 New Buildings

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

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New buildings should:

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

The design of new buildings should:

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

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

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

## 22.05-8 Additions

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

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

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

Additions to significant or contributory buildings should:

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

The design of additions should:

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

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

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

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

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

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

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

## **22.05-10 Subdivision**

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Subdivision of a heritage place should:

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

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

## **22.05-11 Relocation**

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

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

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

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

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

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

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

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

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

## 22.05-16 Signage

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New signage associated with heritage places should:

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

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

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

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

## 22.05-17 Grading of heritage places

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The grading (significant, contributory or non-contributory) of properties outside the Capital City Zone is identified in the incorporated document *Heritage Inventory 2016*. Significant streetscapes are also identified in the incorporated document. Other streetscapes may also be significant and other information may be considered in determining the significance of a streetscape where limited information is provided in the existing citation or Council documentation.

‘Significant’ heritage place:

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

‘Contributory’ heritage place:

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

‘Non-contributory’ place:

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

## 22.05-18 Definitions

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

<b>Term</b>	<b>Definition</b>
	identifies what is significant, how it is significant, and why it is significant.
Concealed/partly concealed	Concealed means not visible from any part of the street serving the front or principal part of the building, as defined under 'visible'. Partly concealed means that a limited amount of the addition or higher rear part may be visible, provided it does not dominate the appearance of the building's façade and the streetscape.
Conservation	Conservation means all the processes of looking after a place to retain its heritage significance. It may include one or more of maintenance, preservation, restoration, reconstruction, adaptation and interpretation.
Context	Context means the setting of a heritage place, as defined under 'setting', including the immediate landholding, adjoining significant or contributory places, and the surrounding area.
Contextual design	A contextual design for new buildings and additions to existing buildings is one which adopts an interpretive design approach, derived through analysis of the subject property and its heritage context. Such an approach allows new development to comfortably and harmoniously integrate with the site and its streetscape character. The approach can include respectful contemporary architecture.
Cultural significance	Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.
Development	<p>Development includes:</p> <ul style="list-style-type: none"> <li>• construction or exterior alteration of a building</li> <li>• demolition or removal of a building or works</li> <li>• construction or carrying out of works</li> <li>• subdivision or consolidation of land, including buildings or airspace</li> <li>• placing or relocation of a building or works on land</li> <li>• construction or putting up for display of signs or hoardings</li> </ul>
Enhance	Enhance means to improve the presentation and appearance of a heritage place through restoration, reconstruction or removal of unsympathetic or intrusive elements.
Fabric	Fabric means all the physical material of the heritage place.
Front or principal part of a building	The front or principal part of a building is generally considered to be the front two rooms, with roof; or that part of the building associated with the primary roof form, whichever is the greater. For most non-residential buildings, the front part is generally considered to be one full structural bay in depth or 8 metres, including the roof.
Heritage place	A heritage place has identified heritage value and can include a site, area or space, building or other works, structure, group of buildings, precinct, archaeological site, landscape, garden or tree.
Heritage precinct (as	A heritage precinct is an area which has been identified as having heritage significance. It is identified as such in the Schedule to

<b>Term</b>	<b>Definition</b>
referred to in this policy)	the Heritage Overlay, and mapped in the Planning Scheme Heritage Overlay Maps.
Individual heritage place (as referred to in this policy)	An individual heritage place is equivalent to a significant heritage place. It may be graded significant within a heritage precinct. It may also have an individual Heritage Overlay control, and be located within or outside a heritage precinct.
Key attributes	The key attributes or important characteristics of a heritage precinct are identified in the precinct statement of significance.
Lane	Includes reference to public or private lanes, and ROWs.
Maintenance	Maintenance means the continuous protective care of a place, and its setting, and is distinguished from repair which involves restoration or reconstruction.
Massing	Massing means the arrangement of a building's bulk and its articulation into parts.
Preservation	Preservation is maintaining the fabric of a place in its existing state and retarding deterioration.
Reconstruction	Reconstruction means returning a place to a known earlier state, and is distinguished from restoration by the introduction of new material.
Respectful and interpretive	When used in relation to design, respectful and interpretive refers to design that honestly admits its modernity while relating to the historic or architecturally significant character of its context. Respectful means a modern design approach to new buildings, additions and alterations to buildings, in which historic building size, form, proportions and details are referenced but not directly copied, and sympathetic colours and materials are used. Interpretive means a looser and simplified modern interpretation of historic building form, details and materials.
Restoration	Restoration means returning a place to a known earlier state by removing accretions or later additions, or by reassembling existing elements. It is distinguished from reconstruction through not introducing new material.
Services and ancillaries	Services and ancillaries include, but are not limited to, satellite dishes, shade canopies and sails, solar panels, water storage tanks, disabled access ramps and handrails, air conditioners, cooling or heating systems and hot water services.
Setting	Setting means the immediate and extended environment of a place that is part of or contributes to its significance.
Streetscape	A streetscape is a collection of buildings along a street frontage. When referred to in relation to a precinct, a streetscape typically contains a majority of buildings which are graded significant or contributory.
Significant streetscape (as referred to in this policy)	Significant streetscapes are collections of buildings outstanding either because they are a particularly well preserved group from a similar period or style, or because they are highly significant buildings in their own right.



Term	Definition
Use	Use means the functions of a place, including the activities and traditional and customary practices which may occur at the place or are dependent on the place.
Visible	Visible means anything that can be seen from a street (other than a lane, unless the lane is classified as significant) or public park.

## 22.05-19 Reference Documents

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East Melbourne & Jolimont Conservation Study 1985  
Parkville Conservation Study 1985  
North & West Melbourne Conservation Study 1985, & 1994  
Flemington & Kensington Conservation Study 1985  
Carlton, North Carlton and Princes Hill Conservation Study 1994 & 1985  
South Yarra Conservation Study 1985  
South Melbourne Conservation Study 1985 & 1998  
Harbour, Railway, Industrial Conservation Study 1985  
Kensington Heritage Review, Graeme Butler 2013  
Review of Heritage Buildings in Kensington: Percy Street Area, Graeme Butler 2013

## **APPENDIX C: PRECINCT STATEMENTS OF SIGNIFICANCE**

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

### History

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

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

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

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

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

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

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

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

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

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

In 1876, the Hospital for Sick Children was established in the former residence of Sir Redmond Barry in Pelham Street, to address the significant health issues faced by working class children. Founded by doctors John Singleton and William Smith in 1870, it was reportedly the first paediatric hospital in the southern hemisphere.<sup>28</sup> Between 1900 and 1923, the hospital committee engaged in a large scale building program, constructing pavilions and buildings designed for the hospital's requirements.<sup>29</sup>

The re-subdivision of earlier allotments and small-scale speculative development was also a feature of the second half of the nineteenth century in Carlton. This resulted in some irregular allotment sizes, and consequently atypical building plans and designs, including dwellings with asymmetrical frontages, terraces of inconsistent widths, and row houses off-alignment to the street.<sup>30</sup>

By the late nineteenth century, some distinction had emerged between development in the north and south of the precinct. With the construction of the REB and development of Carlton Gardens, the main thoroughfares in the south attracted more affluent middle-class development, including larger houses which often replaced earlier more modest dwellings, and named rows of terraces. These developments complemented the London-style residential squares of the suburb, which were generally anticipated in the early subdivisions, and included Macarthur Place, Murchison Square and Argyle Square. Small workers' cottages tended to be constructed on secondary streets, including narrow ROWs behind larger properties. In the north, modest cottage rows on small allotments were more typical, reflecting the working class demographic of this area of Carlton. However, cottage rows were still named, as evidenced by Canning Street to the north of Kay Street which was occupied by Theresa cottages, Crimble cottages and Henrietta cottages. Such cottages tended to be of three or four rooms, compared to the much larger residences of generally eight rooms to the south.<sup>31</sup>

In the early decades of the twentieth century, the demographics of Carlton began to change, with recent arrivals from Eastern Europe including Jewish families.<sup>32</sup> The rapid development of the nineteenth century, which had included construction of tiny cottages in rear lanes, became the focus of the so-called 'slum clearance' movement from the interwar period. In the mid-twentieth century, Carlton remained characteristically a working class suburb, its residents predominantly low-income workers and immigrants.<sup>33</sup>

The most high profile of the immigrant groups to arrive in Carlton in the post-war period were the Italians, with the suburb becoming known as 'Little Italy'; Greek and Lebanese families also arrived in large numbers. Post-war migration had a significant impact on the the suburb, not least in the transformation of Lygon Street. In the section between Queensberry and Elgin streets, there were 14 Italian proprietors in 1945, increasing to 47 by 1960, many of whom were restaurant operators.<sup>34</sup> Melbourne's inner suburbs in the post-war period offered cheaper housing and access to manufacturing work, and by 1960 there were an estimated 6,500 Italian residents in Carlton, approximately one quarter of the suburb's population.<sup>35</sup>

Students have been associated with Carlton since the establishment of the University of Melbourne in the 1850s. However, more affordable tertiary education, and the (then) relatively cheap cost of housing, brought large numbers of students to the suburb from the 1960s.<sup>36</sup> This led to another cultural shift in Carlton, as the suburb became synonymous with new and alternative social and artistic movements in literature, film and theatre. La Mama Theatre and the Pram Factory were innovators in the theatrical arts. The suburb was also documented in popular film and television.

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

### **Description**

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

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

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

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

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

The precinct typically has buildings of one and two-storeys, with three-storeys more common in the south, particularly on Drummond Street. Building materials include brick and rendered masonry, with some timber, and a relatively high proportion of stone buildings. The stone and timber buildings generally date from the 1850s and 1860s. Other characteristics of residential buildings include hipped roofs with chimneys and often with

parapets; verandahs with decorative cast iron work and tiled floors; iron palisade fences on stone plinths to front property boundaries; limited or no front and side setbacks; lower-scale rear wings to larger terraces and dwellings; and long and narrow rear yards. Vehicle accommodation is generally not visible from principal streets, but more common to rears of properties, with rear lane access.

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

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

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

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

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

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

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

#### *Pattern of development*

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

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

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

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

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

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

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

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

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

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

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

#### **Statement of significance**

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

- Criterion A: Importance to the course or pattern of our cultural or natural history (historical significance).
- Criterion E: Importance in exhibiting particular aesthetic characteristics (aesthetic/architectural significance).

- Criterion G: Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons (social significance).

*What is significant?*

Carlton Precinct was developed from the mid-nineteenth century as part of the extension of Melbourne to its north during a period of significant population growth. Significant and contributory development in the precinct dates from the mid nineteenth century through to the interwar period, although Victorian development predominates. Some places of heritage value may also be outside this date range. The precinct is mainly residential, with some commercial streetscapes and commercial buildings scattered throughout; institutional development; and limited small scale former manufacturing and industrial development, mostly dating from the early twentieth century.

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

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



- Generally regular grid of wide, straight and long north-south and east-west streets, with secondary streets and a network of lanes.
- Pattern of finer grain allotment sizes to residential streets, with coarser grain to principal streets and roads.
- Lanes which provide access to rears of properties and act as important minor thoroughfares.
- Distinctive small public squares, influenced by London-style development.
- Importance of Princes Park as one of La Trobe's historic ring of parks and gardens surrounding Melbourne.
- Principal streets characterised by their width and open character, with vistas available along their length; these are sometimes distinguished by later central medians and street tree plantings.
- Views of the Royal Exhibition Building and Carlton Gardens from the west on Queensberry Street, and from other streets west of Rathdowne Street and south of Grattan Street.
- Historic street materials including bluestone kerbs and channels, and lanes with original or relayed bluestone pitchers and central drains.
- Vehicle accommodation which is generally not visible from principal streets, but more common to rears of properties, with rear lane access.

#### *How is it significant?*

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

#### *Why is it significant?*

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

outstanding universal values associated with this site and its role in the international exhibition movement of the nineteenth and early twentieth centuries.

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

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

## HO2 - East Melbourne and Jolimont Precinct<sup>37</sup>

### History

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

East Melbourne was surveyed by Robert Hoddle in 1837 as part of his wider survey of Melbourne. His plan included the Government Paddock and Police Magistrates Paddock, between what is now Wellington Parade and the Yarra River, in the area generally occupied by the present day Yarra Park. Between 1836 and 1839, the Police Magistrate, Captain William Lonsdale, occupied a residence in the Police Paddock.<sup>38</sup> In 1839 Charles La Trobe, Superintendent of the Port Phillip District constructed his residence on approximately 12 acres in the Government Paddock. Hoddle in 1842 also prepared a grid plan for residential subdivision in East Melbourne, which was revised in 1848 to accommodate a north-south creek within a large park which later became the Fitzroy Gardens. The first residence constructed in this area of East Melbourne was Bishops court, on the east side of the gardens, the site of which had been selected by Anglican Bishop Perry in 1848. The original bluestone component of the Episcopal residence was completed in 1853; its construction helped to establish East Melbourne as a prestigious residential area.

While early Melbourne was aligned to maximise frontage to the Yarra River, East Melbourne was laid out on Hoddle's regular grid, with allotments on north-south and east-west axes, and alternating broad streets and narrow service lanes.<sup>39</sup> The suburb was established on a rise to the east of Melbourne, and was associated with Eastern Hill to its north-west. The hill then dropped away, eastwards to Hoddle Street and southwards to the Yarra River.

Eastern Hill became the focus of civic, ecclesiastical, educational and institutional development from the 1840s. This was in no small part due to the colonial Government making land grants available for education and religious purposes. In December 1851, when the colony of Victoria separated from New South Wales, a site at the top (east end) of Bourke Street, in Spring Street, and on the western boundary of East Melbourne, was chosen for the new Parliament House. Construction commenced in 1856.<sup>40</sup> The first Metropolitan Fire Brigade Headquarters was (and remains) located here. The early sites of St Peter's Church and the Lutheran Church were also in Eastern Hill, as was that of St Patrick's Cathedral at the intersection of Gisborne and Albert streets, where construction began in 1857. This helped to establish a long history of Catholic Church property ownership in and adjoining the precinct area. The Royal Victorian Eye and Ear Hospital also opened in Albert Street in 1863.<sup>41</sup> Other notable developments in this area included the early campuses of prestigious schools such as Scotch College, Cathedral College and Presbyterian Ladies College.

A map of Melbourne of 1872 illustrates the ongoing concentration of ecclesiastical development in and adjoining the precinct. Indicated on the plan are St Peter's Church, St Patrick's Cathedral, the Baptist Church, Church of England, Bishops court and Cathedral Reserve, and Presbyterian, Lutheran, Scotch, Unitarian and Congregational churches.<sup>42</sup>

Notwithstanding the earlier residential occupations of La Trobe, Lonsdale, and the acquisition of land for Bishops court, the first Crown land sales in East Melbourne took place in 1852. Allotments were sold on Albert Street in the north of the suburb; and between Wellington Parade and George Street in the suburb's south, overlooking the parklands which became Yarra Park.<sup>43</sup> The delay in selling these allotments, after the late 1840s subdivision, coincided with increasing affluence and population growth in Melbourne due to the gold rushes.<sup>44</sup> East Melbourne rapidly became an attractive place of residence for professional and business classes, and government officials. Further land sales took place in 1853, with

allotments sold between George Street and Victoria Parade, with the land purchased by both speculators and city-based professionals.<sup>45</sup>

The Kearney Plan of 1855 shows a National School had been established on the corner of Grey and Powlett streets, with Scots School on the corner of Albert and Eades streets. The first buildings on the Victoria Parade Brewery site are also visible, as is the Parade Hotel on Wellington Parade.<sup>46</sup>

On his departure from Victoria in 1854, La Trobe gave instructions for his property to be subdivided. Jolimont Estate was sold in the late 1850s and 1860s, with prospective purchasers directed to take note of the 'many and great advantages' of the allotments including their proximity to the city.<sup>47</sup> Jolimont Square, as it is known, is bounded by Wellington Parade South, and Agnes, Palmer and Charles streets. The Adult Deaf Society acquired the site in the 1920s and developed it with various facilities. In more recent times, the square has been returned to residential use, including modern townhouse development.

The building and safety standards of the Melbourne *Building Act* of 1849 applied early to East Melbourne, resulting in construction of few timber buildings.<sup>48</sup> Stone was an early construction material, with brick and masonry predominating.

By the early 1860s, a number of terrace rows had been constructed in the precinct, including on Wellington Parade, Victoria Parade, Hotham Street and Clarendon Street.<sup>49</sup> Residents of the 1860s included many of Melbourne's more prominent figures, such as architects Leonard Terry and J J Clark; politicians Edward Cohen MLA and John McCrae MLC; artist Eugene von Guerard; surveyor Clement Hodgkinson; and numerous teachers, medical and legal professionals.<sup>50</sup> The reputation of the suburb remained strong through the nineteenth century, with Sir William John and Janet Lady Clarke's remarkable Cliveden mansion constructed on the corner of Clarendon Street and Wellington Parade in 1888. The couple hosted numerous social functions at their opulent residence including balls, dinners and garden parties.<sup>51</sup>

In 1881, the former police barracks land at the south-west corner of Wellington Parade and Punt Road was subdivided into 83 residential allotments and sold. The former police hospital at the corner of Berry and Vale streets was purchased by the Victorian Infants Asylum, and the institution later became known as the Berry Street Babies Home and Hospital.<sup>52</sup>

By the mid-1890s, both suburbs were substantially developed, with some large detached residences situated in the elevated area closer to Fitzroy Gardens and Yarra Park; substantial two-storey terrace rows and detached villas along Powlett and Hotham streets; and single storey terraces and more modest houses in the east of the suburb towards Hoddle Street.<sup>53</sup>

The development of parks was important to the precinct. This can be understood in the context of a proposal, largely credited to La Trobe, to surround the city of Melbourne with a ring of parks and gardens, including land set aside for public purposes. The result was an inner ring of gardens, including the Fitzroy, Treasury, Parliament, Alexandra and Royal Botanic Gardens and the Domain; and an outer ring including Yarra, Albert, Fawkner, Royal and Princes parks. The former were generally more formally designed spaces, intended for passive recreation; while the latter were developed in a less sophisticated manner for both active and passive recreation.<sup>54</sup>

'Fitzroy Square' had been set aside in 1848, but it was as 'Fitzroy Gardens' that the park was developed between 1859 and the mid-1860s, under the supervision of Assistant Commissioner of Lands and Survey, Clement Hodgkinson (a local resident) and head gardener, James Sinclair.<sup>55</sup> The smaller squares of Darling Square and Powlett Reserve were also developed in the mid-nineteenth century, with simple path layouts and plantings, and Powlett Reserve incorporating sporting facilities.<sup>56</sup>

Further south, the Government Paddock was used for sport and recreation purposes from as early as 1853, when the Melbourne and Richmond cricket clubs were each granted a portion of the reserve. Yarra Park was officially reserved as a recreation ground in 1862 and named by 1867.<sup>57</sup> The first game of Australian Rules football was played in Yarra Park in 1858. Melbourne Cricket Club also established a cricket ground, which evolved to become the internationally renowned stadium, the Melbourne Cricket Ground (MCG). The MCG was also home to the Melbourne Football Club which was established in 1859 and is the oldest Australian Rules football club, and one of the oldest of any football code, in the world. The stadium also hosted the 1956 Olympic Games. Richmond Cricket Club developed its own ground, the Punt Road Oval, which in turn was home to the Richmond Football Club, as established in 1885.

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

In the early twentieth century, with the growing preference for garden suburbs in the city's east, East Melbourne's popularity as a prestigious suburb began to decline. A number of larger residences were converted for boarding house or apartment use. By 1924, there were a reported 280 boarding houses in East Melbourne, with the Health Commission expressing concern about their operation. Some had kitchens located on balconies and in landings, and in some cases combined with bathrooms.<sup>58</sup> Such was the number of boarding house keepers in the suburb in this period, that a meeting to protest the imposition of boarding house regulations was held in a church in East Melbourne in 1925.<sup>59</sup> The Old Men's Shelter in Powlett Reserve (1938) was constructed to provide support for elderly men living in the suburb's boarding houses.<sup>60</sup>

Other allotments, including those associated with a former foundry site east of Simpson Street, between George Street and Wellington Parade,<sup>61</sup> were redeveloped with small to medium scale residential flats and apartments of various styles. Many of these, particularly those built in the interwar period, were of relatively high quality design. In this period, two major hospitals were also established in East Melbourne, with the Mercy Hospital (1934-35) and Freemasons Hospital (1937) in Clarendon Street.

In the post-war period, the suburbs' proximity to the city saw many large properties along Wellington and Victoria parades redeveloped for commercial and governmental use, including construction of large-scale office buildings.<sup>62</sup> Cliveden mansion was demolished in 1968 to make way for the Hilton Hotel. Ironically, East Melbourne's status as an attractive place of residence also began to return in this period. This effectively ended the boarding house era, with many large houses and mansions returned to single dwellings, and a wave of restoration work commencing. Apartment towers were also constructed in the precinct, in Clarendon Street and on Wellington and Victoria parades. Jolimont has also been subject to redevelopment on its southern and western edges, with construction of small to medium sized office and apartment buildings.

## **Description**

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

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

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

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

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

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

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

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

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

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

The main residential streets in East Melbourne are typically highly intact, but also diverse, incorporating the range of historic dwelling types described above. They include George,

Hotham, Gipps, Grey, Powlett and Simpson streets. The significant Queen Bess Row (1886) is prominent in Hotham Street, and was one of the earliest apartment buildings in Melbourne.

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

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

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

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

#### *Pattern of development*

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

Jolimont Square is associated with the subdivision of Charles La Trobe's Jolimont Estate in the late 1850s. As noted, Agnes, Palmer and Charles streets are associated with this historic subdivision.<sup>63</sup> The Square also retains an axially arranged central garden now planted as a lawn, running north-south for most of the depth of the Square. The garden is surrounded by a circulating driveway which reflects the layout of the original plan.

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

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

Major roads and boulevards border or traverse the precinct. Several of these were historically major thoroughfares east of the city, including Victoria and Wellington parades,

and Albert Street. Hoddle Street, merging into Punt Road, borders the east side of the precinct. The *Roads Act* of 1853 provided for a number of wide (3 or 4 chains) routes out of Melbourne, indicating the then Surveyor-General, Robert Hoddle planned for the growing city. These routes included Wellington Parade, Hoddle Street and Victoria Parade. The latter is elevated at its western end in the area of Eastern Hill, then steps down to the east to Hoddle Street. Wellington Parade runs east-west through the precinct.

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

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

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

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

Fitzroy Gardens has an outstanding collection of plants, including conifers, palms and deciduous trees; Dutch and English elm rows and avenues; a cedar avenue; and a collection of nineteenth century pines and araucarias. The gardens also contain significant buildings and structures including the Band Pavilion (1864), Rotunda (1873), Sinclair's Cottage (an early gardener's cottage, 1866), the Spanish Revival-styled Conservatory (1930) and the electricity substation (1940).<sup>64</sup>

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

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

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

#### **Statement of significance**

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

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



### *What is significant?*

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

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

- Typical nineteenth century building characteristics including:
  - Use of face brick, rendered masonry and bluestone building materials.
  - Hipped roof forms with often visible and prominent chimneys, and slate cladding; eaves lines and parapets with detailing and ornamentation, including urns and finials; side or party walls extending from the fronts of terraces, and often decorated; verandahs with decorative and often ornate cast iron work, and tiled floors; iron palisade fences on stone plinths; and limited or no side setbacks.
- Presence of some of Melbourne's earliest and finest large houses.
- Simply detailed earlier Victorian dwellings which contrast with later more ornate including 'Boom' style residences.
- Other later development as evidenced in Edwardian and interwar buildings.
- Very high proportion of surviving first or original dwellings.
- Unusually high number of properties of individual historical and architectural significance, including many on the Victorian Heritage Register.
- Typically low scale character, of one and two-storeys, with some larger three-storey buildings.
- Larger scale development including multi-storey modern buildings mostly confined to the borders of East Melbourne, with low scale historical development and minimal infill to the suburb's centre.
- In East Melbourne, the late 1840s planning and government subdivision as evidenced in:
  - Highly regular grid of streets and consistent rectilinear blocks of development, interspersed with parks and squares.
  - Mostly wide and straight north-south and east-west streets, with minor streets and lanes which cross, or partly extend into the main blocks of development.
  - Larger allotments in the west and smaller allotments in the east.
  - Lanes and ROWs which provide access to rears of properties.
  - Fitzroy Gardens as planned for the west side of the residential grid.
- In the east of the suburb, subdivision from the early 1880s of part of the old Police Paddock.

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

*How is it significant?*

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

*Why is it significant?*

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

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

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

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

### HO3 - North and West Melbourne Precinct<sup>65</sup>

#### History

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

In the mid to late 1840s, there were growing calls for the boundaries of the city of Melbourne to be extended, although some allotments in Jeffcott and Batman streets to the north-west of the original Hoddle Grid had by this time been surveyed.<sup>66</sup> In 1849, a site was chosen for the Benevolent Asylum, on 'the summit of the hill overlooking the junction of the Moonee Moonee Ponds with the Salt Water swamp'. It was 'the most magnificent that could be well imagined ... peculiarly eligible for a public building'.<sup>67</sup> The foundation stone was laid in June 1850, and the asylum opened in 1851.<sup>68</sup> The location of the asylum at the then western end of Victoria Street interrupted the subsequent route of the thoroughfare.

In 1852, during Robert Hoddle's tenure as Surveyor General, survey plans were prepared by Charles Laing for the first residential allotments north of Victoria Street in what became Carlton and North Melbourne; the extension of the city to its north had effectively been formalised.<sup>69</sup> From La Trobe Street, King and Spencer streets were extended towards Victoria Street on a curved north-west axis past the site of the flagstaff, later Flagstaff Gardens. North of Victoria Street, the new streets followed a more rigorous grid, on a north-south and east-west alignment. Flemington Road, on the northern boundary of North Melbourne, was based on an earlier track to Geelong with a crossing at the Saltwater (Maribyrnong) River.<sup>70</sup> The track was in place as early as 1840, and Flemington Road became a stock route to the Newmarket livestock saleyards, opened by 1859-60.<sup>71</sup>

Allotments east of Curzon Street, between Victoria and Queensberry streets, were auctioned in September 1852, with allotments in Dryburgh and Abbotsford streets sold in March 1853.<sup>72</sup> A plan of 1852 indicates that 'North Melbourne' referred to the allotments along Spencer and King streets, with an area called 'Parkside' to the north of Victoria Street. Parkside took in parts of what is now Parkville and North Melbourne, with allotments laid out to either side of Flemington Road, and along Queensberry Street West.<sup>73</sup> In January 1855, North Melbourne was proclaimed as the Hotham ward of the City of Melbourne, after Lieutenant Governor Sir Charles Hotham.<sup>74</sup> The Kearney plan of 1855 shows the northern part of North Melbourne was intended to address Royal Park, with radial allotments around London-style circuses incorporating small parks and squares. However, the pressures of the population boom following the start of the gold rushes saw this scheme modified by the 1860s, when allotments along Molesworth, Chapman, Erskine and Brougham streets were sold.<sup>75</sup> This elevated area became known as 'Hotham Hill', and had allotments of more generous proportions than the earlier subdivisions to the south; it was also subsequently developed with some substantial residences.<sup>76</sup>

The 1855 rate books for Hotham ward indicate that the majority of early residences in the precinct were small cottages constructed of wood, with some buildings of brick or stone. A commercial and civic precinct had developed by this time, centred on Queensberry, Errol and Leveson streets. Hotels were prominent, including the bluestone Lalla Rookh in Queensberry Street and the Empire Hotel in Errol Street; bakers, grocers and butchers; and small scale manufacturers including saddle and boot makers were also operating.<sup>77</sup> Development along Victoria Street related to its role as a main thoroughfare out of the city. The presence of saddle and tent makers, farriers and veterinarians,<sup>78</sup> also demonstrates the importance of these early North and West Melbourne commercial activities in servicing the growing goldfields traffic and migration of people to the gold rush centres north-west of Melbourne.

In March 1858, a reported 1500 residents of Hotham met to agitate for separation from the City of Melbourne, indicating an early level of political engagement by the local residents. In September 1859, the Borough of Hotham was proclaimed.<sup>79</sup> The first town hall was constructed on an elevated site at the corner of Queensberry and Errol streets in 1862-63, and was replaced in 1875-76 by the present municipal complex designed by noted architect George Johnson. In 1887, the name of the Town of Hotham was changed to the Town of North Melbourne.<sup>80</sup>

West Melbourne also developed its own identity in the nineteenth century. It was an early residential suburb with mixed housing types, ranging from small dwellings and cottages through to more substantial villas and double-storey terraces. Substantial housing stock developed along the main thoroughfares of King, William and Dudley Streets, in conjunction with commercial and manufacturing land uses. More modest housing was located towards the West Melbourne Swamp and railyards.<sup>81</sup>

By the latter decades of the nineteenth century, the precinct was predominantly a working class area, accommodating workers and their families associated with many diverse commercial, manufacturing and small and large scale industrial operations. These were located in, or adjoined the current precinct area. By way of example, a row of terraces at 461 to 483 Queensberry Street, owned by prominent local resident John Stedeford, was occupied in 1890 by carpenters, a waiter, labourer, slipper maker, cab proprietor, tinsmith, broom maker, banker and a boarding house operator. Of the twelve properties in Scotia Street in this period, seven were occupied by labourers, with a bootmaker, joiner, saddler and folder also listed in the municipal rate books.<sup>82</sup> Likewise, residents of the south end of Chetwynd Street included a carrier, engine driver, traveller, barman, lithographer, boilermaker and a blacksmith.<sup>83</sup>

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

A number of agricultural implement manufacturers were located in Hotham; timber milling occurred in the west of the precinct; tanners and soap manufacturers operated from Boundary Road; and the Melbourne Gas Works and Omnibus Company stables were situated on Macaulay Road.<sup>84</sup> Carriage works, foundries and factories can be seen on the MMBW plans of the 1890s, near the commercial centre of North Melbourne. Many of these were situated on the smaller streets and lanes of the precinct, which had developed off the principal streets.<sup>85</sup>

Religious denominations were well represented in the precinct, with the Catholic Church prominent among them. Within Hotham, reserves were set aside for the Presbyterian, Church of England, Wesleyan and Roman Catholic faiths.<sup>86</sup> Many large church buildings and schools were constructed throughout the precinct, including St Mary's Star of the Sea (1891-1900) on Victoria Street and the State School (1882) on Queensberry Street. By 1916, the population of North Melbourne was 17,000, of which 50 percent were Catholic, and a number of Catholic schools were established to service the community.<sup>87</sup>

During the nineteenth and twentieth centuries a number of political associations also formed in the suburb, including the North Melbourne Political Association (1850s); North Melbourne arm of the Liberal Association of Victoria (1880s); and the North Melbourne Political Labor

League (1900s). Women's Suffrage League meetings were held at the North Melbourne Town Hall in the 1880s and 1890s, and anti-conscription meetings were held in the suburb in World War I.<sup>88</sup>

In 1869, the North Melbourne Football Club was formed, being one of the earliest Australian Rules football clubs. Its players were colloquially known as the 'shinboners', believed to be a reference to the local abattoir workers.<sup>89</sup> The club's first games were played in Royal Park, and for a time it was known as the Hotham Football Club. Together with the cricket club of the same name, the football club played games at the Arden Street Oval, just outside the precinct boundary, from the 1880s. The historic ground has continued to be the home of the 'Kangaroos', an historic working class football club with its roots in the local community.

In 1905, the Town of North Melbourne was incorporated back into the City of Melbourne as the Hopetoun (North Melbourne) ward.<sup>90</sup> In 1911, the Melbourne Benevolent Asylum was demolished, opening up Elm and Miller streets for residential development and Victoria Street for traffic. In the mid-twentieth century, the State Government undertook a program of 'slum clearance' which resulted in the demolition of houses in a number of blocks in the precinct. Aside from Hotham Hill to the north, the precinct's character by this time derived from its residential and industrial uses.<sup>91</sup>

Much of West Melbourne's early housing stock was also demolished with the changing nature of the suburb throughout the twentieth century. Its earlier identity was to a large extent transformed with the growth of industry and manufacturing, and later again with the advance of corporate and office development out of the city.<sup>92</sup>

Although small-scale manufacturing and industrial uses remain, particularly at the fringes of the precinct, North and West Melbourne's proximity to the city has seen it return to a favoured residential locality.

## **Description**

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

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

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

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

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

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

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

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

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

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

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

The precinct has corner shops and corner hotels, including a concentration of hotels in the area around Victoria Market. The 'corner pub' is very common, with many established in the middle decades of the nineteenth century.<sup>93</sup> While many have been demolished or adapted to different uses, the ubiquitous corner hotel demonstrates an important aspect of the social life of the precinct's working class community.

Churches and ecclesiastical complexes, which are comparatively larger than those of many other inner Melbourne precincts and suburbs, feature prominently and are often sited to

intersections. They include St Marys Anglican Church, the Catholic St Mary's Star of the Sea, and the former Presbyterian Union Memorial Church (now Uniting Church) which has a prominent spire. Their dominant forms have historically contrasted with the surrounding low-scale housing, and the church spires are often visible from distances.

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

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

#### *Pattern of development*

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

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

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

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

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

#### *Topography*

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



boundary to the area. Larger blocks and residences on Hotham Hill developed after the creek was drained and undergrounded.

The west of the precinct also historically afforded views to Melbourne's docks and wharves, where many of the precinct's residents were employed. The topography has in addition resulted in some buildings having entrances elevated off the ground, and building rows which step up or down, following the grade of streetscapes.

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

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

### **Statement of significance**

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

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

#### *What is significant?*

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

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

- Typical nineteenth century building characteristics including:
  - Use of face brick and rendered masonry building materials, with timber and bluestone indicating earlier buildings.
  - Hipped roof forms with chimneys and parapets; verandahs which are simply detailed or have more decorative cast iron work; iron palisade fences on stone plinths; and limited or no front and side setbacks.
- Comparatively high number of buildings of the 1850s and 1860s.
- Modest workers' cottages as the common housing type, often in consistent and repetitive terrace rows, with simple forms and detailing.
- Other development including larger Victorian dwellings and two-storey terrace houses; Edwardian dwellings on the site of the former Benevolent Asylum; and interwar buildings.

- Typically low scale character, of one and two-storeys, with some larger three-storey buildings.
- Streets of consistent scale, or with greater scale diversity and contrasting modest and larger buildings.
- Streets which display historic mixed uses including residential, commercial, manufacturing and industrial uses.
- Nineteenth and twentieth century hotel buildings and shops located on corners and within residential street blocks.
- Secondary or 'little' streets, including named lanes, with workers cottages, warehouses and workshops, occasional stables and small scale early twentieth century commercial and industrial development.
- Importance of Errol, Victoria and Queensberry streets, being some of inner Melbourne's most extensive and intact commercial streetscapes.
- Remarkable 1870s-80s civic development at the corner of Errol and Queensberry streets, with the town hall tower being a local landmark.
- Views from lanes to historic outbuildings and rears of properties, providing evidence of historic property layouts.
- Important role of religion as demonstrated in the large and prominent ecclesiastical buildings and complexes.
- Evidence of change and evolution in the precinct, with streets having buildings from different periods, and historic buildings such as former factories and warehouses adapted and converted to new uses.
- Nineteenth century planning and subdivisions as evidenced in:
  - Hierarchy of principal streets and secondary streets and lanes.
  - Regular grid of straight north-south and east-west streets in the centre of the precinct.
  - Contrasting street alignments in the north of the precinct, where streets angle east to meet Flemington Road; and in the south of the precinct, where the CBD streets extend to meet the precinct.
  - Large and irregular street intersections including three or more streets meeting at oblique angles.
  - Lanes which provide access to rears of properties and act as important minor thoroughfares.
- Principal streets characterised by their width and open character, with vistas available along their length; these are sometimes distinguished by street tree plantings including planes, elms and eucalypts.
- Importance of major roads and thoroughfares which border or traverse the precinct including Flemington Road, a grand Victorian boulevard which was historically the route to the goldfields; and Victoria, Peel and Elizabeth streets.
- Historic street materials including bluestone kerbs and channels, and lanes with original or relayed bluestone pitchers and central drains.

- Vehicle accommodation is generally not visible from principal streets, but more common to rears of properties, with lane access.

*How is it significant?*

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

*Why is it significant?*

North and West Melbourne Precinct is of **historical significance**, as a predominantly Victorian-era precinct associated with the nineteenth century growth of Melbourne to its north and west. As early as 1852, streets in the centre of the precinct, and north of Victoria Street, were laid down in a rigorous grid. Early development of the 1850s and 1860s also reflects local involvement in servicing the goldfields traffic and migration of people from Melbourne to the gold rush centres to the north-west. Hotham Hill, in the north of the precinct, was a notable development from the 1860s, its elevated position attracting grander residential development. West Melbourne also developed its own identity in the nineteenth century, being an early residential suburb with mixed housing types, which was later largely transformed including through the expansion of industry and manufacturing. Major roads and streets which traverse or border the precinct, including Victoria, Peel and Elizabeth streets, and Flemington Road, were historically important early Melbourne thoroughfares and boulevards. Flemington Road was envisioned by Robert Hoddle as major route out of Melbourne, its status confirmed in the *Roads Act* of 1853. The working class history of the precinct is particularly significant, demonstrated in the characteristically modest dwellings and historic mixed use development, including the proximity of houses to commercial, manufacturing and industrial buildings, historic corner shops and hotels, and churches and schools. The Catholic Church was a particularly prominent local denomination. Residents of the precinct were employed in some of Melbourne's most important nineteenth and early twentieth century industries, located close to the precinct, including markets, abattoirs, railways and the port at Victoria Dock. Residents were also politically active, forming various associations in the nineteenth and early twentieth centuries, and being prominent in the women's suffrage and World War I anti-conscription movements.

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

The **aesthetic/architectural significance** of the North and West Melbourne Precinct largely rests in its Victorian-era development including workers' cottages, rows of simply detailed modest dwellings, and two-storey terrace houses. These are complemented by larger Victorian dwellings, Edwardian development on the site of the former Benevolent Asylum, and historic mixed use buildings, with the latter often located in residential streets. There is also some variety in building and allotment sizes, and building heights, styles, materials and setbacks. In the Hotham Hill area, residential streets are wide and elevated, and comparatively intact, with larger residences. In the precinct's south, development is finer grained. Large brick warehouses, from the late nineteenth and early twentieth century, are located in the east of the precinct near Victoria Market. The precinct also has some of inner Melbourne's most extensive and intact commercial streetscapes, including significant concentrations on Errol, Victoria and Queensberry streets. Errol Street is particularly distinguished by the remarkable 1870s civic development, with the town hall tower a significant local landmark. Throughout the precinct, principal streets connect with secondary or 'little' streets, reflecting typical nineteenth century planning. These secondary streets reinforce the 'permeable' character and pedestrian nature of the precinct, enhanced by the

network of lanes which are demonstrably of nineteenth century origin and function, and continue to provide access to the rears of properties. The lanes were also historically used to access small scale commercial and industrial operations, concentrated in the secondary streets of the precinct. Aesthetically, the precinct also has an open character, and internal views and vistas, deriving from the long and wide streets and several large and sometimes irregular intersections. Principal streets are also distinguished by street plantings of planes, elms and eucalypts.

## HO4 - Parkville Precinct<sup>94</sup>

### History

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

From the late 1840s, Superintendent of the Port Phillip District, Charles La Trobe, was investigating establishing parklands for the residents of Melbourne. In a letter to the Melbourne Town Council of 1850, La Trobe outlined his policy for reserving land for the 'recreation and amusement' of the people. The policy included 2,560 acres north of the town of Melbourne, which 'the City Council may now, or at any future time judge proper to set apart and conveyed to the Corporation of Melbourne as a park for public use'.<sup>95</sup> It is unclear when the name Royal Park was formalised, but it was in use by November 1854 and is likely to have been associated with the naming of the adjacent Princes Park.<sup>96</sup>

The establishment of Royal Park can be seen in the context of La Trobe's proposal to surround the city of Melbourne with a ring of parks and gardens, resulting in an inner ring of Fitzroy, Treasury, Parliament, Alexandra and Royal Botanic Gardens and the Domain, and an outer ring including Yarra, Albert, Fawkner and Princes parks. The former were generally more formally designed spaces, intended for passive recreation; while the latter were developed in a less sophisticated manner for both active and passive recreation.<sup>97</sup>

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

A suburb designated as 'Parkside', associated with Flemington Road, formed part of the northern extension of Melbourne as planned by 1852.<sup>98</sup> Parkside took in parts of what is now Parkville and North Melbourne, to either side of Flemington Road and along Queensberry Street West. By 1855, there had been some subdivision on the south and west sides of Royal Park. A reservation for the Church of England was located in a small subdivision which included Church and Manningham streets to the west of the park; and to the south was the reservation for the Hay, Corn and Horse Market.<sup>99</sup>

In the 1860s, Royal Park was used by the Acclimatisation Society, which had formed in 1861. In 1862, 550 acres of the park was reserved for zoological purposes, the precursor to the present day Melbourne Zoo.<sup>100</sup> The failed Burke and Wills expedition departed from Royal Park in 1860, and was the most high profile event in the park's early history. By the late 1850s, cricket matches were also regularly played in the park, with Australian Rules football played there from the 1870s.<sup>101</sup> The use of the park for sporting activities has continued to the present day, and has included golf and baseball. In the 1880s, a railway line was constructed through Royal Park, with the Royal Park station giving access to the zoo. A cutting was made through the park to accommodate the line, revealing strata rock formations. A branch line from Royal Park to Clifton Hill was formed as part of the Inner Circle railway, which opened in 1888.<sup>102</sup> The park has also been used for military purposes since the nineteenth century, including being the site of a major training camp during World War I; and again during World War II when it hosted a camp for both Australian and American troops.

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

permitted per allotment.<sup>103</sup> By 1872, a residential subdivision of smaller villa allotments had been created to the south of the intersection of what is now Gatehouse Street and Royal Parade. This subdivision created the east-west streets of Morrah, Bayles and Degraives, and the north-south streets of Fitzgibbons and Wimble.<sup>104</sup> In 1879, further subdivision and sale of land occurred in the suburb between Morrah Street, the newly named Story Street and along Park Street.<sup>105</sup> Gatehouse Street was also formed by 1879, with a wide median between it and Park Street, now known as Ievers Reserve,<sup>106</sup> allowing for the channelling of the creek bed that ran parallel to the two streets.<sup>107</sup>

The name 'Parkville' appears to have been adopted for the suburb by the mid-1870s, with newspaper reports referring to the Parkville cricket team in 1875.<sup>108</sup> By 1887, the *North Melbourne Advertiser* was reporting that 'the pretty suburb has advanced with giant strides.'<sup>109</sup> The newspaper also commented that 'the suburb is strictly a residential one, being marred with only one public house, and benefitted by a couple of grocers' shops and one butchering establishment.'<sup>110</sup>

Morrah Street developed as a small service area, with the 1890 *Sands & McDougall* directory listing a baker, bookmakers, chemist, grocer and painter operating on the north side of the street.<sup>111</sup> There were also a small number of shops along Royal Parade by this time, and a police station which had been established in the late 1870s.<sup>112</sup> The two-storey Parkville Post Office was constructed in 1889 in Bayliss Street, after residents lobbied for its location to be in the residential suburb rather than at the university as first proposed.<sup>113</sup>

It has been noted that the majority of dwellings in Parkville were erected between the early 1870s and early 1890s.<sup>114</sup> Certainly, MMBW plans of the 1890s show that by this time the three residential subdivisions of Parkville to the west, south and east of Royal Park were substantially developed, although some vacant allotments remained along Park Street. The vast majority of buildings in the suburb were constructed of brick, with more limited use of stone. While substantial detached villas set back from the street had been constructed on The Avenue (then Park Road), rows of single and double-storey terraces had been constructed in the southern part of the precinct.<sup>115</sup> The mostly two-storey houses along The Avenue and Gatehouse Street faced west to Royal Park, which by the late nineteenth century had assumed a more organised character, with roads and pathways providing access to different sections of the park.<sup>116</sup>

Development of the suburb continued into the twentieth century, with construction of residences on previously vacant allotments. An electric tramline was established through Royal Park in the 1920s.<sup>117</sup> University High School was constructed on the south side of Story Street in 1929, on the former horse market site, adjoining the present precinct boundary. In the mid-1930s, the former church site on Manningham Street was subdivided around the new street of St George's Grove.<sup>118</sup> Blocks of flats were also constructed along Morrah Street in the interwar period. In the mid-twentieth century, the Royal Children's Hospital moved from Carlton to the south side of Royal Park.

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

Many of the suburb's residents have historically been professionals and academics, choosing to live in Parkville because of its proximity to the university, its colleges, and the city. Medical professionals have also been attracted to the suburb, associated with prominent local institutions such as the Walter and Eliza Hall Institute, and hospitals including the Royal Melbourne and Royal Children's.

## Description

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

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

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

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

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

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

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

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

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

Royal Parade also historically attracted larger and grander residential development, as befits its boulevard status. Auld Reekie and Nocklofty are substantial and significant Edwardian dwellings constructed between 1906 and 1910. Deloraine Terrace, a significant row of Boom style 1880s terraces is also at the northern end of the parade. A concentration of significant

non-residential development including the Uniting Church, former College Church, and historic former police station complex are located south of Macarthur Road.

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

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

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

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

#### *Pattern of development*

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

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

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

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



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

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

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

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

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

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

#### **Statement of significance**

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

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

#### *What is significant?*

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

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

- Typical nineteenth century building characteristics including:
  - Use of face brick, including bi-chrome and poly-chrome brickwork, and rendered masonry building materials.

- Hipped roof forms with often visible and prominent chimneys, and slate cladding; eaves lines and parapets with detailing and ornamentation, including urns and finials; side or party walls extending from the fronts of terraces, and often decorated; verandahs with decorative cast iron work, including a rich variety of patterns; verandah floors and paths which retain original tessellated tiling; iron palisade fences on stone plinths; and limited or no side setbacks.
- Streets of consistent heritage character with dwellings of high quality and integrity, and few visible additions to historic buildings.
- Very high proportion of surviving first or original dwellings.
- South Parkville being a particularly intact Victorian residential area.
- Residential character of precinct emphasised by historically limited presence of commercial and non-residential development.
- Later development as evidenced in Edwardian and interwar buildings.
- Typically low scale character, of mainly two-storeys, with some single-storey and larger two-storey dwellings.
- Rears of properties, including rear wings and first floors, contribute to the heritage character where they are visible and intact.
- Historically important associations with the University of Melbourne.
- Larger scale development including multi-storey modern buildings mostly confined to parts of Royal Parade and The Avenue, with low scale historical development and minimal infill to the remainder of the precinct.
- Nineteenth century planning and subdivision as evidenced in:
  - Large allotments in the north of the precinct (North Parkville), on Royal Parade and along the curved alignment of The Avenue.
  - Regular grid and typical hierarchy of principal streets and lanes, with greater consistency of smaller allotment sizes in the south of the precinct (South Parkville).
  - Irregular subdivision, with smaller and larger allotments, in the west of the precinct (West Parkville).
  - Ievers Reserve.
- Importance of major roads and thoroughfares which border the precinct, with their historical status demonstrated in surviving significant development, including Royal Parade with its larger and grander residences. Flemington Road is another important early Melbourne boulevard.
- Dominance of Royal Park with its expansive open landform, and relationship with the adjoining The Avenue and Gatehouse Street.
- Views into and out from Royal Park to bordering development and beyond.
- Importance of gardens and treed character, including generous grassed medians, and deep front setbacks and front gardens to properties, particularly in the north.
- Stature of Royal Parade is enhanced by street tree plantings and rows, wide grassed medians and deep footpaths.

- Historic street materials including bluestone kerbs and channels, and lanes with original or relayed bluestone pitchers and central drains.
- Vehicle accommodation which is generally not visible from principal streets, but more common to rears of properties, with rear lane access.

*How is it significant?*

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

*Why is it significant?*

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

Parkville Precinct is of **social significance**. It is highly regarded in Melbourne for its intact Victorian streetscapes and buildings. Residents of the precinct also value the heritage character of the suburb, and demonstrate a strong sense of community and ongoing association with Parkville. Royal Park is also highly valued, both locally and more widely. For residents of the precinct, a highly regarded attribute of living in the suburb is the proximity to the park and the opportunity it presents for formal and informal recreation and the appreciation of its landscape character and qualities.

The **aesthetic/architectural significance** of the Parkville Precinct largely rests in its Victorian-era development. It is one of Melbourne's most intact Victorian precincts, with comparatively few modern buildings or visible additions to historic buildings, and very little replacement of original dwellings. Two-storey terraces are the dominant building form, complemented by single-storey dwellings and more substantial villas and large houses, some of which are highly ornate and sited at prominent corners. South Parkville in particular is remarkably intact and consistent, with some of Victoria's best examples of historic terrace

rows. Different subdivision and development patterns are also evident in the north, south and west of Parkville. The north is distinguished by large allotments and substantial often free-standing historic dwellings; the south has a more regular grid of streets and lanes, and greater consistency of allotment sizes and building forms; and the west is more irregular with smaller and larger allotments, and greater building diversity. Lanes are a significant feature of the precinct, and demonstrably of nineteenth century origin and function. Royal Park is of aesthetic significance, as a vast park landscape within inner Melbourne and a dominant presence in the precinct. It has remnant indigenous vegetation and tree avenues and specimen trees. The park affords views and vistas out, to the city and development in Parkville; complemented by generous internal vistas. The historic relationship between Royal Park and the precinct is also reflected in development on The Avenue and Gatehouse Street, where often substantial dwellings address the park. The precinct is additionally significant for its treed and garden character, reflected again in the parks and open spaces, including Ievers Reserve; wide streets with deep footpaths and generous grassed medians; and deep front setbacks and front gardens to properties, particularly in the north of the precinct.

## HO6 - South Yarra Precinct<sup>119</sup>

### History

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

Residential development in the precinct area began in the 1840s, after closure of an Aboriginal mission located on the south bank of the Yarra River between 1837 and 1839. In 1840, a survey plan was prepared by T H Nutt for 21 large 'cultivation' allotments on the south of the river.<sup>120</sup> Although this plan was subsequently amended by Charles La Trobe, Superintendent of the Port Phillip District, to provide for extensive parkland and government reserves, thirteen remaining allotments north of the future Toorak Road (then the road to Gardiner's Creek) were sold in 1845-1849. These large rectangular allotments influenced the later layout of streets in South Yarra, including in the centre and east of the precinct.<sup>121</sup>

Early land owners included J Anderson and H W Mason, both of whom had streets named after them. The elevated land, with the high point of Punt Hill close to the intersection of today's Punt and Domain roads, was especially attractive to new residents, including wealthy graziers (as their town base), city merchants and professionals, and members of the legal profession.<sup>122</sup>

The establishment of public parks and gardens in and adjoining the precinct was highly influential in its subsequent development. They can also be understood in the context of a proposal, largely credited to La Trobe, to surround the city of Melbourne with a ring of parks and gardens, including land set aside for public purposes. The result was an inner ring of gardens, including the Fitzroy, Treasury, Parliament, Alexandra and Royal Botanic Gardens and the Domain; and an outer ring including Yarra, Albert, Fawkner, Royal and Princes Parks. The former were generally more formally designed spaces, intended for passive recreation; while the latter were developed in a less sophisticated manner for both active and passive recreation.<sup>123</sup>

When La Trobe amended Nutt's earlier subdivision plan in the early 1840s, he provided for the site of the future Government House. The Royal Botanic Gardens (RBG) reserve was also identified to the east of the Government House Reserve in 1846.<sup>124</sup> Within the larger Crown land area, other designations and reserves eventually included Kings Domain, Queen Victoria Gardens and Alexandra Gardens, the latter adjoining the Yarra River. Later development associated with the reserves included the establishment of the National Herbarium, with the collection started in the early 1850s by Ferdinand von Mueller, the first Government Botanist of Victoria; the Melbourne Observatory to the south-west of the Government House Reserve, started in 1861; and the relocation of La Trobe's cottage from Jolimont to the Domain in 1963, on a site off Birdwood Avenue. The latter is a conjectural reconstruction of the cottage, as originally built for La Trobe and his family in the late 1830s.<sup>125</sup>

Von Mueller was appointed Director of the RBG in 1857, and introduced exotic plants from overseas and elsewhere in Australia. He also oversaw the establishment of a systems garden, treed walks, and the lagoon with islands; and added structures such as glasshouses, a palm house, iron arbours, gates, fences and animal enclosures. However, it is the later layout of the gardens, as overseen by William Guilfoyle between 1873 and 1909, which has largely been retained.<sup>126</sup>

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

grandest historic residences, and regarded as one of the finest examples of nineteenth century residential architecture in Australia.<sup>127</sup>

The Melbourne Observatory comprises buildings and elements constructed between 1861 and 1945, including the main Observatory Building, Great Melbourne Telescope Building, Equatorial Building, Magnet House, Astronomer's residence and obelisk. The complex was the focus of astronomical, magnetic and meteorological scientific investigation in nineteenth century Melbourne, and was instrumental in providing Victoria with accurate time, as well as meteorological statistics.<sup>128</sup>

The National Herbarium is the oldest scientific institution in the state. While the current building was constructed in the 1930s, and later extended, it houses a collection of approximately 1.5 million dried plant, algae and fungi specimens, the majority of which are Australian, and about half of which were collected before 1900.<sup>129</sup>

St Kilda Road, which borders the west of the precinct, was an early track to St Kilda and Brighton. With construction of the bridge over the Yarra River in 1845, and early land sales in St Kilda and Brighton, use of the road increased, as did its status.<sup>130</sup> Within the general precinct area, St Kilda Road evolved into a favoured address for a range of institutions. Over a relatively brief period in the 1850s and 1860s, these included Melbourne Grammar School (1855); Royal Victorian Institute for the Blind (1866); Victorian Deaf and Dumb Institution (1866); Alfred Hospital (1869); Royal Freemasons Homes (c. 1864); Wesley College (1864); and the Immigrants' Home (1853) near Princes Bridge, since demolished.

In 1862, the name 'Fawkner Park' was applied to the reserve in the south of the current precinct, as a tribute to John Pascoe Fawkner, one of Melbourne's founders.<sup>131</sup> In October that year, a series of large villa allotments were subdivided from the western edge of the park along St Kilda Road.<sup>132</sup> The South Yarra State School was established on the east side of the park by the late 1870s.<sup>133</sup>

The Kearney map of 1855 shows development in South Yarra to be a mix of large residences on substantial allotments, and scattered small buildings along the main thoroughfares and lanes which had developed after the initial land sales.<sup>134</sup> Large estates in or adjoining the precinct area included Airlie, St Leonards, Fairley House, Ravensburgh House and Maritimo. The 1855 map also shows that the Botanic and South Yarra Club hotels had been established on the south side of Domain Road; with the South Melbourne and Homerton hotels at the west end of Gardiner's Creek Road, now Toorak Road. The *Sands & McDougall* directory of 1862 records few commercial buildings in the precinct; a grocers and butcher were located in Millswyn Street, while a retail centre later developed to the east of Punt Road.<sup>135</sup>

Although the suburb remained predominantly residential, in the 1880s and 1890s additional commercial operations opened on Domain Road and Millswyn Street.<sup>136</sup> The Wimmera Bakery building in Millswyn Street, for example, was constructed next to Morton's Family Hotel, with three grocers and two butchers amongst other shops located on the street by the 1890s.<sup>137</sup> Few industrial or large commercial buildings were located within the precinct, an exception being the Mutual Store Company's property off St Martins Lane, where the company replaced their c. 1880s livery stables with a new warehouse in c. 1924.<sup>138</sup>

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

the precinct and towards the river, including Moullrassie, Goodrest and Maritimo on Toorak Road, and Fairlie House on Anderson Street.<sup>139</sup>

By the interwar period, the urban character of South Yarra was changing. The *Argus* noted that development of residential flats was 'one of the features of architectural work in Melbourne' in this period, and South Yarra came to be regarded as 'one of the best [suburbs] in Melbourne' for this type of development.<sup>140</sup> New streets also continued to be formed from the subdivision of the earlier estates, and demolition of nineteenth century mansions. Marne Street was created following subdivision of the extensive grounds of Maritimo in the early 1920s. The mansion itself was demolished in 1928, after the death of its owner J F W Payne.<sup>141</sup> Fairlie Court was created on the site of Fairlie House; and St Leonards Court was formed following demolition of the substantial residence, St Leonards.<sup>142</sup> By 1940, the street was extensively developed with flat blocks such as Marne Court, Moore Abbey, Balmoral flats, Maritimo flats and Garden Court.<sup>143</sup>

The replacement of earlier buildings with flat blocks was met with some opposition, with concerns that the area was being 'exploited for commercialism'.<sup>144</sup> Other developments attracted media attention for their modernity, including St Leonards (1939) in St Leonards Court, in which the owner installed 'modern household appliances and equipment'.<sup>145</sup> The popularity of flat block developments continued into the post-war period, with the *Argus* noting that 'many small attractive blocks of flats ... are regarded as good investments'.<sup>146</sup>

Development also continued in the parks and gardens in and adjoining the precinct. Between 1927 and 1934, the Shrine of Remembrance was constructed in Kings Domain. It is Victoria's principal war memorial, conceived following World War I, and built on an elevated and formally landscaped site adjacent to St Kilda Road. The design was classically derived, drew on symbolic Greek sources and incorporated a variety of Australian materials.<sup>147</sup> Another significant development was the Sidney Myer Music Bowl, also constructed in Kings Domain, off Alexandra Avenue. The Bowl was gifted to the people of Melbourne by the Myer family, and named after the founder of the Myer department store empire. Design and construction of the 1958 Bowl involved some of Melbourne's most innovative architects and engineers, and its tensile construction system is regarded as a technical tour de force.<sup>148</sup>

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

## **Description**

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

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

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

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

Houses are single or double storey, although there is some variety in historic two-storey heights; and also flat blocks of two-three storeys, with some taller examples. Two-storey

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

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

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

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

The precinct generally has limited commercial development, albeit with a small concentration on Domain Road turning into Park Street, where the junction is marked by a double-storey commercial corner building on a curved plan. On Domain Road, the commercial buildings are of mixed character, between one and three storeys, with typically modified ground floor shopfronts and mostly intact upper level facades, including prominent parapets. They include buildings of early twentieth century origin. A small group of former commercial buildings are also located on Millswyn Street, mostly adapted to residential use, including several shops, Morton's Family Hotel and the Wimmera Bakery.<sup>149</sup> Historically, there was limited industrial or manufacturing development in the precinct.

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

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



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

#### *Pattern of development*

Subdivision in the precinct did not necessarily proceed in an orderly manner, and it has been noted that residential areas were 'not planned, developing from the 1840s to the end of the nineteenth century through small private subdivision of the very early government land sales'.<sup>150</sup> However, the early large allotments north of the future Toorak Road, as sold in the second half of the 1840s, still influenced the planning and layout of future streets, particularly in the centre and east of the precinct.

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

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

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

Punt Road, on the eastern boundary of the precinct, was a relatively quiet thoroughfare leading to the punt crossing and pedestrian bridge over the Yarra River. However, traffic increased throughout the twentieth century with the improved river crossing, and the connection with Hoddle Street to the north created one of Melbourne's most direct and busiest north-south thoroughfares.<sup>151</sup>

#### *Topography*

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

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

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

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

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

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

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

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

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

### **Statement of significance**

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

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

#### *What is significant?*

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

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

- Typical nineteenth and early twentieth century building characteristics including:

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

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

*How is it significant?*

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

*Why is it significant?*

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

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

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

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

## HO9 - Kensington Precinct<sup>152</sup>

### History

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

Early developments in the area, albeit not in the precinct, included the establishment of Flemington Racecourse in 1840; and the historic track to Geelong on the alignment of the future Flemington Road, was also in place as early as 1840. A bridge was constructed over the Saltwater (Maribyrnong) River in 1851.<sup>153</sup>

Crown allotments in Portion 16 of the Parish of Doutta Galla, which is now located to the east of the railway line, were sold from November 1849.<sup>154</sup> By 1853, allotments were being advertised in the 'village of Kensington, adjoining Flemington on the Government Road to the Race Course'.<sup>155</sup> In 1856, a site to the north-west of the Kensington village allotments was reserved for the Melbourne Town Corporation cattle yards. The Newmarket livestock saleyards, which replaced the original yards at the corner of Victoria and Elizabeth streets, were completed in 1858; the first sales were held in 1859 and continued until the 1980s.<sup>156</sup> Abattoirs were located to the west of the saleyards along Smithfield Road, towards the Saltwater River, with a bluestone lined stock route connecting the two.<sup>157</sup>

Allotments to the west of the railway line were sold from mid-1860, contemporary with the opening of the Melbourne-Essendon railway line in October 1860. Both J McConnell and E B Wight purchased allotments in this section, with subsequently streets named after them.<sup>158</sup> Despite these sales, little development occurred in Kensington until the 1870s.

The suburb, along with Flemington, was originally located within the Municipal District of Essendon. Emphasising the connection between the two localities, Kensington was listed under Flemington in the *Sands & McDougall* directories until the 1880s. The 14 listings under Kensington in 1870 increased to 68 in 1875, and included some commercial premises, such as a store and butcher, and industrial/manufacturing listings including tanners and candle-makers.<sup>159</sup> In 1874, the Kensington Park racecourse was established 'a few yards' from the Kensington railway station by William S Cox, who subsequently established the Moonee Valley Racecourse after the closure of the Kensington course in 1883.<sup>160</sup> The Railways Commissioners purchased 30 acres of the racecourse site for the provision of railway sheds.<sup>161</sup>

As Victoria's wheat and wool production grew to international export levels, mills and stores began to be constructed in proximity to Melbourne's port and railway lines. The expanding rail network and infrastructure extended from Spencer Street and North Melbourne stations, and later from the new port at Victoria Dock, to areas south of the current precinct. Kensington Roller Flour Mill, owned by James Gillespie, was reportedly the largest mill in the country, and was constructed adjacent to the railway line in 1886-7.<sup>162</sup> Nearby was Kimpton's Eclipse Hungarian Roller Flour Mills, constructed in 1887 at the corner of Arden and Elizabeth streets. Wool mills were also established along the railway network, and Moonee Ponds Creek.<sup>163</sup> More noxious industries, such as glue works and bone mills were located on the banks of the Maribyrnong River, west of the precinct. Other small-scale industries located in Kensington included wood yards, coach builders and saw mills.<sup>164</sup> As noted, and despite increasing objections in the early twentieth century that they were a 'cause of annoyance', the Newmarket saleyards continued to operate into the 1980s.<sup>165</sup> These nearby industrial and manufacturing operations were important employers of Kensington residents, and were within walking distance of their homes.

The suburb experienced significant population growth through the 1880s. This was due to developing local industries, and further subdivision of landholdings. It is also evident in the

growth of listings in the municipal directories between 1880 and 1890. In 1880, approximately 80 residents were listed under the Flemington entry, but in 1885 the suburb of Kensington was given its own directory entry. By this time, the suburb comprised thirty streets on both sides of the railway line to the north of Macaulay Road, and to the north of Wolseley Parade. Both McConnell and McCracken streets had over 30 occupied properties, and Macaulay Road was developing as a commercial and service centre near the intersection with Bellair Street.<sup>166</sup> The latter two streets, which meet at the railway crossing associated with Kensington railway station, would form the nucleus of Kensington 'village'. Commercial development was concentrated here, leaving the remainder of the suburb – and the precinct area – to be substantially residential in character. Kensington railway station also opened in 1888, its timing complementary with commercial development in Macaulay Road and Bellair Street.

Allotments in the Kensington Park Estate to the south of Macaulay Road were sold from September 1883, on land which was likely associated with the recently closed racecourse. This subdivision included Bellair Street, Wolseley Parade and Ormond Street to the west of the railway line, and Eastwood and associated streets to its east.<sup>167</sup> Advertising for the auction noted that the estate 'occupies one of the most picturesque, salubrious and delightful positions in the neighbourhood' which 'practically formed an extension to Hotham'.<sup>168</sup> The 1890 directory lists 79 vacant houses in Kensington, many of which were likely recently built.<sup>169</sup> E Owen Hughes designed an ornately decorated two-storey shop and residence to house James Wales' estate agency on Bellair Street (Kensington Property Exchange) which was constructed in 1891.<sup>170</sup> Hopetoun Street and Gordon Crescent were created from small subdivisions of the early 1890s. The MMBW plan of 1895 also shows residential development to the south of Macaulay Road and east of the railway line, in proximity to the flour mills.<sup>171</sup>

Such was the growth in the area that in 1882, Flemington and Kensington were severed from the Municipal District of Essendon, and the Borough of Flemington and Kensington was created. Kensington State School opened in McCracken Street in 1881, and was extended five years later.<sup>172</sup> Enrolments initially numbered 228 children and increased to 1000 by 1898.<sup>173</sup> Local community spirit was demonstrated in the annual Flemington and Kensington Borough picnic, for which 3,000 residents travelled by special train to Frankston in February 1905. Established in the 1880s, by 1905 it was reported to be the 'oldest established municipal outing'.<sup>174</sup>

Kensington Town Hall was constructed at the northern end of Bellair Street in 1901. It just preceded the merging of the borough with the City of Melbourne in 1905, becoming the Hopetoun (Flemington and Kensington) ward.<sup>175</sup>

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

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

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

## Description

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

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

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

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

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

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

Commercial development is concentrated in Macaulay Road and Bellair Street. Macaulay Road slopes up to the west, with commercial buildings stepping up the hill on the north and south sides of the street. On Bellair Street, in the vicinity of the railway station, the historic commercial development is particularly intact, distinguished by the former Kensington Property Exchange at 166-8 Bellair Street. There is also historic painted signage to commercial buildings in Macaulay Road and Bellair streets. The railway station comprises two buildings: the earlier (1888) building on the east side of the line is an elevated red brick building with render detailing; while the 1905 west station building is an open brick structure which replicates the detailing of the 1889 building. Platforms likely date from c. 1860 (east) and 1880s (west).<sup>176</sup>

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



the prominent precinct corner of Macaulay Road and Bellair Street. Another distinctive characteristic of Macaulay Road are the sharply angled commercial buildings on the south side of the road, to street corners which run at oblique angles to the south-west.

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

#### *Pattern of development*

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

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

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

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

#### *Topography*

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

### *Parks, gardens and street plantings*

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

### **Statement of significance**

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

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

### *What is significant?*

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

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

- Typical late nineteenth and early twentieth century building characteristics including:
  - Use of weatherboard, with some brick building materials.
  - Prominent hipped and gable-ended roof forms with chimneys; timber-posted verandahs; and front garden setbacks with fences to property boundaries.
- Streets of consistent late nineteenth or early twentieth century residential character, often with repetitive rows of modest single-storey cottages on regular allotment sizes.
- Scattered larger dwellings and two-storey terrace houses.
- Later development as evidenced in interwar buildings.
- Elevated house entrances, with steps up to verandahs, is a Kensington 'signature'.
- Irregular side setbacks between weatherboard dwellings including semi-detached pairs or single dwellings with a narrow separation; and some with a direct abuttal and brick party wall.
- Typically low scale character, of mostly single-storey buildings, with some two-storey residences and commercial buildings.
- An absence of large scale or multi-storey buildings, including in backdrop views to historic development.
- High and low sides to some streets due to the local topography, with distant views available from high sides of streets.

- Concentration of historic commercial development in Macaulay Road and Bellair Street, with the latter being particularly intact and distinguished by wide and deep iron post-supported verandahs with ornate friezes, and cantilevered awnings with ornate steel brackets.
- 'Village' character of the precinct, focused on the prominent intersection of Macaulay Road and Bellair Street.
- Prominence of the 1901 Kensington Town Hall at the northern end of Bellair Street.
- Nineteenth and early twentieth century planning and subdivisions as evidenced in:
  - 1880s subdivisions to the south and north of Macaulay Road.
  - More regular street layout of the south, west and east parts of the precinct, contrasts with the north of the precinct where streets have kinks and bends.
  - High proportion of modest allotment sizes throughout the precinct.
  - Later subdivision in the west of the precinct.
- Street tree plantings in Bellair Street (elms and planes), Wolseley Parade (plane trees), and McCracken and Ormond streets.
- Historic street materials including bluestone kerbs and channels.
- Rear lanes which retain original or relayed bluestone pitchers and central drains.
- Vehicle accommodation is generally not visible from principal streets, but more common to rears of properties, with lane access.

#### *How is it significant?*

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

#### *Why is it significant?*

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

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

The **aesthetic/architectural significance** of the Kensington Precinct largely rests in its Victorian and Edwardian development, with the precinct noted for its comparatively concentrated development history and consistent residential streetscapes, with rear lanes. The streets typically include repetitive rows of modest single-fronted single-storey cottages, predominantly of weatherboard construction, but with some brick; complemented by larger dwellings and two-storey terrace houses. Commercial development on Macaulay Road and Bellair Street mostly relates to the 1880s and 1890s activity in the precinct. Bellair Street is particularly intact with some distinguished commercial buildings; it has wide and deep iron post-supported verandahs with ornate friezes, and cantilevered awnings with ornate steel brackets. The precinct is also notably low-scale, with single-storey and some two-storey buildings. Local topography has influenced development, with many houses, including modest cottages, elevated off ground level with steps up to entrances, an arrangement which is a Kensington 'signature'. The topography has also resulted in high and low sides to streets, with distant views available from elevated sides of streets. Street tree plantings enhance the aesthetic significance of the precinct.

## APPENDIX D: MUNICIPAL GRADINGS DEFINITIONS

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

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

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

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

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



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

Council	Significant	Contributory	Non/Not significant/ contributory
	significant place is also Contributory.	well as building or landscape parts such as chimneys, verandahs, wall openings, rooflines and paving.	

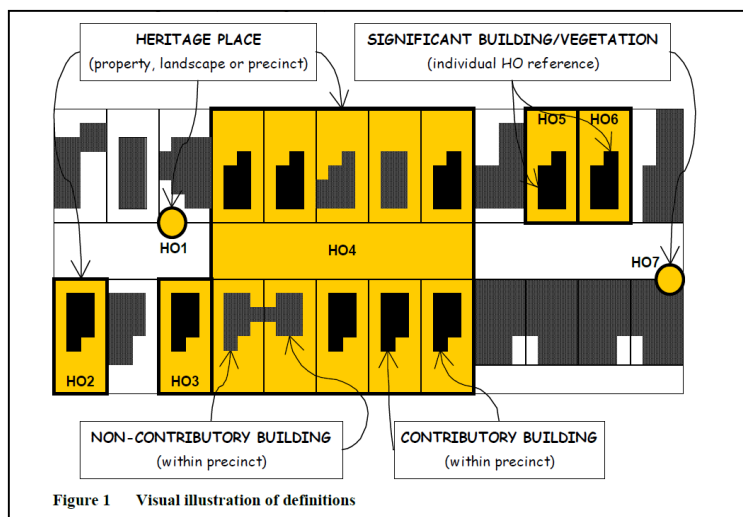


Figure referred to in Bayside and Campaspe policies...

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

City of Melbourne (Clause 22.05)			
A	B	C	D
'A' buildings are of national or state importance, and are irreplaceable parts of Australia's built form heritage. Many will be either already included on, or recommended for inclusion on the Victorian Heritage Register or the Register of the National Estate.	'B' buildings are of regional or metropolitan significance, and stand as important milestones in the architectural development of the metropolis. Many will be either already included on, or recommended for inclusion on the Register of the National Estate.	'C' buildings. Demonstrate the historical or social development of the local area and /or make an important aesthetic or scientific contribution. These buildings comprise a variety of styles and building types. Architecturally they are substantially intact, but where altered, it is reversible. In some	'D' buildings are representative of the historical, scientific, architectural or social development of the local area. They are often reasonably intact representatives of particular periods, styles or building types. In many instances alterations will be reversible. They may also be altered examples which stand within a

		instances, buildings of high individual historic, scientific or social significance may have a greater degree of alteration.	group of similar period, style or type or a street which retains much of its original character. Where they stand in a row or street, the collective group will provide a setting which reinforces the value of the individual buildings.
City of Stonnington (Heritage Guidelines 2002)			
<b>A1</b>	<b>A2</b>	<b>B</b>	<b>C</b>
<p>A1 Buildings are of national or state importance, and may be considered irreplaceable parts of Australia's built form heritage. Many will be either already included on, or recommended for inclusion on, the Victorian Heritage Register and/or the Register of the National Estate (these are the equivalent of A graded buildings adopted by the City of Melbourne and a number of other councils.)</p> <p>For a building to be of A1 importance it would need to demonstrate importance in one or more of the categories outlined by the Heritage Council (or possibly some other category) in a manner or to an extent which was rare or distinctive in comparison to other buildings of its type,</p>	<p>A2 Buildings are of regional or metropolitan significance, and stand out as important milestones in the architectural development of the metropolis. Many will be either already included on, or recommended for inclusion on, the Register of the National Estate. (These are the equivalent of B graded buildings adopted by the City of Melbourne and a number of other councils.)</p> <p>Most of these buildings will have importance in one or more of the categories defined by the Heritage Council and outlined above, but they are not considered significant to a degree sufficient to warrant nomination to the Heritage Council. In other words, they do not</p>	<p>B Buildings make an architectural and historic contribution that is important within the local area. This includes well preserved examples of particular styles of construction, as well as some individually significant buildings that have been altered or defaced. (These are the equivalent of C graded buildings adopted by the City of Melbourne and a number of other councils.)</p> <p>Buildings in this category will usually be fine and/or typical examples of their type, era or style, and may help demonstrate the development of their immediate area in one or several periods. They will usually retain a substantial degree of their original material or</p>	<p>C Buildings are either reasonably intact representative examples of particular periods or styles, or they have been substantially altered but stand in a row or street which retains much of its original character. These buildings are considered to have amenity or streetscape value. (These are the equivalent of D and E graded buildings adopted by the City of Melbourne and a number of other councils.)</p> <p>In important areas, such as urban conservation areas, C graded buildings are those which once formed an integral part of the character of the area, but which have now been altered or defaced to such an extent that they contribute only in</p>

<p>use, era, style or state. The application of an A1 grading in the City of Stonnington to a particular site indicates that the site is registered as an historic building or has a strong prima facie case for nomination to the Heritage Council. However, the Council itself remains the arbiter of what buildings may or may not be included on the register, and an A1 grading does not ensure that the building will automatically be registered by the Heritage Council.</p>	<p>demonstrate importance in a manner or to an extent which is rare or distinctive in comparison to other buildings of their type, use, era, style on a statewide basis, although they will usually be relatively rare or distinctive within their own regional or local context. They are in general, important buildings within the context of the City of Stonnington and the wider metropolitan area.</p>	<p>appearance, and any such additions as are visible, will usually either be sympathetic to the character of the original, or will demonstrate a typical and/or notable type of building alteration from another era. They will usually be good and/or substantially intact examples of fairly standard architectural types and styles from particular eras, such as might be found in comparable areas in other municipalities.</p> <p>Some B grade buildings gain part of their significance from their location within an architecturally or historically rich context, especially if that context is a Heritage Overlay. In such instances the building may have lost some of its original overall appearance, or have been defaced to some visible extent by later additions, while nonetheless retaining sufficient architectural character to make it a useful and irreplaceable part of the overall streetscape or urban environment. A building's</p>	<p>terms of overall scale, form and/or setback. C Buildings may also be reasonably intact to their original appearance but stand in isolation or in a context which has undergone considerable change and/or is of little overall significance.</p>
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		significance (both architectural and historical) as a contributory element within this context may therefore be sufficient to warrant a B grading, even though a similar building in a less important context may have been graded C.	

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

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- 1 'Report to the Future Melbourne (Planning) Committee, Review of Local Heritage Policies in Melbourne Planning Scheme', Agenda Item 6.1, D Mayes, City of Melbourne, 1 July 2014. Melbourne's Heritage Strategy is Council's plan to protect the city's heritage buildings, places and objects over the next 15 years.
- 2 Also of relevance are several recent Planning Panels, which reviewed Melbourne Planning Scheme heritage amendments, and made commendations on Council's grading system. These include Amendment C186 (Central City Hoddle Grid), where the Panel described the A-D grading system as being 'out dated'; and Amendment C207 (Arden Macaulay Heritage) where the Panel recommended Council undertake a review of its heritage grading system as a priority.
- 3 City of Melbourne website,  
<http://www.melbourne.vic.gov.au/BuildingandPlanning/Planning/planningpermits/Pages/CapitalCityZone.aspx>, accessed 26 August 2015.
- 4 As per the definition in the current Clause 22.05.
- 5 This precinct citation refers to individual heritage places, some of which are included in the Victorian Heritage Register or individually listed in the Schedule to the Heritage Overlay, which are wholly or partly located within the precinct boundary, or adjoin it. Historical development outside the precinct boundary is also referred to. This recognises that adjoining development, and individual places, contribute to an understanding of the precinct's evolution and in some cases were influential in the history of the precinct. They also demonstrate important historical attributes or characteristics which are shared with the precinct.
- 6 *Argus*, 22 November 1849, p. 2.
- 7 'Plan of the City of Melbourne and its extension northwards', Charles Laing, 1852, held at State Library of Victoria and Marjorie J. Tipping, 'Hoddle, Robert (1794–1881)', Australian Dictionary of Biography, National Centre of Biography, Australian National University, <http://adb.anu.edu.au/biography/hoddle-robert-2190/text2823>, published first in hardcopy 1966, accessed online 29 June 2015.
- 8 'Plan of the Extension of Melbourne called Carlton', Surveyor-General's Office, 12 November 1853, held at State Library of Victoria.
- 9 *Age*, 17 October 1857, p. 2.
- 10 Peter Yule (ed.), *Carlton: A History*, Melbourne University Press, Carlton, 2004, p. 17.
- 11 Peter Yule (ed.), *Carlton: A History*, Melbourne University Press, Carlton, 2004, p. 21.
- 12 *Argus*, 25 October 1872, supplement, p 1.
- 13 *Sands & Kenny* directory, 1857.
- 14 Peter Yule (ed.), *Carlton: A History*, Melbourne University Press, Carlton, 2004, p. 19.
- 15 G. Whitehead, *Princes Park Cultural Heritage Study*, 1999, p. 2.
- 16 See Victorian Heritage Register citation for Yarra Park (VHR 2251).
- 17 G. Whitehead, *Princes Park Cultural Heritage Study*, p. 7, *The Argus*, **4 September, 1890, p. 10.**
- 18 See <http://www.blueseum.org/tiki-index.php?page=Princes%20Park>, 5 June 2015.
- 19 See Victorian Heritage Register citation for Royal Exhibition Building and Carlton Gardens (VHR H1501).

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- 20 UNESCO World Heritage 'Justification for inscription'.
- 21 *Sands & McDougall directory, 1873*
- 22 *Sands & McDougall directory, 1873.*
- 23 *Sands & McDougall directory, 1873, City of Melbourne rate books, Smith Ward, 1874, rate nos 2111-2118 (for example), VPRS 5708/P9, Volume 13, Public Record Office Victoria.*
- 24 Hotel listings for Carlton, *Sands & McDougall directory, 1873.*
- 25 City of Melbourne Heritage Precincts Project (draft), Meredith Gould Architects 2004, p. 14.
- 26 City of Melbourne rate books, Smith Ward, 1868, rate nos 2501-2510, VPRS 5708/P9, Volume 7, Public Record Office Victoria, and based on extant bluestone houses on Murchison Street.
- 27 Peter Yule (ed.), *Carlton: A History*, Melbourne University Press, Carlton, 2004, p. 31
- 28 Peter Yule (ed.), *Carlton: a History*, Melbourne University Press, Carlton, 2004, p. 337.
- 29 Peter Yule, *The Royal Children's Hospital: a history of faith, science and love*, Halstead Press, Rushcutter's Bay, 1999, p. 101.
- 30 See for examples, buildings at 8 Palmerston Place, 280-284 Drummond Street and examples on MMBW detail plan no. 1190.
- 31 Based on a comparison of residences in Kay Street and Drummond Street: City of Melbourne rate books, Volume 29, 1890, Victoria Ward, rate nos 2721-2756 and Smith Ward, rate nos 1730-1760, VPRS 5708/P9, Public Record Office Victoria.
- 32 Peter Yule (ed.), *Carlton: A History*, Melbourne University Press, Carlton, 2004, p. 38.
- 33 Peter Yule (ed.), *Carlton: A History*, Melbourne University Press, Carlton, 2004, p. 42.
- 34 F Lancaster Jones, 'Italian Population of Carlton: a Demographic and Sociological Survey, PhD thesis, 1962, as referenced in Peter Yule (ed.), *Carlton: A History*, Melbourne University Press, Carlton, 2004, p. 85.
- 35 F Lancaster Jones, 'Italian Population of Carlton: a Demographic and Sociological Survey, PhD thesis, 1962, as referenced in Peter Yule (ed.), *Carlton: A History*, Melbourne University Press, Carlton, 2004, p. 85.
- 36 Peter Yule (ed.), *Carlton: A History*, Melbourne University Press, Carlton, 2004, pp. 134, 138.
- 37 This precinct citation refers to individual heritage places, some of which are included in the Victorian Heritage Register or individually listed in the Schedule to the Heritage Overlay, which are wholly or partly located within the precinct boundary, or adjoin it. Historical development outside the precinct boundary is also referred to. This recognises that adjoining development, and individual places, contribute to an understanding of the precinct's evolution and in some cases were influential in the history of the precinct. They also demonstrate important historical attributes or characteristics which are shared with the precinct.
- 38 John Patrick Pty Ltd and Bryce Raworth Pty Ltd, *Yarra Park, Melbourne: Conservation Analysis*, 2001, p. 4.
- 39 Burchett, Winston, *East Melbourne*, Craftsmen Press, Hawthorn, 1977, p. 7.
- 40 City of Melbourne Heritage Precincts Project (draft), Meredith Gould Architects 2004, p. 20.
- 41 'Royal Victorian Eye and Ear Hospital', eMelbourne, University of Melbourne, accessed via <http://www.emelbourne.net.au/biogs/EM01285b.htm>, 27 March 2015.
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- 42 'Illustrated map of Melbourne and suburbs', Charles F Maxwell, 1872, held at State Library of Victoria.
- 43 Plan of City of Melbourne (Sheet 2), Parish of Melbourne North, Central Plan Office, Land Victoria.
- 44 Burchett, Winston, *East Melbourne*, Craftsmen Press, Hawthorn, 1977, p. 37.
- 45 Plan of City of Melbourne (Sheet 2), Parish of Melbourne North, Central Plan Office, Land Victoria.
- 46 'Melbourne and its suburbs', compiled by James Kearney, 1855, held at State Library of Victoria.
- 47 *Argus*, 6 April 1857, p. 8.
- 48 City of Melbourne Heritage Precincts Project (draft), Meredith Gould Architects 2004, p. 20.
- 49 *Sands & McDougall* directory, 1862.
- 50 *Sands & McDougall* directory, 1862 and 1864, 'H2131 – Residence', Heritage Victoria, Victorian Heritage Register citation, accessed via [http://vhd.heritage.vic.gov.au/#detail\\_places;2972](http://vhd.heritage.vic.gov.au/#detail_places;2972), 27 March 2013..
- 51 Sylvia Morrissey, 'Clarke, Janet Marion (1851–1909)', Australian Dictionary of Biography, National Centre of Biography, Australian National University, <http://adb.anu.edu.au/biography/clarke-janet-marion-3224/text4857>, published first in hardcopy 1969, accessed online 27 March 2015.
- 52 Winston Burchett, *East Melbourne, 1837-1977: People, places, problems*, 1975, pp. 48-49.
- 53 MMBW 160':1" plan no. 27, Lovell Chen collection.
- 54 See Victorian Heritage Register citation for Yarra Park (VHR 2251).
- 55 John Patrick Pty Ltd and Lovell Chen, *Fitzroy Gardens Conservation Management Plan, Volume 1: Main Report*, Final Draft, October 2008, p. 13.
- 56 City of Melbourne Heritage Precincts Project (draft), Meredith Gould Architects 2004, p. 22.
- 57 John Patrick Pty Ltd and Bryce Raworth Pty Ltd, *Yarra Park, Melbourne: Conservation Analysis*, 2001, p. 6.
- 58 *Argus*, 26 November 1924, p. 12.
- 59 *Age*, 16 May 1925, p. 16.
- 60 See Victorian Heritage Register citation for Old Men's Shelter (VHR H0945).
- 61 MMBW detail plan no. 1033 & 1034, 1898, held at State Library of Victoria.
- 62 City of Melbourne Heritage Precincts Project (draft), Meredith Gould Architects 2004, p. 21.
- 63 'Agnes' and 'Charles' were La Trobe family names.
- 64 See Victorian Heritage Register citation for Fitzroy Gardens (VHR H1834).
- 65 This precinct citation refers to individual heritage places, some of which are included in the Victorian Heritage Register or individually listed in the Schedule to the Heritage Overlay, which are wholly or partly located within the precinct boundary, or adjoin it. Historical development outside the precinct boundary is also referred to. This recognises that adjoining development, and individual places, contribute to an understanding of the precinct's evolution and in some cases were influential in the history of the precinct. They also demonstrate important historical attributes or characteristics which are shared with the precinct.
- 66 Plan of North Melbourne, South Melbourne, c. 1846, held at State Library of Victoria.
- 67 *Argus*, 6 September 1849, p. 2.

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- 68 Mary Kehoe, *The Melbourne Benevolent Asylum: Hotham's Premier Building*, Hotham History Project, 1998, p. 13.
- 69 'Plan of the City of Melbourne and its extension northwards', Charles Laing, 1852, held at State Library of Victoria and Marjorie J. Tipping, 'Hoddle, Robert (1794–1881)', Australian Dictionary of Biography, National Centre of Biography, Australian National University, <http://adb.anu.edu.au/biography/hoddle-robert-2190/text2823>, published first in hardcopy 1966, accessed online 29 June 2015. See also *Pride of Hotham: A tale of North Melbourne and a red-headed architect*, Hotham History Project, North Melbourne, 2006, p. 14.
- 70 City of Melbourne Heritage Precincts Project (draft), Meredith Gould Architects 2004, p. 31.
- 71 Guy Murphy, *At Home on Hotham Hill: A portrait of a nineteenth century entrepreneur*, Hotham History Project, North Melbourne, 2004, p. 32.
- 72 Parish of Jika Jika, plan no. M314 (3), Central Plan Office, Land Victoria and *Argus*, 8 March 1853, p. 3.
- 73 Map of Melbourne and its extension', compiled by William Green, 1852, held at State Library of Victoria.
- 74 Bill Hannan, *Pride of Hotham: A tale of North Melbourne and a red-headed architect*, Hotham History Project, North Melbourne, 2006, p. 17.
- 75 'Melbourne and its suburbs', compiled by James Kearney, 1855, held at State Library of Victoria and Parish of Jika Jika, plan no. M314 (3), Central Plan Office, Land Victoria.
- 76 Winsome Roberts, *Molesworth Street: A North Melbourne neighbourhood, 1840-1905*, Hotham History Project, North Melbourne, 2002, p.17.
- 77 *Sands & Kenny* directory, 1857.
- 78 *Sands & Kenny* directory, 1857.
- 79 Bill Hannan, *Pride of Hotham: A tale of North Melbourne and a red-headed architect*, Hotham History Project, North Melbourne, 2006, p. 19.
- 80 Agency VA 3153 North Melbourne, agency description, Public Record Office Victoria.
- 81 Overview provided by L Siska, submission, 10 February 2016.
- 82 City of North Melbourne rate books, Middle Ward, rate nos 1976-1988, 1890, VPRS 5707/P3, Public Record Office Victoria.
- 83 City of North Melbourne rate books, Eastern Ward, rate nos 656-673, 1890, VPRS 5707/P3, Public Record Office Victoria.
- 84 Bill Hannan, *Pride of Hotham: A tale of North Melbourne and a red-headed architect*, Hotham History Project, North Melbourne, 2006, p. 15, City of Melbourne Heritage Precincts Project (draft), Meredith Gould Architects 2004, p. 33 and *Sands & McDougall directory*, 1873.
- 85 MMBW detail plans nos 759, 760 and 762, 1896, held at State Library of Victoria.
- 86 City of Melbourne Heritage Precincts Project (draft), Meredith Gould Architects 2004, p. 32.
- 87 *Spectator and Methodist Chronicle*, 11 February 1916, p. 179, City of Melbourne, *Thematic History – A History of the City of Melbourne's Urban Environment*, 2012, p. 78.
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- 94 This precinct citation refers to individual heritage places, some of which are included in the Victorian Heritage Register or individually listed in the Schedule to the Heritage Overlay, which are wholly or partly located within the precinct boundary, or adjoin it. Historical development outside the precinct boundary is also referred to. This recognises that adjoining development, and individual places, contribute to an understanding of the precinct's evolution and in some cases were influential in the history of the precinct. They also demonstrate important historical attributes or characteristics which are shared with the precinct.
- 95 Letter from Charles La Trobe, 30 September 1850, as quoted in W A Sanderson, 'The Alienation of Melbourne Parks', *Victorian Historical Magazine*, Volume XIV, December 1932, p. 145.
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- 100 Victoria Government Gazette, Gazette 36, 25 March 1862, p. 562, accessed via <http://gazette.slv.vic.gov.au>.
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- 110 *North Melbourne Advertiser*, 26 March 1887, p. 2.
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- 119 This precinct citation refers to individual heritage places, some of which are included in the Victorian Heritage Register or individually listed in the Schedule to the Heritage Overlay, which are wholly or partly located within the precinct boundary, or adjoin it. Historical development outside the precinct boundary is also referred to. This recognises that adjoining development, and individual places, contribute to an understanding of the precinct's evolution and in some cases were influential in the history of the precinct. They also demonstrate important historical attributes or characteristics which are shared with the precinct.
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- 121 'City of Melbourne, Parish of Melbourne North and part of Parishes Jika Jika, Doutta Galla and Melbourne South, County of Bourke', parish plan, Central Plan Office, Land Victoria.
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- 124 City of Melbourne Heritage Precincts Project (draft), Meredith Gould Architects 2004, p. 43.
- 125 See Victorian Heritage Register citation for La Trobe's Cottage (VHR 1076).
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- 161 *Argus*, 20 January 1883, p. 9.
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# **METHODOLOGY REPORT**

CITY OF MELBOURNE  
HERITAGE GRADINGS REVIEW

Prepared for  
**City of Melbourne**

October 2015

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## 1.0 Introduction

This report documents the methodology and tasks undertaken in the Heritage Gradings Review study for the City of Melbourne.

The gradings review is a component of a larger heritage study undertaken by Lovell Chen for Melbourne, which is referred to as the Heritage Review, and is described and documented in a separate methodology report:

- *City of Melbourne Heritage Review: Local Heritage Policies and Precinct Statements of Significance* (Lovell Chen, September 2015)

The Heritage Review study included review and revision of the City of Melbourne's local heritage policies: Clause 22.04 Heritage Places within the Capital City Zone and Clause 22.05 Heritage Places outside the Capital City Zone. It also involved preparation of statements of significance for specific heritage precincts outside the Capital City Zone; and a programme of community and stakeholder consultation and engagement.

The Heritage Review arose out of the July 2014 study by Council, 'Review of the Local Heritage Planning Policies in the Melbourne Planning Scheme'. The latter raised issues to do with the 'content, useability and operation' of the current heritage policies. The Heritage Review also implements Council Plan Action 'Review Melbourne Planning Scheme local policies Clause 22.04 Heritage Places within the Capital City Zone and Clause 22.05 Heritage Places outside the Capital City Zone'; and Action 2.8 of the City of Melbourne Heritage Strategy 2013.<sup>1</sup>

### 1.1 Gradings review

The Heritage Review also required that the consultants recommend a means of phasing out or transferring across from the current alphabetical property gradings (A-D) to a new system which utilises significant and contributory gradings. This approach is supported by the VPP Practice Note *Applying the Heritage Overlay* (revised September 2012), which recommends against the use of 'letter gradings'.

Also of relevance are several recent Planning Panels, which reviewed Melbourne Planning Scheme heritage amendments, and made recommendations on Council's grading system. These include Amendment C186 (Central City Hoddle Grid), where the Panel described the A-D grading system as being 'out dated'; and Amendment C207 (Arden Macaulay Heritage) where the Panel recommended Council undertake a review of its heritage grading system as a priority.

This current Heritage Gradings Review study, its methodology and tasks, is a direct outcome of the recommended approach to the gradings review as included in the Heritage Review.

The Heritage Review also required the consultants to prepare and recommend definitions for the new gradings. These are reproduced from the *City of Melbourne Heritage Review: Local Heritage Policies and Precinct Statements of Significance* (Lovell Chen, September 2015); see below at Section 1.3.

Council provided the consultants with an excel spreadsheet of graded properties, for updating. This is the principal output of the Heritage Gradings Review study. The spreadsheet contains property addresses, existing gradings and relevant Heritage Overlay numbers.

The Heritage Gradings Review study did not involve photographing or documenting heritage properties or places in detail.

### 1.2 Scope of gradings review

The review focused on graded properties in Heritage Overlay precincts (heritage precincts) in and outside the CCZ, and groups of properties which shared a single Heritage Overlay number. No review was undertaken of individual properties with an individual Heritage Overlay number, on the understanding that such properties are regarded as individually significant.

Other points to note:

- Graded properties which do not currently have a heritage control were not reviewed.
- Places of potential heritage value which are currently ungraded and not subject to heritage controls were not reviewed.
- Ungraded properties in precincts were also not reviewed, although in some instances where these properties were of potential heritage value, this was noted.
- Where it was known, or became apparent through the desktop research, that a graded property had been demolished, the spreadsheet reference to the property was updated to non-contributory. Note however that the study did not involve a comprehensive review of the status of all graded properties in regard to demolition.
- In some limited instances where a property under review was identified as having been significantly modified and changed to the degree that its contributory heritage value was lost, then the property was updated to non-contributory. Note again the study did not involve a comprehensive review of all graded properties in this regard.
- The spreadsheet provided by Council did not include properties in recently reviewed heritage precincts, and accordingly Lovell Chen did not review the gradings for these properties.

### **1.3 Gradings definitions**

As noted, the Heritage Review study prepared and recommended new definitions for significant and contributory gradings. These definitions have informed the gradings review, and are reproduced from the *City of Melbourne Heritage Review: Local Heritage Policies and Precinct Statements of Significance* (Lovell Chen, September 2015), as follows:

#### **1.3.1 'Significant' places**

A significant heritage place:

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

#### **1.3.2 'Contributory' places**

A contributory heritage place:

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

#### **1.3.3 'Non-contributory' places**

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 Methodology & approach**

The Heritage Gradings Review was largely a desk-top based study, with some additional historical research. Field work was also undertaken as required. All these tasks led to the review and updating of gradings, where warranted. The final task involved updating the excel spreadsheet provided by Council.

### **2.1 Desktop research**

The Heritage Gradings Review largely relied on existing information in relation to heritage properties and places in precincts. The review utilised the following databases/sources and existing heritage studies:

- Melbourne's i-heritage database (reproduces information contained in individual Building Identification Forms, which in turn are taken from the earlier heritage studies, plus recent property images)
- Heritage Victoria's HERMES database (reproduces the individual Building Identification Forms, extracts/citations from the Notable Buildings study, and images from the 1980s)
- Central City Heritage Study Review 1993
- Melbourne Heritage Places Inventory 2008

Comparing the 1980s (HERMES) and more recent photographs (i-Heritage database) was helpful in that it shed light on the historical gradings. For instance, a building may have been given a lower grading in the 1980s/1990s, based on modifications or a poor state of intactness. In some cases, these properties have been restored, and accordingly warranted a revised grading.

Nearmap was also utilised for current and archived aerial images. Streetview, as available in Google Maps, was additionally used for current and archived images of properties from streets.

### **2.2 Historical research**

In terms of historical research, 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
- National Library of Australia's Trove website, including pictures and digitised newspapers
- 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 auction plans and Kearney's 1855 map
- City of Melbourne Building Application index, copy held by Lovell Chen
- Miles Lewis' Australian Architectural index, via <http://www.mileslewis.net/australian-architectural.html>
- *Melbourne's Marvellous Modernism: A Comparative Analysis of Post-War Modern Architecture in Melbourne's CBD 1955-1975*, National Trust, September 2014
- *Melbourne Architecture*, Phillip Goad, 2001
- *Encyclopedia of Australian Architecture*, Phillip Goad and Julie Willis, 2012
- *Survey of Post-War Built Heritage in Victoria*, Heritage Alliance, 2 volumes, 2008

### **2.3 Field work**

Field work was undertaken to a limited extent, where the desktop sources did not provide sufficient information on a property to enable a review. This included where the available visual sources were unclear.

## 2.4 Gradings review

### 2.4.1 Properties in precincts outside the CCZ

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

Table 1 Estimates of graded properties in precincts

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

Lovell Chen also undertook a gradings 'sampling' exercise in precincts outside the CCZ, the purpose of which was to 'sample' or 'test' the potential for a direct transfer of alphabetical gradings to significant and contributory.

On the basis of this 'sampling' work, some additional desktop work, and the field work and investigation of precincts undertaken in preparing the statements of significance for the larger Heritage Review project, the following table was prepared. It identified an approach to the Heritage Gradings Review project which was subsequently followed, with the exception of D grade properties in Carlton. When more detailed work commenced on reviewing properties in Carlton, a decision was made to review the latter and to not directly transfer all D properties in Carlton to contributory.

In addition, Table 2 does not identify properties not included in the six precincts, such as those which were reviewed in groups of properties which share a single Heritage Overlay number.

Table 2 Recommended approach to gradings review

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

The table reflects the following:

- The direct transfer to significant was recommended for all A and B properties, in all precincts (there are no A grade properties in Kensington).
- In Parkville, the direct transfer was straightforward for all alphabetical gradings, i.e. A and B to significant, C and D to contributory.
- C grade properties required review in all precincts except Parkville.
- D grade properties required review in Kensington and North and West Melbourne, although as noted, Carlton was also added to this list.

#### 2.4.2 *Properties in precincts in the CCZ*

Again, prior to commencing this project, an estimate was made of the numbers of A, B, C and D properties in the CCZ. The following numbers were identified, although not all the graded properties are in CCZ precincts, and some are also subject to individual Heritage Overlay controls:

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

Out of this, the following approach was recommended:

- A and B grade properties were directly transferred to significant.
- C and D grade properties required review.

#### 2.4.3 *Approach to gradings review*

The majority of current gradings were attributed during heritage studies undertaken in the 1980s and 1990s. Given the timeframe which has elapsed, it is reasonable to assume that some gradings are out of date. This was also an issue raised during the programme of community and stakeholder consultation and engagement, undertaken as part of the larger Heritage Review study.

Instances where this could occur include where the intactness and appearance of a place or property has changed. It could also occur where the assessment of heritage value warrants reconsideration. For example, heritage places of the interwar and post-war period are now generally more highly valued in heritage terms than they typically were in the 1980s. Early properties, such as those from the 1850s-1870s are also increasingly more highly valued due to recognition of their rarity. Intact terrace rows, even rows of very modest workers cottages, are another heritage place type more highly valued due to maintaining their original external form with little visible change.

Other examples of places deserving of a higher level grading include those with important histories, or places with recognised social values. For example, the work undertaken in preparing the precinct statements of significance, for the larger Heritage Review study, highlighted important historical themes and types of places in precincts, including places important to the community. This was another consideration in reviewing the relative significance of places.

#### **‘Significant’ places**

As noted, all A and B grade properties in precincts in and outside the CCZ were recommended for a direct transfer to the new significant grading. This reflects their existing highly graded status. The recommended new definition for significant places uses ‘higher level’ language and descriptors to emphasise the importance of these places, while conversely the definition of contributory is more inclusive and wide-ranging and deliberately set below significant.

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

C grade properties required review in all precincts except Parkville, although the great majority remained contributory. At the commencement of the study, the C grading was attributed to a

comparatively high number of properties from the early period of 1850-75 (in Carlton, some 425 properties); interwar properties generally (161 properties across all precincts); and the very high proportion of C grade properties relative to other gradings in Carlton and North and West Melbourne.

For the D grade properties, the problematic precincts were Kensington and North and West Melbourne (total of 1824 properties). The very high proportion of D grade properties in these precincts was not matched in the other precincts, and indicated some reconsideration of the grading was warranted. Again, while the majority remained contributory, there were for example highly intact rows or terrace groupings of early dwellings, or intact rows of more distinguished dwellings, which were considered significant as a row or group.

Approximately 660 properties in precincts outside the CCZ, which were previously graded C and D, have been recommended to be categorised as significant. This was most prevalent in Carlton (329) and North/West Melbourne (213).

In the CCZ, some 77 places in precincts which were previously graded C or D have been recommended to be categorised as significant. These included buildings of early construction dates; intact rows of commercial/retail buildings; historic hotels; and developments from the interwar and post-war period. It also included buildings which had previously been identified as 'Notable Buildings', and Modernist commercial buildings which are widely recognised for their heritage value.

### **'Contributory' places**

This definition places emphasis on a contributory place being part of a larger place or collection of related place types, as typically occurs with a heritage precinct. As noted, the great majority of existing C and D grade properties remained in this category. This reflects their contributory heritage value to the relevant precinct; their being a representative example of a place type, period or style; and their visual or stylistic connection to, or relationship with, similar or like places in the precinct. Contributory places combine to demonstrate the historic development of a precinct.

## **2.5 Excel spreadsheet**

As noted, Council provided the consultants with an excel spreadsheet of graded properties. The spreadsheet contained property addresses, existing gradings and relevant Heritage Overlay numbers. It is noted that there are some inconsistencies between gradings as shown in the spreadsheet, and those identified in other Council sources (such as the Heritage Places Inventory). Where the consultants identified an inconsistency, it was noted in the spreadsheet.

Where properties were re-categorised as significant, the spreadsheet was updated to identify this, with Lovell Chen entering 'upgraded' into the property record in the spreadsheet, together with a brief written explanation/rationale for its upgrade. Note the latter does not constitute a full statement of significance.

For properties that remained contributory, this was identified in the spreadsheet as 'confirmed'. No explanation or rationale was provided.

Where properties (limited in number) were downgraded to non-contributory, 'downgraded' was entered into the property record, with a brief explanation as to the downgrading. As noted, this only occurred where it was known, or became apparent through the desktop research, that a graded property had been demolished; or where a property was identified as having been significantly modified and changed to the degree that its contributory heritage value was lost.

As noted, ungraded properties in precincts were not reviewed, although in instances where these properties were identified as being of potential heritage value, this was noted as a 'query' in the spreadsheet.

The spreadsheet was not updated for existing A and B properties which were being directly transferred to significant.

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- 1      'Report to the Future Melbourne (Planning) Committee, Review of Local Heritage Policies in Melbourne Planning Scheme', Agenda Item 6.1, D Hayes, City of Melbourne, 1 July 2014. Melbourne's Heritage Strategy is Council's plan to protect the city's heritage buildings, places and objects over the next 15 years.



## MEMORANDUM

TO	M Fewster, City of Melbourne	FROM	Anita Brady, Libby Blamey
RE	Responses to submissions on precinct statements of significance – Amendment C258	DATE	31 July 2017

The following table summarises the submitters' recommendations, and provides a response/explanation as to how the submission has been addressed in the updated precinct statements of significance.

As a general comment, where the submitters' recommendations were relevant to the precinct statement, in terms of the statement's structure, content, approach and emphasis; or provided additional information or clarification, then changes were made. However, where the recommendations were not of this nature, then an explanation is provided below as to why the statement was not amended. Many recommendations also related to matters which were outside the scope of the project, but might be considered by Council as future work.

The main changes to the statements are highlighted in the accompanying precinct statements report. Minor changes, corrections, and fixing of typos, etc, are not highlighted.

It is further noted that changes have been made to each precinct statement of significance.

Name	Submission	LC Response
2. Lisa Ingram	<p>Kensington</p> <p>Suggests the industrial expansion aspect of the history of Kensington should be recognised in the statement of significance.</p> <p>Recommends the precinct citation should refer to the Mill area of Kensington, and related properties. Also seeks a new precinct and statement of significance for the Mill and wool store area in Kensington.</p>	<p>The industrial expansion history of Kensington is not directly relevant to the subject precinct, which is predominantly residential in character, with some commercial development. It is more relevant to other areas of Kensington.</p> <p>However, references in the statement to local industry and its expansion and influence on the precinct have been reviewed, and in some instances further emphasised.</p> <p>Regarding the Mill area of Kensington, and related properties, these are outside the current precinct boundary and accordingly should not be directly, or in detail, referred to in the statement of significance.</p> <p>Council may consider future heritage survey and assessment work, to capture these places and this aspect of the history of Kensington.</p>
16. Sylvia Black	<p>East Melbourne</p> <p>Suggests inclusion of references to indigenous occupation in the</p>	<p>Grammatical and other minor errors/clarifications have been addressed.</p>

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	pre-contact period, including Yarra Park scar trees; Mounted Police Depot; foundry on George Street; hospital; Victoria Brewery date queried; and identifies grammatical errors.	Reference to the Aboriginal history of Yarra Park has been included, and greater emphasis has been given to the Mounted Police Barracks and the early Colonial administration history of the precinct. The earlier brewery has also been referred to.
17. Ewan Ogilvy	<p>Carlton</p> <p>Suggests that the precinct statements would be more useful if separate, and non-contiguous sub-areas of Princes Park, University Square and the large area east of Swanston Street were addressed separately.</p> <p>Submission regarding the involvement of William Guilfoyle in the design of University Square.</p> <p>The Rathdowne, Pelham and Drummond Street site of the former Children's Hospital [from 1876] includes several significant heritage places within the one HO, but it is not considered to be a precinct overlay, and it has no precinct statement of significance.</p>	<p>Regarding the sub-areas, these may be better addressed in the future as sub-precincts with their own statements of significance, but this was not within the scope of the current project. However, the statement has been reviewed to ensure that the more distinctive components of the precinct are readily understood. More information on University Square, and the other residential squares, has also been added to the statement.</p> <p>Regarding the design of University Square, it has been clarified by Lovell Chen (and added to the statement) that John Guilfoyle was involved, William Guilfoyle's brother.</p> <p>The former Children's Hospital site is referred to the precinct statement of significance, but the individual HO for this property does not have its own statement.</p>
34. Marlise Brenner	<p>Precinct not identified (although submitter is from North Melbourne)</p> <p>No acknowledgment of residents valuing diversity of cultures, ethnicity etc, in the statement of significance</p>	The precinct statement of significance focuses on what is significant about the precinct. The statement identifies that residents in the precinct were historically politically active, forming associations, etc; but the current views of the residents, on contemporary social matters, are not normally canvassed in a statement such as this. The statement is also about the precinct as a place, how it evolved and what is physically important. It is not a social history of the precinct, which is a different exercise.
37 Warren Green	<p>Carlton</p> <p>The submitter notes that the application of HO1 over such a large area offers a generic protection for Carlton without recognising the differences</p>	As noted above, there may be justification for sub-precincts, or new discrete precincts within the larger HO1, with separate statements of significance. However, identifying where this might occur was outside the scope of the

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	<p>between the constituent precincts. South east Carlton, an area long recognised for its high value heritage values and historically one of Melbourne’s earliest ‘conservation zones’, should be a separate precinct with its own statement of significance.</p> <p>Similarly, University Square and Princes Park are other precincts which are worthy of individual statements of significance and the additional protection they could provide.</p>	<p>current project, but Council may consider a review of this type in the future.</p> <p>Further reference has been made in the statement to the small squares, including University Square.</p>
68. Felicity Watson (National Trust)	<p>Whole municipality</p> <p>Concerned that the revised statements of significance with the revised gradings, provide only very generalised guidance that will not address the nuances of buildings and streetscapes across complex precincts – suggest this issue could be addressed through development of more detailed sub-precinct citations for the sub-areas of special importance in the large precincts.</p>	<p>There may be justification for sub-precincts, or new discrete precincts within the larger precincts of the municipality. Identifying where this might occur was outside the scope of the current project, but Council may consider a review of this type in the future.</p> <p>Lovell Chen agrees that the nuances of some of the important sub-areas could be more effectively addressed in specific statements for these areas. However, again this was not part of the scope of the current project.</p>
72. Mary Kehoe	<p>North and West Melbourne</p> <p>While most key attributes are included in the statement of significance for North and West Melbourne, not convinced it is a strong enough assessment tool to protect the large number of lower graded buildings in North and West Melbourne, especially as they are not designated as significant in their own right.</p> <p>Suggest some additions to the statement of significance in relation to the history, description, criteria and additional key attribute. Also</p>	<p>Regarding views and vistas, the precinct statement refers to landmarks and the visibility of prominent towers (North Melbourne Town Hall) and church buildings and spires, but does not specifically identify the location of the specific views and vistas. This is a separate exercise, and is commented on below for submission 73.</p> <p>One of the items identified for the protection of views (Weston Milling silos, Munster Terrace) is outside the precinct.</p> <p>Lovell Chen disagree that Criterion D applies. While it is relevant for parts of the precinct, the precinct as a whole is notably diverse in terms of its history and valued built form. Criterion D, which is about the precinct demonstrating the</p>

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	<p>suggests that significant views should be protected and added to the key attributes; and that sub-precincts should be identified, with their own statements of significance.</p> <p>Recommends that Criterion D should also be identified.</p> <p>Criterion D: Importance in demonstrating the principal characteristics of a class or cultural places. This criterion is relevant to the many largely intact and distinctive Victorian building types and streetscapes which uniformly characterise the precinct.</p> <p>Submitter also suggests that some notable people should be identified, in association with historic buildings and places in the precinct.</p> <p>Recommended additional text in relation to social housing, and to Modernist architecture in the precinct.</p>	<p>principal characteristics of a type of place, is not considered relevant due to its diversity.</p> <p>Regarding the suggestion that historic people be identified in the statement, Lovell Chen has for the most part avoided this in the statements. The preference is not to do so, as judgements have to be made about who should be referred to, and who should be left out. There can also be an imbalance of emphasis. The statement is also about the precinct as a place, how it evolved and what is physically important. It is not a social history of the precinct, and who lived there or was influential, which is a different exercise.</p> <p>Regarding social housing, the statement has been amended to clarify that most of this development is in fact outside the precinct boundary, and accordingly the reference is limited. Reference to Modernist architecture has also been left out. This is not a strong theme of the precinct, and some examples of Modernist buildings are also understood to be outside the precinct boundary.</p>
73. Angela Williams	<p>Whole municipality, but with a focus on North and west Melbourne.</p> <p>Suggests that significant views within the North and West Melbourne precinct, and referred to in the statement of significance, should be further clarified and expanded; also suggests additions to the key attributes in the precinct.</p> <p>The significant views/vistas of the town hall and roof, and major church spires and silos, should be clearly defined, with the statement identifying where these views/vistas are important to be viewed from.</p>	<p>Regarding the issue of specifically identifying the significant views/vistas within the precinct, as noted the statement refers to landmarks and the visibility of prominent towers and church buildings and spires. However, going beyond this to identify specific important views is a separate task, and requires a comprehensive views analysis. Such detailed work is not normally contained within statements of significance for precincts. Some municipalities, such as Yarra, have a local policy which identifies local landmarks, and seeks to protect views of them, but even this does not include detailed descriptions of where the most significant views are available from. Council might consider this as a separate piece of work.</p> <p>Regarding the suggested additions to the key attributes of the precinct, some of these have been included.</p>

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74. Michael Butcher	<p>South Yarra</p> <p>The statement of significance is too broad in its description of HO6 to enable the clear identification of particular streets and areas (sub-precincts) within that precinct that have heritage importance and should be protected and submits that important streets should be identified as sub-precincts</p> <p>Submits that the HO6 precinct is too broad.</p> <p>Statements of significance prepared by Nigel Lewis in 2015 should be referred to.</p> <p>Submits that the statements of significance are expressed too broadly to be of practical use.</p>	<p>It was not within the scope of the project to review or revise the boundary of the precinct, which is acknowledged to be large and broad-ranging.</p> <p>There may be justification for sub-precincts, or new discrete precincts within the larger HO6. Identifying where this might occur was outside the scope of the current project, but Council may consider a review of this type in the future.</p> <p>Only the main and/or most significant streets are identified in the statement, and this approach is consistent across all the precinct statements. The latter do not normally include lists of streets.</p> <p>Regarding the 2015 statements of significance for sub-precincts/streets, as prepared by N. Lewis, this report has been reviewed and where relevant, information has been extracted and included in the precinct statement.</p> <p>However, the inclusion of these individual statements, in their entirety, is not considered appropriate in this case, as Lovell Chen has not had the opportunity to review the potential sub-precincts for their validity or significance. The weight or emphasis given to some sub-areas over others, has also not been reviewed and would be required to ensure consistency across the precinct. It is important that where emphasis is given to specific areas, or streets, that this emphasis reflects the relative importance of these areas within the broader precinct. Determining this would require a separate study, but by way of preliminary comment, the sub-areas should go beyond the limited street-focused areas identified in the Lewis work, and also look to the parks and gardens, Toorak Road, Punt Road, Domain Road, etc.</p> <p>This approach has also not been adopted for the other precincts, would result in inconsistencies between the various precinct statements, and again was not within the scope of the project.</p>

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79. Heather R Matthew	<p>Parkville</p> <p>Submits that the newspaper quotation on page 37 paragraph 3 appears to be contradicted by the following paragraph.</p> <p>Submits that the dairies, and even animal grazing, operating in Parkville is a significant part of the early history of South Parkville and should be in the statement of significance.</p> <p>Numerous houses were purpose built for nearby cattle/horse market workers.</p>	<p>Information contained in this submission has been reviewed, and where relevant and verified, has been included in the statement.</p> <p>We do not agree that dairying was a significant early industry or activity in the precinct. Dairying occurred throughout inner Melbourne, wherever parkland was available for grazing. While we acknowledge it likely occurred in Parkville, it was not of an order of importance as to be highlighted or emphasised in the statement.</p> <p>Regarding the apparent contradiction referred to, this has been checked with some added extra text, but the point is otherwise a minor one.</p>
81. Lucille Voullaire	<p>Parkville</p> <p>Lanes were also used for trading of dairy by owners who grazed cattle on Royal Park, as well as baking and vegetables. Sale points typically through small windows through the rear wall. Many of these have been destroyed but some still exist.</p> <p>Heritage houses and laneways are frequently on television and films further demonstrating their importance and the imperative of maintaining as many of their original features as possible. All these features should be specifically mentioned in the policy.</p> <p>CoM: Should lead to a review of the Parkville statement of significance to ensure it adequately describes laneways</p>	<p>The statement has been reviewed and enhanced with reference to the laneways, and these are considered to be adequately covered.</p>
82. Helen Watson	<p>Parkville</p> <p>A number of concerns about the content of the statement of significance and how will be used to inform the assessment of planning permit applications. Essentially, the Parkville Association considers that the</p>	<p>The corrections, queries and suggestions identified in the submission have for the most part been incorporated into the statement. However, in some cases, the recommended changes have not been made where they do not accord with Lovell Chen's preferred approach, style and formatting; where the changes would result in inconsistencies with</p>

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	<p>statement needs amendment and strengthening to provide a robust basis to assist in the achievement of the Policy Objectives set out in Clause 22-05-2 through the assessment of planning permit application.</p> <p>Welcomes the preparation of a statement of significance in relation to HO4 which applies to most of the residential areas of Parkville although has a number of queries, suggestions, and corrections for the statement, which are included in a marked up document.</p>	<p>the other precinct statements; and where there is a difference of opinion as to the emphasis or weight given to some suggestions, and the structure of the statement.</p>
83. Ray Cowling	<p>West Melbourne</p> <p>Wishes for the statement of significance to acknowledge that part of the value of Flagstaff Gardens is that it is a viewing point so culturally very important to preserve.</p> <p>CoM. Should lead to a review of the West Melbourne statement of significance to ensure it adequately describes cultural importance of Flagstaff Gardens as a viewing point.</p>	<p>The statement for the precinct has been updated with reference to Flagstaff Gardens, and hill.</p>