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[Gardner Expert Evidence for Melb Am C258\\_613 King Street, West Melbourne\\_24 July 2018.pdf](#)

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Regards,

**Adrian Williams | Planning Panels Victoria**

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----- Forwarded by Adrian Williams/Person/VICGOV1 on 30/07/2018 05:35 PM -----

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**Date:** 30/07/2018 12:31 PM  
**Subject:** RE: Melbourne Planning Scheme Amendment C258: Heritage Revisions

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To The Panel and other interested parties.,

Attached is expert report we rely upon. We withdraw our request to appear and call evidence, but we do ask the panel to take into account the written report.

Kind Regards,

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**Gary D. Goldsmith** LL.B., B.Ec., F.A.I.C.D., I.P.  
Principal

**Goldsmiths Lawyers**

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*We care about your business. ©*

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**Expert Witness Statement – Heritage  
for  
Melbourne Amendment C258  
613 King Street, West Melbourne**



**Figure 1.** 613 King Street, West Melbourne

Prepared for and under the instruction of **Goldsmiths Lawyers for 613 King Street Pty Ltd and Trevor Nominees Pty Ltd** by:

**Jim Gard'ner - Director | Registered Architect**

**24 July 2018**

**GJM Heritage**

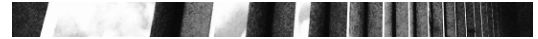
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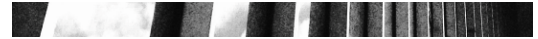
m: GPO Box 2634, Melbourne, VIC 3001



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# 1. INTRODUCTION

## 1.1 Name and address of expert

Jim Gard'ner, Director, GJM Heritage Level 3, 124 Exhibition Street, Melbourne, VIC 3000

## 1.2 Expert's qualifications and experience

I hold a Bachelor of Building Science and an honours degree in Architecture from Victoria University of Wellington (New Zealand), and a post-graduate diploma in building conservation from the Architectural Association of London. I am registered with the Architects' Registration Board of Victoria (registration number 16044) and am a member of the Australian Institute of Architects, the Victorian Planning & Environmental Law Association and Australia ICOMOS (International Council on Monuments and Sites).

I have practiced as an architect on heritage buildings and new design projects in New Zealand and the United Kingdom and have specialised in heritage conservation since 1997. I have worked as project architect on commercial projects in the World Heritage Listed City of Bath and as a Historic Buildings Architect at English Heritage and have provided technical and regulatory advice on a diverse range of heritage places including Stonehenge, Bolsover Castle, Derbyshire and the Wellington Arch in London. At the National Trust of Australia (Victoria) I led the classification of heritage places on the National Trust Register and the development of responses to heritage and planning permit applications.

In my role as the Director, Strategy and Policy and then Executive Director at Heritage Victoria I developed and implemented heritage policy and guidance to assist in the interpretation of the provisions of the *Heritage Act 1995* including in relation to: the assessment of 'reasonable or economic use' under s73(1)(b) of the Heritage Act; Victoria's Framework of Historical Themes; The Victorian Heritage Register Criteria and Threshold Guidelines; and the Victorian Government Cultural Heritage Asset Management Principles. I previously Chaired the Royal Exhibition Building and Carlton Gardens World Heritage Steering Committee and have been a member of the Heritage Chairs and Officials of Australia and New Zealand. From 2012-15 I held the position of Executive Director, Statutory Planning and Heritage in the Victorian State Government where I administered the *Environment Effects Act 1978* (Vic) and advised the Minister for Planning on planning scheme amendments and permit decision making under the *Planning and Environment Act 1987* (Vic).

As an independent heritage consultant I have advised on heritage assessments, heritage management, and works to heritage places including private dwellings, places of worship, institutional and commercial buildings, and industrial properties. I continue to advise local and State Governments on statutory heritage approvals and strategic heritage matters and have undertaken place specific assessments and large-scale area heritage studies.

## 1.3 Statement identifying the Expert's areas of expertise to make this report

I am expert in the assessment of cultural heritage significance of historic heritage places, the administration of legislation to regulate and manage historic heritage places and objects, and in providing advice and preparing documentation to support conservation of, and modification to, heritage places.

I am an expert in the assessment of cultural heritage significance of places in both the Melbourne metropolitan area and throughout Victoria, with reference to current heritage assessment criteria established by the Heritage Council of Victoria and *Planning Practice Note 1: Applying the Heritage Overlay* (January 2018) and within the context of *Victoria's Framework of Historical Themes* (2010).

I have provided expert evidence to VCAT, Planning Panels Victoria and the Heritage Council of Victoria under the instruction of private property owners and local government.

## 1.4 Statement identifying any other significant contributors to the report

This report was prepared with the assistance of Jessi Briggs, GJM Heritage. The views expressed in this report are my own.

## 1.5 Instructions

I have been instructed by Goldsmiths Lawyers on behalf of 613 King Street Pty Ltd and Trevor Nominees Pty Ltd to provide expert evidence on the appropriateness of Melbourne Planning Scheme Amendment C258 as it applies to 613 King Street, West Melbourne (the subject land).

Specifically, I have been requested to provide an opinion on whether or not the building at 613 King Street, West Melbourne 3003 (addressed as 611-617 King Street, West Melbourne in Planning Maps Online) warrants the proposed 'contributory' grading within the proposed amended Incorporated Document 'Heritage Places Inventory' (2017). In addition, I have been asked to review the proposed Statement of Significance for the North and West Melbourne Precinct (hereafter referred to as HO3) insofar as it relates to the subject land.

## 1.6 Site Inspections

I inspected the subject land on a number of occasions in May and June 2016 in preparation of a report on the property prepared in August 2016. In the preparation of this evidence, I visited the subject land on 17 May 2018. The building on the subject land has been inspected internally and from the public realm. All photographs in this report were taken by GJM Heritage unless otherwise stated.

## 1.7 Documents relied upon

I have considered the documents listed below in preparing this evidence:

- Amendment Documentation for Melbourne Planning Scheme Amendment C258 (retrieved from Planning Schemes Online on 3 July 2018), namely:
  - Explanatory Report
  - Clause 22.05 – Heritage Places Outside the Capital City Zone
  - Schedule to Clause 43.01 – Heritage Overlay
  - Schedule to Clause 81.01 - Table of Documents Incorporated in this Scheme
  - Incorporated Document entitled Amendment C258: Heritage Places Inventory 2017 (Corrected for re-exhibition, November 2017)
  - Incorporated Document entitled Amendment C258: Heritage Precincts Statements of Significance 2017
  - *West Melbourne Heritage Review* prepared for the City of Melbourne by Graeme Butler & Associates 2016 (West Melbourne Heritage Review)
- Submission in relation to Melbourne Amendment C258 prepared by Goldsmiths Lawyers on behalf of 613 King Street Pty Ltd and Trevor Nominees Pty Ltd dated 6 April 2017.
- Report to the Future Melbourne (Planning) Committee (20 February 2018)
- North and West Melbourne Conservation Study (Graeme Butler, 1983)
- City of Melbourne Incorporated Document *Heritage Places Inventory* (June 2016)
- Clause 22.05 – Heritage Places Outside the Capital City Zone (existing)
- Clause 43.01 – Heritage Overlay (existing)
- 'City of Melbourne Heritage Review: Local Heritage Policies and Precinct Statements of Significance' (Lovell Chen, December 2015) (Lovell Chen Review)
- Planning Property Report for the subject land from Planning Maps Online (3 July 2018)
- Report entitled Heritage Advice for 611-617 King Street, West Melbourne (GJM Heritage, 3 August 2016)

- Planning Practice Note 1: *Applying the Heritage Overlay* (January 2018) (PPN1)
- Planning Panels Victoria: Guide to Expert Evidence

## **1.8 Statement identifying the role the Expert had in preparing or overseeing the exhibited report(s)**

In 2016 GJM Heritage was engaged by 613 King Street Pty Ltd and Trevor Nominees Pty Ltd to provide advice on the proposed identification of 613 King Street, West Melbourne as being regraded from 'ungraded' to 'D'-graded through the West Melbourne Heritage Review prepared for the City of Melbourne by Graeme Butler & Associates 2016. A report, of which I was a joint author, was provided to 613 King Street Pty Ltd and Trevor Nominees Pty Ltd on 3 August 2018. The GJM Heritage concluded:

*The changes made to the exterior of this building do not allow it to be easily understood as an Interwar factory / commercial building. The painted render finish, aluminium joinery and Post Modern parapet and entry canopy to King Street give it an appearance that is more consistent with a late twentieth century precast concrete commercial building.*

*The variety of manufacturing (chemical and clothing manufacturing) and commercial uses (timber merchants) that occurred within the building relate to the historic development of the North and West Melbourne area and reflect aspects of the draft Statement of Significance. However, these uses are not evident in the fabric or exterior form of the building as it presents to the public realm today, and cannot be readily understood.*

*Due to the alterations made to the fabric of the building it is now of low integrity and does not meet the threshold for a 'contributory' building in either the existing Clause 22.05 or the Lovell Chen Review. It is our view that the subject site should retain its current status within HO3 of being 'not-contributory' (ungraded).*

## **1.9 Facts, matters and assumptions upon which statement proceeds**

In the preparation of this report, it is assumed that all documents referred to above, including the exhibited amendment documents, are current and correct in the information they contain at the time of completion of this report.

## **1.10 Any questions falling outside the Expert's expertise**

No questions in relation to the heritage matters that have been raised fall outside my expertise. I have not had specific regard to the economic and social impacts of this amendment, as the assessment of these impacts falls outside my area of expertise.

## **1.11 Summary Opinion**

It is my view that:

- The regrading of 613 King Street, West Melbourne is unwarranted and the extant building does not satisfy the threshold for a 'contributory' building as defined within either the proposed Clause 22.05 or the Lovell Chen Review.
- The substantial changes made to the exterior of 613 King Street over the past 30 years, especially the painted render finish, aluminium joinery in new, enlarged and altered openings and Post-Modern detailing - including the pediment and entry canopy to King Street - give the building an appearance that is more consistent with a late twentieth century precast concrete commercial building than an Interwar factory.
- 613 King Street does not communicate the heritage values identified in the draft Statement of Significance for HO3 or enable these to be transmitted to future generations.

- 613 King Street has been substantially altered to the point at which it neither satisfies the definition of a 'D' graded building (as per the definition in existing Clause 22.05) nor 'contributory' (as per the definition in amended Clause 22.05), and is more appropriately considered 'ungraded' or 'non-contributory' within HO3.
- The Place Citation for the subject land within the West Melbourne Heritage Review be amended as follows:
  1. change the 'Proposed Grading' to read '–'
  2. change the 'Proposed Streetscape Level' to read '–'
  3. remove the tickbox asserting 'Historical value'
  4. remove the tickbox asserting 'Contributory to the precinct'
  5. select the tickbox 'Not significant or contributory'.
- The description provided in the Place Citation for the subject land under the heading 'Survey Notes' be amended to read:

613 Hawke Street, West Melbourne is a former factory building located at the prominent corner with Hawke Street. Dating from 1920 the building has been significantly altered over time including the application of render, changes to fenestration, the addition of aluminium glazing remodelling of the King Street elevation with Post-Modern architecture detailing dating from the 1990s.

### **1.12 Statement identifying if the evidence is incomplete or inaccurate in any respect**

To the best of my knowledge, nothing of significance has been omitted from this statement of evidence and is otherwise to the best of my knowledge completed and correct.

## 2. 613 KING STREET, WEST MELBOURNE

The subject land is an urban lot located on the corner of King and Hawke Streets, which is occupied by a two-storey former factory building dating from 1920 that has been heavily altered internally and externally from the 1990s.

### 2.1 The Subject Land

613 King Street, West Melbourne<sup>1</sup> is a regular shaped site of approximately 429m<sup>2</sup> in area, located at the southern intersection of King and Hawke Streets just south of the prominent intersection of Victoria and Errol Streets, North Melbourne. It is bound by Hawke Street to the northwest, King Street to the northeast, an unnamed laneway to the southwest and a former farriers stables and later motor garage at 605-609 King Street to the southeast.

The subject land is occupied by a large two-storey brick commercial building that is built to the northwest, northeast and southeast title boundaries. The subject land includes an approx. 1.3m wide strip of laneway on the southwest boundary. Built in 1920 to serve Marshall's Chemical Co. Pty Ltd, the building has undergone a number of alterations.

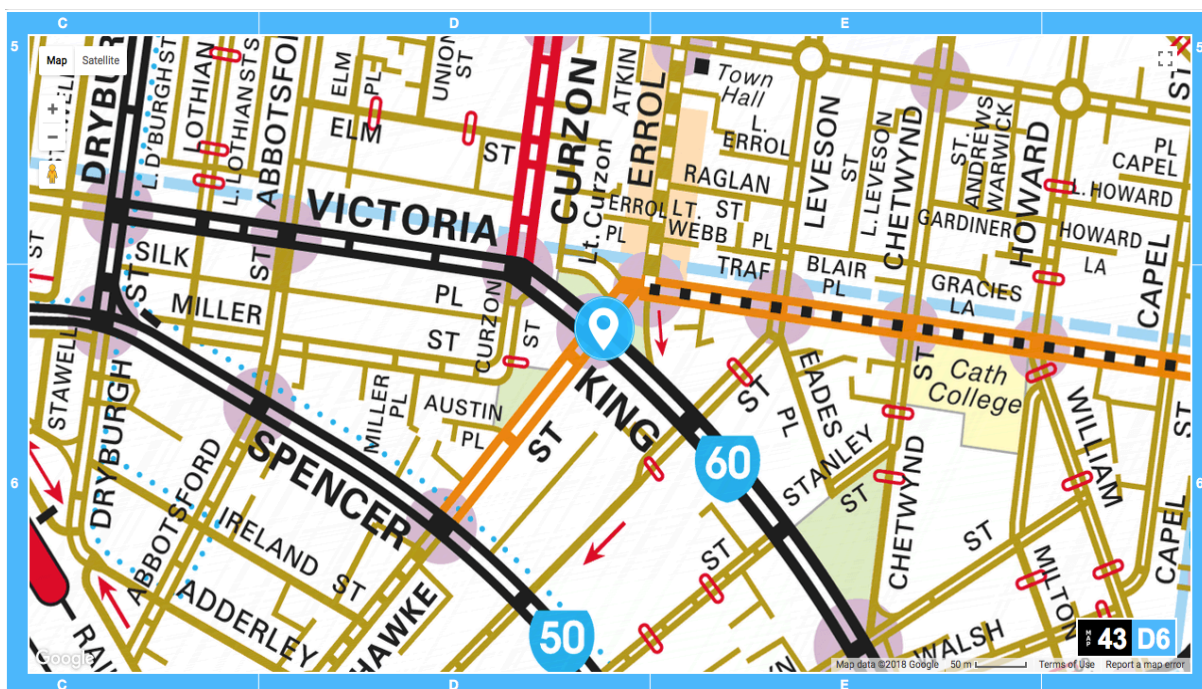
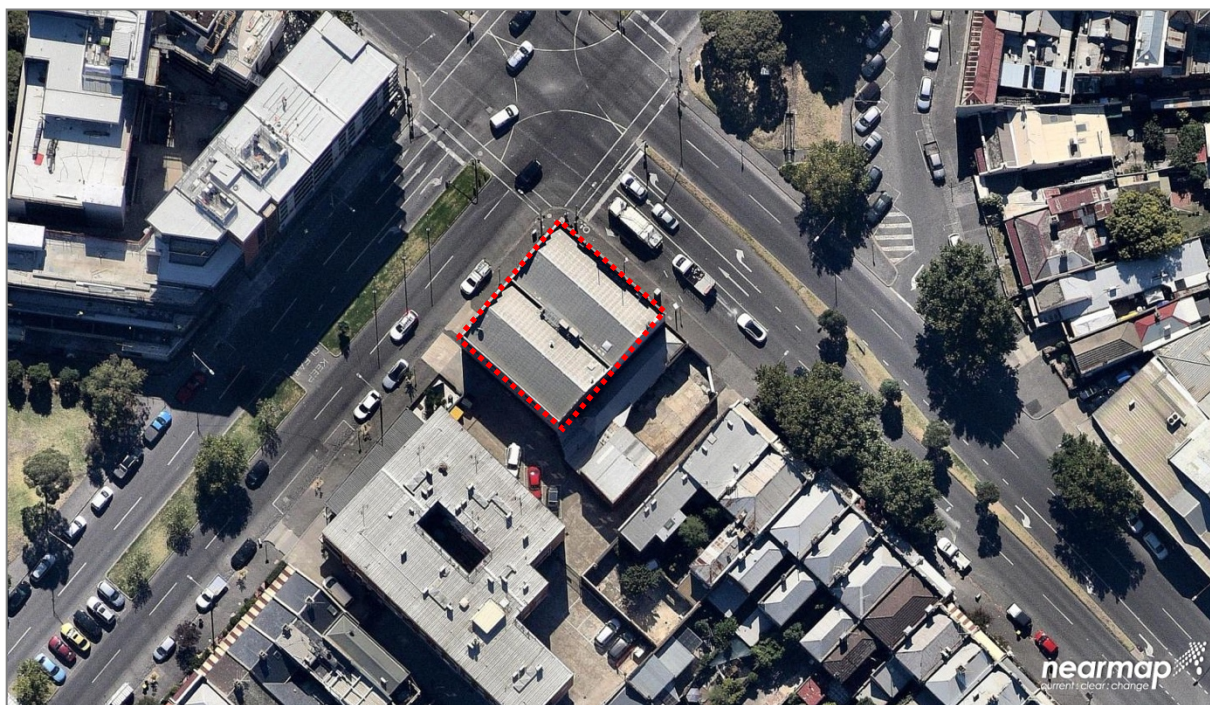


Figure 2. Map of West Melbourne – 613 King Street shown with blue drop pin (retrieved 4 July 2018)

<sup>1</sup> The subject land is addressed as 611-617 King Street on Planning Maps online





**Figure 3.** Aerial Photograph – 613 King Street outlined in red (©nearmap, 4 April 2018)

## 2.2 Context

The subject land is located in a mixed built form and land use context at a major intersection. With the exception of the six-storey apartment development on the opposite side of Hawke Street, and the three-storey c1980s Miami Hotel to the immediate west, building in the vicinity of the subject land is generally one to two-storeys high, is of predominantly Victorian-era construction, and is generally residential terraces or two-storey shop/residences.

Northwest of the subject land on the opposite side of Hawke Street is a six-storey apartment building currently under construction on the site of a former service station. To the northeast of the site on the opposite side of King Street is the small Hawke Street Reserve, and beyond this is the intersection of Victoria and Errol Streets and the start of their Victorian-era commercial highstreets. This built fabric in this part of Victoria and Errol Streets is typified by late nineteenth century two-storey shop residences and corner hotels (such as the Three Crowns Hotel on the southwest corner of Victoria and Errol Streets) with later low-rise (one and two storey) twentieth century office, showroom and warehouse development.

An unnamed laneway is located to the south west of the subject land, which services Miami Hotel. Further west of the hotel is a terrace of four single storey houses and another of eight two storey houses dating from the late nineteenth century. 605-609 King Street, which abuts the subject land to the southeast, is a former farriers and stables which was in the second half of the twentieth century a motor garage. Separated by an unnamed laneway from the former motor garage is a terrace grand two-storey houses dating from the late nineteenth century.



**Figure 3.** Terraced houses on King Street southeast of the subject land



**Figure 4.** Terraced houses on Hawke Street southwest of the subject land (note: the Miami Hotel and 613 King Street in the distance)



**Figure 5.** Hawke Street Reserve looking towards the intersection of Victoria and Errol Streets



**Figure 6.** Former motor garage at 605-609 King Street with Miami Hotel visible behind

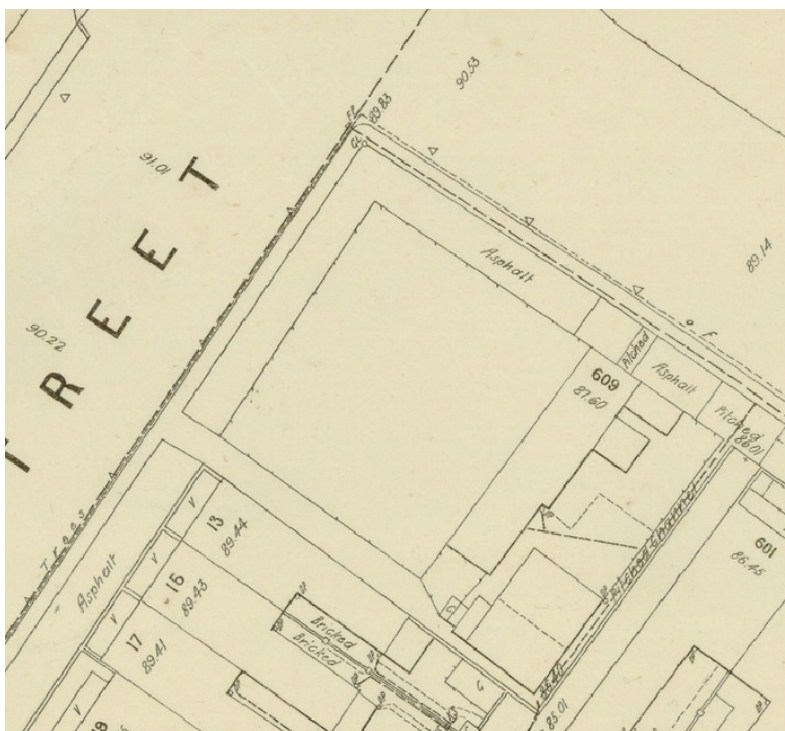
**2.3 History**

Historical research was conducted to both confirm the historical information cited in the Place Citation (Annexure A) prepared for the subject land as part of the West Melbourne Heritage Review and to provide additional information to document the historical development of the subject land.

**2.3.1 Chronology**

Year	Historical information	Source
1895	MMBW Detail Plan dating to 1895 shows the site was vacant at this date.	MMBW Detail Plan No. 730



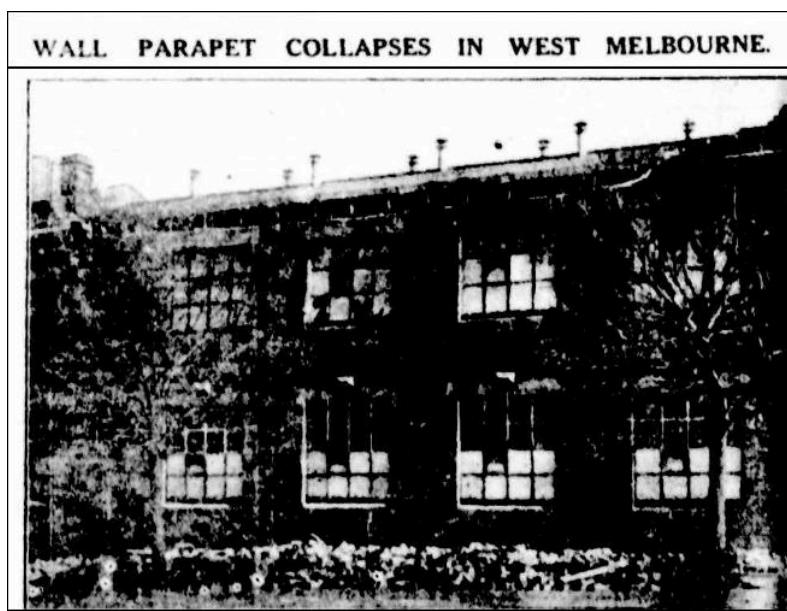


1904 & 1911	<p>The Place Citation cited two Burchett Index records (which identify intentions to build) pertaining to architect James A. Wood. However, the association between the subject land to Wood has not been confirmed as the entries cited do not relate to this site.</p> <p>'77523 Nixon, F - Bond Street Sth. Yarra, Yarra Yarra Rowing Club Melbourne VIC City of Melbourne registration no 9415 [Burchett Index]. Fee 1.1.0 Club boat house at Yarra Bank Wood, James A 1904 08 22'</p> <p>24053 VIC "Keep Cottage" for the Old Colonists Association of Victoria at Nth. Fitzroy, Vic. (Vernon) Urban Conservation Projects Survey of Architectural Drawings Wood, James A 1911'.</p>	Burchett Index, as cited in Miles Lewis' Australian Architectural Index. Cited in Butler 2016.
August 1920	<p>Building permit application lodged with Council:</p> <p>1920 August 2883: Erection of brick factory £2400</p> <p>Ground floor: two compartments, each with stair well, one with laboratory; First floor with stair well, amenities.</p> <p>North elevation: stepped parapet, steel framed square windows multi-pane glazing, regularly arranged, concrete lintols (sic). Chimney on east side over laboratory.</p> <p>West side: two façade bays, each with stepped parapet reflecting internal compartments, steel framed square windows multi-pane glazing, regularly arranged, concrete lintols (sic), corrugated iron clad gabled roof. Timber roof and floor framing. Archways in internal dividing wall.</p>	Building Permit Application, as cited in Butler 2016 (VPRS 11200/P0001/302).
1920	<p>Building constructed.</p> <p><i>The Age</i> reported in 1923 that the building was constructed 'only three years ago'.</p>	<i>The Age</i> , 16 May, p17.
6 May	<p>In May 1923, local newspapers reported that the parapet, '40 feet long by 3 feet high on the east side' and part of the first-floor wall had collapsed</p>	<i>The Age</i> , 16 May 1923,

1923 following strong winds. The article reported that 'the eastern wall of this upper story is cracked from one end to the other, and leaning forwards, and the windows are smashed'. The building was occupied by Marshall's Chemical Co. Pty Ltd, and the top floor used as a store room at this date.

p17; *Argus*, 16 May 1923, p17.

This photo published in the *Age* appears to show the north-east elevation after the collapse of the parapet (extent of damage to the first-floor wall is not apparent).



1925	<p>The Sands and McDougall Directory lists occupants on the site – the building was addressed as Hawke Street and was occupied by two businesses during this period:</p> <p>Occupants:</p> <p>3-5 Marshall's Chmcl Co Pty Ltd, chmcl manuf</p> <p>7-11 The Cellular Clthg Co Ltd, clthg mnfrs</p>	Sands & McDougall Directory, as cited in Butler 2016
1930	<p>Occupants:</p> <p>3-5 Noxo Products Pty Ltd, weed exterminator</p> <p>7-11 The Cellular Clothing Co Ltd, clothing mnfrs</p>	Sands & McDougall Directory, as cited in Butler 2016
1935	<p>Occupants:</p> <p>3-5 Winter, W. F., electn</p> <p>7-11 The Cellular Clothing Co Ltd, clothing mnfrs</p>	Sands & McDougall Directory, as cited in Butler 2016
1938	Aerial photograph from 1938 showing the Hawke Street elevation:	Airspy, SLV, as cited in Butler 2016.



1939	<p>The Place Citation cites an article in <i>The Age</i> that reported on the new building constructed at Milton Street, West Melbourne for the Cellular Clothing Co. Ltd., manufacturers of 'Aertex material and garments', in an article called 'Modern Features of Model Factory'. The article mentions that this new building was an addition to the company's factory at the northern end of William Street.</p> <p>This indicates that the Cellular Clothing Co did not occupy the subject site by this date.</p>	<p><i>The Age</i>, 29 Nov 1939, p9.</p> <p>As cited in Butler 2016</p>
1942	<p>Occupants:</p> <p>1-3 Miller, C. H., Pty Ltd, timber merchts</p> <p>5-11 Hunt, Noel P. &amp; Co Pty Ltd, textile mchnry merchts</p>	<p>Sands &amp; McDougall Directory, as cited in Butler 2016</p>
1963	<p>Figure 7 shows the building in 1963, with the original windows and doors to both elevations. Note the parapet on the north-west elevation on Hawke Street (left hand side) had not been replaced at this date.</p> <p>The building was occupied by Noel P. Hunt &amp; Co. Pty Ltd. and addressed at 11 Hawke Street.</p>	<p>SLV Image No a44211 1963</p>
c.1990s	<p>Exterior remodelling of the building in a Post-Modern style, including rendering of the exterior, and construction of a modern parapet and entry porch on the King Street elevation.</p>	<p>Visual assessment of exterior</p>
2006	<p>Redecoration of the first floor office space</p>	<p>owner</p>
2006	<p>Planning Permit issued for the use of part of the ground floor as an office and associated exterior works including creation of a new entry and signage.</p>	<p>TP-2006-733 19 Dec 2006</p>
2013	<p>Planning Permit issued for the use of part of the ground floor as a convenience shop and associated exterior works including creation of a new entry and signage.</p>	<p>TP-2011-864 9 Jan 2013</p>



**Figure 7.** 613 King Street in 1963 (Source SLV Image No a44211 1963)

## 2.4 Building Description

The subject land comprises a substantial two-storey Interwar-period (1918-1939) commercial building that occupies the lot to three property boundaries. Remaining substantially intact until the mid-1960s the building has since undergone substantial alterations to its exterior form with the exterior having been rendered, window openings enlarged, joinery replaced and new elements (parapet and entry canopy) added. The Post-Modern style of architecture employed for these alterations suggests that they date from the 1990s.

### 2.4.1 Exterior

The building has a pair of gabled-roofs clad with corrugated steel and a corbelled brick chimney (overpainted) on the south-east elevation. The gable ends of the roof facing Hawke Street is concealed by a pair of original stepped pediments decorated with brick modillions supporting the upper coping. The single stepped pediment to King Street is a c.1990s simplified reinterpretation of the Hawke Street pediment in a Post-Modern style. An original cornice moulding runs below the parapet on the Hawke Street elevation, and at the ends of the King Street elevation. The building has a modern render (overpainted) to the two main elevations and the more utilitarian southwest elevation. The plain southeast elevation has no openings and retains its original profile comprising two simple gabled-ends; one half of this elevation is face-brick, the other half overpainted brick.

The building has multiple openings to three elevations. The first-floor windows all retain their original square openings but have modern aluminium glazing and large single panes of glass installed. On the two main elevations, all but one window to the ground floor has been extended down to the ground floor level and all windows have been replaced with modern aluminium glazing and large single panes installed (refer to Figure 7).

All original door openings to the Hawke Street elevation have been removed or altered, including the installation of a modern roller door for vehicle access. As shown in Figure 7 this elevation was originally symmetrical, each with a central door demonstrating that the two halves of the building were, in the past, in separate tenancies. A Post-Modern style cantilevered canopy supported on stylised oversized corbel brackets has been constructed over the King Street entrance.

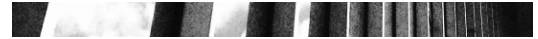




**Figure 8.** The corner building viewed from the north. The Hawke Street elevation (right) retains its original parapets, which reflect the building's original occupation by two separate businesses.



**Figure 9.** The northeast elevation fronting King Street with a modern stepped pediment and modern entry canopy with oversized corbel brackets.



**Figure 10.** The northwest elevation fronting Hawke Street, which was originally composed of two symmetrical elevations each with a central entrance but is no longer evident in the openings to the ground floor.



**Figure 11.** The south-west elevation adjacent to a laneway.





**Figure 12.** The gabled-ends of the south-east elevation and original brick chimney which served to ventilate the laboratory.

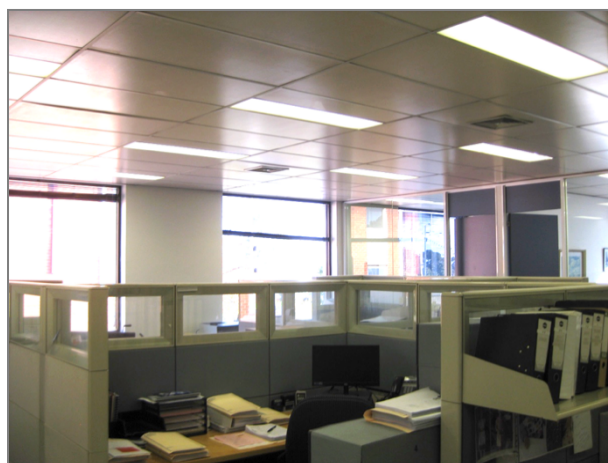
#### 2.4.2 Interior

Although Melbourne Amendment C258 does not propose to introduce internal alteration controls within HO3 or on this property, the interior of the building is discussed briefly for completeness.

The ground floor of the building is used as a library, meeting space, amenities, entry foyer and storage. The first floor has a contemporary office fit out with suspended ceiling.



**Figure 13.** Interior (ground floor storage)



**Figure 14.** Interior (first floor offices)

### 2.4.3 Condition

The building is in good condition and has been well maintained.

## 2.5 Physical Changes to the Building

Following is a summary of the changes evident in the built fabric based on a visual comparison with historical images (refer Section 2.3.1 and Figure 7) and a physical investigation of the site. Although not dated, these changes are assumed to be part of the major exterior remodelling that took place in the 1990s. Unless otherwise stated, the changes listed below are considered to adversely impact on the contribution that 613 King Street makes to HO3.

### 2.5.1 General

- Rendering of the original brick walls in a solid cement render to the northwest (Hawke Street), northeast (King Street) and southwest (laneway) elevations.
- Painting of rendered elevations, chimney and the eastern half of the southeast elevation.
- Recladding of the roof (note: this change has no impact on the heritage values of the building).

### 2.5.2 King Street (northeast) elevation

- Addition of a stepped pediment on the existing parapet of the King Street elevation. This element is a simplified and elongated Post-Modern interpretation of the two Hawke Street pediments.
- Erection of a Post-Modern style entrance canopy supported on overside corbel brackets above the Hawke Street entrance.
- Removal of the steel framed 12-paned windows on the first-floor elevation and replacement with single pane aluminium framed windows.
- Enlargement of the southernmost window on the first floor of the King Street façade.
- Replacement of the entry door with aluminium framed shopfront glazing.
- Dropping of the sills of the three windows to ground floor level and the replacement of the steel framed 16-paned windows on the ground floor elevation with single pane aluminium framed windows.
- Introduction of a new single pane aluminium framed window at the southern end of the elevation.
- Removal of four vent cowls at ground floor level.
- Addition of two flag poles flanking the new pediment.

### 2.5.3 Hawke Street (northwest) elevation

- Removal of the steel framed nine-paned windows on the first-floor elevation and replacement with single pane aluminium framed windows.
- Dropping of the sills of the two windows to ground floor level and replacement of the steel framed 12-paned windows on the ground floor elevation with single pane aluminium framed windows.
- Conversion of the eastern entry door to a single pane aluminium framed window.
- Introduction of a new single pane aluminium framed window towards the middle of the elevation.
- Replacement of one steel framed 12-paned window with glass bricks.
- Modification of the secondary entrance door at the centre of the elevation and the creation of a recessed surround.
- Combining of the western entrance door and window to create a new garage door with steel roller.
- Removal of six vent cowls at ground floor level.
- Removal of flag poles at the apex of each pediment.

#### **2.5.4 Laneway (southwest) Elevation**

Note: historic photos of this elevation have not been located but the changes listed below are based on the changes evident on the street elevation and an analysis of the fabric.

- Removal of the steel framed windows on the first-floor elevation and replacement with single pane aluminium framed windows
- Blocking up of the smaller southern window on the first floor.
- Removal of the steel framed windows on the first-floor elevation and replacement with glass bricks or ventilation grilles.
- Removal of the smaller southern window on the ground floor and replacement with a ventilation grille.

#### **2.5.5 Southeast Elevation**

- Overpainting of the eastern half of the southeast elevation.

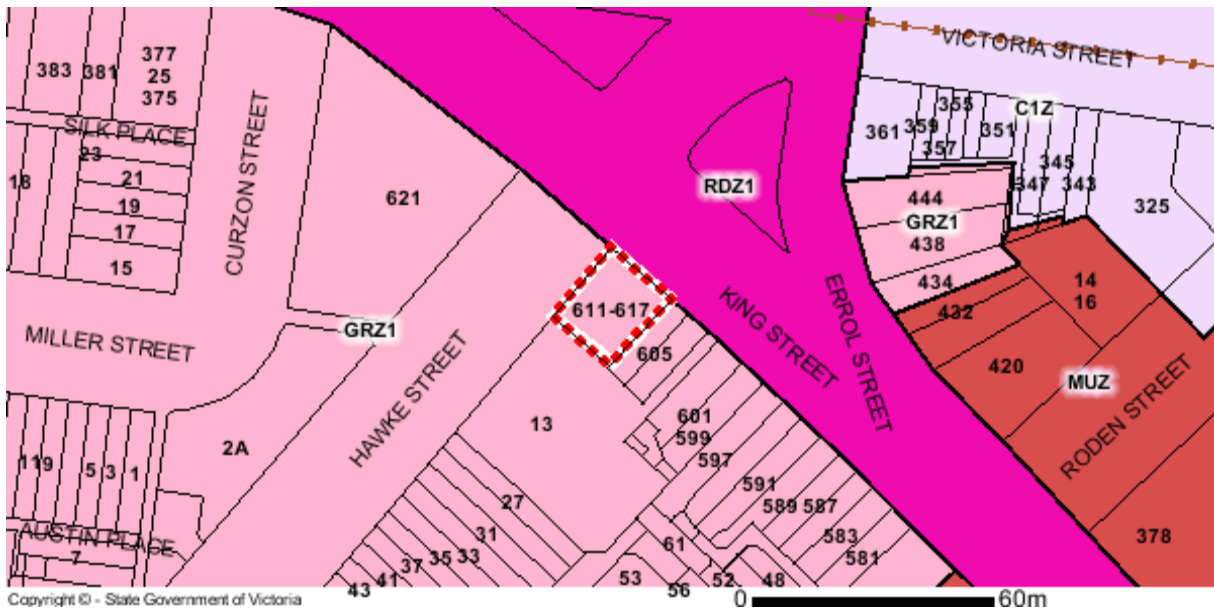
#### **2.5.6 Reversibility of Alterations**

The extensive alterations that have occurred since 1963 (including the changes to the size and shape of ground floor openings, the rendering of the face brickwork and the removal of all original door and window joinery) are not readily reversible. While the first-floor window openings are generally intact and could be reglazed with historically accurate steel framed multi-paned glazing, the majority of the other works undertaken over than past 30 years are not readily reversible and can be considered permanent changes to the building.

### 3. EXISTING PLANNING AND HERITAGE CONTROLS

#### 3.1 Planning Controls

The subject land is located within the General Residential Zone – Schedule 1 and is subject to the Heritage Overlay (HO3 – North and West Melbourne Precinct).



**Figure 15.** Zone Map – 613 King Street outlined in red (Planning Maps Online, retrieved 4 July 2018)

#### 3.2 Heritage Overlay

The subject land is included within HO3, which has ‘external paint controls’ triggered but not ‘internal alteration controls’ or ‘tree controls’. There is currently no Statement of Significance for HO3 incorporated into the Melbourne Planning Scheme for this large – and predominantly residential – heritage precinct.



**Figure 16.** Heritage Overlay Map – 613 King Street outlined in red (Planning Maps Online, retrieved 4 July 2018)



PS Map Ref	Heritage Place	External Paint Controls Apply?	Internal Alteration Controls Apply?	Tree Controls Apply?	Outbuildings or fences which are Not exempt under Clause 43.01-3?	Included on the Victorian Heritage Register under the Heritage Act 2017?	Prohibited uses may be permitted?	Name of Incorporated heritage Plan under Clause 43.01-2	Aboriginal heritage place?
HO3	North and West Melbourne Precinct	Yes	No	No	No	No	No	-	No

**Figure 17.** Extract from the Schedule to the Heritage Overlay (Melbourne Planning Scheme, retrieved 4 July 2018)

The current version of the *Heritage Places Inventory* (June 2016) that is incorporated in the Melbourne Planning Scheme grades buildings within the Heritage Overlay on a 'A' through 'E' scale and streetscapes as '1', '2' or '3'. The current version of the inventory does not grade the subject land and does not apply a streetscape grading to it. Thus, the subject land is currently un-graded and can be currently be considered 'non-contributory' with the context of HO3.

## 4. HERITAGE REVIEWS AFFECTING THE SUBJECT LAND & AMENDMENT C258

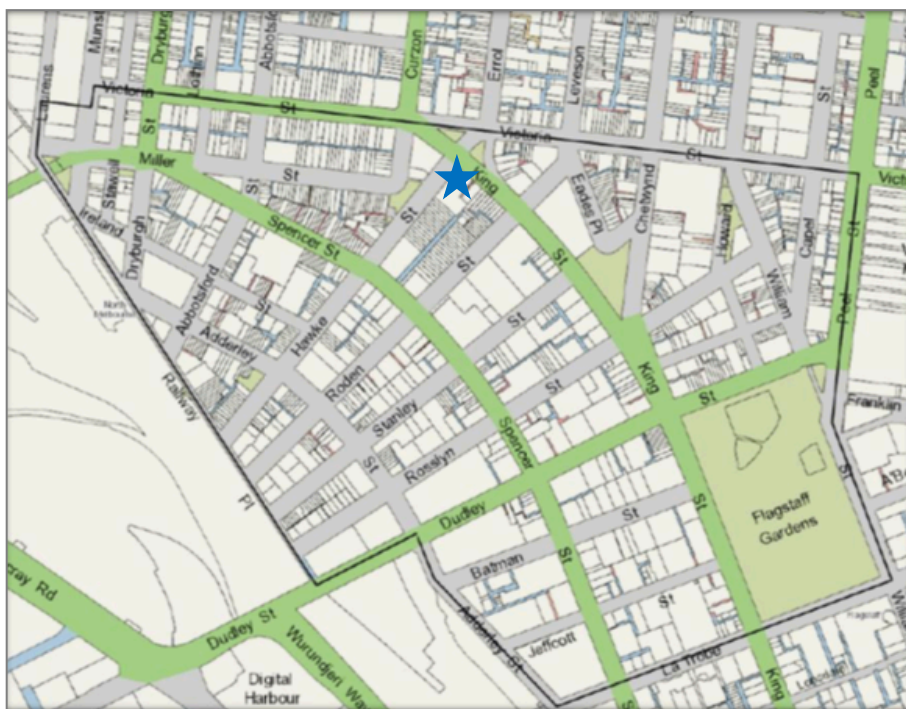
### 4.1 North and West Melbourne Character Study - 1983

Architectural historian, Graeme Butler undertook the *North and West Melbourne Character Study* in 1983 (the 1983 study) for the Melbourne City Council, the Victorian Minister of Planning and the Environment, and the Australian Heritage Commission. The study area included the subject land. While this study considered factory buildings, amongst other building types, it did not attribute architectural or historical significance to 613 King Street nor apply a heritage grading to the subject land.

### 4.2 West Melbourne Heritage Review - 2016

#### 4.2.1 Background

In 2015 the City of Melbourne commissioned Graeme Butler & Associates to undertake the West Melbourne Heritage Review. This review, completed in 2016, included heritage assessments of existing and potential heritage places in the West Melbourne Structure Plan area (refer Figure 18). It included places identified in the 1983 study and other reviews carried out in the broader West Melbourne area by Allom Lovell & Associates in 2000 and Meredith Gould Architects in 2003. The West Melbourne Heritage Review examined these previous studies and made recommendations in respect of potential inclusion in the Heritage Overlay of the Melbourne Planning Scheme on the basis of local heritage significance.



**Figure 18.** Extent of the West Melbourne Structure Plan project area (reproduced from the Butler Review). The location of the subject is identified with a blue star.

The West Melbourne Heritage Review uses the nationally recognised (HERCON) heritage criteria identified in PPN1 and applies the threshold of 'Local Significance' for inclusion on the Heritage Overlay. The review defines the geographic 'locality' as "all or part of the West Melbourne project area", which leaves the definition of local some unclear in this case.

#### 4.2.2 613 King Street, West Melbourne

The West Melbourne Heritage Review recommends that the 'Cellular Clothing Company Ltd Works' at 613 King Street be upgraded from un-graded to 'D' graded within HO3 on the basis of its historical value to the precinct (the Place Citation is provided as Annexure A).

Clause 22.05 of the Melbourne Planning Scheme currently defines a 'D' grading as follows:

*'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.*

The West Melbourne Heritage Review further proposes that the subject land be classified as Streetscape Level 2. Clause 22.05 of the Melbourne Planning Scheme defines a 'Level 2' Streetscape as follows:

*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.*

Name	Address	Existing Grading (A-E)	Proposed Grading (A-D)	Existing Streetscape Level (1-3)	Proposed Streetscape Level (1-3)	Heritage Overlay	Proposed for new Heritage Overlay?	Contributory to precinct?	Significant	Recommendations	
Cellular Clothing Company Ltd. works	King Street	613	-	D	-	2	HO3	No	Yes	No	Revise Heritage Places Inventory July 2015.

**Figure 19.** Extract of the Recommendation Summary All Surveyed Places from the West Melbourne Heritage Review showing the recommendation for the subject land

#### 4.2.3 Comparative analysis

No reference to the subject land is provided within Appendix 7: Comparative Analysis of the West Melbourne Heritage Review as the lists of places by type and use (in this case Factory Buildings) are limited to those identified as being 'individual significant'.




**Table 1.** Comparative Examples provided in the West Melbourne Heritage Review for Factories

TYPE OR USE	ADDRESS	DATE
Australian Biscuit Company Ltd stores	ROSSLYN STREET 300	1889
Moreland Smelting Works factory	DUDLEY STREET 27-31	1900
Connibere, Grieve & Connibere hat factory and showroom	HOWARD STREET 3-11	1906
Clayton-Joel & Company factory	JEFFCOTT STREET 17	1912-
Fitchett Bros. Pty Ltd. Factory	STANLEY STREET 240-250	1920, 1928
Widdis Diamond Dry Cells Co, Pty Ltd.	HAWKE STREET 117-125	1922
Britannia Tie Company p/L factory	MILLER STREET 60-80	1922
Tame & Company factory	KING STREET 511	1925-1926
J. Gadsden Pty Ltd	ABBOTSFORD STREET 17-37	1926
Widdis Diamond Dry Cells Co, Pty Ltd., later Hygiene Baby Carriages Pty Ltd pram manufacturers	HAWKE STREET 109-111	1926
Doyle's factory, later Plywood & Trading Co Pty Ltd, later Fernshaws Pty Ltd	STANLEY STREET 138-140	1927
Sands & McDougall Pty Ltd box factory	BATMAN STREET 83-113	1927-8, 1937-1940
Symington, R.H. & W.H. & Company (Aust) P/L, Liberty Corsets factory, now part Norwellan House	CHETWYND STREET 44	1930-2, 2003
Brown's factory, later Preston Motors Pty Ltd	SPENCER STREET 445	1935






Symington, R& WH & Co. (Aust) P/L offices and factory	ROSSLYN STREET	22-40	1936
Brown's factory also Commonwealth Steel Company	STANLEY STREET	154	1938
W. O'Donnell Engineer factory, part 33-47 Batman Street	BATMAN STREET	33-43	1940-1
Dixon & Co. cordial factory, later Felton Grimwade & Duerdins P/L chemical laboratory, factory & store complex	ROSSLYN STREET	109-133	1942, 1915, 1887
Felton Grimwade & Duerdins P/L factory, later Lyell- Owen Pty. Ltd., Creffields	ROSSLYN STREET	101-107	1944

Approximately 70 properties within the West Melbourne Heritage Review study area are identified as being factory (or former factory) buildings dating from the Inter-war period (1918-1939). Of these ten are assessed in the review as being ungraded (or not contributory). These are described briefly below for comparative purposes with the building at 613 King Street:

**Table 2.** Inter-war Period Factory Buildings Graded as Non-Contributory in the West Melbourne Heritage Review (photographs from the West Melbourne Heritage Review unless otherwise stated)

Name	Address	Date	Photo	Comment
Factory (former)	4 Dudley Street	1919-1945		This building has undergone a similar Post-Modern redesign with altered window openings similar to 613 King Street.
Kellogg Aust. Pty Ltd (former)	33-35 Dudley Street	1935-38	 ©Google, July 2014	This building appears to have higher integrity and is less altered than 613 King Street.
Proud Bros. Pty Ltd Foundry later Flagstaff City Inn	45-55 Dudley Street	1930-99	 ©Google, July 2014	This foundry was converted to a motel in 1978 with additions in 1981 and alterations in 1999.  Like 613 King Street the building has been rendered, had openings altered or added with new aluminum joinery, and Post-Modern detailing added.



Possible link to Ruskin motor works	95 Dudley Street	1930-40?		Alterations include overpainting and closing up of openings
Possible link to Ruskin motor works	97-99 Dudley Street	1930-40?		Described in the West Melbourne Heritage Review as a “Moderne style Interwar, bricks painted over, reducing integrity - otherwise well-preserved”. Appears to be more intact and of higher integrity than 613 King Street.
Former industrial building	22-28 Franklin Place	Interwar-2001?		Described in the West Melbourne Heritage Review as a “Recently recycled Interwar industrial building , relates to other Interwar factories, warehouses nearby but low integrity to original.”
Spencer, Jeffcott Motor and Engineering Works, motor engineers	350 Spencer Street	1930-35?	 © Google, Nov 2017	Described in the West Melbourne Heritage Review as a “Part reclad, Interwar, much altered, reducing integrity.”
Woolworth’s (Victoria) Ltd	561 Spencer Street	1935-40?		Described in the West Melbourne Heritage Review as a “Moderne style Interwar warehouse at corner, part reclad”. Integrity to its original form and appearance appears higher than 613 King Street.

Former factory?	124-128 Stanley Street	1919-45		Refaced to Stanley Street in a manner similar to 613 King Street albeit without applied architectural detail.
Doyle's factory, later Fernshaws Pty. Ltd., manufacturing chemists	142-144 Stanley Street	1927		Once part of a factory pair with 138-140 Stanley Street but since altered. Has undergone a similar range of changes as 613 King Street.

### 4.3 City of Melbourne Heritage Review - 2015

#### 4.3.1 Background

Lovell Chen Pty Ltd conducted a heritage review of precincts located in the municipality as part of the 'City of Melbourne Heritage Review: Local Heritage Policies and Precinct Statements of Significance' (December 2015). The Lovell Chen Review assessed and updated existing local heritage policies at Clauses 22.04 and 22.05 and prepared precinct histories, descriptions and statements of significance for six precincts outside the Capital City Zone, including for HO3.

The existing Heritage Places Inventory (June 2016) used a letter grading system that was inconsistent with the guidance contained in PPN1. As part of the Lovell Chen Review a process of converting the existing letter ('A' through 'E') gradings for buildings to a 'Significant', 'Contributory' and 'Non-contributory' was undertaken. This led to the preparation of the Heritage Places Inventory 2017 (as corrected for re-exhibition, November 2017).

Note: the methodology for the West Melbourne Heritage Review identifies properties graded 'A', 'B' and 'C' as being 'significant' heritage places and 'D' graded buildings as 'contributory' within a precinct.

#### 4.3.2 Statement of Significance for HO3

The statement of significance for HO3 states that the North and West Melbourne Precinct is of historical, social and aesthetic/architectural significance to the City of Melbourne. The precinct citation is included in full as Annexure B.

The citation states that the:

*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).*

The key attributes for the precinct include the following (as related to the subject land):

- *Typically low scale character, of one and two-storeys, with some larger three-storey buildings.*
- *Streets which display historic mixed uses including residential, commercial, manufacturing and industrial uses; with scattered historic shops and corner hotels in residential streets.*
- *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.*

#### **4.3.3 Heritage Places Inventory 2017**

The Lovell Chen Review also reviewed existing gradings, including those of buildings identified within the West Melbourne Heritage Review, and applies the 'individually significant', 'contributory' and 'non-contributory' designations to the existing 'A' through 'E' gradings.

The version of the Heritage Places Inventory included within the amendment documentation for C258 (corrected for re-exhibition, November 2017) identifies 613 King Street as 'contributory' but does not identify the streetscape as 'significant'. The methodology of the Lovell Chen Review suggests that this grading has been established by a translation of the 'D' grading within the West Melbourne Heritage Review and is not based on a separate independent assessment of the heritage significance of the subject land.

The Heritage Places Inventory 2017 includes the following definition for a 'contributory' 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.*

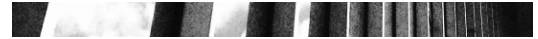
#### **4.4 Melbourne Planning Scheme Amendment C258**

Melbourne Planning Scheme Amendment C258 seeks to implement the recommendations of the Lovell Chen Review and the West Melbourne Heritage Review. It proposes to amend the content of the two local heritage policies, Clause 22.04 (Heritage Places within the Capital City Zone) and Clause 22.05 (Heritage Places Outside the Capital City Zone) and to modify the Schedule to the Heritage Overlay and associated planning scheme maps (5HO, 7HO and 8HO) to introduce Heritage Overlay controls to 20 new heritage places in West Melbourne. It also proposes to revise the descriptions of five existing heritage places in West Melbourne.

The amendment seeks to replace the existing Incorporated Document: 'Heritage Places Inventory June 2016' which grades heritage places using the 'A' to 'E' heritage grading system, with 'Melbourne Planning Scheme, Heritage Places Inventory 2017' which grades all heritage places 'Significant', 'Contributory' or 'Non-Contributory'.

In addition, C258 amends the Schedule to Clause 81.01 (Incorporated Documents) to introduce two new Incorporated Documents:

- 'Melbourne Planning Scheme Amendment C258: Heritage Precinct Statements of Significance 2017' which comprises the statements of significance currently included within Clause 22.04 (Heritage



Places Within the Capital City Zone) and additional statements of significance for the six largest existing heritage precincts outside the Capital City Zone.

- 'West Melbourne Heritage Review 2016: Statements of Significance'.

## 5. ANALYSIS OF AMENDMENT C258

Following is an analysis of C258 in the context of the subject land. Specifically, the analysis considers:

- the intactness and integrity of the former factory building at 613 King Street
- the Place Citation for 613 King Street within the West Melbourne Heritage Review
- the Statement of Significance for HO3
- the definition of 'contributory' within Clause 22.05 – Heritage Places Outside the Capital City Zone

### 5.1 Intactness and Integrity

While the exterior volume and overall form of the original 1920s warehouse-style building remains legible, the materiality, fenestration, decorative elements and finishes have dramatically changed the character of the building. Although the building is in good condition and retains its basic two-storey parapeted form, it demonstrates a low level of integrity due to the extensive alterations that have been made over the past 30 years.

Although constructed as a brick warehouse-style building for manufacturing and industrial purposes, the external alterations that have occurred since the 1963 mean that these uses are not evident in the fabric or exterior form of the building as it presents to the public realm today and cannot be readily understood. The substantial amount of change to the exterior of the building means that it no longer illustrates the principle characteristics of a former factory or commercial building that contributes to HO3.

In my view the changes, especially the painted render finish, aluminium joinery in enlarged openings and Post-Modern detailing - including the pediment and entry canopy to King Street - give the building an appearance that is more consistent with a late twentieth century precast concrete commercial building than an interwar factory. It is therefore my opinion that the heritage integrity of the building has been so compromised that the values it once demonstrated are no longer legible and it does not make a positive contribution to HO3.

### 5.2 West Melbourne Heritage Review - Place Citation

The 'Survey Notes' within the Place Citation prepared for this property states:

*Corner site to Hawke Street adding prominence, major building but refaced, openings changed and part bricks painted over, reducing integrity. distinctive Interwar parapet form; chimneys in side wall.*

This short and perfunctory description fails to recognise the myriad of changes that have been made to the property and misrepresents the nature of the exterior (a painted cement render over three elevations) by describing it a 'part bricks painted over'.

While the review asserts a 'D' (contributory) grading due to the property's historical value, the Place Citation gives no rationale for this recommendation beyond a chronological description of the history of the subject land and no assessment against the heritage criteria included within PPN1 is provided. In my view the Place Citation does not adequately demonstrate the asserted significance of the subject land and does not justify the re-grading of a previously un-graded building.

The current version of Clause 22.05 within the Melbourne Planning Scheme defines the 'D' grading as:

*'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.*

It is my view that the exterior form of the building at 613 King Street has been so heavily altered that it cannot be considered 'reasonably intact'. Additionally, the building does not "...stand within a group of similar period, style or type..." of buildings, surrounded as it is by Victorian-era houses, a much-altered farriers and stables (most recently used as a motor garage) and a late twentieth century hotel. When viewed as a collection, 613 King Street and its neighbouring buildings are not of similar period, style or type.

It is therefore my opinion that the subject land does not satisfy the definition of a 'D' graded building and is more appropriately considered ungraded within HO3.

I have not considered the West Melbourne Heritage Review's assessment of the 'Level 2' streetscape grading on the basis that this has not been translated into the Heritage Places Inventory 2017 as a 'Significant' streetscape.

It is my view the Place Citation within the West Melbourne Heritage Review be amended to:

1. change the 'Proposed Grading' to read '–'
2. change the 'Proposed Streetscape Level' to read '–'
3. remove the tickbox asserting 'Historical value'
4. remove the tickbox asserting 'Contributory to the precinct'
5. select the tickbox 'Not significant or contributory'.

In addition, it is my opinion that the description provided under the heading 'Survey Notes' be amended to read:

613 Hawke Street, West Melbourne is a former factory building located at the prominent corner with Hawke Street. Dating from 1920 the building has been significantly altered over time including the application of render, changes to fenestration, the addition of aluminium glazing, remodelling of the King Street elevation with Post-Modern architecture detailing dating from the 1990s.

### 5.3 Draft Statement of Significance (Lovell Chen Review)

HO3 is large and contains a wide variety of building uses, types, periods and styles. The subject land is not specifically addressed in the draft Statement of Significance. The areas of the draft Statement of Significance that bear some relationship to the subject land are as follows (emphasis added in bold):

- **Typically low scale character, of one and two-storeys, with some larger three-storey buildings.**
- **Streets which display historic mixed uses including residential, commercial, manufacturing and industrial uses; with scattered historic shops and corner hotels in residential streets.**
- **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.**

The building on the subject land has been so heavily altered and is of such reduced integrity that it cannot be readily understood as a former factory building dating from the Interwar period. Therefore, it is my view that the building on the subject land does not communicate the values identified in the draft Statement of Significance or enable these to be transmitted to future generations.

### 5.4 Proposed definition of 'Contributory' with Clause 22.05

The definition of a 'contributory' place, as proposed in Clause 22.05, is:

*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.*

In my opinion, due to the extensive alterations, the building cannot be considered 'a representative example of a place type, period or style', and the substantial change to the appearance of the building means that it does not combine 'with other visually or stylistically related places to demonstrate the historic development of a heritage precinct'. There is no evidence that the building is particularly valued by the community.

It is my opinion that the visible changes have diminished the heritage integrity of the building to the point that it does not contribute to the precinct. The subject land therefore meets the definition of 'non-contributory' proposed in the amended version of Clause 22.05:

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

In my opinion, the proposed Heritage Places Inventory 2017 entry for 613 King Street, West Melbourne should be removed from the Inventory to recognise its 'non-contributory' status.

## 6. Council Response to the Submission in relation to 613 King Street

Goldsmith Lawyers on behalf of 613 King Street Pty Ltd and Trevor Nominees Pty Ltd made a submission to Melbourne Amendment C258 on 6 April 2017 (Annexure C). The following response was provided to the Future Melbourne Committee of Melbourne City Council at its meeting of 20 February 2018:

*This property has been assessed in the WMHR2016 [West Melbourne Heritage Review 2016] to be D graded (under the current grading system) and contributory to the HO3 precinct (under the proposed grading system). The WMHR Consultant has reviewed the assessment of this property in light of this submission and has concluded that there should be no change to the West Melbourne Heritage Review assessment of this place as contributory to the North and West Melbourne Precinct Heritage Overlay (HO3).*

*It is also considered that any proposed development options can be dealt with at the planning application stage where heritage issues can also be taken into account.*

The Future Melbourne Committee accepted the officer recommendation that no change be made to the Amendment C258 documents and that the submission be referred to Panel.

While my evidence provides my opinion in relation to the assessment of 613 King Street, I note my concerns with the statement ‘that any proposed development options can be dealt with at the planning application stage where heritage issues can also be taken into account’. It should be noted that the Goldsmiths Lawyers submission does not suggest a development proposal and confines itself to the appropriateness of the ‘contributory’ grading only.

As has been made clear through numerous Planning Panel reports, the significance of the property should be the primary consideration in any planning scheme amendment which alters the heritage controls affecting the property. It is important that the correct decision be taken at the point of amendment to avoid unnecessary argument in relation to future development applications.

As noted by the Panel for Stonnington C270 (at p16):

*The importance of “getting it right” at the Amendment stage when the HO (and citation) are considered was emphasised in several submissions because it is in this process, rather than at the permit stage, that the nature of the significance of the place is established and recognised in the planning scheme. For example, Mr Belmar referred to 52 Fitzroy Street PL v Port Phillip CC [1999] where the Tribunal observed: ... the heritage significance of the building has largely been determined by the planning scheme amendment process and while there can remain debate about the particular significance of the building...the Tribunal would need be cautious about finding that the particular building is of no significance, given it is not the planning authority.*

It is appropriate that the heritage significance of the subject land should be clarified now as this is the appropriate forum for that consideration.



## **7. Declaration**

I have made all the inquiries that I believe are desirable and appropriate and no matters of significance which I regard as relevant have to my knowledge been withheld from the Panel.



**Jim Gard'ner**

**Director, GJM Heritage**

**ANNEXURE A: Citation for 'Cellular Clothing Company Ltd Works', 613  
King Street, West Melbourne**

## SURVEYED PLACES

King Street	613	Cellular Clothing Company Ltd. works
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## Survey Notes:

Corner site to Hawke Street adding prominence, major building but refaced, openings changed and part bricks painted over, reducing integrity. distinctive Interwar parapet form; chimneys in side wall.

## What is the heritage grading (A-D, 1-3) of the place (if any)?

Existing grading: - Proposed Grading: D

Existing Streetscape Level: - Proposed Streetscape Level: 2

## What date or era does the place express (if any)?

Creation date (if available)? 1920

Creation era? ☐ Early Victorian-era  
☐ Victorian-era ☒ Interwar  
☐ Edwardian-era ☐ Post WW2

## What are the heritage values of the place (if any)?

☐ Aesthetic value ☒ Historical value  
☐ Scientific value ☐ Social value  
☐ Not assessed for heritage values

## Is the place in a Heritage Overlay?

HO3 North & West Melbourne Precinct

☒ Contributory to precinct ☐ Not significant or contributory  
☐ Significant individually ☐ Proposed for a Heritage Overlay

## What are the historic themes represented by the place?

5.5 Building a manufacturing industry

## Recommendations (if any)

Revise Heritage Places Inventory July 2015.

## References (if any):

i-Heritage, Heritage Places Inventory June 2015, Hermes  
 No listing.

## MMBW

DP730 1895 shows fenced vacant land

## Lewis, M. Australian Architecture Index:

'77523 Nixon, F - Bond Street Sth. Yarra, Yarra Yarra Rowing Club Melbourne VIC City of Melbourne registration no 9415 [Burchett Index]. Fee 1.1.0 Club boat house at Yarra Bank Wood, James A 1904 08 22 24053 VIC "Keep Cottage" for the Old Colonists

Association of Victoria at Nth. Fitzroy, Vic. (Vernon) Urban Conservation Projects Survey of Architectural Drawings Wood, James A 1911'

## State Library of Victoria

Picture Collection: Airspy 1938 view shows two two-storey gabled wings united façade similar to existing

## City of Melbourne online maps

'Two storey brick building built 1920's. Refurbished 2009.'

## Building Permit Application

1920 August 2883

Erection of brick factory £2400 VPRS 11200/P0001/302  
 Ground floor: two compartments, each with stair well, one with laboratory; First floor with stair well, amenities. North elevation: stepped parapet, steel framed square windows multi-pane glazing, regularly arranged, concrete lintols. Chimney on east side over laboratory. West side: two façade bays, each with stepped parapet reflecting internal compartments, steel framed square windows multi-pane glazing, regularly arranged, concrete lintols, corrugated iron clad gabled roof. Timber roof and floor framing. Archways in internal dividing wall.

## Newspapers:

'The Age' (Melbourne, Vic. : 1854 - 1954) Wednesday 29 November 1939

'Modern Features of Model Factory

WONDERS OF INDUSTRIAL ARCHITECTURE...'

'Art, science and industry adroitly combined are giving to Melbourne many attractive Industrial buildings. Typical of these handsome modern structures is the new factory which has been built in Milton-street, West Melbourne, for the Cellular Clothing Company Ltd., manufacturers of Aertex under wear, as an addition to the company's factory at the northern end of William-street.

## Sands &amp; McDougall Directory of Victoria

1942

Hawke -St South side

King st

1-3 Miller, C. H., Pty Ltd, timber merchts

5-11 Hunt, Noel P. & Co Pty Ltd, textile mchnry merchts

1935

King st

3-5 Winter, W. F., electn

7-11 The Cellular Clothing Co Ltd, clothing mnfrs

13 Parker, Mrs Ruth

15 Ring, Alfrd.

17 Dalton, Mrs Mary

1930

King st

3-5 Noxo Products Pty Ltd, weed exterminator

7-11 The Cellular Clothing Co Ltd, clothing mnfrs

13 Parker, Mrs Ruth

15 Jacobson, Mrs Eliza

17 Flats

1925

Off 365 Victoria st

King st

3-5 Marshall's Chmcl Co Pty Ltd, chmcl manuf

7-11 The Cellular Clthg Co Ltd, clthg mnfrs

13 O'Rourke, Michl

## **ANNEXURE B: proposed Statement of Significance for HO3 – North and West Melbourne Precinct**



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.

### 3.0 HO3 – North and West Melbourne Precinct

INCORPORATED DOCUMENT – CLAUSE 81 SCHEDULE

### 3.1 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>60</sup> In 1849, a site was chosen for the Benevolent Asylum, on 'the summit of the hill overlooking the junction of the Moonee Ponds with the Salt Water swamp'. It was 'the most magnificent that could be well imagined peculiarly eligible for a public building'.<sup>61</sup> The foundation stone was laid in June 1850, and the asylum opened in 1851.<sup>62</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>63</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>64</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>65</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>66</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>67</sup> In January 1855, North Melbourne was proclaimed as the Hotham ward of the City of Melbourne, after Lieutenant Governor Sir Charles Hotham.<sup>68</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>69</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>70</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>71</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>72</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>73</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>74</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>75</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>76</sup> Likewise, residents of the south end of Chetwynd Street included a carrier, engine driver, traveller, barman, lithographer, boilermaker and a blacksmith.<sup>77</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>78</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>79</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>80</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>81</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>82</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>83</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>84</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>85</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>86</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.

## 3.2 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>87</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.

### **3.2.1 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.

### **3.2.2 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.

### **3.2.3 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.

## **3.3 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 pitches 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.

## 4.0 HO4 – Parkville Precinct

### 4.1 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>88</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>89</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>90</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>91</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

MMBW 160':1" plan no. 27, Lovell Chen collection.

See Victorian Heritage Register citation for Yarra Park (VHR 2251).

John Patrick Pty Ltd and Lovell Chen, *Fitzroy Gardens Conservation Management Plan, Volume 1: Main Report*, Final Draft, October 2008, p. 13.

City of Melbourne Heritage Precincts Project (draft), Meredith Gould Architects 2004, p. 22.

John Patrick Pty Ltd and Bryce Raworth Pty Ltd, *Yarra Park, Melbourne: Conservation Analysis*, 2001, p. 6.

*Argus*, 26 November 1924, p. 12.

*Age*, 16 May 1925, p. 16.

See Victorian Heritage Register citation for Old Men's Shelter (VHR H0945).

MMBW detail plan no. 1033 & 1034, 1898, held at State Library of Victoria.

City of Melbourne Heritage Precincts Project (draft), Meredith Gould Architects 2004, p. 21.

'Agnes' and 'Charles' were La Trobe family names.

See Victorian Heritage Register citation for Fitzroy Gardens (VHR H1834).

Plan of North Melbourne, South Melbourne, c. 1846, held at State Library of Victoria.

*Argus*, 6 September 1849, p. 2.

Mary Kehoe, *The Melbourne Benevolent Asylum: Hotham's Premier Building*, Hotham History Project, 1998, p. 13.

'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.

City of Melbourne Heritage Precincts Project (draft), Meredith Gould Architects 2004, p. 31.

Guy Murphy, *At Home on Hotham Hill: A portrait of a nineteenth century entrepreneur*, Hotham History Project, North Melbourne, 2004, p. 32.

Parish of Jika Jika, plan no. M314 (3), Central Plan Office, Land Victoria and *Argus*, 8 March 1853, p. 3.

Map of Melbourne and its extension', compiled by William Green, 1852, held at State Library of Victoria.

Bill Hannan, *Pride of Hotham: A tale of North Melbourne and a red-headed architect*, Hotham History Project, North Melbourne, 2006, p. 17.

'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.

Winsome Roberts, *Molesworth Street: A North Melbourne neighbourhood, 1840-1905*, Hotham History Project, North Melbourne, 2002, p.17.

*Sands & Kenny* directory, 1857.

*Sands & Kenny* directory, 1857.

Bill Hannan, *Pride of Hotham: A tale of North Melbourne and a red-headed architect*, Hotham History Project, North Melbourne, 2006, p. 19.

Agency VA 3153 North Melbourne, agency description, Public Record Office Victoria.

Overview provided by L Siska, submission, 10 February 2016.

City of North Melbourne rate books, Middle Ward, rate nos 1976-1988, 1890, VPRS 5707/P3, Public Record Office Victoria.

City of North Melbourne rate books, Eastern Ward, rate nos 656-673, 1890, VPRS 5707/P3, Public Record Office Victoria.

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.

MMBW detail plans nos 759, 760 and 762, 1896, held at State Library of Victoria.

City of Melbourne Heritage Precincts Project (draft), Meredith Gould Architects 2004, p. 32.

*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.

*Argus*, 20 May 1859, p. 5, 10 January 1880, p. 5; *North Melbourne Courier and West Melbourne Advertiser*, 14 July 1905, p.2; *North Melbourne Advertiser*, 23 June 1876, p. 2, 15 December 1888, p. 3; *Age*, 2 October 1916, p. 9.

'History', North Melbourne Football Club, [www.nmfc.com.au](http://www.nmfc.com.au), accessed 26 March 2015.

Agency VA 3153 North Melbourne, agency description, Public Record Office Victoria.

City of Melbourne Heritage Precincts Project (draft), Meredith Gould Architects 2004, p. 33.

Overview provided by L Siska, submission, 10 February 2016.

It has been noted that there were some 80 hotels in North Melbourne, and some 40 in West Melbourne, in the nineteenth century. Information provided by Mary Kehoe.

**ANNEXURE C: Submission in relation to 613 King Street, West Melbourne by Goldsmiths Lawyers dated 6 April 2017.**

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- Lease
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- Business - sales & purchases
- Dispute Resolution
- Trusts & Companies
- Trademarks & Names
- Franchising
- Employment
- Wills & Estate Planning
- Probate
- Debt Recovery
- Corporate Governance
- Family Law
- Criminal Law

06 April 2017

Team Leader- Planning Policy  
City of Melbourne  
PO Box 1603  
MELBOURNE VIC 3001

**By Post and Email:**

[planningpolicy@melbourne.vic.gov.au](mailto:planningpolicy@melbourne.vic.gov.au)

Dear Councillors,

**Re: Melbourne Planning Scheme Amendments C258  
Submission in relation to 613 King Street, West Melbourne**

We act on behalf of 613 King Street Pty Ltd and Trevor Nominees Pty Ltd both of 613 King Street, West Melbourne being the owners of the property at 613 King Street, West Melbourne and refer to the above matter.

We understand this property is proposed to be affected by the Planning Scheme Amendment C258 to the Melbourne Planning Scheme and on behalf of our clients would make the following submission.

**Submissions regarding appropriateness of Contributory Grading**

Our clients view is that the building is now significantly different from the original interwar warehouse building constructed on the site to the extent it no longer has any heritage value.

The site at 613 King Street, West Melbourne is currently an ungraded and non-contributory two storey office building that is occupied by Goldsmiths Barristers & Solicitors.

Under Amendment C258 it is proposed to apply a Contributory grading.

Below are two images of the site, the left image being a black and white photo from the sites early history and the colour image being a photo of the site as it exists today.







In our client's submission, whilst the 'form' of the building is similar, the differences between the original building and its current presentation are striking, and in a practical sense largely irreversible.

The changes to the building include the following:

1. Addition of a parapet on the King Street frontage.
2. Creation of an entrance and canopy on the King Street frontage.
3. Whereas the original building has 3 ground floor windows fronting King Street. Currently there are 4 large windows in altered locations and of different size.
4. Whereas the original building had 5 windows and an entrance on the ground floor fronting Hawke Street, currently there are 4 large windows, 1 smaller window, a doorway and a garage door. The position and configuration has significantly changed.
5. In the original windows on the ground floor on all panels are divided into smaller panes whereas the current windows are of modern single pane glass (with all original detailing removed).
6. The window frames have been removed from all windows and replaced.
7. The original windows on the ground floor are not floor to ceiling when the current windows are all floor to ceiling, except for 1.
8. There are currently 4 large windows and a doorway on the first floor fronting King Street whereas in the original there are 3 windows and a doorway.
9. It is apparent from the location of the windows on all sides that they must have been moved. i.e. they are not the same windows.
10. Chimneys have been removed from the south side.
11. At least 10 vents have been removed on all sides between the first and ground floor.
12. The large entrance abutting King Street has been removed and filled in.
13. A garage floor on Hawke Street has been added in place of what was formerly 2 windows.
14. The building has been rendered.
15. The flagpoles fronting Hawke St have been removed.
16. Flagpoles have been added facing King St.

Please note this is not an exhaustive list of the changes to the building, but simply a preliminary review.

On the basis of the above our clients would respectfully submit that the proposed Contributory grading under the Amendment C258 is unwarranted and ought not be applied.

### **Request**

Having regard to the above our clients would respectfully request that given the significant changes to the building fabric to the property at 613 King Street, West Melbourne that this property not be given a Contributory grading and be removed from proposed Amendment C258.

Should you have any questions regarding the above please do not hesitate to contact Darren Goldsmith on 9322 2777.

Yours faithfully,

**GOLDSMITHS LAWYERS**

Per:



