

Amendment C198 (City of Melbourne) City North Heritage Review

Expert Witness Statement - Heritage
Planning Panel Hearing no. 2
30 October 2014

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TABLE OF CONTENTS

1	Introduction	
1.1	Purpose	1
1.2	City North Heritage Review	1
1.3	Expert Witnesses' Backgrounds	4
2	Methodology	
2.1	General	6
2.2	Site Inspections	6
2.3	Research	6
2.4	Physical Description	7
2.5	Assessment of Significance	7
3	Overview of Development	
3.1	Introduction	10
3.2	Melbourne	10
Appendix A		
	Map of Summary Recommendations for the Heritage Overlay	12
Appendix B		
	Submissions in the Melbourne area	14
Appendix C		
	MMBW Plans	26
Appendix D		
	Mahlstedt Plans	28

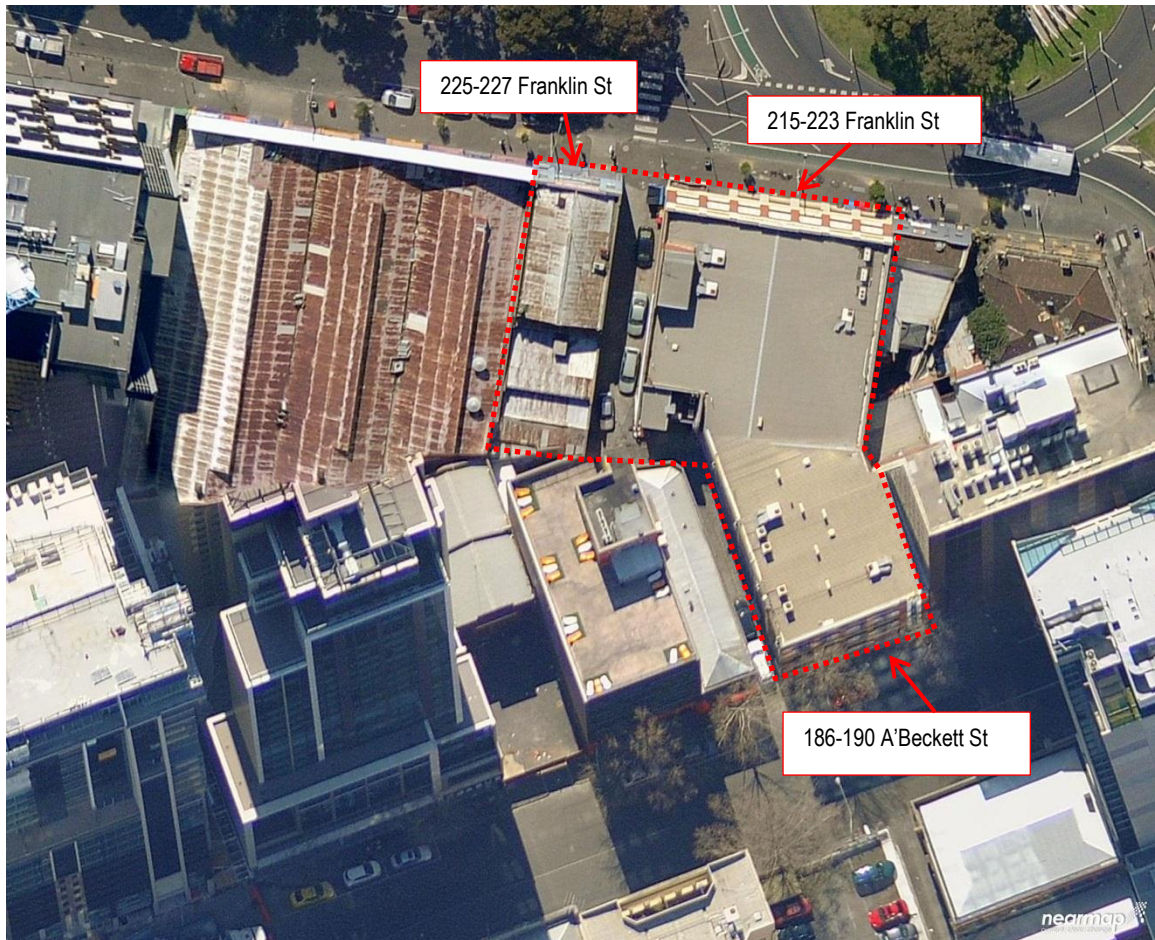
Cover Image: 'Melbourne streets between William and Swanston streets, looking to south east' (Charles Pratt, 1938)
 (Source: State Library of Victoria, H91.160/511)

1 INTRODUCTION

1.1 Purpose

This heritage expert witness statement has been prepared for the second Planning Panel appointed to consider matters relating to Amendment C198 to the Melbourne Planning Scheme (the City North Heritage Review). The initial hearing was held over a week during May 2014. This report relates to three adjoining buildings in Melbourne at:

- 186-190 A'Beckett Street (rear of 215 - 223 Franklin Street),
- 215-223 Franklin Street,
- 225-227 Franklin Street.



Aerial of three adjoining properties
(Source: Nearmap, showing 5 September 2014)

1.2 City North Heritage Review

The City North Heritage Review was prepared for the City of Melbourne by RBA Architects + Conservation Consultants. The four part document was first issued as a whole to the planning department in December 2011. A revised report was issued in October 2012 with various corrections to addresses and mapping. The version presented to the Future Melbourne Committee at the meeting on 5 March 2013 also included some revised citations for existing heritage overlays. Subsequently the City North Heritage Review was exhibited and 29 submissions were received. Alterations were made to some citations in light of some information that was provided by the submitters and in response to the concerns raised. The revised documents were issued in January 2014 and labelled as 'Amendment, post-exhibition.' The citations used in this report for the Planning Panel hearing substantially derive from the January

2014 version with some limited grammatical changes/editing and have been previously presented to the panel in May 2014.

In this instance, much of the first or introductory volume of the earlier planning panel report is provided, along with the summary map (appendix A) of all the recommendations of the City North Heritage Review. The citations for the three sites are provided in Appendix B, and some maps/plans in two other appendices – MMBW (appendix C) and Mahlstedt Plans (appendix D).

1.2.1 Recommendations

The principal recommendations of the City North Heritage Review related to:

- Whether the existing heritage overlays should continue to be included in the Schedule to the Heritage Overlay, or not.
- Additional heritage overlays recommended for inclusion in the Schedule (that is, those sites which reach a threshold level of local significance). These include sites included in the original project list as well as others that were identified during the survey work. There was a mixture of individual sites as well as a few precincts.

The three subject sites were recommended for inclusion in the Schedule to the Heritage Overlay as sites of individual significance (three of 20 in the suburb of Melbourne, and 40 in the study area) and a separate citation was prepared for each (refer to Appendix B). The citations include a statement of significance, history and description.

1.2.2 Purpose

The impetus to undertake the City North Heritage Review had arisen because of the City North Structure Plan that was being prepared by the City of Melbourne. Meredith Gould Architects were engaged to undertake a preliminary heritage review of the City North Area to determine any heritage issues and their findings were outlined in a report of April 2011 entitled *Heritage Assessment – City North Structure Plan Area*. In this report, several deficiencies in the existing heritage protection regime were identified, such as the lack of statements of significance for existing individual heritage overlays and the need to review graded sites from earlier studies, which had not as yet been protected.

The purpose of the City North Heritage Review was to:

- review the heritage protection of properties currently listed in the Schedule to the Heritage Overlay;
- reassess sites that had been previously graded or identified as being of potential significance, but not included in the Heritage Overlay, to determine whether they should be afforded heritage protection; and
- determine whether there were other sites of heritage significance that had not as yet been identified.

1.2.3 Previous Studies

The City North Heritage Review builds on heritage studies that were undertaken during the mid-1980s, which were among the first heritage studies commissioned in the State:

- Carlton, North Carlton and Princes Hill Conservation Study, Nigel Lewis and Associates 1985
- Central Activities District Conservation Study, Graeme Butler 1985
- North and West Melbourne Conservation Study, Graeme Butler 1985 with additions up to 1993

The sites that currently are afforded heritage protection in the Melbourne Planning Scheme derive from the recommendations of the earlier studies. Not all the recommendations of these studies however were realised at the time because not all the properties recommended for protection were included in heritage controls under the *Melbourne Planning Scheme*. In addition, statements of significance/citations were not prepared for many of the sites.

Some further heritage review work was undertaken during the last decade or so by Allom Lovell & Associates (City of Melbourne Heritage Review 1999/2000) and Meredith Gould (City of Melbourne Heritage Precincts Project 2004), which related to some sites in the City North area, however a comprehensive review of the study area had not been commissioned for over a quarter of a century.

1.2.4 Brief

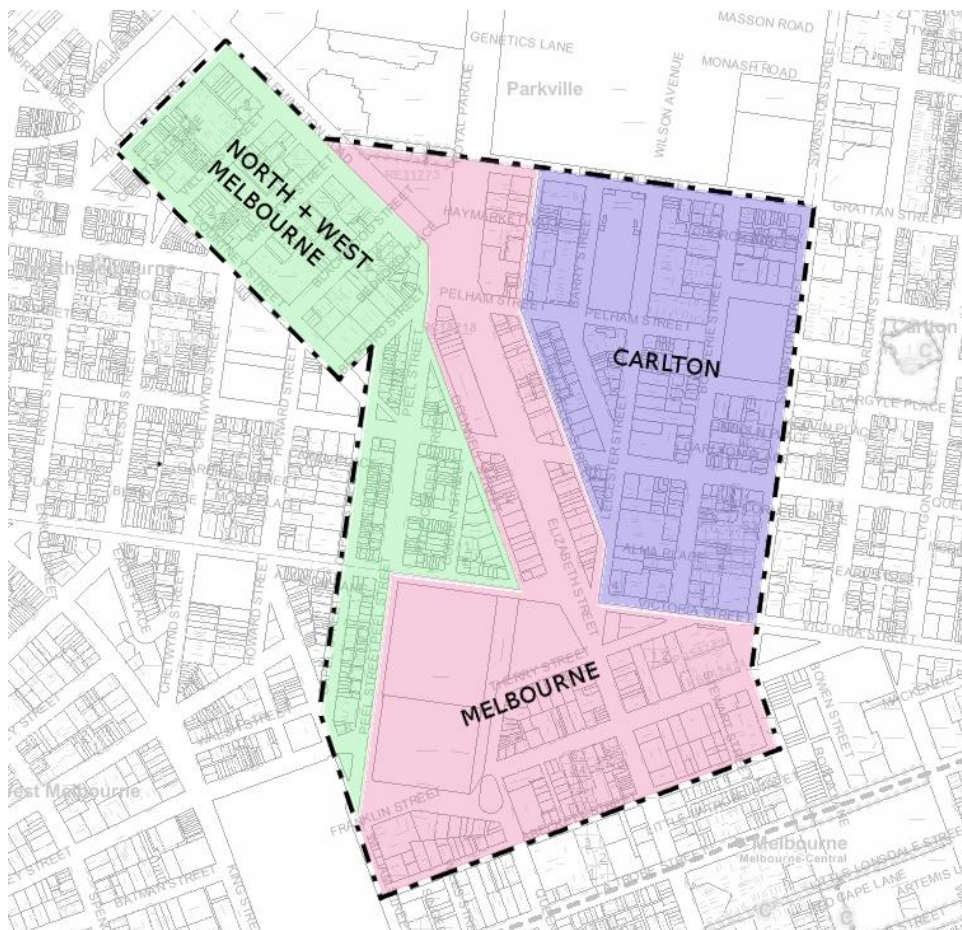
The brief for the City North Heritage Review required the following tasks to be undertaken

- Inspect, research and review the listed properties and make recommendations for protection under the Heritage Overlay. When undertaking field work should the consultant become aware of any building of potential significance that is not on the list, such building should with the agreement of the Project Manager, be included in the Study.
- Make recommendations as to whether the property should be included in an existing heritage overlay precinct or a new precinct and/or if it is significant in its own right and provide a statement of significance accordingly. Include a photograph of all properties recommended for protection.
- Enter this information into the i-heritage database

The heritage process leading to the identification of the place should be undertaken with rigour. The project deliverables are to be prepared in accordance with the Australia ICOMOS Burra Charter, 1999 and its Guidelines.

1.2.5 Study Area

The study, or City North, area incorporates the northern part of the CBD (in the vicinity of the Queen Victoria Market), part of Carlton (south of the main campus of the University of Melbourne) and parts of North and West Melbourne (eastern end).



Map of City North area, highlighting the parts of the three suburbs under consideration

The principal boundaries of the study area (dashed outline) on the following map are:

- Flemington Road and Grattan Street (north)

- Swanston Street (east)
- A'Beckett Street (south)
- Harcourt St/Courtney St/Capel St/William St (west)

1.2.6 Study Team

The consultant team for the independent City North Heritage Review was comprised primarily of Anthony Hemingway (architectural historian) with the assistance of Roger Beeston (director, architect), Kim Burrell (historian), Margaret Nicoll (architectural technician), and Emi Whyte (architectural graduate).

1.3 Expert Witnesses' Backgrounds

In the preparation of this report, we have made all inquiries that we believe are desirable and appropriate, and no matters of significance, which we regard as relevant to our knowledge have been withheld from the Panel.

Roger Beeston – Heritage Architect

Roger Bailey Beeston holds a Bachelor of Architecture degree from the University of Melbourne and is a registered architect in the State of Victoria. He has practised as an architect since 1985 and for most of that time specialised as a conservation/heritage architect. He established the architectural practice, RBA Architects and Conservation Consultants Pty Ltd in 1994 after seven years as senior architect at Allom Lovell & Associates (now Lovell Chen). The practice is located at 4C/171 Fitzroy Street, St Kilda.

RBA Architects and Conservation Consultants specialise in the assessment, restoration and sensitive adaptation of buildings and places of heritage significance. The practice is recognised for our conservation work by Heritage Victoria, the peak heritage body in the State, and also the AIA (we have thrice won the prestigious John George Knight Heritage Award). We have undertaken a wide variety of heritage assessment and conservation work throughout Victoria for various State and local government agencies, as well as for private individuals, organisations and corporations (details of our projects can be found on our webpage (<http://www.rbaarchitects.com.au/>)).

As a practice, we have experience of assessing a wide range of building types and architectural styles. Among the larger assessment projects, we have prepared the heritage studies for the shires of Strathbogie and Towong. In addition, we have undertaken various reviews the French Island Heritage Review and a peer review for Amendment C64 for Boroondara Council. As a practice, we are well versed in statutory heritage protection at the local, State and Federal levels, and have been asked to comment on many occasions on the suitability of proposed change at places of heritage significance.

As an expert witness on matters related to places of cultural heritage significance (from the local to the State level), Roger has appeared before the Heritage Council of Victoria, Planning Panels Victoria, the Supreme Court, and VCAT. Since late 2010, he has also been acting as a Heritage Advisor for the City of Melbourne.

Currently Roger is the Deputy Chairman of AusHeritage (Australia's Export Network for Cultural Heritage Services). He undertakes intermittent teaching roles and is former a member of the Academic Advisory Board at Deakin University in the Cultural Heritage and Museum Studies courses. In addition, he is a member of Australia ICOMOS, The National Trust of Australia (Victoria), and the Society of Architectural Historians of Australia and New Zealand (SAHANZ).

Anthony Hemingway – Architectural Historian

Anthony Scott Hemingway has a Masters in Planning & Design (Architectural History and Conservation) and Masters Arts (Fine Arts), both from the University of Melbourne. For the former he primarily studied under Professors Miles Lewis and Philip Goad. For his Masters in Arts, he undertook a thesis on early Medieval (Pre-Romanesque) churches in northern Spain, in the province of Asturias.

Since 2000, Anthony has worked at RBA and amassed significant experience in all aspects of heritage conservation. He has led the team for the heritage studies for the Strathbogie and Towong Heritage Studies (both stages 1 and 2), as well as heritage reviews for French Island and a peer review (Amendment C64 for Boroondara Council).

Anthony has worked on a wide variety of sites from humble dwellings to major public buildings throughout Victoria, ranging in origin from the mid-Victorian period through to the later 20th century. Anthony has extensive experience in assessing cultural heritage significance, and he has also developed expertise in managing change at historic sites, where there is a need to balance the retention of heritage values with an awareness that often substantial changes can be made, if handled in a sympathetic manner.

Anthony has also completed many Conservation Management Plans (CMPs), Condition Surveys and materials and finishes investigations, and has particular skills in carrying out forensic paint-scrape analysis. His investigation of the original colour scheme and specification of contemporary equivalents for the Maryborough Railway Station Conservation Works was recognised with shortlisting in the 2013 Dulux Colour Awards. He has also prepared schemes at Footscray, Kaniva and Wycheproof railway stations. At Footscray Railway Station, he was also been involved in overseeing the Heritage Victoria permit conditions for the Regional Rail Link project.

2 METHODOLOGY

2.1 General

The methodology adopted in undertaking the City North Heritage Review was in accordance with the processes and criteria outlined in the *Australia ICOMOS Charter for the Conservation of Places of Cultural Significance*, known as the *Burra Charter*.

- Undertake a site inspection.
- Undertake historical research.
- Prepare a physical description.
- Analyse the significance of the site based on the research and the extant fabric.
- Prepare a citation (statement of significance, history and description) for those sites warranting heritage protection. This would include a grading and relating the aspects of significance to the AHC criteria.

2.2 Site Inspections

The subject sites were three of over 400 sites within the study area that were assessed. Some 370 sites had been provided in the project list. Many of these sites were within an existing heritage overlay (individual or precinct) however about 50 had no heritage protection. Many of the latter group had been graded in a previous heritage study whilst for others there was no grading. These ungraded sites came to be on the list as part of a general heritage assessment of the area undertaken by Meredith Gould in Heritage Assessment – City North Structure Plan Area, April 2011.

Initially a survey was undertaken on foot by two consultants over the course of several days in which every building in the study area was considered for potential heritage significance in order to gain a broad overview of the range of the extant building fabric. Any existing heritage site, or site of heritage interest, was recorded (photographed, given a preliminary grading, and noting distinguishing features). Sites were inspected from the perimeter, including lane way if possible.

Subsequently, it was necessary to return to sites, for which a citation was to be prepared, in order to take more detailed photographs and notes.

2.3 Research

In regards to the potential heritage overlays, the sources consulted have been a combination of primary and secondary sources. The primary sources have included files at the Public Records Office of Victoria (PROV) especially the building application index (VPRS 11,202), as well as the related plans (VPRS 11,200) and files (VPRS 11,201).

Historic plans provide useful information. Those typically consulted include:

- Township Plans
- MMBW (Melbourne Metropolitan Board of Works)
- Mahlstedt Fire Insurance Plans (these did not cover parts of Carlton and North Melbourne)
- Other historical plans: Kearney, Cox, etc.

Where necessary, other sources consulted to understand the key developmental phase at a site varied but may have involved referring to any of the following:

- Rates Books for both the City of Melbourne (VPRS 5708) and City of Hotham, now North Melbourne, (initially a borough, later a town).
- Directories: Sands & Kenny and Sands & McDougall's
- Certificates of Title
- Application files

- Historic photographs (e.g. State Library of Victoria, Picture Victoria)
- Burchett Index (building notices prior to 1916).

2.4 Physical Description

A physical description has been provided based on the site inspections. The description usually includes a determination of the architectural style of the building, details of what elements are original, or not, and any distinguishing features.

2.5 Assessment of Significance

As for heritage professionals generally in Australia, the process outlined in the Burra Charter underpins the approach to heritage assessment and conservation adopted by the authors of this report.

2.5.1 Burra Charter

The methodology adopted in the assessment of the significance (or heritage values) of the place is in accordance with the process outlined in the Burra Charter (or The Australia ICOMOS Charter for Places of Cultural Significance). As outlined in the Burra Charter, the criteria considered include aesthetic (including architectural), historical, scientific (or technical), social and spiritual values.

2.5.2 Gradings

The following tables outline the current definitions in Clause 22.05 (Heritage Places outside the Capital City Zone) of the Melbourne Planning Scheme. Buildings are graded 'A' to 'D' and their streetscape value is assigned a level, 1 to 3, both in descending order of significance.

Buildings

Grading	Definition
A	'A' buildings are of national or state importance, and are irreplaceable parts of Australia's built form heritage. Many will be either already included on, or recommended for inclusion on the Victorian Heritage Register or the Register of the National Estate.
B	'B' buildings are of regional or metropolitan significance, and stand as important milestones in the architectural development of the metropolis. Many will be either already included on, or recommended for inclusion on the Register of the National Estate.
C	'C' buildings. Demonstrate the historical or social development of the local area and /or make an important aesthetic or scientific contribution. These buildings comprise a variety of styles and building types. Architecturally they are substantially intact, but where altered, it is reversible. In some instances, buildings of high individual historic, scientific or social significance may have a greater degree of alteration.
D	'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.

Streetscapes

Streetscape	Definition
Level 1	Level 1 streetscapes are collections of buildings outstanding either because they are a particularly well preserved group from a similar period or style, or because they are highly significant buildings in their own right.
Level 2	Level 2 streetscapes are of significance either because they still retain the predominant character and scale of a similar period or style, or because they contain individually significant buildings.
Level 3	Level 3 streetscapes may contain significant buildings, but they will be from diverse periods or styles, and of low individual significance or integrity.

Conversion to Standard Grading system

The issue of continuing to use the existing grading system outlined above was raised with the Planning Department when the standard approach in recent years has been to adopt a consistent system across the State of: Significant, Contributory, and Non-contributory.

Although the direction from Council was to employ the existing system, in light of the possible need to adopt the standard grading system in the future, a conversion system was kept in mind that all sites:

- graded A, B or C could be re-graded as 'significant',
- graded D could be converted to 'contributory',
- ungraded sites could be listed as 'non-contributory'.

Individually significant sites were graded C or higher and sites were only graded D within a precinct (that is, no existing or proposed individual sites were re/graded 'D').

2.5.3 AHC Criteria

The AHC criteria developed by the Australian Heritage Commission (now Australian Heritage Council) were employed where appropriate in the citations. Reference to the relevant AHC criteria is defined in brackets within the statements of significance (for example A4 or B2).

Although the revised version of the practice note 'Applying the Heritage Overlay', issued in September 2012, indicates that the HERCON criteria are to be employed, the study was commenced beforehand and so the AHC Criteria have continued to be employed. The HERCON criteria are essentially a rationalised (more user-friendly) version of the AHC Criteria. It is also noted in the aforementioned practice note that 'The adoption of the above criteria does not diminish heritage assessment work undertaken before 2012 using older versions of criteria.'

The thresholds for local significance have been determined according to the guidelines and examples outlined in the 'Criteria for the Register of the National Estate - Application Guidelines', which was prepared by the Australia Heritage Commission in April 1990.

The AHC criteria employed are listed below. Not all of the sub-criteria have been reproduced as some relate specifically to natural history, which were not applicable to this study.

Criterion	Definition
A: Its Importance in the course, or pattern, of Australia's natural or cultural history	A.4 Importance for association with events, developments or cultural phases which have had a significant role in the human occupation and evolution of the nation, State, region or community.
B: Its possession of uncommon, rare or endangered aspects of Australia's natural or cultural history	B.2 Importance in demonstrating a distinctive way of life, custom, process, land-use, function or design no longer practised, in danger of being lost, or of exceptional interest
C: its potential to yield information that will contribute to an understanding of Australia's natural or cultural history	C.2 Importance for information contributing to a wider understanding of the history of human occupation of Australia.
D: its importance in demonstrating the principal characteristics of: (i) a class of Australia's natural or cultural places; or (ii) a class of Australia's natural or cultural environments	D.2 Importance in demonstrating the principal characteristics of the range of human activities in the Australian environment (including way of life, philosophy, custom, process, land use, function, design or technique).
E: its importance in exhibiting particular aesthetic characteristics valued by a community or cultural group	E.1 Importance for a community for aesthetic characteristics held in high esteem or otherwise valued by the community.
F: its importance in demonstrating a high degree of creative or technical achievement at a particular period	F.1 Importance for its technical, creative, design or artistic excellence, innovation or achievement.
G: its strong or special associations with a particular community or cultural group for social, cultural or spiritual reasons.	G.1 Importance as a place highly valued by a community for reasons of religious, spiritual, symbolic, cultural, educational, or social associations.
H: its special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history	H.1 Importance for close associations with individuals whose activities have been significant within the history of the nation, State or region

3 OVERVIEW OF DEVELOPMENT

3.1 Introduction

During the course of undertaking the City North Heritage Review, it became apparent that the sections of the suburbs under consideration developed in a distinct way and with definite characteristics, which to an extent unify this part of the City of Melbourne. The adjoining areas had a similar shared land use/development history because they generally accommodated a combination of residential and commercial/light industrial uses, though to varying degrees.

The following overview is provided as a historical context for understanding why certain types of sites might be significant as they reflect key phases/types of development.

3.2 Melbourne

The pattern of development in the part of Melbourne where the three subject sites are located, the north-western corner in the vicinity of the Queen Victoria Market, is not dissimilar to the adjacent part of Carlton. It included the northern part of the CBD, that is, the area bound by Swanston Street (east), Victoria Street (north), Peel Street (west), and A'Beckett Street (south), as well as the northern extension of Elizabeth Street, that is, as far as the former Haymarket roundabout.

Initially there was a mixture of commercial and residential land use, although in the case of Melbourne (as compared to the nearby section of Carlton), there was a predominance of commercial rather than residential during the 19th century, which included a mix of small cottages and terraces. In this part of Melbourne, the early, dedicated residential building stock has not survived from this phase, however several commercial buildings remain along the west side of Elizabeth Street (e.g. nos 419-435) and a few others in the nearby streets (e.g. 104 A'Beckett St, 96-102 Franklin Street, and 427-33 Swanston Street). Elizabeth Street was quickly established as a principal thoroughfare for those heading to inland areas north of the city, especially the gold fields. During the 19th century, there were also several timber yards and warehouses in the area.

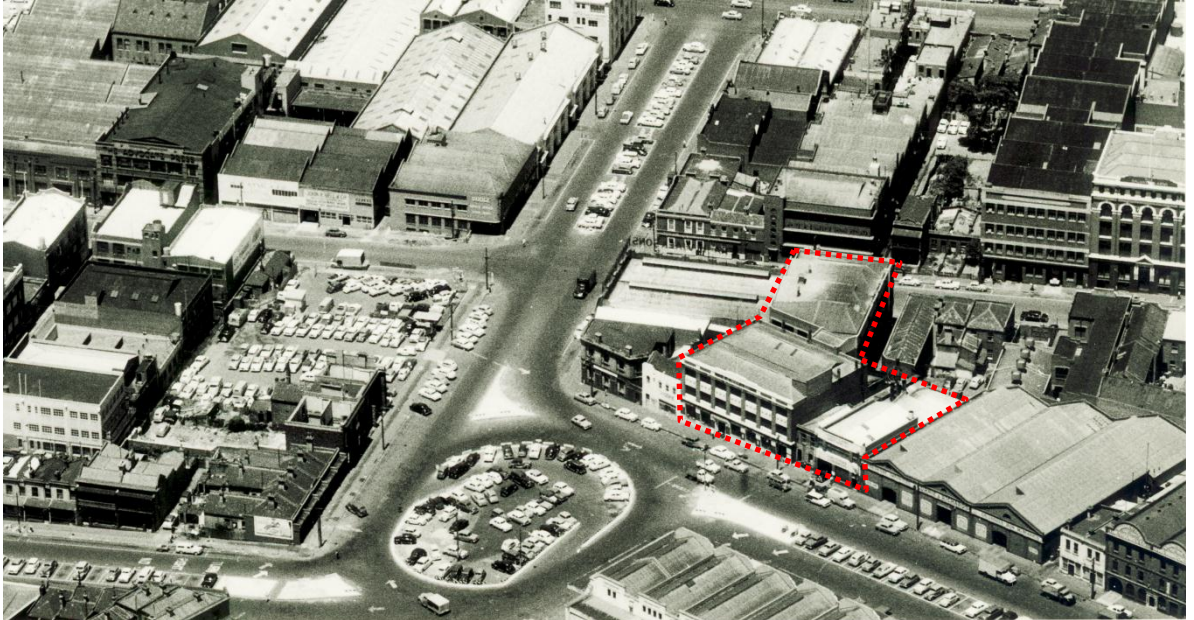


An example of terrace housing from the late 19th century in the study area (near the subject sites on the east side of Queen Street) (Source: SLV, 'View of Queen Street, looking North from the corner of A'Beckett Street showing Victoria Buildings - a row of bluestone terrace houses' [ca. 1911-ca. 1935], H84.92/6)

During the early 20th century, turnover of the pre-existing building stock commenced with factories becoming a common building type, in addition to those related to the automobile trade, such as the car showroom (an early example being 58-60 A'Beckett Street). During the Interwar period, Elizabeth Street, as far north as the Haymarket round-about, became the focus for this trade in Melbourne. Many factories were also constructed at the western end of A'Beckett and Franklin Streets, with the most prominent being the former A. G. Healing building (167-173 Franklin Street). This activity corresponds with a major phase of development of the Queen Victoria Market when land was

made available because graves in the former cemetery were disinterred and the area of the market was considerably enlarged.

During the second half of the 20th century, there were some changes, primarily the construction of some notable buildings, some of which are multi-storey (e.g. the former TAA building at 42-50 Franklin Street and the former YWCA at 489-499 Elizabeth Street). The latter building type is rapidly becoming more common in this part of Melbourne however recent examples tend to be considerably taller than the circa 1960s buildings.

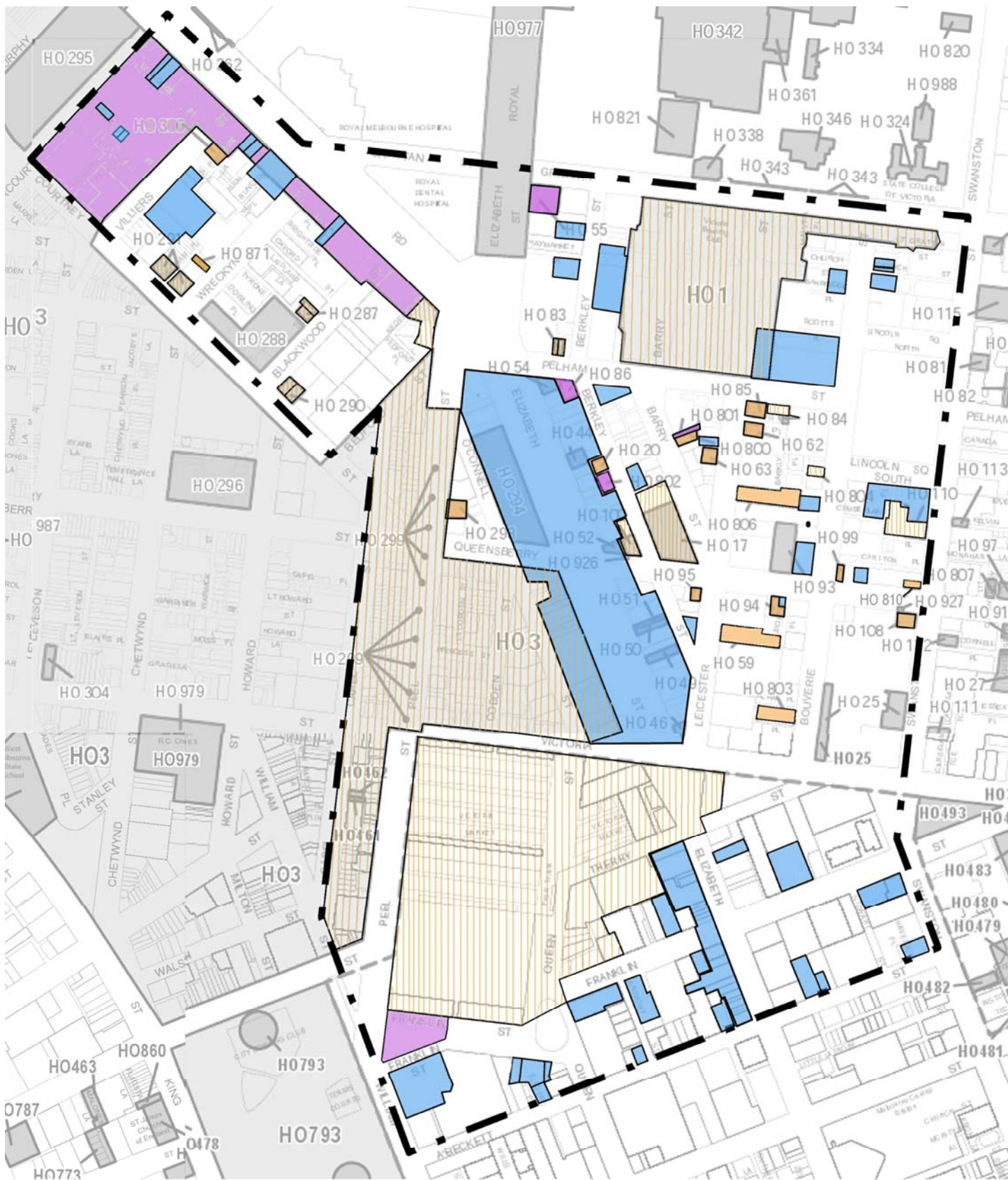


Aerial showing the subject sites ca 1960

Note: The house still stood between 215-223 and 225-227 Franklin St as well as some of the terraces houses pictured in the above image remain at the corner of Queen and Franklin Streets

(Source: SLV, 'Aerial view of Melbourne showing Elizabeth and Queen Street' [Commercial Photographic Co., ca. 1960], H2009.95/31)

APPENDIX A – Map of Summary Recommendations to the Heritage Overlay



GENERAL NOTE

Other existing heritage overlays for which a citation wasn't required have been left as grey.

FOR

Melbourne City Council

PROJECT TITLE

City North Heritage Review
Amendment C198

DRAWING TITLE

Map of Summary Recommendations to the Heritage Overlay -
STUDY AREA
Submissions identified in red and numbers in brackets

REVISION

Planning Panel

DATE

Oct 16, 2014

DRAWN BY

RBA

LEGEND

- Existing HO - no change
- Existing HO - some change, refer to report
- Existing HO - to be removed
- Recommended HO
- Study Area boundary

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APPENDIX B – Melbourne (area)

Name & Address	HO	Submission No.	Page no.
Former A. G. Way Factory & Co (2) 186-190 A'Beckett Street, Melbourne	Proposed HO1157	26	15
Former A. G. Way & Co. Factory (1) 215-223 Franklin Street, Melbourne	Proposed HO1156	26	19
Former T A T Electric Co. Factory 225-227 Franklin Street, Melbourne	Proposed HO1158	26	23

FORMER A. G. WAY FACTORY & CO. (2)

Address	186-190 A'Beckett Street, Melbourne (Parent address is 215-223 Franklin Street, Melbourne)
Date/period	1939/Interwar
Building type	Commercial
Grading	C2
Previous Grading	D



Significance

What is Significant?

The brick building and land including original detailing.

How is it Significant?

The former A. G. Way & Co. Factory (2) is of historic and aesthetic significance to the City of Melbourne.

Why is it Significant?

The former A. G. Way & Co. Factory (2) is of historic significance as it demonstrates the commercial development in this area of the City of Melbourne which occurred during the Interwar period, when smaller houses and shops were replaced with larger, light industrial buildings such as this. It represents an expansion of the operations of A. G. Way & Co., who manufactured metal goods, especially those relating to the dairy industry, who were well established at the adjacent site to the north, 215 Franklin Street. (AHC Criterion A4)

The former A. G. Way & Co. Factory (2) is of aesthetic significance as a fine and substantially intact example of the Moderne style. It is distinguished by the boldly contrasting areas of clinker and orange/salmon brickwork to the façade and the tall glass brick window to the entrance bay. The site also has associations with the architects Alder & Lacey, who specialised in Moderne style factory buildings. (AHC Criterion E1)

Description

The three storey, Moderne style building consists of two distinct sections: the vertically orientated entrance bay and the remaining horizontally orientated section. The saw-tooth roof is hidden behind a parapet with a rendered band, also with two rows of horizontal indentations or speed lines.

The entrance bay features a curved concrete canopy with speed lines and a tall window containing glass bricks. The walls are divided into areas of contrasting coloured brickwork with clinker bricks being employed to the base and the sections between the bands of windows. These alternate with the orange/salmon coloured bricks, which have been used to the entrance bay, to the pillars between windows, and to the recessed panels of the base. Rendered bands (lintels and sills), painted white, provide further horizontal emphasis.

There are paired timber doors, probably original, to the entrance, and an adjacent roller door. Modern aluminium-framed windows, with more internal divisions to the façade than the side or west elevation, have been employed across the building.

History

During the late 1850s, allotment 13, Section 40B, with a frontage to the north side of A'Beckett Street, was sold to I. Lundles.¹ By 1864, although there was some development in the vicinity, none had occurred on the subject site.² By 1895, three attached brick cottages had been constructed at nos 186, 188 and 190, with front verandahs and closets to the rear yards. An extant right of way lane had been created on the west side of no. 190 by this stage, which partly extended behind the three houses.³

In 1931, 1935 and again in 1938, the cottages were put up for auction as 'An excellent site for Warehouse or Factory purposes with natural lighting facilities on three sides.'⁴ The property was withdrawn from sale after the 1935 auction as a satisfactory bid had not been made.⁵ However, the property must have been sold c.1938 and the cottages demolished, as in 1939 an application was made to the city council for the erection of a factory on the site.⁶ The existing three storey brick building was designed by architects Alder & Lacey from Collins Street, Melbourne and constructed for A. G. Way & Co. at a cost of £6000.⁷ A. G. Way & Co. had previously (in 1923) commissioned the building immediately to the north with an address of 215 Franklin Street. The company specialised in dairy utensils including milk and cream cans,⁸ and their operations encompassed a wide range of metalworking activities including sheet metal, soldering, welding (oxy, arc and spot), tinning, and galvanising.⁹ The building was constructed the year following the death of the managing director, Arthur Glenalbyn Way (September 1938). Way's obituary describes him as 'well known in hardware and business circles in Melbourne' and that in 1900 he began work as a blacksmith in the adjoining site in Franklin Street.¹⁰

The architects Alder & Lacey specialised in Moderne style factory buildings.¹¹ They designed the nearby T A T Electric Co. at 225 Franklin Street in 1936. They are also known to have designed other factories in the City of Melbourne during the 1930s such as one in Swanston Street (1933) and another in Little Bourke Street (1938). The former (Lincoln House at 625 Swanston Street, Carlton) was one of a few Alder & Lacey designed for Davies Coop & Co. but was designed in a more Art Deco mode.¹² The subject site however bears some comparison with the printing factory for Charles Steele & Co, at 9-27 Michael Street, Brunswick of 1935 in terms of the general treatment of the fenestration, use of different coloured brickwork and the recessed banding.

Auto Traders Wholesalers were operating from the site during the early 1960s and at this time the right of way adjoining the site, which had become a dog-leg shaped lane between A'Beckett and Franklin Streets, was named Electric Place.¹³ The site is now occupied by Latrobe University.

¹ Township Plan, Parish of Melbourne at Melbourne North M314(10).

² Henry Cox, 'Victoria-Australia, Port Phillip. Hobson Bay and River Yarra leading to Melbourne', 1864 [State Library of Victoria]

³ MMBW Plan 1024 (1895)

⁴ The Argus, 1 July 1931, p2; 15 June 1935, p2; and 30 April 1938, p2

⁵ The Argus, 27 June 1935, p4

⁶ Building Application Index, VPRS 11,202, Application no 20,140, 9 February 1939.

⁷ Building Application no 20,140: VPRS 11,200/P4/Unit 362

⁸ The Argus, 17 September 1936, p18 and The Argus, 21 September 1950, p43

⁹ The Argus, 20 December 1948, p34

¹⁰ The Argus, 29 September 1938, p13

¹¹ Citation for factory (Gordon Brothers Refrigeration) at 9-27 Michael Street, Brunswick (Victorian Heritage Database)

¹² Miles Lewis, Australian Architectural Index, record nos 772, 12,913 and 13,082.

¹³ Mahlstedt Fire Insurance Plan, map 11A (1962 series, section 2 north)

Recommendations

It is recommended that the former A. G. Way & Co. Factory (2) be included in the Schedule to the Heritage Overlay.

Extent of Designation

The land and the original building.

Previous Studies/Identification

Central Activities District Conservation Study 1985, Graeme Butler & Associates.

Submission (no. 26)

The submitter is opposed to the inclusion of three separate, adjacent sites in Melbourne at 215-223 and 225-227 Franklin Street and 186-190 A'Beckett Street to varying degrees.

In regards to 215-223 Franklin St:

- The place gains little historical significance from association with A G Way & Co
- Only the façade is of heritage value

Response

A G Way & Co were a successful local metalworking company who expanded their operations to the site in 1939, remaining there until at least the early 1950s. A G Way & Co also operated from the adjacent site at 215 Franklin Street where they had been established from c.1916.

The submitter acknowledges the heritage value of the façade. Although the side elevation is expectedly plainer than the façade, it nonetheless contributes to the design and it is standard practice for the whole building/site to be included in the heritage overlay. Its inclusion in the Heritage Overlay does not preclude the possibility of change/partial demolition but a proposal for such works would be subject to review under the heritage provisions of the planning scheme.

The following images provide a comparison of the existing conditions with the original application.



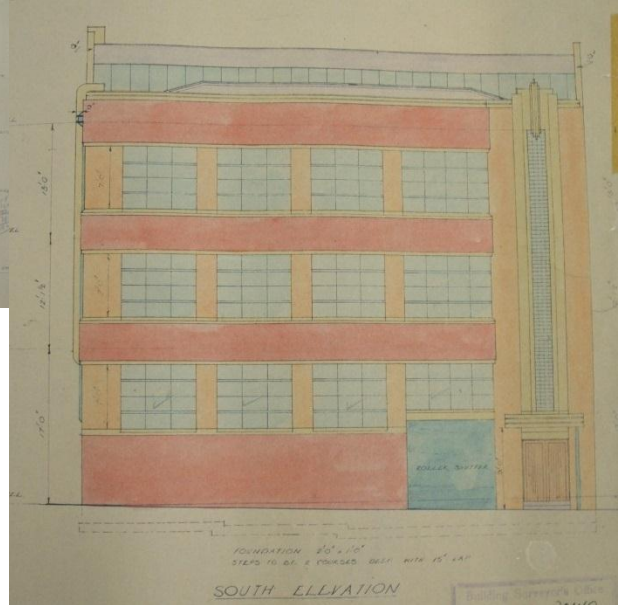
Side elevation



Front - detail



Application 20,140 (1939) – side elevation



Application 20,140 (1939) – front elevation

FORMER A. G. WAY & CO. FACTORY (1)

Address	215 Franklin Street
Date/period	1923/Interwar
Building type	Commercial
Grading	C2
Previous Grading	D



Significance

What is Significant?

The three storey factory building, in particular the façade.

How is it Significant?

The former A. G. Way & Co. Factory (1) is of historic and aesthetic significance to the City of Melbourne.

Why is it Significant?

Built in 1923 for A. G. Way & Co. Factory (1), the site is historically significant for being indicative of the development that occurred in this part of Melbourne during the Interwar period, when most of the pre-existing buildings, including many residences, were replaced with more substantial, light industrial buildings. It is significant for its association with A. G. Way & Co., a local firm of metal workers who specialised in dairy equipment, who also developed the adjacent site to the south at 186-190 A'Beckett Street. (AHC Criterion A4)

The A. G. Way & Co. Factory (1) is of aesthetic significance as a largely intact factory building with a Stripped Classical style façade - a relatively formal treatment for a utilitarian building type. It was designed by the noteworthy architectural practice of Walter and Richard Butler, who typically did not undertake this type of commission. It also has some minor landmark value as a relatively substantial building in a prominent location terminating the view along the carriageway along Queen Street immediately in front from the Queen Victoria market. (AHC Criterion E1)

Description

The building is mostly three storey with a partial fourth storey to the rear, and the parcel of land includes the western laneway, which is an extension of Electric Place (from A'Beckett Street). The building terminates the view from the Queen Victoria market on the plaza-like area in this part of Queen Street.

The symmetrical Stripped Classical style façade has a defined base and upper level (extended *piano nobile*). This style was more typically employed on banks and public buildings and its use on a factory building endows it with a certain formality and grandeur. The façade is partly face brick (including panels) alternating with areas of stucco (parapet, entablature, etc.). It is divided into seven bays by pilasters with plain capitals, though those at the ground floor are currently not evident as they have been painted over. Above are giant order pilasters, which extend to the height of the upper two storeys. The capitals and base of the giant order pilasters are defined by a course of soldier coursing (vertical bricks) and the capital has a projecting course of narrow, tapestry bricks. The openings have modern aluminium-framed fittings including large picture windows. The flat roof is concealed by the parapet.

History

The site corresponds to Crown Allotment no. 11 (section B), which was purchased in 1858 by B McKenzie, and about half of the adjoining allotment 10, purchased by J. August.¹⁴ The area of both allotments was less than the standard quarter acre block.

By the early 1890s the land had been developed and was comprised of four separate sites, all with masonry buildings: nos 217, 219, 221 and 223.¹⁵ No. 217 was defined as a shed, and consisted of a small brick front section and large timber rear section. The three adjoining buildings at nos 219-223 were probably houses, though they may have been individually constructed as they had differing footprints. They each had a small garden to the front and a much larger rear yard with a closet to the back lane. No. 223 was located on the land that is now the laneway to the west side of the building.

During the 1890s, there was a brass foundry at no. 217.¹⁶ In 1900, Arthur Glenalbyn Way commenced work there as a blacksmith,¹⁷ and by 1916, had taken over the site and expanded operations to encompass nos 215-219 and no. 225-27. He was listed as a blacksmith & galvaniser at this stage.¹⁸ The contemporary Mahlstedt plans show that the rear part of the building at no. 217 had been extended to the west boundary, the two storey building at no. 223 was being used by a grocer, and a narrow building and small shed had been erected at nos 225-227 (not part of this site) for the company.¹⁹

By 1923 the site had been completely acquired by A. G. Way & Co. and in December of that year they applied for a permit to construct the existing factory building. The architects were the eminent practice of Walter and Richard Butler, then located at 84 William Street, Melbourne. The builder was F. Frencham of Northcote, who completed the work by the end of 1924. The original drawings indicate that multi-paned windows were employed and that a door way at either end of the façade was intended with a small canopy above.²⁰ It is not certain if the eastern doorway was constructed in that location as a later photograph shows a doorway further west (third bay from the east), with what was probably the original detailing.²¹ Originally the ground floor windows were slightly longer.

The firm of Walter and Richard Butler was formed in 1919 after Walter (1864-1949), who had been practising as a solo operator (although he had previously been in partnerships), brought in his nephew. Walter Butler began his career as a staunch supporter of the tenets of the Arts and Crafts movement and was among the most eminent architects practising in Melbourne during the early part of the 20th century. He is particularly noted for his residences and ecclesiastical buildings, mainly for the Anglican Church, however the firm of Walter and Richard Butler designed many commercial buildings, especially branches of the Union Bank.

A. G. Way died in September 1938 and in his obituary he was noted as being 'well known in hardware and business circles in Melbourne'.²² In the following year, the company expanded operations into the adjacent site to the south at 186-190 A'Beckett Street.

¹⁴ Township Plan, Melbourne North M314(10)

¹⁵ MMBW Plan 25(1894) and detail plan 1024 (1895)

¹⁶ Sands & McDougall's directories

¹⁷ The Argus, 29 September 1938, p13

¹⁸ Sands & McDougall's directories

¹⁹ Mahlstedt Fire Insurance Plan, map 11A (1923-28 series, section 2 north, version 1[unaltered])

²⁰ Building Application no 5, 565: VPRS 11,200/P1/Unit 662 and VPRS11,201/P1/Unit 73

²¹ Karl Halla, 'Franklin Street between William Street and Queen Street', 1960-70 (Picture Victoria, ID 18,728 and SLV, H36133/208)

²² The Argus, 29 September 1938, p13

A. G. Way & Co. occupied the site at least until the early 1950s and they specialised in dairy utensils including milk and cream cans.²³ Their operations encompassed a wide range of metalworking activities including sheet metal, soldering, welding (oxy, arc and spot), tinning, and galvanising.²⁴

The building was damaged by fire in 1979 and repair works were required to the value of \$180,000.²⁵ During the mid-1980s it was used as a car auction centre.²⁶ In 1990 it was substantially modified to accommodate a new use.²⁷ Externally, the primary change has been alterations to the size of the openings at the ground floor level and the type of windows generally.

Recommendations

It is recommended that the former A. G. Way & Co. Factory (1) be included in the Schedule to the Heritage Overlay.

Extent of Designation

The land and the original building.

Previous Studies/Identification

Central Activities District Conservation Study 1985, Graeme Butler & Associates.

Submission (no. 26)

The submitter is opposed to the inclusion of three separate, adjacent sites in Melbourne at 215-223 and 225-227 Franklin Street and 186-190 A'Beckett Street to varying degrees.

In regards to 215-223 Franklin St:

- The place gains no historical significance from association with A G Way & Co
- Association with work of Walter & Richard Butler of some interest but only minor work.
- Not unusual for a factory to have a formal façade treatment.
- D grading would be more appropriate than C as proposed.

Response

A G Way & Co were a successful metalworking company who had a long association with the site (c.1916-early 1950s+), and who also later developed the adjacent site at 186-190 A'Beckett Street.

Walter Butler was amongst the most eminent architects practising in Melbourne at the time, and this is one of only a small group of such buildings designed by his firm Walter & Richard Butler.

The choice of the Stripped Classical style for a factory building, serves to endow the former factory building with a certain formality and grandeur not usually associated with the building type. The Stripped Classical style was more typically employed on banks and public buildings. The building also has some minor landmark value as it terminates the view along the carriageway immediately in front from the Queen Victoria Market.

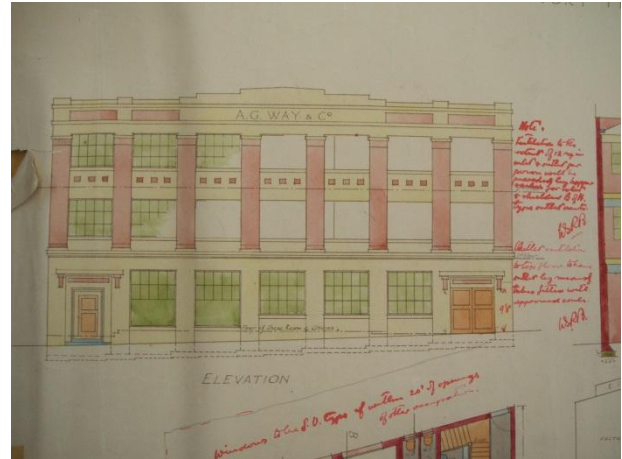
²³ The *Argus*, 17 September 1936, p18 and The *Argus*, 21 September 1950, p43

²⁴ The *Argus*, 20 December 1948, p34

²⁵ Building Application Index, VPRS11,202

²⁶ Refer to image on Building Identification Form from Graeme Butler & Associates, *Central Activities District Conservation Study*

²⁷ Building Application Index, VPRS11,202



Building Application, no 5,565



K Halla, Corner [of] Queen Street west [and] Franklin Street south [Vic.]1966, detail
(Source: H36133/208)

FORMER T A T ELECTRIC CO. FACTORY

Address	225-227 Franklin Street
Date/period	1936/Interwar
Building type	Commercial
Grading	C2
Previous Grading	D



Significance

What is Significant?

The two storey factory building, in particular the original façade detailing, including the metal-framed windows.

How is it Significant?

The former T A T Electric Company factory is of historic and representative aesthetic significance to the City of Melbourne.

Why is it Significant?

Constructed in 1936 for the T A T Electric Company, the former factory is historically significant as it is representative of the development that occurred in this part of Melbourne during the Interwar period when most of the pre-existing buildings, including many residences, were replaced with more substantial, light industrial buildings. (AHC Criterion A4)

The former T A T Electric Company factory is of representative aesthetic significance as a largely intact and good, albeit modest example of the Moderne style, which was often employed for commercial buildings. Although the original steel-framed windows survive, the original contrasting areas of textured brick and rendered are currently painted over. The design is reflective of the capabilities of the architectural and engineering firm of Alder & Lacey, who specialised in commercial buildings of this ilk. (AHC Criterion D2)

Description

The façade of the two storey, Moderne style building reveals a mixture of textured brick and bands of rendered finish, though this contrast is currently less obvious as the face Tapestry brickwork has been painted over. The rendered finish is mostly to the upper parts of each level and has horizontal, speed lines to the side sections. At the upper level, the side sections project forward of the central part, which also has a rendered finish and extends above the side parapets with an upper band of textured brick. The original steel-framed windows are mostly multi-paned with a large picture window to the middle of the ground floor. There is a later aluminium door to the recessed porch to the west end and a roller door to the east end.

Typical of the Moderne style buildings, there is a horizontal emphasis (though not readily apparent at the moment due to the painted exterior) of wide rendered bands with recessed sections (speed lines), which alternate with areas of brickwork (the narrower, Tapestry type, adding further), and the orientation of the window panes.

History

The site is part of Crown Allotment no. 10, section B, which was purchased in 1858 by J. August.²⁸ The area was less than the standard quarter acre block.

By the early 1890s, the extant parcel of land had been defined however it was vacant at that time.²⁹ By the early 1920s there were two timber buildings (nos 225 and 227) on the site: a long, single storey structure to the centre and a smaller shed to the west boundary.³⁰ They were occupied by A. G. Way tinsmiths, who commissioned the adjacent building to the east at no. 215.

In 1936, the extant factory was built at a cost of £2,144 for use by the T A T Electric Co, though the site was owned by F. S. Hudson at this stage. It was designed by the firm of Alder & Lacey, architects and construction engineers, and constructed by Weavell & Keast, both firms being based in Melbourne.³¹ The original drawings indicate that two narrow windows were to be employed to the west end of the ground floor façade where there is now a doorway and the front entry was through a door in the larger roller door.

Alder & Lacey specialised in Moderne style factory buildings.³² They are known to have designed other factories in Melbourne in Swanston Street (1933), A'Beckett Street (1938) and Little Bourke Street (1938).³³ Among these was the Former Davies Coop & Co. factory (now Lincoln House) at 625 Swanston Street, Carlton in a more Art Deco mode.

The T A T Electric Co manufactured car batteries and had previously been located at 17 Little Latrobe Street.³⁴ In 1946, the company purchased the site for £6,000.³⁵

By the mid-1960s until at least the mid 1980s, the building was employed by Dudley E King, linotypers and engineers. By 1966, there was a doorway to the west end.³⁶ In 1985 the face brick sections of the wall had yet to be painted.³⁷

Recommendations

It is recommended that the former T A T Electric Company factory be included in the Schedule to the Heritage Overlay.

Extent of Designation

The land and the original building.

Previous Studies/Identification

Central Activities District Conservation Study 1985, Graeme Butler & Associates.

²⁸ Township Plan, Melbourne North M314(10)

²⁹ MMBW Plan 25(1894) and detail plan 1024 (1895)

³⁰ Mahlstedt Fire Insurance Plan, map 11A (1923-28 series, section 2 north, version 1[unaltered] and 1962 series)

³¹ Building Application no. 17, 713: VPRS 11,200/P4/Unit 39 and VPRS11,201/P1/Unit 212

³² Citation for factory (Gordon Brothers Refrigeration) at 9-27 Michael Street, Brunswick (Victorian Heritage Database)

³³ Miles Lewis, *Australian Architectural Index*, record nos 772, 12,913 and 13,082.

³⁴ *The Argus*, 9 June 1934, p12

³⁵ *The Argus*, 13 February 1946, p11

³⁶ K Halla, Corner [of] Queen Street west [and] Franklin Street south [Vic.]1966, State Library of Victoria, H36133/208

³⁷ Refer to image on Building Identification Form from Graeme Butler & Associates, *Central Activities District Conservation Study*

Submission (no. 26)

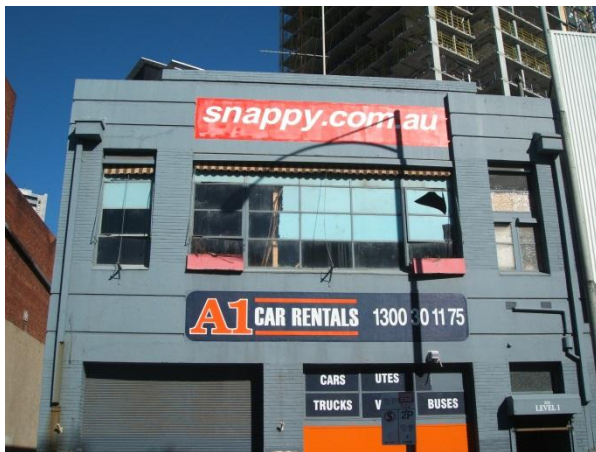
The submitter is opposed to the inclusion of three separate, adjacent sites in Melbourne at 215-223 and 225-227 Franklin Street and 186-190 A'Beckett Street to varying degrees.

In regards to the factory at 225-227 Franklin Street:

- the building is mediocre not representative
- does not warrant a 'C' grading, even a 'D' grading is questionable

Response

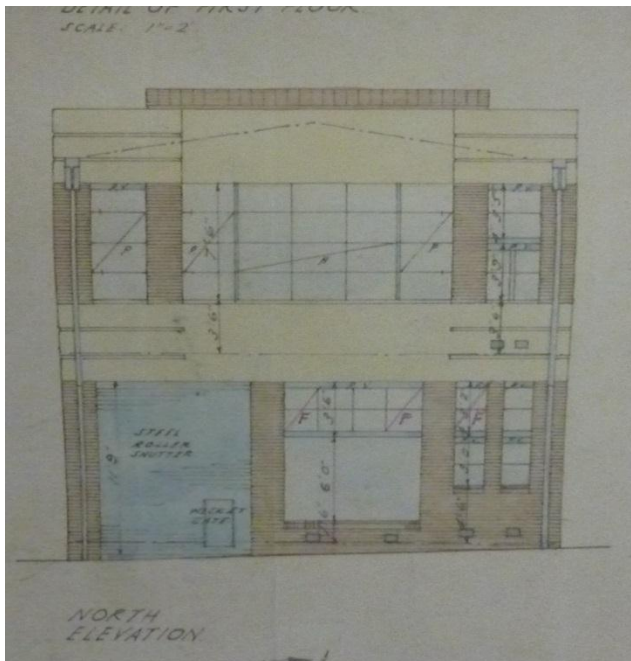
Whilst of a modest scale, the design is reflective of capabilities of the architects, Alder & Lacey, in utilising the Moderne style. Although the building currently has a poor presentation as the paintwork obscures the variation in the original materials – face brickwork and render – the original appearance could be readily reinstated.



Façade



Decorative tapestry bricks, over-painted (probably brown originally)



Building application 17,713 (1936)



K Halla, Corner [of] Queen Street west [and] Franklin Street south [Vic.]1966, detail
Note the 19th century building at 223 still stands at this time (now a laneway)
(Source: State Library of Victoria, H36133/208)

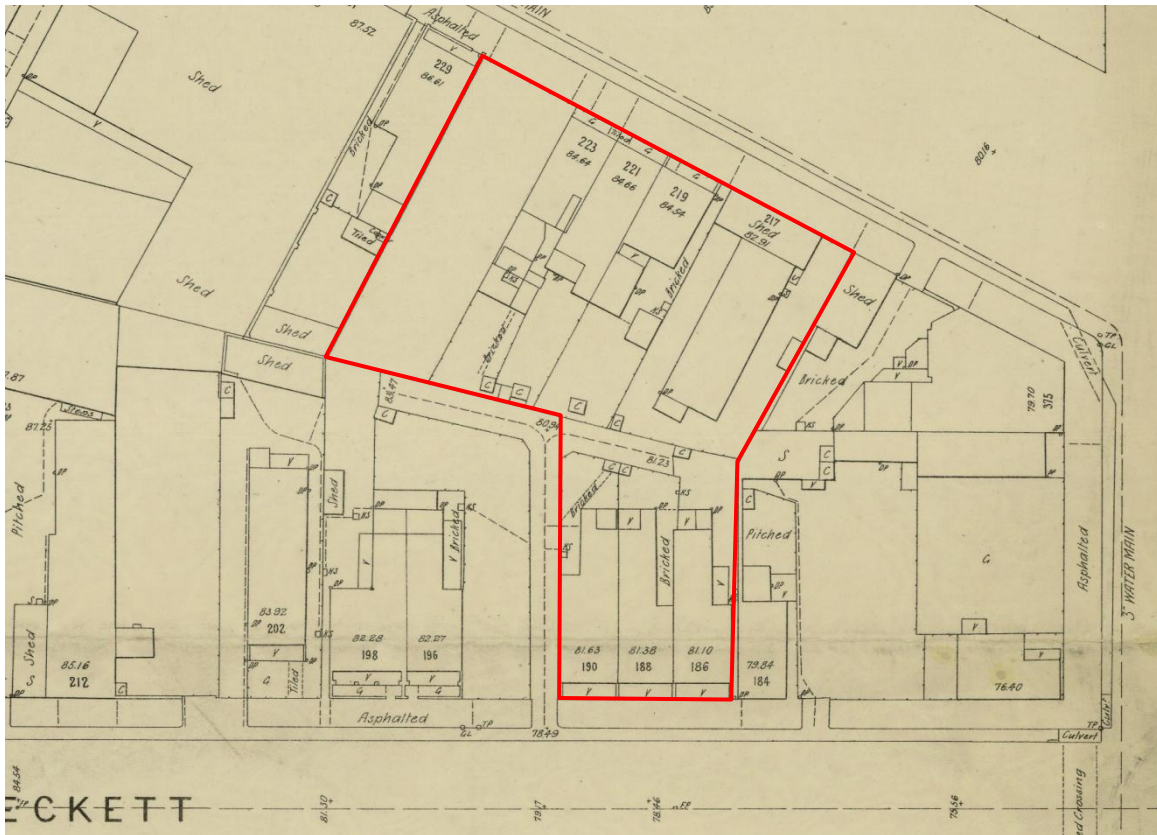
APPENDIX C – MMBW PLANS

The following MMBW plan of 1894 provides a snapshot of the then development in the area south of the Queen Victoria market. There were mostly brick buildings in the area with some light-weight structures also. Directly opposite the market on Franklin Street were warehouses or factories where terraces houses to nearby sections of A'Beckett, Queen and Williams Streets.



MMBW 25 (1894)
(Source: SLV)

The MMBW detail plan shows that the circumstance at the end of the 19th century. At that time, there were three terrace houses at 186-190 A'Beckett Street, a mixture of residential and commercial buildings at 215-223 Franklin Street, and 225-227 Franklin Street was vacant.

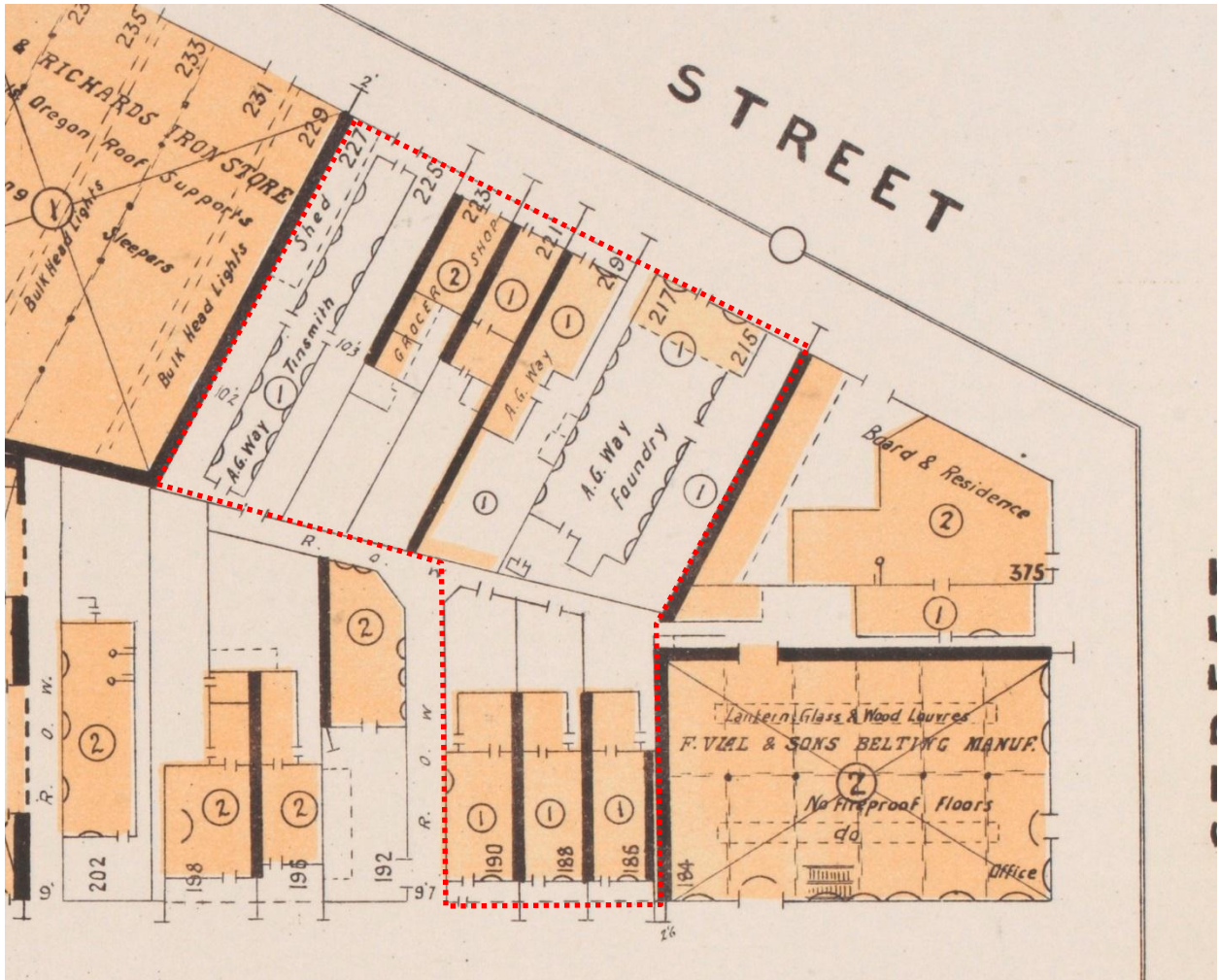


MMBW detail plan no. 1024 (1895)
(Source: SLV)

APPENDIX D – MAHLSTEDT PLANS

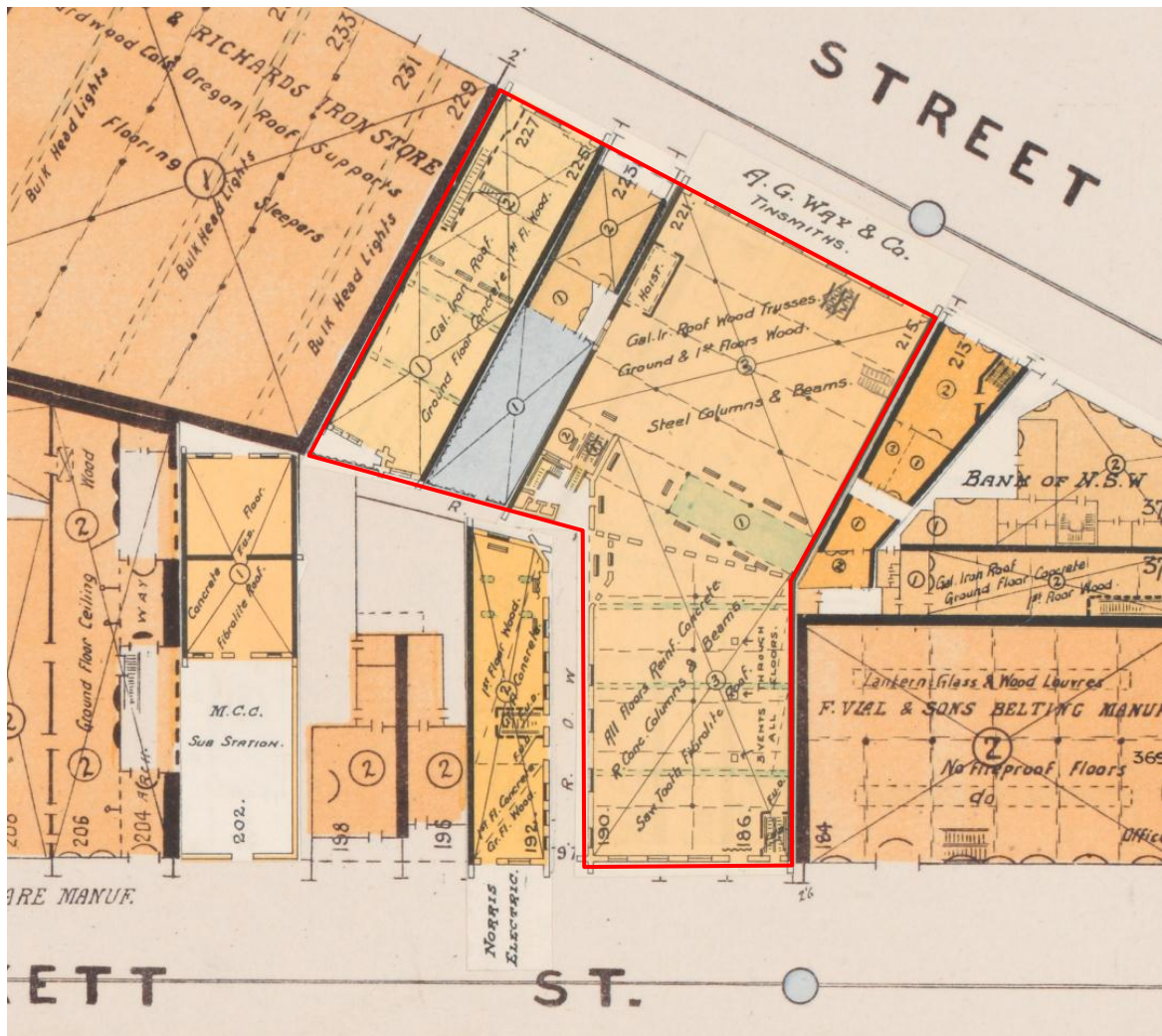
The Mahlstedt fire insurance plans provide considerable detail about buildings including number of storeys (circle), location of doors and windows, and some materials/construction details.

There are a few sets dated to 1923-28 but it is understood version that version 1 represents the base set at that time. As such, it represents the circumstance before the first of the three buildings was constructed in 1923 – 215-223 Franklin Street.



G Mahlstedt & Son, Insurance Plan, 1923-28 Version 1
(Source: SLV)

Version 4 of the Mahlstedt plans labelled 1923-28 as depicted below actually depict changes over time and includes details of the buildings in their mostly completed state, that is, at least until 1939.



G Mahlstedt & Son, Insurance Plan, 1923-28 Version 4
(Source: SLV)