

Statement of Evidence and Report to Planning Panel

Melbourne Planning Scheme Amendment C305

Queens Bridge Hotel

1-7 Queens Bridge Street, Southbank

Statement of Evidence

Prepared by

Peter Lovell

Instructed by

Ashurst Australia

July 2020

Prepared by

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Prepared for

Crown Resorts

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Statement of Qualifications and Experience, and Declaration of Authorship

This statement has been prepared by Mr Peter Haynes Lovell, Director of Lovell Chen Pty Ltd, Architects and Heritage Consultants, Level 5, 176 Wellington Parade, East Melbourne, assisted by Ms Charlotte Jenkins, Research Assistant. The views expressed in the statement are those of Mr Peter Lovell.

Qualifications and Experience

I have a Bachelor of Building degree from Melbourne University and have been director of the above practice, which I established with Richard Allom, since 1981. Over the past 38 years I have worked in the field of building conservation and have been involved in, and responsible for, a wide range of conservation related projects. These projects include the preparation of conservation/heritage studies for the Borough of Queenscliffe, the former City of South Melbourne, the former City of Fitzroy and the former City of Port Melbourne. In addition, I have acted as heritage advisor to the Borough of Queenscliffe and the former City of South Melbourne. In the area of conservation management planning I have been responsible for the preparation of a wide range of conservation analyses and plans including those for the Melbourne Town Hall and Administration Building, the State Library and Museum, the Supreme Court of Victoria, Werribee Park, the Regent Theatre, the Bendigo Post Office, Flinders Street Station, the Old Melbourne Observatory and the Mt Buffalo Chalet. I have been responsible for the preparation of strategic planning reports for Government House, Canberra, the Melbourne Town Hall and the Supreme Court of Victoria.

In the area of building conservation works I have been involved in and directly responsible for the investigation, design and documentation of a wide range of projects including the ANZ Gothic Bank at 380 Collins Street, the Collingwood, Melbourne and Fitzroy Town Halls, the Athenaeum and Regent Theatres, Parliament House, Melbourne, Government Houses in Canberra and Perth, and the Supreme Court of Victoria Court of Appeal.

I am a member of long standing of the National Trust of Australia (Victoria) and Australia ICOMOS (International Council on Monuments and Sites). I am also an honorary fellow of the Royal Australian Institute of Architects.

Over the past twenty years I have appeared frequently before the former Historic Buildings Council, now the Victorian Heritage Council, and the Victorian Civil and Administrative Tribunal in relation to matters relating to conservation, adaptation and redevelopment of historic places.

Instructions

My instructions in relation to my expert evidence comprised a formal brief provided by Ashurst Australia and a letter requesting the preparation of heritage expert evidence and appearance at the subsequent hearing.

As relevant to my consideration of the matter documents with which I have been provided include:

- Melbourne Planning Scheme Amendment C305, Explanatory Report
- Melbourne Planning Scheme Incorporated Document (Am C305), Southbank Statements of Significance
- Melbourne Planning Scheme Incorporated Document (Am C305), Southbank Heritage Inventory 26 April 2018 (Exhibition)
- Southbank and Fishermans Bend Heritage Review, 23 June 2017
- The Victorian Heritage Register Criteria and Threshold Guidelines, Reviewed and Updated, 4 April 2019
- Planning Practice Note No. 1, Applying the Heritage Overlay
- Future Melbourne Committee, Meeting No. 34, Agenda Item 6.2
- C305 Southbank Heritage, Places where the Heritage Overlay is proposed to be applied, May 2020
- Crown Resorts, 'One Queensbridge', Melbourne development proposal

- Flooding Issues at 1 to 7 Queens Bridge Street, Amendment C305 to the Melbourne Planning Scheme, 30 June 2020, prepared by Water Technology Pty Ltd

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.

A handwritten signature in black ink, appearing to read 'Peter Lovell', is shown within a light gray rectangular box.

Peter Lovell

1.0 Introduction

This statement of evidence has been prepared for Ashurst Australia for its client Crown Resorts, the owner of the property at 1-7 Queens Bridge Street, Southbank, and relates to Amendment C305 of the Melbourne Planning Scheme.

As related to the subject property, the amendment seeks to include 1-7 Queens Bridge Street, Southbank in the Schedule to the Heritage Overlay of the Melbourne Planning Scheme and to amend Planning Scheme Map 8HO2. The amendment seeks to introduce permanent individual controls (HO1228) over the subject property which currently is not included in the Schedule to the Heritage Overlay.

The subject property is located on the east side of Queens Bridge Street, to the south of Queens Bridge and the Southbank Promenade (Queensbridge Square) (Figure 1). The existing building presents as a three storey painted and rendered hotel with a cantilever awning.

Over recent years the property has undergone significant change both as related to the site specific fabric and the context. The changes to the fabric have included substantial demolition and redevelopment behind the historic facade, including incorporation of the adjacent site to the south. The contextual changes have included the redevelopment of surrounding land including the construction of a number of high rise developments. The hotel facade now stands in relative isolation from any related heritage places.

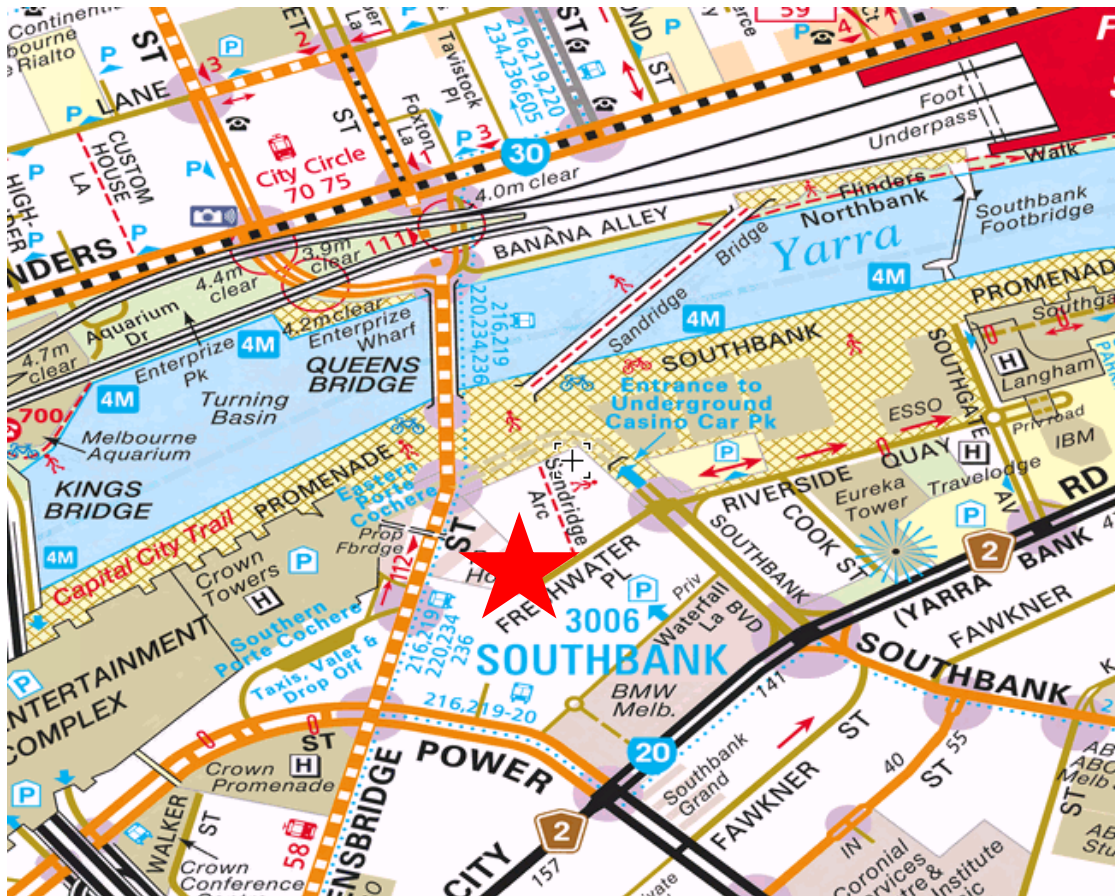


Figure 1 Locality plan, the location of 1-7 Queens Bridge Street is indicated by the red star
Source: www.street-directory.com.au

2.0 Amendment C305

In the exhibited documentation, the subject property is identified as HO1228 in the Schedule to the Heritage Overlay of the Melbourne Planning Scheme. The Schedule to the Heritage Overlay includes external paint controls for the property. The extent of the heritage overlay is indicated at Figure 2.



Figure 2 Detail of the Heritage Overlay map 8HO2 with the subject site indicated
Source: Part of map 8HO2, exhibited as part of Amendment C305 of the Melbourne Planning Scheme

2.1 Southbank and Fishermans Bend Heritage Study

The subject property was included in the *Southbank and Fishermans Bend Heritage Review* (June 2017) (the Review) undertaken by Biosis. The Review was commissioned by the City of Melbourne to identify places of heritage significance, prepare a thematic history and make recommendations for the inclusion of places under the heritage overlay. The Review recommended the retention of 17 existing individual heritage overlays, deletion of 14 existing individual heritage overlays, the introduction of two new heritage precincts and 35 new individual heritage overlays. Citations and statements of significance were prepared for all individual places and the two precincts.

The citation for 1-7 Queens Bridge Street identifies the subject property as being of individual significance and recommends that the subject property be included in the Heritage Overlay on a permanent basis.

2.2 Heritage citations

The property citation prepared by Biosis includes a statement of significance, history, description, comparative analysis and assessment against criteria. These sections are variously discussed throughout the statement. While the Review is already a policy reference document in the Melbourne Planning Scheme at Clause 22.04, only the statement of significance is included in the exhibited incorporated document *Southbank Statements of Significance* (2 October 2017).

2.2.1 Statement of significance

The statement of significance for the subject property as included in the *Southbank Statements of Significance*, a document exhibited as part of Amendment C305 (from 24 May 2018-29 July 2018), is reproduced below:

What is significant?

The Queens Bridge Hotel 1-3 Queen Street Southbank

Contributory elements include:

- parapeted three-storey corner form;
- Stuccoed ornament, in a trabeated form, in a neo-Classical style, terminating on a cornice at the parapet.
- stepped parapet, entablature and central flagpole providing a Moderne flavour
- Neo-Egyptian reeded capitals to the pilasters in keeping with the exotic derivation of the stepped parapet.
- cantilever street verandah
- glazed tiling in the typical mottled cream with brown stripe pattern, as the dado between
- openings still fitted with their varnished timber doors and concertina wrought-iron security grilles.

The hotel is near original externally.

How is it significant?

The Queens Bridge Hotel is significant historically and aesthetically to Southbank and the City of Melbourne.

Why is it significant?

The Queens Bridge Hotel is of local historical significance for its role in serving the travellers and workers in the Southbank area. Its history is notable for the association with the nearby Queen's Bridge and its precursor, the Falls Bridge after which the hotel was named and then renamed. It is also notable for its associations with the firm of architects, Peck & Kemter.

As a major focus for workers from the South Bank Area as well as travelling salesmen, visiting the districts businesses, it reflects the former historical use of the Southbank Area.

The hotel is aesthetically significant for its stripped classical style and Egyptian motifs, and its prominent corner position giving it a landmark status on one of the main entries from the city into the Southbank area.¹

¹ Melbourne Planning Scheme, *Southbank Statements of Significance*, 2 October 2017, as exhibited as part of Amendment C305 of the Melbourne Planning Scheme, pp.60-61.

2.2.2 Property grading

The exhibited documents include two documents that will become incorporated documents in the Melbourne Planning Scheme (*Southbank: Statements of Significance* and *Southbank Heritage Inventory 26 April 2018*), which provide a grading and statement of significance for the property.

The Review, which recommended the heritage controls over the property, identified the Queens Bridge Hotel as a C grade property within a level 3 streetscape.²

The Review adopts the existing grading definitions under Clause 22.05 in the Melbourne Planning Scheme, which are defined in the Review as follows:

‘C’ graded 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.³

Level 3 streetscapes may contain significant buildings, but they will be from diverse periods or styles, and of low individual significance or integrity.⁴

Amendment C258

Amendment C258 to the Melbourne Planning Scheme was placed on exhibition in December 2017 and was the subject of a panel hearing in August 2018. This amendment seeks to implement the recommendations of the *Heritage Policies Review 2016* and the *West Melbourne Heritage Review 2016*. Of relevance to the subject property, Amendment C258 replaces the existing alphabetic grading system which identified a building grading (A to D) and streetscape grading (1 to 3) with gradings of significant, contributory and non-contributory. This amendment has now been approved with changes by the Minister for Planning and is awaiting gazettal.

In the *Southbank Heritage Inventory 26 April 2018*, as exhibited under Amendment C305, the property at 1-7 Queens Bridge Street is identified as an individually significant heritage place. Significant heritage places are defined in Clause 22.04, as exhibited under Amendment C258 as follows:

‘Significant’ heritage place:

A ‘significant’ heritage place is individually important at state or local level, and a heritage place in its own right. It is of historic, aesthetic, scientific, social or spiritual significance to the municipality. A ‘significant’ heritage place may be highly valued by the community; is typically externally intact; and/or has notable features associated with the place type, use, period, method of construction, siting or setting. When located in a heritage precinct a ‘significant’ heritage place can make an important contribution to the precinct.⁵

² Biosis, *Southbank and Fishermans Bend Heritage Review*, June 2017, p.136.

³ Biosis, *Southbank and Fishermans Bend Heritage Review*, June 2017, p.23.

⁴ Biosis, *Southbank and Fishermans Bend Heritage Review*, June 2017, p.24.

⁵ Melbourne Planning Scheme, Clause 22.04 as exhibited as part of Amendment C258 of the Melbourne Planning Scheme, pp.6-7.

The methodology adopted in the Review notes that C buildings are generally converted to significant gradings.⁶

2.3 Previous studies

The former Queens Bridge Hotel was first graded for heritage reasons in the *South Bank Historical and Architectural Study* (Graeme Butler & Associates) in 1982 (Figure 3). It was given a D grading, the lowest grading in the alphabetic scale used in the study. In 1987 it was again examined in the *South Melbourne Urban Conservation Study* (Allom Lovell Sanderson). It was given a B grading in this study and recommended for individual listing in the South Melbourne Planning Scheme. No site specific assessment or citation was prepared as part of this study.



Figure 3 The Queens Bridge Hotel in 1982
Source: Flickr – Graeme Butler

During the 1990s, during the period of council amalgamations, the site moved into the City of Melbourne and was included in the Melbourne Planning Scheme under Clause 327-5 as a 'Site of Architectural or Historic Interest'. This listing, however, did not move forward to the new format planning scheme and the property was not included in the Schedule to the Heritage Overlay.

3.0 History

The citation for the subject property as included in the exhibited documentation for Amendment C305 does not include a history of the property, only a Statement of Significance. However, in the Review the following history is included, which was also exhibited as part of Amendment C305. The citation for 1-7 Queens Bridge Street as included in the exhibited documentation is reproduced below:

The Yarra River created a barrier to traveling to Melbourne's south for most of the city's existence. A rock bar near the foot of Market Street originally prevented further navigation upstream, but also provided a fording place when water levels were low, and the privately-tolled Balbirnie's Bridge was built just upstream of there in 1845. John Batman's only son was drowned at the age of nine while playing on the rocks. The Falls Bridge replaced Balbirnie's Bridge in 1860, but was

⁶ Biosis, *Southbank and Fishermans Bend Heritage Review*, June 2017, p.24.

itself replaced in 1880-1881 by the present Queens Bridge. The effect of this was to funnel a large part of Melbourne's traffic into the Southbank area (as an alternate to the St Kilda road route crossing at Princes Bridge). The south side of the Falls Bridge was therefore the ideal location for a hotel to serve the travellers, as well as the many workers and salesman attending the area's warehouses and factories.

The Falls Bridge Hotel was built by 1888-1889 in what was then Moray Street North. With the opening of the new Queens Bridge, the street was renamed Queens Bridge Street, and the hotel was renamed the Queens Bridge Hotel. The hotel was considered to be a death trap, as there was a varnish works operating at its rear, and following intervention of the Liquor Licensing Board, the earlier building was replaced by the existing modern, reinforced-concrete structure in 1926 when the hotel was acquired by Carlton & United Breweries (CUB). The firm of Peck & Kemter, who also designed the Heidelberg Town Hall and Capitol Theatre, was engaged to transform the Victorian building, providing a three-storeyed, stuccoed, neo-Classical framework. Below the cantilevered veranda, the exterior was finished with glazed tiling in mottled cream with brown stripes. In 1940, further updating was carried out by CUB.⁷

In my view, the history above is largely accurate, identifying the association between the name of the hotel and its locale, and noting both the reconstruction of the hotel and the alterations undertaken in 1940. The following provides a more detailed history of the site.

A license was first granted for this site in 1886, and by 1888, a brick hotel, the Falls Bridge Hotel had opened under the proprietorship of John Murray (Figure 4 to Figure 7)⁸ The hotel site, together with those to either side, appears to have been owned by William A Dunsford, an absentee landlord who lived in England.

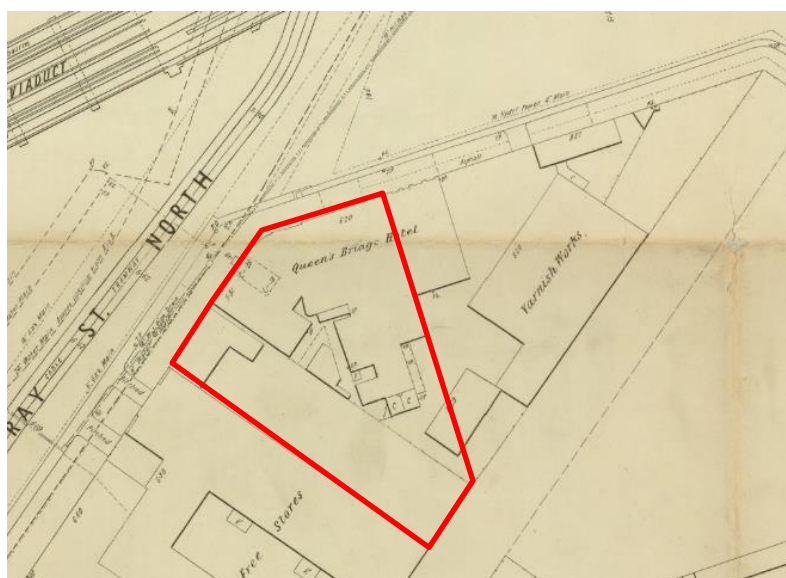


Figure 4 MMBW plan from 1895 showing the plan of the original hotel with the approximate extent of the subject site indicated
Source: State Library of Victoria

⁷ Biosis, *Southbank and Fishermans Bend Heritage Review*, June 2017, p.434.

⁸ *Sands and McDougall Melbourne Directories, 1887-1888.*



Figure 5 An undated photograph of the railway bridge at Queens Bridge Street with the 'Queensbridge Family Hotel' in the background
Source: Public Records Office of Victoria, VPRS 12800/P3



Figure 6 A view of Queens Bridge Street from Flinders Street, c. 1910s, with the subject site indicated
Source: Public Records Office of Victoria, VPRS 12800/P1

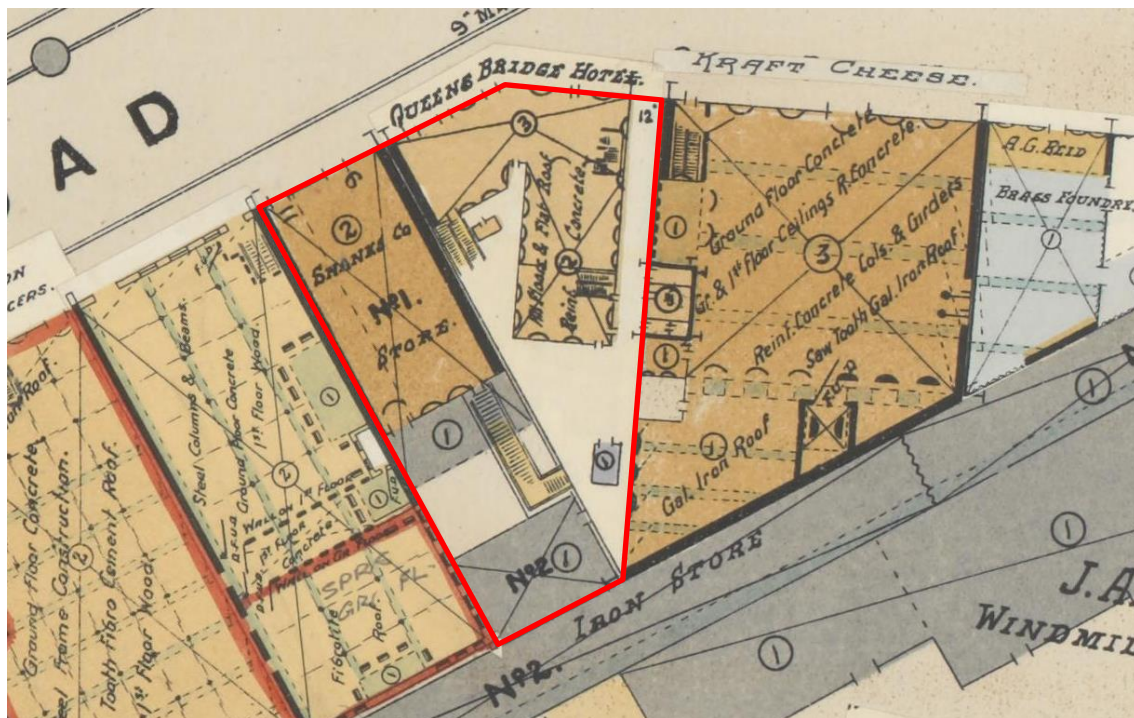


Figure 7 Mahlstedt plan from the 1920s with the approximate extent of the subject site indicated
Source: State Library of Victoria

In 1914, the lease on the Queens Bridge Hotel was taken over by James Dwyer. At this time the hotel building and the buildings and land to the east onto Riverside Avenue were all still owned by William Dunsford. By 1920, however, James Dwyer had purchased all of Dunsford's riverbank properties. At this time, he transferred the hotel license to Daniel Byrne and subsequent licensees of the early 1920s included Ellen Dillon and David Bishop.⁹

The rate books appear to suggest that the existing hotel was enlarged around 1922-23, while still in the ownership of James Dwyer as the number of rooms increased from 20 to 45 at this time. The net annual value of the hotel also increased dramatically at around the same time, from £350 to £800.¹⁰ The nature of these alterations is not clear and Dwyer's active involvement in the running of the Queens Bridge Hotel ended in 1924, when he leased the business to a new licensee, Albert V Stott.¹¹

It is thought that Carlton and United Breweries(CUB) purchased the Queens Bridge Hotel from James Dwyer around 1925-1926.¹² At around the same time, the brick shop and restaurant to the east of the hotel and facing onto Riverside Avenue (now Southbank Promenade) were also sold by James Dwyer. These buildings were demolished to make way for the new Queensbridge Motors showrooms. Despite the change of ownership, Albert Stott continued as the licensee of the Queens Bridge Hotel.

Within a year or two after their purchase, CUB decided to demolish the existing hotel and replace it with a new reinforced concrete building (Figure 8). The reason for the replacement of the earlier building is not known, however, the activities of the Victorian Government's Licensing Reduction Board (LRB) in the

⁹ Information provided by the Liquor Licensing Commission.

¹⁰ South Melbourne rate books, various years.

¹¹ South Melbourne rate book, 1927-28, no. 8330.

¹² Cityscope.

early twentieth century saw many hotels undergo refurbishment and upgrading works and, in many cases, the construction of new buildings to replace aging nineteenth century structures.

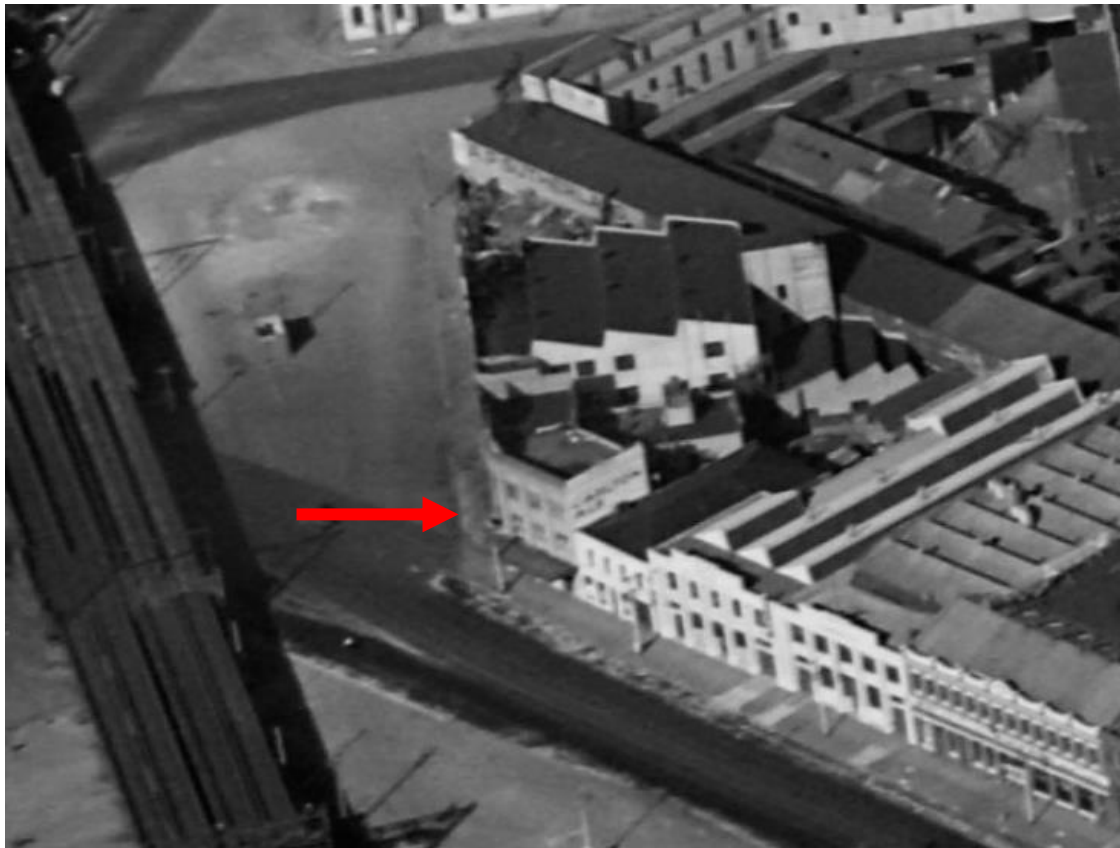


Figure 8 Oblique aerial from 1945 with the subject site indicated
Source: Charles Daniel Pratt accessed via the State Library of Victoria

Appointed in 1906 by the Victorian Government as part of its new Licensing Act, the LRB consisted of a panel of three men who between them were empowered to reduce the number of hotels in each district to the statutory number. Essentially, the LRB was limited in the number of hotels it closed in each district only by the statutory number for that district and by the funds available to compensate the victims of its judgements. Closures were made on the basis of the way in which each public house was conducted, and on the nature of the building itself, and many hotelkeepers responded by undertaking extensive alterations and additions to existing buildings, often incorporating additional accommodation, and remodelling facades, particularly at ground floor level.¹³ Others chose to replace their hotels with new buildings.

Consistent with the response of some other hotel proprietors, CUB chose to replace the older building in 1926-27, replacing an earlier hotel building which had been constructed in 1888-89. The new building occupied a reduced footprint as compared to the original building, which extended further east along Queens Bridge Street (Figure 9 to Figure 10).

¹³ J Freeland, *The Australian Pub*, Melbourne University Press, Carlton, 1966, p. 176.

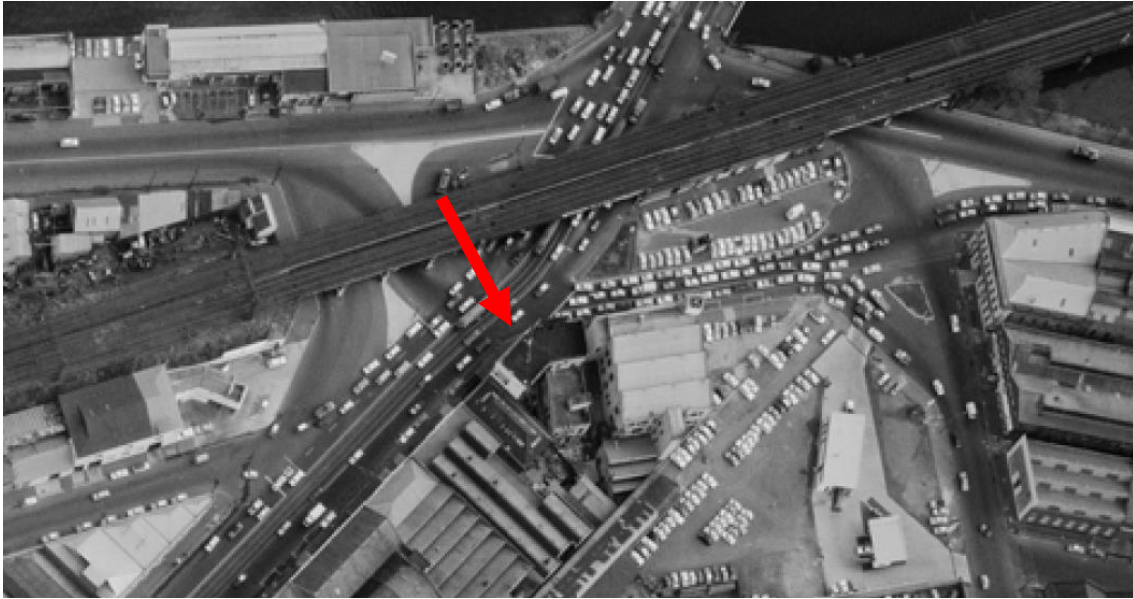


Figure 9 Aerial photograph from 1970 with the subject site indicated
Source: Land Victoria

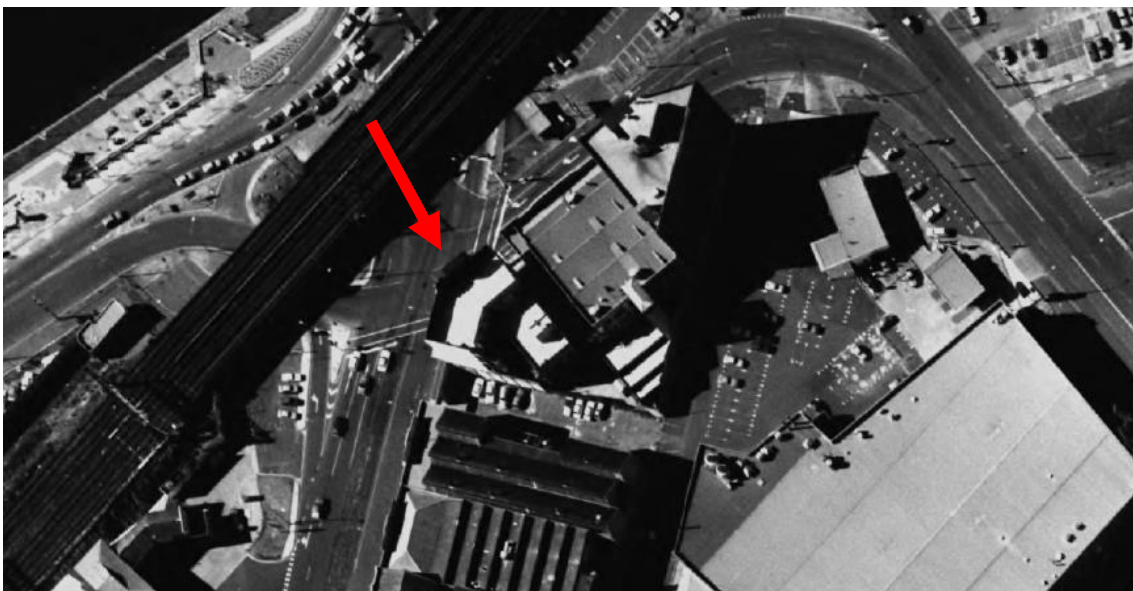


Figure 10 Aerial photograph from 1984 with the subject site indicated
Source: Land Victoria

The property service plans for the Queens Bridge Hotel indicate that the new hotel was constructed to designs by Peck and Kemter.¹⁴ The work of building the new hotel on this site was apparently a difficult task, and as a result, construction of the hotel took 15 months, a considerable period of time for a building of this size.¹⁵

On completion the licensees, Mr and Mrs A V Stott, held a dinner to celebrate the opening of the new Queen's Bridge Hotel. Guests included local parliamentarian and mayor of South Melbourne, Mr

¹⁴ Property Service Plan, South East Water.

¹⁵ 'Queen's Bridge Hotel', *Record*, 4 February 1928, p.7.

Williams, MLA, committee members of the Licensed Victuallers' Association, and various members of the wholesale and retail trade. Whilst praising the 'interior comfort and the attractive appearance of the hotel', speakers at the dinner also made reference to the technical difficulties which had plagued the project.¹⁶

Despite the confidence the Stotts expressed in their new venture, within six months the licence of the Queen's Bridge Hotel had changed hands again. The new licensee was Mildred Cass, who, with the Cass family, was noted as holding a number of successful events and fundraisers at the hotel.¹⁷ Alterations and extensions were made in 1940 during the occupation of the Cass family¹⁸ who remained the hotel's proprietors for several decades, finally relinquishing the license in 1964, when it was transferred to Kevin Hoare.

Further internal alterations were undertaken in 1964 overseen by architect R. F Cox for Carlton & United and comprised new toilets to all levels and minor refurbishments to the bar area. Further alterations were undertaken in 1979 also to the toilets. The hotel remained in the Hoare family until 1984. The building remained largely untouched until the 1990s when it was substantially gutted, the rear wing demolished and a new precast concrete panel enclosed space created, with a saucer domed roof. The hotel has now been closed for some years and part of the space has been utilised for a display suite for local developments.

4.0 Description

The description of the hotel as contained in the citation for 1-7 Queens Bridge Street as included in the exhibited documentation, is reproduced below:

The Queens Bridge Hotel occupies a prominent, splayed corner site facing the city from across the river. The building is designed in a stripped, classical style and constructed of reinforced concrete, incorporating a rendered facade with giant order pilasters with neo-Egyptian reeded capitals that rise through the first and second floors to support an entablature with deep cornice and central corner pediment with flagpole. The hotel name is emblazoned on the raised corner parapet, while deep verandas shade a tiled dado, glazed mottled cream with a brown stripe.¹⁹

As noted, the existing building remained largely intact as originally constructed until the 1990s when it was substantially gutted, the rear wing demolished and a new precast concrete panel enclosed space created, with a saucer domed roof (Figure 11). The works appear to have included the incorporation of the adjacent site on Queens Bridge Street into the reworked premises. As compared to its state in 1996-97 the surviving original fabric is now in large part limited to the external walls to Queens Bridge Street and a short length of the east side return wall. Part of the roof may also be intact.

As presenting to the street the hotel façade has a splayed arrangement with three bays extending to the east and south from a single chamfered bay on the corner (Figure 14 and Figure 15). The bays are defined by giant order pilasters with neo-Egyptian inspired ornament and mouldings. As described in the proposed amendment citation the whole presents in a stripped classical revival style, as was fashionable for both new and refurbished hotels in the interwar period. The south-west addition of the hotel at 5-7 Queens Bridge Street is a modern addition.

¹⁶ 'Queen's Bridge Hotel', *Record*, 4 February 1928, p.7.

¹⁷ 'Southern Districts Branch' *Advocate*, 3 December 1931, p.23 and 'Celebrating a Double', *Record*, 8 January 1934, p.4.

¹⁸ 'Opportunities for Business', *Construction*, 17 April 1940, p.16.

¹⁹ Biosis, *Southbank and Fishermans Bend Heritage Review*, June 2017, p.433.

While relatively intact above the verandah level the ground level has undergone change by way of alteration and partial concealment of openings and painting of the tiled dado. All original doors appear to have been replaced and possibly some windows. The tiles at ground floor level have been overpainted. The main entrance to the building is via the later addition located at 5-7 Queens Bridge Street.

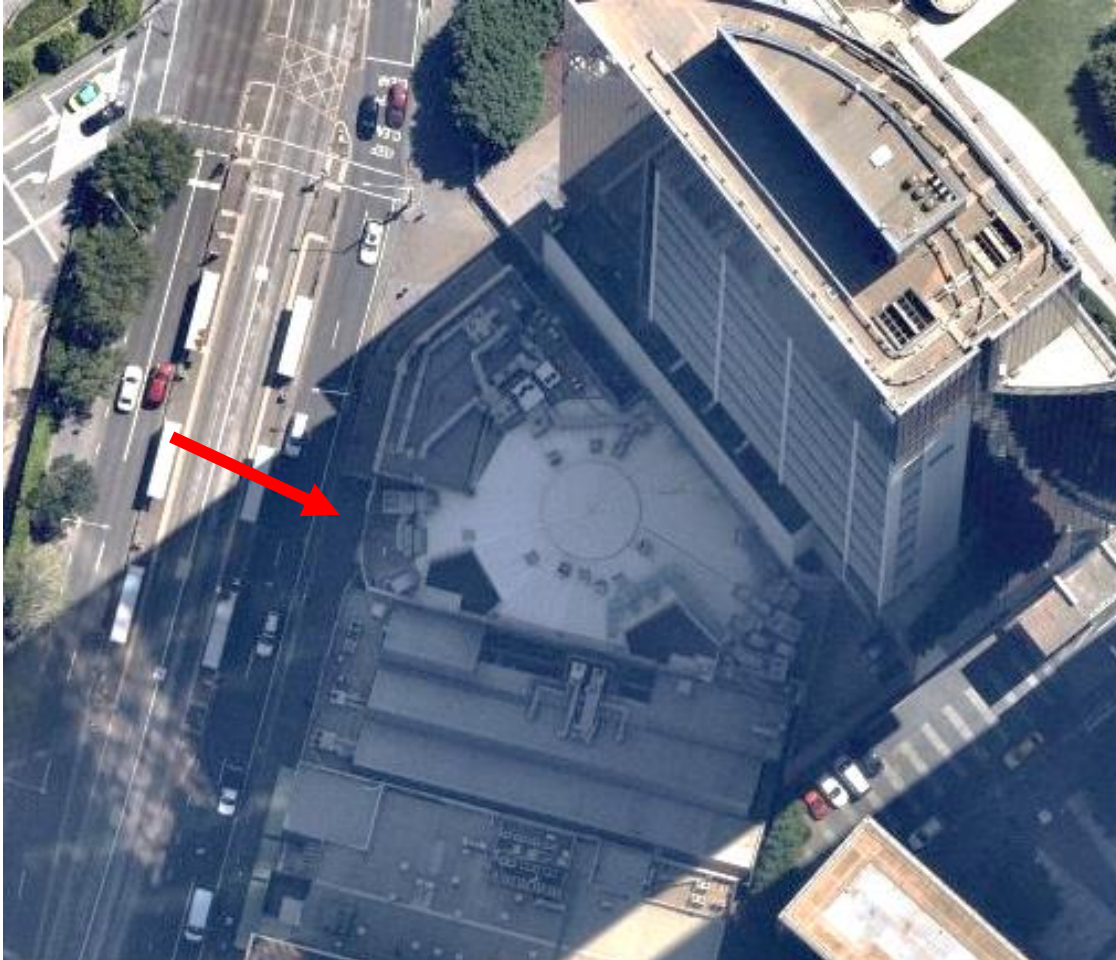


Figure 11 Recent aerial photograph with the adjacent site indicated
Source: Nearmap, February 2020



Figure 12 View of the Queens Bridge Hotel from Queens Bridge Street

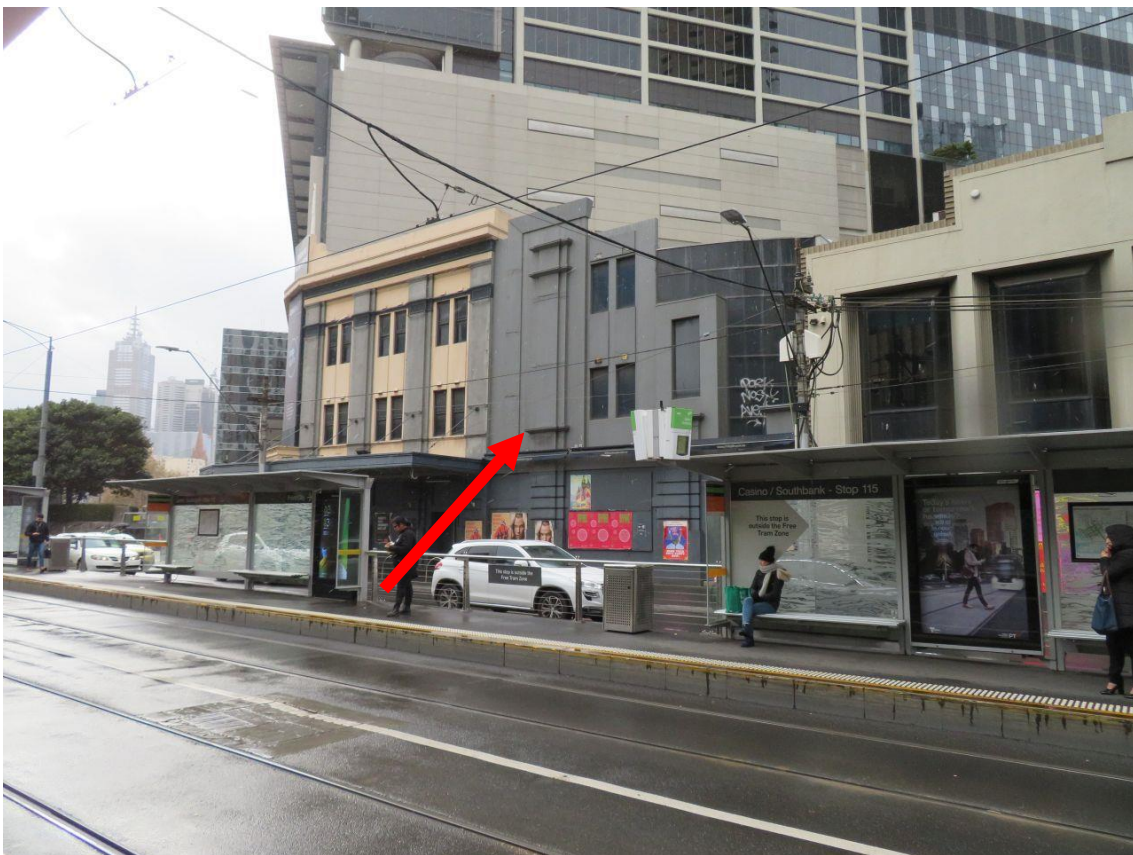


Figure 13 View of the south-west side addition to the Queens Bridge Hotel



Figure 14 View of the ground level façade showing the boarding over of openings



Figure 15 View looking along the Queens Bridge facade

5.0 Assessment of heritage issues

In assessing the worthiness of this place for inclusion in the Schedule to the Heritage Overlay, the Review has identified that the hotel satisfies three of the heritage listing criteria as identified in Planning Practice Note. No. 1. Those criteria are as follows:

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 significance).

Criterion H: Special association with the life or works of a person, or group of persons, of importance in our history (associative significance)²⁰

5.1 Criterion A: Historic significance

The historical significance of the hotel is identified in the citation as relating to 'its role in serving travellers and workers in the Southbank area', its association with the adjacent bridge, and its associations with the architects Peck and Kemter.

While recognising that in a heritage review or study process there will always be a limit on the depth of research that can be undertaken on any one place, there needs to be caution in drawing conclusions about a place which are not necessarily substantiated by fact. The proposition that the hotel serviced travellers and workers in the Southbank area is possibly correct, but it is not substantiated by any detail and the same statement, as relevant to other locations, could be made about virtually every hotel in Melbourne and beyond. To further state that 'As a focus for workers from the Southbank area, as well as travelling salesmen visiting the districts businesses, it reflects the former historical makeup of the Southbank area', is to make a claim which in the absence of a detailed history, examination of hotel registers and the like presents as supposition.

In attempting to further understand the above assertion a limited review of articles and advertisements for the hotel, sheds some light on the place.

Prior to its replacement in the 1920s, the hotel was advertised in the 1890s as a "family hotel" with "splendid accommodation for travellers and boarders" with a large hall which could be "used for socials, parties, banquets".²¹ This changed moderately following the rebuilding with advertisements identifying it as a "family hotel" offering "superior accommodation for country visitors".²² In the subsequent years a snapshot of the 1930s to 1950s suggests that it provided for diverse short term and longer term guests including divorcees, single men and women, people attending conferences²³, and in one instance athletes attending the Centenary Games²⁴. The hotel was also noted as being the host to a number of social events, hosted by the Cass family (long-term publicans), wedding receptions²⁵, dinners for local

²⁰ Department of Environment, Land, Water and Planning, Applying the Heritage Overlay, Planning Practice note, No.1, August 2018, pp.1-2.

²¹ 'Advertising', *Record*, 22 August 1896, p.1.

²² 'Advertising', *Weekly Times*, 5 September 1931, p.13.

²³ 'Personal', *The Herald*, 12 March 1946, p.5.

²⁴ 'Athletes From N.Z Delayed', *The Herald*, 21 January 1935, p.10.

²⁵ 'Port has fast price', *The Argus*, 21 June 1940, p.15.

clubs or sporting groups²⁶, reunions²⁷, and even meetings of the 'Foreign Legion' during World War II. Over this period, the hotel was marketed as accommodation and a place to dine and host events, and also for visitors to the city. There is nothing in this material to suggest that it was a 'focus for travelling salesmen' or that it was a focus for workers from the Southbank area. In practice it appears that more likely that the focus of its business was country and family travellers arriving by train or boat.

The fact is that we have very limited knowledge of the patronage of the place and it is inappropriate to surmise that historical value is related to specific associations in the manner proposed. The operational history of this hotel, to the degree that it has been documented, is limited to the names of proprietors and licensees and a broad understanding of some activities which occurred therein. This is a history which is common to all such places and does not elevate the place amongst others.

Regarding the second consideration, that of location, the former hotel is sited on a river crossing, historically close to rail and river transport, a factor which was promoted in advertising material during the interwar period. In this regard its competition would have been the many hotels located on the north bank of the Yarra, on Flinders Street, as well as the more sparsely located hotels in what is now described as the Southbank area. As contributing to historical value, the name-place association is one which is of historical interest in distinguishing this hotel from others but not an uncommon characteristic of such a place. Many such places had name place associations, often as related to local landmarks or topographical features. Some examples are identified in Table 1 below and include: Hotel Spencer, on Spencer Street; Batman's Hill Hotel, on Batman's Hill; Town Hall Hotel, within proximity to the Town Hall. Such places, however, are rarely elevated in significance as a consequence of this association.

On the third consideration, that of the architects, Peck and Kemter, the citation notes that the association is of historical significance (Criterion A) and also of significance as a 'special association' under Criterion H.

The listing for Peck and Kemter in *The Encyclopedia of Australian Architecture* (Goad and Willis) is as follows:

In 1889, Solon Alonzo Peck (1870-1930) was articulated to W. V. Billing, becoming partner in 1893 and later Billing, Son & Peck (1897-1911). With George Alfred Kemter (1887-1971) as partner, it became Billing, Peck & Kemter (1912-c20). These various iterations of the firm designed banks at Box Hill (1911), Coburg (1912), the Western Branch (1917) of the State Savings Bank of Vic. and the Higson Building (1913), Flinders Lane, Melbourne. As Peck & Kemter, acting for the client Howey Estate, they were involved with Walter Burley Griffin and Marion Mahony Griffin in the Capitol Theatre and building, Melbourne (1920-4, **Error! Reference source not found.**). Although they and the Griffins initialled each drawing, they did not design and were arguably not significantly involved, although some say the Griffins oversigned their drawings later.

Peck & Kemter designed B. F. Cox residence, Malvern, Vic. (c1925), renovations to the Brunswick Baths (1928), the Bankers & Traders Insurance building, Collins Street, Melbourne (1928), the Sheep Pavilion, Melbourne Showgrounds (c1928, **Error! Reference source not found.**), the Aeolian Building, Swanston Street, Melbourne (c1928, **Error! Reference source not found.**) and The Strand, Elizabeth Street, Melbourne (1929) before Peck died. Later the firm designed W. B Simpson's office, Victoria Street (1933) and, with A. C. Leith & Bartlett, Heidelberg Town Hall (1936-7), Peck & Kemter was awarded the RVIA Street Architecture Medal (1939),

26 'The Middle Park Swimmers', *Record*, 12 December 1935, p.3.

27 'Reunion dates', *The Argus*, 21 April 1955, p.15.

although again their role was probably not significant. Philip Hudson worked with Peck, Kemter & Dalton (1939) on the Commercial Union Assurance building, Collins Street, Melbourne in 1939. Kemter completed the Wakes Mail Order Store, 493-497 Swanston Street, Melbourne (1940) and a retirement home on his Heidelberg property (1940) before the firm closed.²⁸

Peck and Kemter's work was wide ranging and included commercial and civic work, as well as residential. The new hotel at Queens Bridge Street presents as a design consistent with other commissions of the period; reflective of the times but in many cases not of particular note. Regarding the historical significance of the association of the hotel with Peck and Kemter, it is an association which is directly evidenced in the work and as with most architect designed buildings, is of historical interest in understanding the place. The association, however, does not in my assessment elevate the significance of the place for historical reasons. It would potentially do so if the engagement were of a more seminal nature as related to unique or unusual aspects of the design, or if there was a strong client architect interaction which was reflected in the building.

5.2 Criterion E: Aesthetic significance

The aesthetic significance of this building, as identified in the citation is as associated with the facade design in a stripped Classical style with neo-Egyptian motifs and the prominent siting which gives the building landmark status.

In this regard it is one of a number of hotels in the stripped classical revival style, located in metropolitan Melbourne and elsewhere throughout Victoria. This style of hotel was a preferred style in the 1920s and also prominent in hotels owned by Carlton and United Breweries. New and reworked hotels of this period typically comprised two to three storeys, rectilinear forms, painted facades often with tiles to the ground floor, a balcony or loggia at first floor level and a parapet with a low-stylised pediment often decorated with detailing of Greek, Roman or classical origin. Cantilevered verandahs or canopies were also a mark of the inter war period and were on occasions applied to new and nineteenth century hotels.²⁹

Within the hotel typology, as noted in the citation, it is used in the Greyhound Hotel in Richmond and also in the Tankerville Arms Hotel in Fitzroy (Table 1). It is also evident to a greater or lesser degree in other hotels within Melbourne and the surrounding inner suburbs as indicated in Table 1 below, recognising that some are makeovers of earlier hotel buildings.

Table 1 Comparisons to central city and inner suburban hotels

Place	Control	Image
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²⁸ Richard Peterson, in Phillip Goad and Julie Willis (eds) *The Encyclopedia of Australian Architecture*, 2012, p. 534.

²⁹ J Freeland, *The Australian Pub*, Melbourne University Press, Carlton, 1966, pp.176-7.

Melbourne examples

Hotel Spencer
475 Spencer
Street, West
Melbourne

HO781
(Melbourne)

C grade building
in a level 3
streetscape

Significant in
Heritage Places
Inventory 2020
(C258)





Carlton Hotel
193-199 Bourke
Street,
Melbourne

HO1001
(Melbourne)

C grade in a level
3 streetscape

Significant in
Heritage Places
Inventory 2020
(C258)



<p>Batman's Hill Hotel</p> <p>66-70 Spencer Street, Melbourne</p>	<p>HO501 (precinct in the City of Melbourne)</p> <p>C grade</p> <p>Significant in Heritage Places Inventory 2020 (C258)</p>	
<p>Royal Mail Hotel</p> <p>515-523 Spencer Street, West Melbourne</p>	<p>HO783 (Melbourne)</p> <p>C grade building in a level 3 streetscape</p> <p>Significant in Heritage Places Inventory 2020 (C258)</p>	
<p>Former Melrose Hotel</p> <p>191-195 Melrose Street, North Melbourne</p>	<p>HO953 (precinct in the City of Melbourne)</p> <p>D grade building in a level 2 streetscape</p> <p>Significant in Heritage Places Inventory 2020 (C258)</p>	

South Melbourne examples

Bayview Hotel
279 Cecil Street,
South
Melbourne

HO440 (precinct
in the City of
Port Phillip)



George Hotel
139 Cecil Street,
South
Melbourne

HO440 (precinct
in the City of
Port Phillip)






Limerick Arms
364 Clarendon
Street, South
Melbourne

HO440 (precinct
in the City of
Port Phillip)



Fitzroy examples		
<p>Tankerville Arms</p> <p>230 Nicholson Street, Fitzroy</p>	<p>HO334 (precinct in the City of Yarra)</p>	
<p>Royal Oak Hotel</p> <p>442 Nicholson Street, Fitzroy</p>	<p>HO327 (precinct in the City of Yarra)</p>	
<p>St Andrews (later Pumphouse) Hotel</p> <p>124 Nicholson Street, Fitzroy</p>	<p>HO361 (precinct in the City of Yarra)</p>	

<p>Town Hall Hotel</p> <p>166 Johnston Street, Fitzroy</p>	<p>HO334 (precinct in the City of Yarra)</p>	
<p>Richmond examples</p>		
<p>Greyhound Hotel</p> <p>60-62 Swan Street, Richmond</p>	<p>HO405</p> <p>(individual in the City of Yarra)</p>	
<p>Richmond Club Hotel</p> <p>100 Swan Street, Cremorne</p>	<p>HO335 (precinct in the City of Yarra)</p>	

<p>Royal Hotel</p> <p>287 Punt Road, Richmond</p>	<p>HO332 (precinct in the City of Yarra)</p>	
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Within this context the hotel facade presents as a flat and relatively uninteresting example of the style. The elevation of the ‘neo-Egyptian’ reeded pilaster capitals is unwarranted for a minor detail of limited aesthetic interest. While a facade which now has an elevated visual presence in an otherwise contemporary setting, it is not one which on the basis of its aesthetic significance meets the threshold as an individually significant building.

As related to aesthetic significance the citation also identifies the hotel as a landmark as located on a prominent corner, and on a direct access route from over the Yarra River and from the city to the suburbs. While the hotel has a prominent location and close proximity to train stations and tram routes, it does not present as a significant landmark in the area. Both the original hotel and the existing, until the c 1980s at least, were of a scale which related to the built form in which they were located (Figure 3). In as much as the built form was that of a hotel rather than a factory or commercial premises, it is not apparent that either building had a landmark presence such that it was overly prominent within its surroundings. This is even more so the case since the 1980s, as the hotel has been progressively enveloped by the surrounding redevelopment.

5.3 Criterion H: Associative significance

In addressing the association with the architects Peck and Kemter as meeting Criterion H, it is my view that Criterion H is not met at any level. Peck and Kemter were one of many practices designing and delivering buildings across Melbourne and beyond. They have no elevated place amongst these practices and are not in themselves ‘of importance in our history’. There is further, no ‘special’ association which is demonstrated by this project.

5.4 Curtilage and heritage overlay polygon

While recognising that the proposed inclusion of the building in the Schedule to the Heritage Overlay imposes no controls over the interior of the building, this is a structure which like others identified in the Review (in City Road) is little more than a facade. The extensive works undertaken to the hotel in the 1990s has resulted in the removal of most of the internal fabric, rear walls and much of the roof (Figure 16 to Figure 19). Additionally, it is now unknown if the ground floor openings are still fitted with their varnished timber doors and concertina wrought-iron security grilles as noted in the citation, as the openings have since been boarded up.

In the event that the Panel determines that the property warrants inclusion in the heritage overlay, it would be relevant and important to identify in the citation, that the only remaining heritage fabric is the Queens Bridge Street façade and that the rest of the building does not contribute to the significance of the place. As noted below in my conclusion this is not an outcome which I support.

In addition, the mapping of the site and the address includes land and the building located at 5-7 Queens Bridge Street. This site, on the south side of the hotel, in 1982 (Figure 2) was a vacant site and

appears to have been acquired at some stage in the later twentieth century by Carlton United Breweries, the then owners. It has more recently been redeveloped and incorporated into the hotel, and as such, does not make any contribution to the property. In the event the Panel determines that the property warrants inclusion in the heritage overlay, this extent of the site should be excluded from the listing.



Figure 16 View of the interior of the hotel at first floor level

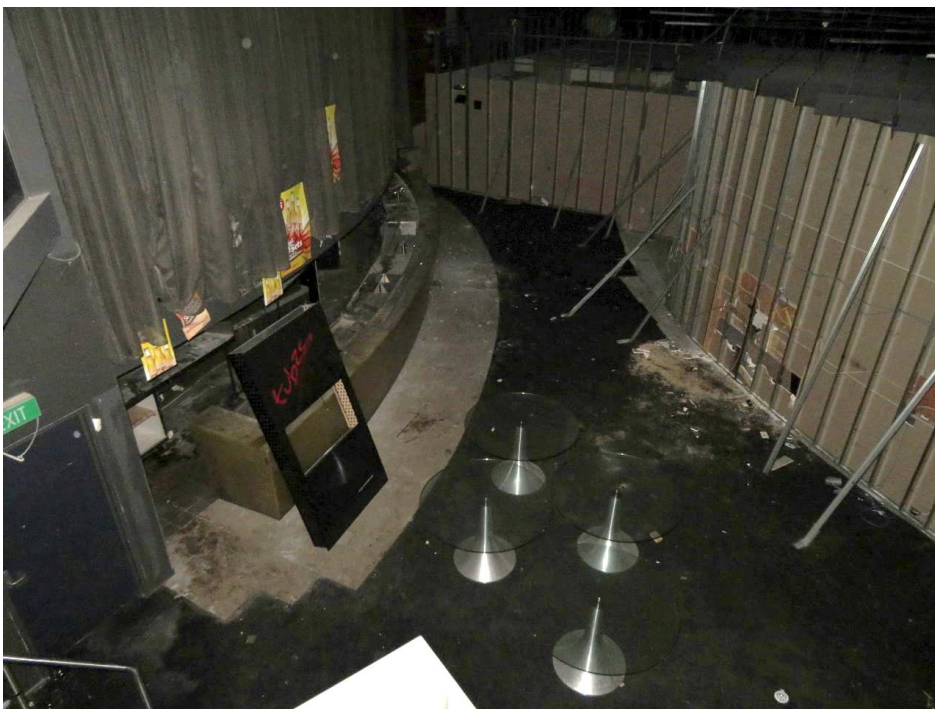


Figure 17 View of the interior of the hotel, looking down at the first floor



Figure 18 View of the interior of the hotel at the upper level



Figure 19 View of the interior of the hotel at the upper level

6.0 Conclusions and recommendations

In reviewing the proposed inclusion of this building in the Schedule to the Heritage Overlay to the Melbourne Planning Scheme there is one additional consideration which I believe is relevant; that of the community concern over the loss of traditional pubs from the city and more widely. This relates not only to the physical places, but also to their operation.

Considering the Queens Bridge Hotel in this context the former hotel is in my view not a place which presents as likely to be associated with strong community sentiment. As having long ago lost any traditional 'local' context and patronage it is now a place which evidences the corner pub tradition in its facade only and little else. In doing so, it does not rise above many other examples, as addressed in this statement and does not meet the threshold level of significance required for individual recognition. While the facade presents as a visual marker and prompt to the history of the site, this is undistinguished and as combined with its modest architecture it does not present as satisfying the relevant criterion at a high enough level.

Following from this and as a consequence of my review of the proposed application of the Heritage Overlay to 1-7 Queens Bridge Street, Southbank, my conclusions and recommendation are as follows:

- That the hotel is not of sufficient heritage significance to meet the threshold required for inclusion in the Schedule to the Heritage Overlay of the Melbourne Planning Scheme
- That historical significance is not demonstrated in the hotel serving predominately travellers and workers in the Southbank area, or by way of its associations with the adjacent bridge, nor in its associations with Peck and Kemter
- That aesthetically the hotel facade is not of significance as compared to like places and does not present as an important landmark
- That the association with Peck and Kemter is of no more than historic interest

The former Queensbridge Hotel while a long-standing establishment, does not in my opinion, meet the criteria or present as a building of individual significance which warrants inclusion in the Schedule to the Heritage Overlay. It is a building which in its history and design is representative of hotel buildings constructed in the interwar period, but not a building which is of sufficient individual note so as to warrant recognition for these reasons.