

## 22.04 HERITAGE PLACES WITHIN THE CAPITAL CITY ZONE

15/10/2015 C498  
Proposed C301

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

### Policy Basis

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

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

### Objectives

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

### Policy

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

- Proposals for alterations, works or demolition of an individual heritage building or works involving or affecting heritage trees should be accompanied by a conservation analysis and management plan in accordance with the principles of the Australian ICOMOS Charter for the Conservation of Places of Cultural Significance 1992 (The Burra Charter).
- The demolition or alteration of any part of a heritage place should not be supported unless it can be demonstrated that that action will contribute to the long-term conservation of the significant fabric of the heritage place.
- The impact of proposed developments on aboriginal cultural heritage values, as indicated in an archaeologist's report, for any site known to contain aboriginal archaeological relics.
- The recommendations for individual buildings, sites and areas contained in the Central City Heritage Study Review 1993 except for the buildings detailed in the incorporated document titled Central City (Hoddle Grid) Heritage Review: Statements of Significance June 2013, [and the Guildford and Hardware Laneways Heritage Study 2017: Statements of Significance](#) in which case the Central City (Hoddle Grid) Heritage

Review: Statements of Significance June 2013 [or the Guildford and Hardware Laneways Heritage Study 2017: Statements of Significance](#) will apply.

- All development affecting a heritage precinct should enhance the character of the precinct as described by the following statements of significance.
- Regard shall be given to buildings listed A, B, C and D or significant and/or contributory in the individual conservation studies, and their significance as described by their individual Building Identification Sheet.

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

### **Bank Place Precinct**

#### **Statement of Significance**

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

#### **Key Attributes**

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

### **Bourke Hill Precinct**

#### **What is Significant**

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

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

- All buildings and land identified as significant and / or contributory;
- The regularity of the Hoddle Grid;
- The hierarchy and network of streets, lanes and alleyways;
- The early street materials including bluestone pitchers, kerbs and gutters;

- The distinctive character between the streets and lanes notably: the change in scale, visual contribution of the side and rear elements of the significant built forms, and cohesive materials;
- The character of various laneways, formed by the heritage buildings that face onto them, along with the side and rear walls of buildings that face into the main streets;
- The side elevations, rear elevations, roof forms (including chimneys) and rear walls, etc. that are visible throughout the precinct due to the particular configuration of laneway development in combination with the regular layout of main and sub-streets;
- The pre-1875 (pre land boom) buildings, as a rare collection of early buildings;
- The diverse architectural expression linking the key periods of Melbourne's development (from pre gold rush to the Postwar period), seen throughout the precinct;
- Evidence of layering through the application of later change and the influence of various cultures, seen throughout the precinct;
- The low scale of the buildings to Bourke Street and the precinct as a whole;
- Narrow frontages to Bourke Street;
- Cohesive massing and use of materials present on Bourke Street;
- The continuing presence of a retail, restaurant and café culture within the precinct;
- Visual dominance of the three landmark buildings: Hotel Windsor, Princess Theatre and Parliament House (including steps and 'piazza');
- Vista along Bourke Street East towards Parliament House taking in the consistent diminutive scale of Bourke Street East and its contrast with the monumentality of Parliament House and steps at the street's eastern termination. Vista includes the junction of Spring and Bourke Street that form a 'piazza' to Parliament House;
- The vista along Bourke Street from the main entrance to Parliament House with expansive views of open sky that reinforces the consistent diminutive scale of the eastern end of Bourke Street and which, by comparison, increases the monumentality of Parliament House;
- The views to the Parliament Gardens from Little Bourke Street;
- The cohesive scale, architectural expression and materiality of the red brick buildings located on Little Bourke Street; and;
- The cohesive scale, Interwar & Postwar character and materiality of Crossley Street.

### **How is it Significant**

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

### **Why is it Significant**

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

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

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

The Bourke Hill Precinct is historically and aesthetically significant as a longstanding section of the CBD, which demonstrates all aspects of growth and consolidation of the city

from its early post-European beginnings through to the Postwar period seen in the early built form and layering of subsequent eras.

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

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

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

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

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

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

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

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

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

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

## **Bourke West Precinct**

### **Statement of Significance**

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

well with the single-storey structures on the southern side of Bourke Street, enabling the taller structures to be seen from their original perspective.

### **Key Attributes**

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

### **Collins East Precinct**

#### **Statement of Significance**

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

A number of significant buildings come together in this precinct to form a series of prominent streetscapes. These include, at the western end, the Town Hall, Athenaeum, and Assembly Hall through to the Scots and Independent Churches, with the Regent Theatre through to the redeveloped T&G building opposite. The eastern end includes the early 19th century residential and artists' studio buildings at the foot of No. One Collins, with the predominantly 20th century intact run to the north featuring Alcaston, Anzac Portland and Chanonry Houses, and Victor Horsley Chambers plus the nearby Melbourne Club.

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

### **Key Attributes**

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

## Flinders Gate Precinct

### Statement of Significance

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

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

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

### Key Attributes

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

## Flinders Lane Precinct

### Statement of Significance

Proximity to the Yarra River, Queens Wharf and the Customs House marked Flinders Lane as an appropriate location for the establishment of wholesaling businesses in the 19th century. Up until the 1870s and 1880s, Melbourne was the centre of the colonial re-export trade. Overseas cargoes were received, re-packed and distributed to the southern colonies and New Zealand. This trade created a demand for functional warehouses offering large areas of space close to the ground without any need for external display. This generation of buildings were plain brick or stone, up to three storeys in height, and limited to one commercial occupant.

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

An intense period of building between 1900 and 1930 resulted in taller buildings incorporating large showcase windows to both ground and basement floors,

characteristically separated by a floor line approximately 1 metre from the ground. The new buildings of the 1970s and 1980s were even taller, more architecturally pretentious, and presented a display to the street. Flinders Lane retains buildings from all three eras, and presents a striking physical display of the changing pattern of trading activity in Melbourne.

### **Key Attributes**

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

### **Little Bourke Precinct**

#### **Statement of Significance**

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

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

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

### **Key Attributes**

- The small low-scale Victorian and Edwardian buildings densely located along Little Bourke Street and the adjoining laneways.
- The traditional association with the Chinese community expressed through uses and signage.
- The focus for Greek commercial, entertainment, professional and cultural activities on the southern side of Lonsdale Street.
- The Swanston Street, Russell Street and Exhibition Street entry points to Chinatown.

- The prominence of Sum Kum Lee (112-114 Little Bourke Street) and Num Pon Soon (200-202 Little Bourke Street) within Little Bourke Street.
- The amenity of Little Bourke Street and the adjoining laneways for pedestrian use.
- The attractiveness of the precinct for tourism and recreation.

### **Post Office Precinct**

#### **Statement of Significance**

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

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

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

#### **Key Attributes**

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

### **The Block Precinct**

#### **Statement of Significance**

Within this precinct may be found not only the heart of Victorian Melbourne's most fashionable retail area but also the beginnings of its 'Chicago end' along Swanston Street. 'Doing the Block', a term coined to describe the popular pastime amongst Melbourne's middle classes of promenading outside the plush retail and accessory stores, reached its height in the boom years of the 1880s. The tradition of arcaded shopping was borrowed from nearby Royal Arcade and became a marked feature of this precinct. Block Arcade (1891-93), Centreway Arcade (1913), Block Court (1930), Manchester Unity Arcade (1932), and the Century Arcade (1938-40) testify to the continued popularity of this form.

The precinct contains a great number of significant and architecturally impressive buildings dating from the boom years of the 19th century through to the period immediately prior to the 1939-45 war. The Elizabeth Street end is dominated by the smaller buildings of the earlier period whereas along Swanston Street may be found the Manchester Unity

Building, the Capitol Theatre and the Century Arcade, all based on precedents found in Chicago at the time, and pushed to the maximum height limit of 132 feet that existed in Melbourne until the construction of the ICI building in 1958.

### **Key Attributes**

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

### **The Queen Victoria Market Precinct**

#### **Statement of Significance**

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

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

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

### **Key Attributes**

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

### **Little Lon Precinct**

#### **Statement of Significance**

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

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

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

### **Key Attributes**

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

### **Policy Reference**

Urban Conservation in the City of Melbourne 1985

Central Activities District Conservation Study 1985

Harbour, Railways, Industrial Conservation

South Melbourne Conservation Study 1985

Central City (Hoddle Grid) Heritage Review 2011

Bourke Hill Precinct Heritage Review Amendment C240 2015

City North Heritage Review, RBA Architects 2013