

Melbourne Planning Scheme Amendment C162

Statement of Evidence prepared for Queen Victoria Market Inc.

11 July 2011

F R O N T I E R

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H E R I T A G E

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1 Introduction

This report, prepared by Janet Beeston, was commissioned by the Russell Kennedy Pty Ltd on behalf of Queen Victoria Market Inc. (QVM). It provides a statement of heritage evidence to the Panel appointed to hear submissions in relation to the new Municipal Strategic Statement (MSS) proposed to be introduced under Amendment C162 to the Melbourne Planning Scheme.

This report has been prepared in accordance with instructions issued by Russell Kennedy Pty Ltd to provide background information in relation to the QVM history and cultural heritage significance, including the current statutory and non statutory heritage registrations that apply to the site.

In addition, I have been asked to provide an opinion in relation to QVM's contribution to the strategic direction of the city of Melbourne and in particular, how the proposed MSS responds to this contribution and provides guidance for the future of the site.

2 Author Qualifications and Experience

Bachelor of Architecture (Melbourne University)

Master of Planning and Design (Architectural History and Conservation) (Melbourne University)

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I am a registered architect with over 15 years experience specialising in heritage projects and conservation architecture. I am currently sole director of Frontier Architects for Heritage Pty Ltd, an architectural firm established in 2008 that specialises in heritage. Prior to this I was a joint director of RBA Architects and Conservation Consultants Pty Ltd.

The preparation of heritage studies, assessments of heritage significance, heritage reports and Conservation Management Plans has been a large component of my work over the 15 years. Specific projects which I have had a leading role in include the *Stage 1 Heritage Study* for the Towong Shire, *Balwyn Rd Precinct Review* for Boroondara Council, and 'Heritage Precincts Review' for Warrnambool Council and more recently, the Heritage Amendment C33 for Macedon Ranges Shire Council. I have undertaken Conservation Management Plans for various places throughout Victoria include the former Survey Office at Heathcote and interstate including recently completing the CMP for the Penitentiary Precinct at Port Arthur (world heritage site).

My knowledge of, and experience associated with the Queen Victoria Market has been gained during a four year association I have had with the place in the capacity of consultant heritage advisor to QVM Inc. Since 2007, I have provided heritage advice on numerous projects at QVM including the Refurbishment of the Dairy Hall, Making Places project, Victoria Street footpath works and various tenancy fitouts. In my role as heritage advisor to QVM Inc I have liaised with Melbourne City Council and

Heritage Victoria on a regular basis and assisted in the heritage permit application process on behalf of QVM.

I have provided heritage advice to Councils and many property owners in my role as Heritage Advisor to the Macedon Ranges Shire Council, Ballarat City Council and the Mitchell Shire Council and as a consultant to Heritage Victoria assisting with permit assessments.

As a private consultant, I have provided independent heritage advice to many individuals and organisations in relation to existing or proposed VHR registrations, Heritage Overlays and have appeared as an expert witness at VCAT hearings and Planning Panels.

3 Sources of Information

The material referenced in the preparation of this Statement of Evidence relies primarily upon a number of studies and reports prepared by and on behalf of the Melbourne City Council and Queen Victoria Market Inc. In addition to the documentation prepared specific to this proposed Amendment, other clauses in the Planning Scheme have been referred to as well as various other written materials. The following source material has been referenced;

Melbourne Planning Scheme

C162 Amendment Documents

Heritage Reports, Assessments and Registrations

‘Queen Victoria Market Melbourne Masterplan 2003’, prepared by City Projects, Arts & Culture Division, City of Melbourne (September 2003)

‘City North Structure Plan 2011 Planning for Future Growth’ DRAFT prepared by City of Melbourne, (May 2011)

‘Queen Victoria Market, Elizabeth Street, Melbourne Conservation Management Plan’, prepared by Allom Lovell & Associates, (April 2003)

Other written material

Other reference material that has been utilised in the preparation of this report includes;

The Australia ICOMOS Charter for the Conservation of Places of Cultural Heritage Significance, the *Burra Charter* and its Guidelines.

VPP Practice Note 14 ‘Writing a Municipal Strategic Statement’ September 2010

4 Background

The Site

The Queen Victoria Market is located four city blocks from the former General Post Office in Elizabeth Street and comprises two city blocks. The first is a regular block bounded by Victoria, Queen, Franklin and Peel Streets. This area is known as the 'Upper Market'. The smaller block, or 'Lower Market', consisting of about 2 ½ acres and bounded by Victoria, Queen, Therry and Elizabeth Streets, was for a time known as the Meat Market, and was used for wholesale and retail trading. The total site consists of approximately 17½ acres (Figure 1).

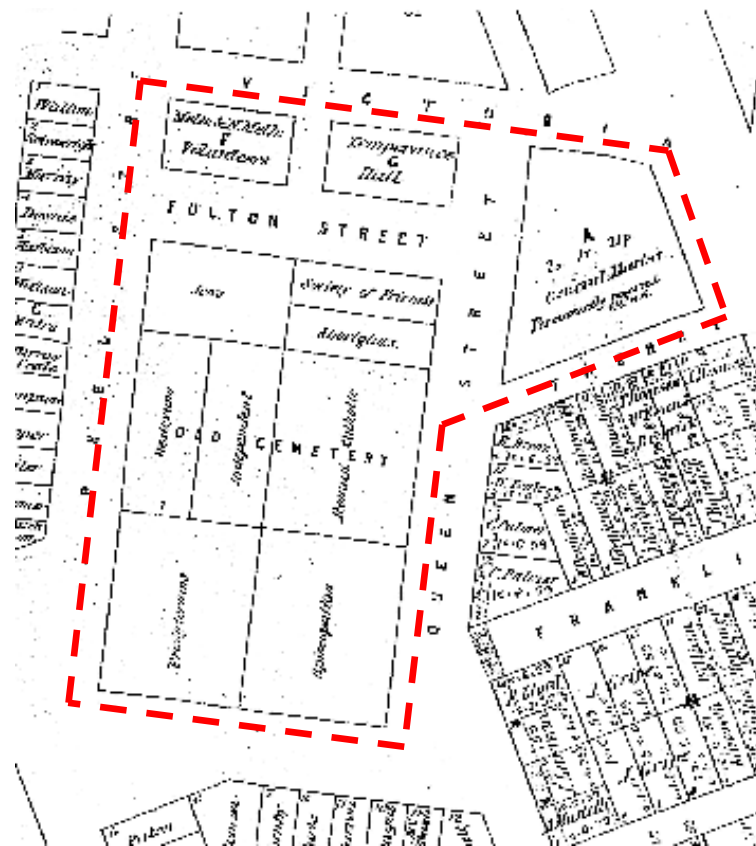


Figure 1 - Undated Parish Plan (dotted red line outlines current QVM site)
Source: Reserve File, City of Melbourne (reproduced from QVM CMP)

Summary History

This summary history provides a brief introduction to the development of the existing structures on the site of the Queen Victoria Market. It is not intended as a comprehensive chronology of the development of the site, nor the history of the use of the market. For a thorough historical analysis of the QVM, reference should be made to the Conservation Management Plan (Allom Lovell & Associates, 2003).

The ‘lower market’ was established in 1859 when the Government granted the Melbourne Town Council use of the site bounded by Elizabeth, Victoria, Queen and Therry Streets as a market. The meat market building on the corner of Elizabeth and Victoria Streets was constructed in 1869, and it remains the earliest building of the Queen Victoria Market complex still in use. Further Meat Market buildings were constructed in 1874 when it began operating as a retail market, and again in 1878 however these buildings have not survived. The 1869 Elizabeth Street façade was replaced in 1884 by the present cement rendered façade of coupled Doric columns. The Meat Market building was altered, possibly twice, since 1884 and changes include the bricking-in of some arches and the installation and opening of others.

The ‘upper market’ was established on a large site adjacent to the ‘lower market’ which in part was the site of the first Melbourne Cemetery. An area of ten acres had been set aside by the Governor of New South Wales, Sir Richard Bourke, in 1837. Two years later it was officially declared the Melbourne Cemetery and the first burials took place. It was surveyed by Robert Hoddle and divided into seven denominational areas – one of the first cemeteries in the English-speaking world to do so.

The Melbourne General Market Site Act (No. 572), passed on 11 October 1877, allowed the Town Council to take over much of the cemetery land. Construction of the new market proceeded quickly with the development of sheds A to E. The formal opening of the Queen Victoria Market (‘upper market’) was celebrated on 20 March 1878. Additions and alterations to the various sheds in both the ‘upper’ and ‘lower’ market areas continued into the early twentieth century.

The terraced shops and central arched formal entrance fronting Elizabeth Street, designed by William Salway, were constructed in 1884. Three years later, in 1887, nine two-storey terraces were built along the lower section of Victoria Street and 12 single storey terraces from Queen Street to the roadway opposite Cobden Street. In 1890, a further eight terraces and amenities blocks were built extending toward Peel Street. In the early 1920s a convenience block and four additional shops were built, completing the building in of the entire block of Victoria Street from Elizabeth Street to Peel Street with retail facilities.

The final major development was the construction of the Dairy Produce Hall and adjoining electricity substation (1928) behind the Elizabeth Street terraces and the Franklin Street Stores (1929-30).

Statutory and Non Statutory Heritage Listings and Registrations

The Cultural Heritage Significance of the Queen Victoria Market has been assessed by various authorities and organisations. The following listings and registrations have resulted -

<i>Victorian Heritage Register</i>	included on VHR (H0734)
<i>Victorian Heritage Inventory</i>	included on VHI (H7822-0073).

<i>Australian Heritage Commission</i>	included on RNE as a registered historic place (Database Number 015040, File No. 2/11/033/0295). Victoria Street Shops are included on the RNE as an indicative place (Database Number 005333, File No. 2/11/033/0295).
<i>National Trust of Australia (Victoria)</i>	classified as a building of National significance (File No. B2282).
<i>Melbourne Planning Scheme</i>	included in the Heritage Overlay Schedule Queen Victoria Market Precinct (HO7) and an individual heritage overlay (HO496).

5 Cultural Heritage Significance

The identified Cultural Heritage Significance of the Queen Victoria Market, as evidenced by the statutory and non statutory, listings and registrations noted above, can be summarised as follows –

Historical Significance

- The only one of the major 19th century markets in Australia to survive intact and operating, and the only surviving one of a group of important central markets built by the corporation of the City of Melbourne,
- The market provides a still-vibrant sense of how a 19th century market functioned, operating in essentially the same way today as it did 151 years ago,
- As the principal wholesale market for fresh fruit and vegetables from 1878 – 1969, the market had a profound effect on the system of growing, selling and distribution in the State,
- As the site of Melbourne first official cemetery, established in 1837.

Social Significance

- As a record of continuity in market activity over a long period,
- As an iconic trading, leisure, shopping and meeting place for generations of Victorians,
- The complex of enclosed food halls, open sheds, shops and stores illustrate a range of commercial transactions which is today similar to the pattern of activity in 1878 when the market opened.
- The market has become one of the key identifying symbols of Melbourne for locals and tourists alike, its popularity reflected in community and union campaigns to prevent its redevelopment during the 1970s.

Architectural Significance

- Last remaining example of Melbourne’s 19th century urban markets,
- A collection of remarkably intact 19th and early 20th century buildings,
- An excellent record of the largely utilitarian style adopted for the provision of market structures,
- Elizabeth and Victoria Streets shops are particularly important as rare surviving examples of extensive 19th century shops constructed as a planning measure, integral to the operation of the market,
- The large span open-sided sheds with heavy timber posts, iron trusses and timber pedimented facades are impressive and the last remaining example of such market structures from the 19th century in Victoria,
- The facade of the Meat Market building and the Elizabeth Street shops are a fine and substantially intact example of the surviving works of noted architect William Salway.

While it is acknowledged that this Planning Amendment C162 pertains to a local level municipality, it should also be noted that the Queen Victoria Market has identified cultural heritage significance to the broader community at State level (Victoria) and National level (Australia).

6 The Proposed MSS

The DPCD Practice Note for writing a Municipal Strategic Statement states that the MSS must contain

- the strategic planning objectives of the planning authority
- the strategies for achieving the objectives
- a general explanation of the relationship between the objectives and strategies and the controls on the use and development of land in the planning scheme.

The Practice Note also notes that the MSS ‘provides the broad local policy basis for making decisions under a planning scheme’ and that ‘the local strategic direction of a planning scheme should be contained in the MSS and not in an LPP’.

The directions of this practice note, and in particular the aspects which relate to heritage matters have been considered in the preparation of this statement.

21.01 Municipal Profile

In describing the profile of the municipality, the proposed MSS identifies a number of important aspects to the City for which the QVM is an important contributor. The Queen Victoria Market is part of the ‘State’s premier economic and cultural infrastructure’ located in the City of Melbourne. It is also one of the ‘City’s assets which include its historic precincts, streetscapes and buildings’. Melbourne is noted to

be ‘one of the great Victorian-era cities in the world.... the City contains many precincts, intact streetscapes and buildings recognised for their cultural heritage significance’¹ and the Queen Victoria Market is an integral part of Victoria’s identified cultural heritage significance.

Furthermore, the Municipal Profile identifies the City of Melbourne as a national and international tourist destination and it is noted that QVM is a major contributor to the tourist experience.

The unique character of the Queen Victoria Market site is further noted where the Municipal Context Map includes the QVM as being within the ‘Approximate Location of Central City’ yet in other aspects of the MSS it is located within the City North rather than Central City. It is acknowledged that the QVM is a large site on the cusp of both the Central City and the City North areas which could be considered to be a transition area warranting specific acknowledgement and future directions.

QVM is a highly valued cultural asset of the City and warrants being identified as such under 21.01-4 along with Shrine of Remembrance, Royal Botanic Gardens, the Royal Exhibition Building and the surrounding Carlton Gardens, the Melbourne General Cemetery, the Melbourne Zoological Gardens and Sidney Myer Music Bowl.

21.02 Vision

The vision for Melbourne is continued growth and development ‘at the same timethe characteristics of the City we value today need to be retained’. The proposed MSS states;

This can be achieved by targeting growth and development to transform the large parts of the City that are currently redundant, underutilised or undervalued, enabling ongoing but more incremental growth and development in those parts of the City that need to constantly renew their vitality, and maintaining the existing character in valued established areas.

This objective has been further clarified with the identification of three specific types of areas across the municipality; Stable Areas, Ongoing Change Areas and Urban Renewal Areas.

The three defined areas are clearly directed at one aspect of the Vision Statement, that is the ‘continued growth and development’. The other aspect of the Vision Statement being the ‘characteristics of the City we value today need to be retained’ does not appear to have been given the same consideration when developing the defined areas.

It is also noted, that a generic statement about Heritage has been added to the Vision Statement at the end, after the descriptions of the three defined areas, suggesting that heritage significance was an afterthought. As a consequence, it is my opinion that the three areas, as defined in this Vision Statement are confusing and provide conflicting objectives for heritage sites within each identified area.

For example, the Growth Framework Plan has identified the Queen Victoria Market to be within an Urban Renewal Area which is defined as ‘areas where large sites and whole precincts will undergo urban renewal. Many of these areas are currently

¹ Municipal Strategic Statement – Clause 21 (Post Exhibition Version) p1

underutilised or derelict parts of the City. These areas will be planned and designed to provide optimal living and working environments. Change will take place within the context of a well developed structure plan that will be adopted by Council.’

The Queen Victoria Market is not ‘currently redundant, underutilised or undervalued’ as may be implied by its inclusion in an Urban Renewal Area. On the contrary, the QVM is a highly successful and valued heritage asset.

It is my recommendation that the three defined areas be given further clarification in relation to the identified heritage places within each area. The additional information could include reference to the following –

- Supporting retention and conservation of identified heritage places,
- Supporting change, adaptation and development that appropriately adds to and enhances the identified cultural heritage significance of the place,
- Ensuring new development surrounding heritage places respects and responds to the identified heritage values.

21.04 Integrating Public Realm and Private Realm

The proposed MSS identifies Heritage (21.04-1) as a key issue in integrating public realm and private realm, with the objective stated to conserve and enhance places and precincts of identified cultural heritage significance.

The other key issue identified that relates specifically to the heritage significance of the QVM is the ‘distinctive urban structure’ and the objective ‘to ensure new development meet the identified built form objectives of its locality’.

Both of these issues are considered appropriate to the QVM site. However, as with the Vision Statement, these heritage imperatives are not clearly addressed in the definitions of the three Areas identified, and in some instances, are at odds with the stated objectives for the Areas.

21.06 Land Use Amenity and Diversity

The reference to the QVM in this section of the MSS meets the heritage objectives of such a place and is confusing with earlier statements regarding the site. The objective to ‘maintain and develop a diverse range of arts, culture, leisure and entertainment facilities’ and the stated strategy to ‘support the Queen Victoria Market as a major retail and tourist facility’ and to ‘ensure the land use around the Queen Victoria Market does not detract from its amenity or compromise its 24 hour function’ again is confusing and at odds with the various directions given to ‘urban renewal areas’.

Equally, the Built form Amenity Principles (21.06-9) state that ‘Stable Areas’ are where the existing built form character is to be maintained’ and the areas of ‘Urban Renewal’ are ‘where a substantial change in the built environment is envisaged’. Despite the articulation of the amenity principles acknowledging heritage significance and values, the message specific to the Queen Victoria Market site is confused and potentially misleading.

7 Recommendations

The Vision statement of the MSS, which underpins all other aspects of the MSS, does not provide adequate acknowledgment nor direction in relation to heritage matters. The heritage paragraph, a late addition at the end of the Vision statement is a generic comment and is in some respects contradicts the definitions provided for the 'Managed and Targeted Growth and Development Areas' which include identified cultural heritage significant places.

It is recommended that the 'Managed and Targeted Growth and Development Areas' be reconsidered to include specific direction for heritage places within each area, or alternatively consider inclusion of a fourth defined 'area' specific to heritage places. This change is likely to necessitate further changes throughout the MSS where reference is made to either the defined 'areas' or specific heritage sites.

8 Declaration

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

Janet Beeston

11 July 2011