

Queen Victoria Market

513 Elizabeth St, Melbourne

Conservation Management Plan

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Prepared for



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Appendices

- Appendix A** Heritage citations
- Appendix B** History of the Queen Victoria Market
- Appendix C** Building datasheets
- Appendix D** Contract drawings

1. Introduction

1.1 Background and brief

This Conservation Management Plan (CMP) has been commissioned by the City of Melbourne and Queen Victoria Market Pty Ltd. The QVM is included in the Victorian Heritage Register (VHR), maintained by the Victorian Heritage Council, as place H0734. A copy of the VHR citation is included at Appendix A.

This report reviews and revises an earlier CMP prepared in 2003 by Allom Lovell & Associates (now Lovell Chen), and updated with an addendum in 2011 (referred to below as the 2003/2011 CMP). Elements of the 2003/2011 CMP are also reproduced in this report. In this most recent review, a significant body of research and further studies which have been undertaken since 2011, are addressed. Section 1.8 below includes a list of the more directly relevant recent studies and reports.

In addition, since 2011, the broader Queen Victoria Market (QVM) precinct has been subject to master planning, with a number of proposals of relevance to the QVM site. These proposals are separately addressed and commented on in Chapters 5 and 7 of this report.

This CMP review has particular regard to the following issues:

- The heritage significance and sensitivities of the QVM and Old Melbourne Cemetery
- Sustaining the ongoing and future operation of the QVM
- The need to achieve compliance with statutory requirements, including building code compliance
- Recognition of the future vision for the site as outlined in the *Queen Victoria Market Precinct Renewal Master Plan*

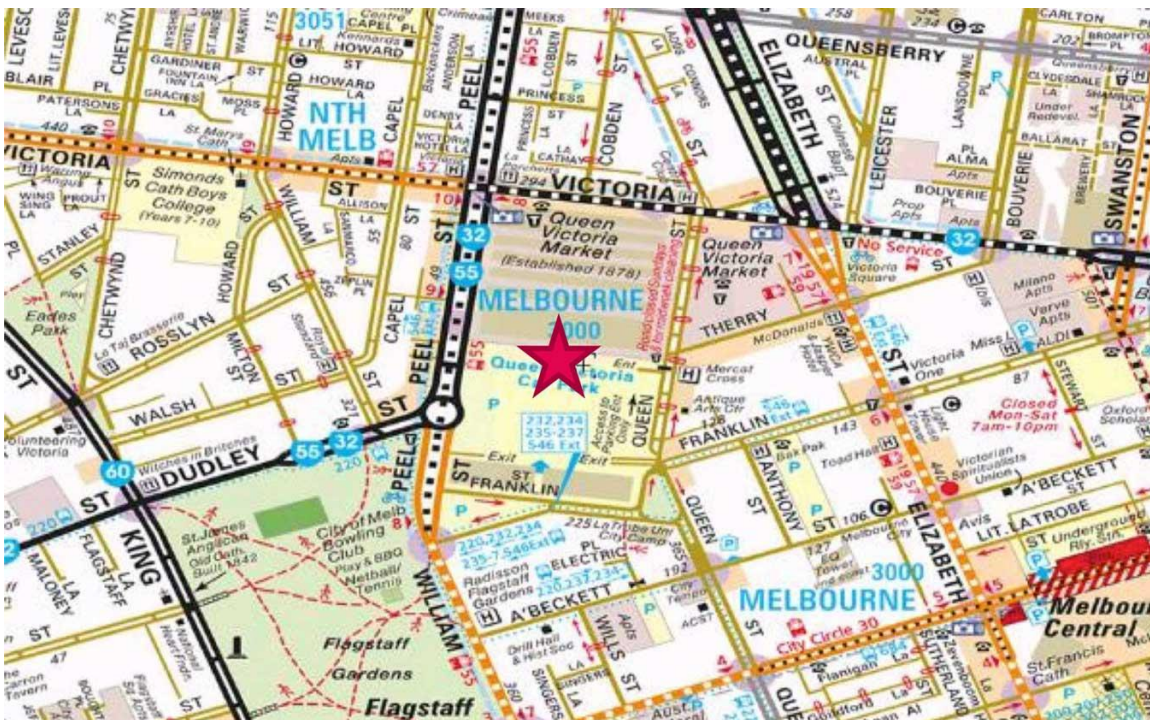


Figure 1 Location of Queen Victoria Market (indicated)

Source: street-directory.com.au <www.street-directory.com.au>, accessed 2 February 2017



Figure 2 Recent aerial view of the Queen Victoria Market site
Source: [Nearmap website <www.nearmap.com>](http://www.nearmap.com), accessed 2 February 2017

1.2 Location

The Queen Victoria Market comprises two distinct sites, known as the Upper and Lower Market sites. These, as a whole, are bounded by Victoria Street to the north, Elizabeth and Queen streets to the east, Franklin and Therry streets to the south, and Peel Street to the west. The site also incorporates the northern end of Queen Street, between Franklin and Victoria streets (Figure 1 and Figure 2).

This CMP addresses the Upper and Lower Market sites, including all the buildings and structures as defined by the market's legal boundaries and Heritage Victoria's extent of registration (see **Figure 29** below). The site of the Old Melbourne Cemetery is included. While not part of the VHR registration, the northern end of Queen Street is also referred to in this report.

1.3 Methodology

This CMP broadly follows the principles and processes set out in the *Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013* and its Practice Notes. The *Australia ICOMOS Burra Charter, 2013* establishes a standard of practice for those involved in assessing, managing and undertaking works to places of cultural significance.

The CMP also has regard for the recommendations and guidance provided by *Conservation Management Plans: Managing Heritage Places*, prepared by the Heritage Council of Victoria (2010).

The report comprises the following:

- A summary history of the QVM (Chapter 2). This chapter incorporates further research and information included in the nomination of the market site to the National Heritage List (prepared by Context Pty Ltd in 2015) and the report relating to the Old Melbourne Cemetery (prepared by Godden Mackay Logan in 2013). It has also been updated through some additional historical research undertaken in preparing this report. The latter has clarified some earlier misconceptions about dates in particular, including dates of buildings. Where these have been clarified, the correct information is included throughout this report. A more detailed history of the place, including but expanding on that of the 2003/2011 CMP, is included at Appendix B.
- An updated and revised physical analysis of the QVM (Chapter 3). This chapter provides a summary description of the market, including reference to any physical changes or developments which have occurred since 2003. The more specific description of each of the buildings and spaces is contained within separate datasheets, which are included at Appendix C to this report. For each building/space, the datasheets include a thumbnail map showing the location in the context of the QVM site; a summary history; photographs; a description; comment on condition and integrity; identification of significance and significant elements; and policies and recommendations which address essential actions, preferred actions and adaptation/intervention.
- A reviewed and revised assessment of the heritage significance of the QVM (Chapter 4). This chapter incorporates the more recent findings in relation to significance, including that of the Old Melbourne Cemetery, recognition of the QVM's archaeological values, and the nomination of the market to the National Heritage List.
- A summary of the constraints and opportunities relating to the place (Chapter 5). This chapter, which was not included in the 2003/2011 CMP, addresses a range of considerations including statutory and legislative requirements, operational requirements and relevant codes and regulations, including building, health and access. It also refers to the *Queen Victoria Market Precinct Renewal Master Plan* and its proposals.
- A revised and updated conservation policy and management plan (Chapter 6). This chapter is informed by the revised assessment of significance chapter, and analysis contained in the constraints and opportunities chapter. It includes broad-ranging policies which also complement, but do not reproduce, the building/space specific policies included in the separate datasheets at Appendix C.
- A management of heritage values chapter (Chapter 7). This chapter was also not included in the 2003/2011 CMP, and specifically relates to the implementation of the *Queen Victoria Market Precinct Renewal Master Plan* and its proposals. The chapter provides guidance on the management of potential heritage impacts associated with the masterplan implementation and associated development and works.

The chapters are supported by a number of appendices, as identified above. In addition, Appendix D contains Queen Victoria Market contract drawings from 1877-1985.

1.4 Heritage controls

Copies of relevant heritage citations are included at Appendix A.

1.4.1 Statutory heritage controls

The heritage significance of the QVM was initially recognised through its inclusion in 1989 in the former Historic Buildings Register under the (then) *Historic Buildings Act 1981*. As a consequence of this listing, the market was transferred to the Victorian Heritage Register (VHR) under the (current) *Heritage Act 1995*. In 2012, the Heritage Council of Victoria reviewed and updated the VHR registration to recognise the archaeological values and significance of the Old Melbourne Cemetery as part of the broader market site, and to include additional structures as registered buildings.

The QVM is also individually identified as HO496 in the Schedule to the Heritage Overlay (HO) of the City of Melbourne Planning Scheme (**Figure 30**); and included in HO7, the Queen Victoria Market Precinct.

Further, in 2015 the QVM was nominated by the City of Melbourne for inclusion in the National Heritage List, and is currently being assessed. If listed, it is understood that the site is likely to be significant at a National level for:

- the potential to provide information on the founding population of Melbourne and Aboriginal burials through the archaeological deposits of the Old Melbourne Cemetery; and
- the ability to demonstrate the principal characteristics of a nineteenth century metropolitan produce market and the role of these markets in supporting the sustainability of cities and their populations of that era.

A more detailed overview of the statutory heritage controls, and their implications, is included in Chapter 5 of this report.

1.4.2 Non-statutory heritage listing

The QVM was classified by the National Trust of Australia (Victoria) as a place of state significance on 5 March 1970. Both the QVM and Old Melbourne Cemetery were re-classified on 13 November 2000, with the QVM upgraded to national significance, and the Old Melbourne Cemetery identified as being of state significance (File No. B2282). There are no statutory requirements as a consequence of this classification.

1.5 Nomenclature

Wherever possible the nomenclature adopted in Heritage Victoria's VHR citation for QVM has been used throughout Chapter 3 and the datasheets at Appendix C. The key terms comprise: The Meat Market; Sheds A-F; Sheds H & I; Sheds K & L; Victoria Street Shops; Dairy Produce Hall; Franklin Street Stores; John Batman Memorial; and the site of the Old Melbourne Cemetery. Where a building or laneway is known by a variety of names, alternate names are provided on the datasheets.

The only deviation from this terminology applies to the terrace row at 507-523 Elizabeth Street. These premises were constructed as retail outlets as opposed to other facilities on the site, such as the Franklin Street stores which were constructed specifically for storage. The Elizabeth Street buildings are referred to as to Elizabeth Street Stores by Heritage Victoria's citation. In the interests of clarity, these are described at the Elizabeth Street shops in this CMP.

1.6 Indigenous heritage

This CMP does not explicitly address the Aboriginal cultural heritage values of the QVM precinct, as these are addressed under the provisions of the *Aboriginal Heritage Act 2006*. It is acknowledged that there are Aboriginal cultural heritage values associated with the broader market site, including the former Aboriginal Burial Section in the Old Melbourne Cemetery, which is included on the Aboriginal Heritage Register.

Recent studies and reports on the cemetery site address the Aboriginal Burial Section, including:

- *Conservation Policy for the Old Melbourne Cemetery at the Queen Victoria Market* (May 2000), Austral Archaeology
- *Old Melbourne Cemetery Information Collation Stage 2: Documentation Draft Report* (June 2013), Godden Mackay Logan
- *Old Melbourne Cemetery Information Collation Stage 1: Research and Review* (April 2013), Godden Mackay Logan., Sydney.

Cultural Heritage Management Plans (CHMPs) are currently under preparation for the whole market precinct. It is anticipated that these studies will provide more information about the Aboriginal cultural heritage values in the precinct, and provide recommendations on the recognition and management of these values.

1.7 Queen Victoria Market Precinct Renewal

In 2013, the City of Melbourne and the Queen Victoria Market Pty Ltd began developing a precinct renewal program for the QVM. The *Queen Victoria Market Precinct Renewal Master Plan* was adopted by the City of Melbourne in July 2015 following extensive consultation with the community and market traders. The *Master Plan* forms the guiding document for the future revitalisation, management and development of the QVM, with an emphasis on improvement of the trader, customer and community experience of the market precinct. The key aim of the *Master Plan* (2015, p. 4) is to:

Preserve the Queen Victoria Market's heritage and traditional market atmosphere, while allowing the market precinct to evolve and meet the contemporary needs of visitors, traders and our growing city. Improvements to the physical environment will allow a flourishing market to grow and evolve into the future.

The Master Plan divides the market precinct into four quarters and also addresses the key street network within and bordering the precinct. A vision, key priorities and improvements, and issues to be resolved are identified for each of the quarters and the street network. A supporting *Implementation Framework* (2016) has also been prepared to identify timeframes for the delivery of the renewal projects and the operation of the market throughout the development programme.

1.8 References & sources

A full bibliography of primary and secondary sources, including relevant reports and publications, is included at the end of this report.

1.9 Limitations

The focus of this report is on the QVM site as included in the VHR registration, with reference to the northern section of Queen Street. The report does not address the 'Munro' site at the corner of Therry and Elizabeth streets. Several studies and reports of relevance were also not complete at the time of writing this CMP; a future review and update of the CMP should have regard for the completed studies.

2. History

A summary history of the Queen Victoria Market, including the Old Melbourne Cemetery, is set out below. A more detailed history is provided at Appendix B, the basis of which was included in the 2003/2011 CMP. The history largely derives from previously undertaken extensive research. In addition to the 2003/2011 CMP, this includes recent investigations by Godden Mackay Logan into the Old Melbourne Cemetery, and Context Pty Ltd in its assessment of the potential National Heritage Listing of the QVM site. Sequence of development plans are included at the end of this chapter. In addition, Appendix D contains Queen Victoria Market contract drawings from 1877-1985.

2.1 Melbourne's first cemetery

During 1836 residents of Melbourne were buried at 'Burial Hill', now the Flagstaff Gardens. In 1837, an area of ten acres of land bounded by Peel, Fulton, Queen and Franklin streets, east of 'Burial Hill', was set aside by the Governor of New South Wales, Richard Bourke, for the purposes of establishing a cemetery. The first interments were conducted there in 1837. Two years later, the site was officially gazetted as the Melbourne Cemetery (referred to in this report as the Old Melbourne Cemetery). The cemetery was surveyed by Robert Hoddle and divided into denominational areas (Figure 3). It is thought to have been one of the first cemeteries in the English-speaking world to classify and organise burials according to religious denomination (Cannon 2000, p. 8). The Presbyterian and Episcopalian sections of the cemetery were the first to be formally laid out. By 1842, the Wesleyan, Independent and Roman Catholic sections had also been laid out, as well as an area for Aboriginal people. The Jewish cemetery land was officially granted in December 1844 and the Society of Friends (Quakers) land was granted in November 1847 (*Melbourne General Market Site Act 1877*, p. 2).

Historian Isaac Selby's *Old Pioneers Memorial History of Melbourne*, published in 1924, provides a detailed description of the Old Melbourne Cemetery. In relation to the division of the cemetery according to denomination, Selby observed:

Two acres to the Episcopalians [Church of England], two acres to the Presbyterians, two acres to the Roman Catholics, one acre to the Independents, one acre to the Wesleyans, one acre to the Jews, half an acre to the Quakers, and half an acre to the Aboriginals. The convicts were buried just outside the northern end of the Cemetery in No Man's Land (Selby 1924, p. 7).

This was Melbourne's only cemetery until the opening of a second cemetery, located in Carlton, in July 1853 (Chambers 2001, p. 235). As the principal public cemetery in Melbourne prior to 1854, it would have contained the remains of a large number of people who died in the first two decades of the Port Phillip settlement. Following an application to the Government by the Melbourne City Council for 'an order to prohibit future interments in the old cemetery', the Old Melbourne Cemetery was officially closed in 1854. It was reopened in 1864, however, for the burial of those who had already purchased plots, with the last burial taking place in 1917 (Austral Archaeology 2000, p. 8).

It is difficult to determine the number of burials that took place at the Old Melbourne Cemetery, and how many may survive. A fire in 1864 destroyed the records of all burials that had taken place to that time, however the State of Victoria Early Pioneer Index indicates that between 1836 and 1854, 7,059 people had Melbourne recorded as their place of death (GML April 2013, pp. 5-6.). The burial register at the Public Records Office records that 371 individuals were buried at the cemetery between 1866 and 1917, while minutes from the Queen Victoria Markets committee in 1921 recorded that the burials numbered between 8,000 and 10,000 (GML April 2013, pp. 5-6.).



Figure 3 Plan of Melbourne, 1865, showing the division of the Old Melbourne Cemetery
 Source: State Library of Victoria

2.2 The market and the *Melbourne General Market Site Act 1877*

The organisation of wholesale markets in Melbourne was regularised in 1841, when the Corporation of Melbourne was formed for the express purpose of operating an official town market (Context 2015, Vol. 2, p.14). This followed a petition by householders to the Police Magistrate, James Simpson, requesting 'An Act to Authorise the Establishment of Markets in certain towns in the Colony of New South Wales (McCaughey & Hoban 1984, p. 123). Approval for the market was granted, with Commissioners elected for market management. The City was incorporated in the following year, and control of the markets was transferred to the newly formed Melbourne Corporation, being the Melbourne Town Council on 20 December 1842. Within six weeks the Melbourne Corporation had established the Western Market and selected three other sites for markets. By the mid-1850s, Council had also appointed a market Committee, which was responsible for advising on the operation and development of the various markets around the city (Context 2015, Vol. 2, p.15).

On 2 March 1859, Melbourne Town Council was granted the site bounded by Elizabeth, Victoria, Queen and Therry streets for use as a market (referred to as the Lower Market site). This was located to the east of the Old Melbourne Cemetery. The land at the corner of Victoria and Elizabeth streets was proclaimed a general market on 29 June 1866, and became the site of a wholesale meat market. Builder Peter Cunningham commenced construction of the Meat Market building in November 1868. It was completed the following year and opened for trading on 1 September 1869 (Market Committee minutes, VPRS 4030/P, Public Record Office of Victoria, Figure 4).

In 1873, a proposal to establish a new wholesale fruit and vegetable market on land between the Old Melbourne Cemetery, bound by Fulton and Victoria streets, was put forward (*Argus* 30 September

1873, p. 5). In 1876, it was announced that 'a proper permanent structure [was] to be erected in the Victoria Street site' (*Australasian* 16 September 1876, p. 26), and the following year the site was hailed as 'a new Melbourne market' (*Argus* 12 December 1877, p. 6). This land had previously been reserved in 1863 for the use of the Melbourne and North Melbourne Volunteer Rifle Corps, upon which an orderly room was constructed. A new orderly room, drill instructor's quarters and parade ground were erected there in 1870 (GML Heritage 2016, p. 7).

On 11 October 1877, passage of the *Melbourne General Market Site Act* (the Act) allowed the Town Council to take over 1.75 acres of cemetery land for expansion of the market site. This included the northern section of the Old Melbourne Cemetery, comprising all of the parts of the cemetery set aside for Aboriginal and Society of Friends (Quaker) burials, along with three quarters of the Jewish section. Burials in the remaining Jewish section were located close together in a small area near the corner of Peel and Fulton Streets (Austral Archaeology 2000, p. 8).

The appropriation also included the land in use by the Rifle Corps. As a result of this repurposing, the orderly room and drill instructor's residence were relocated to the corner of Victoria and Peel streets. These were relocated again in c. 1905 to a site on the east side of Elizabeth Street (GML Heritage 2016, p. 7).

Extending the market over the existing cemetery presented problems for both the cemetery and the Council. Many of the burials had to be disturbed to clear the land for market purposes. The Act demanded that '...with all reasonable diligence cause enquiry to be made as to the number and position of the human bodies interred therein...and shall cause all such bodies to be with all due care and respect exhumed therefrom and re-interred in the Melbourne General Cemetery' (*Melbourne General Market Site Act* 1877, p. 2). The first exhumations took place in 1877 with about 69 bodies exhumed from the Society of Friends (Quaker) and Aboriginal sections of the Old Melbourne Cemetery (Austral Archaeology 2000, p. 3).

There was some public outcry to the changes to the cemetery, and meetings of public protest were staged in response to Council proposals to use this 'sacred site' for other purposes (Chambers 2001, p. 236.). Despite these protests, the market was extended over the cemetery ground.

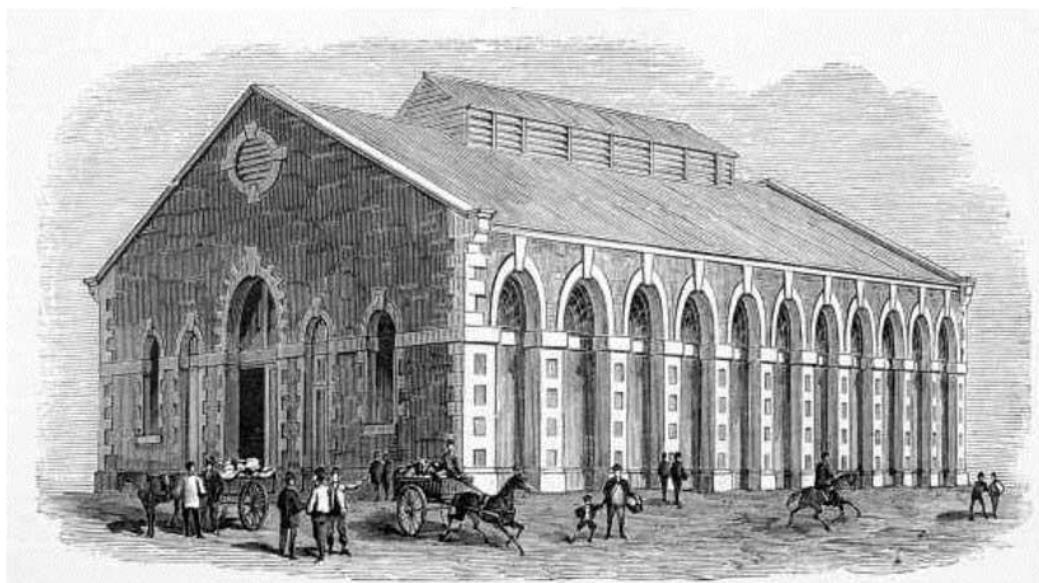


Figure 4 The Meat Market, 1869

Source: State Library of Victoria

2.3 Construction at the Queen Victoria Market

Construction of market buildings on the appropriated cemetery ground commenced in 1877. The construction contract for the first five sheds (A – E sheds) was awarded to builder James Thurgood of Errol Street, Hotham (North Melbourne), in October 1877, with a contract price of £10,422 (Gould HV File No. 605271, part 1). The sheds were constructed parallel to each other, open on all sides and divided by a roadway running north-south across the site (Figure 5). C Shed was the longest shed constructed, extending through to Peel Street (*Leader* 23 March 1878, p. 10).

This new section of the market was named the Queen Victoria Market (also known as the Upper Market), and the formal opening took place on 20 March 1878. It was presided over by the Mayor, Councillor John Pigdon, Town Clerk, E G Fitzgibbon, and Market Inspector, Mr Donald. A description of the new sheds was included in the *Leader* following the opening of the market:

These sheds are ten in number, of which five, extending nearly to Queen-street, are each 204 feet in length. Of the upper five sheds, the centre one abuts on Peel-street and is 289 feet long, and it is flanked on one side by two sheds each 170 feet long, and on the other by two, each 204 feet long (*Leader* 23 March 1878, p. 10).

The Lower Market site was also extended at this time with the erection of H and I sheds, which incorporated both wholesale and retail traders (Cole 1980, p. 48). It is thought that G Shed had already been constructed on the Lower Market site by this date. Fulton Street, the northern boundary of the cemetery ground was also appropriated and built over at this time.

Construction of a sixth shed (F Shed) on the Upper Market site commenced in 1878. In accordance with parameters set down in the *Melbourne General Market Site Act 1877*, the south wall of F Shed also served as a wall to separate the Upper Market from the southern part of the cemetery (Figure 6). The contract for the construction of F Shed was won by builder Thomas Walker and Co in November 1878 and, upon completion, was used by fruit and vegetable traders.

In 1880 the site of the Lower Market was expanded with grant of a further portion of land along Elizabeth Street. This was developed with retail tenancies and involved the construction of two rows of four shops divided by a produce hall arch, which formed a formal entrance to the market sheds behind.

The tenancies were constructed in 1884 to the designs of architect, William Salway. The additional land also enabled building of a new façade to the Meat Market. This too was designed by Salway and constructed in 1884.

In 1887, nine two storey terraces were built along the eastern section of Victoria Street (nos 65-81). Both these and the Elizabeth Street terraces were intended as retail shops with residences above. A row of single-storey terraces was also built at 83-5 to 127-9 Victoria Street, which abutted the northern boundary of the Upper Market site. An additional eight two storey terraces and an amenities block were constructed on Victoria Street (opposite Cobden Street and extending towards Peel Street) in 1890. These terraces were used for a variety of purposes, including fruit and vegetable storage. A narrow, free-standing extension to B Shed was completed in 1891.

From 1900, Melbourne City Council began moves to resume the remaining southern portion of the Old Melbourne Cemetery ground. However, strenuous objections from the public delayed any further resumption until passage of the *Melbourne General Markets Land Act* in 1917. From this period, the already-established market sheds were also gradually extended. From 1904, sheds A to E were extended to Queen Street (*Age* 7 April 1904, p. 6). In the same year, the original G Shed was

dismantled from the Meat Market site and re-erected in sections along Queen Street. This building was ultimately demolished during renovations undertaken in 1980 – 1982. In c. 1905, A Shed was extended to Peel Street. The narrow free-standing structure to B Shed was also likely replaced at this stage and the shed extended to its current dimensions. The present verandahs and parapets were also constructed and the roofs to A to C sheds were extended over the roadways at the western end to provide additional protection to the stall holders' horses (*Age* 26 June 1905, p. 6; *Age* 10 July 1905, p. 6).



Figure 5 The Queen Street elevations of A to E sheds at the QVM, 1878
Source: State Library of Victoria

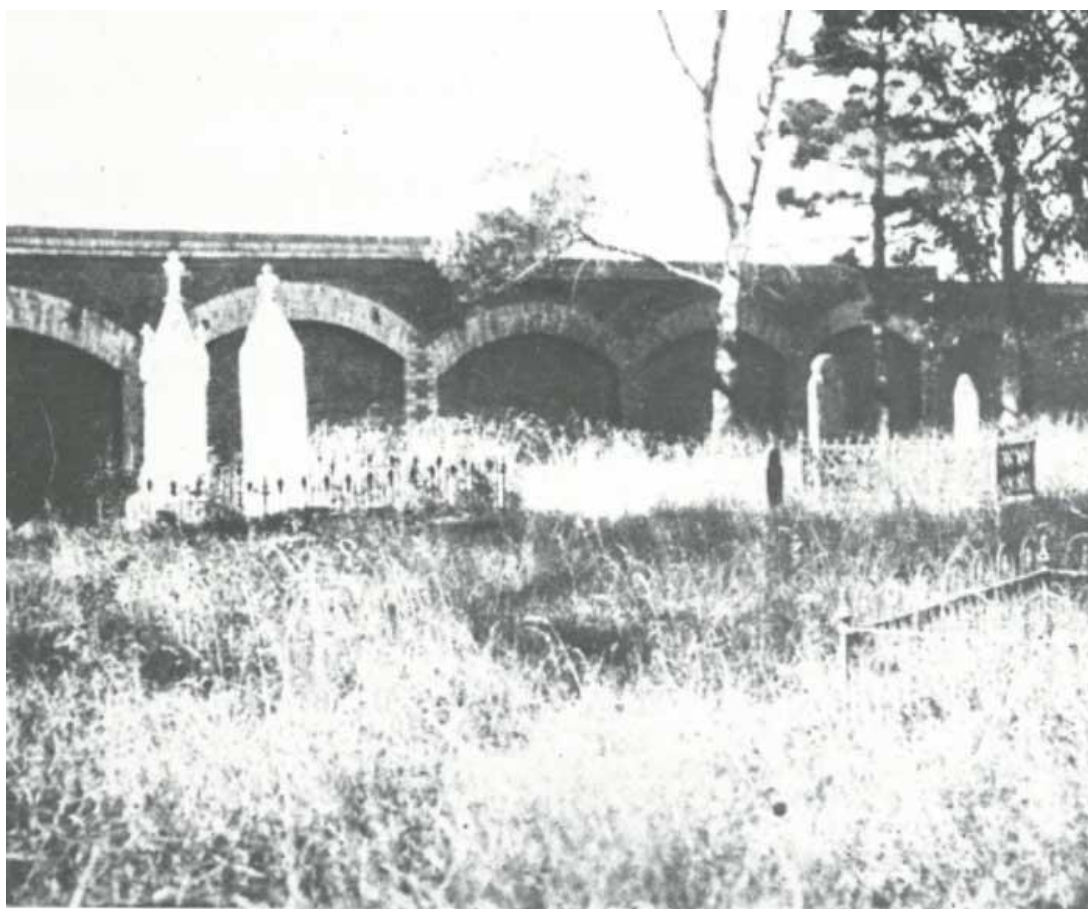


Figure 6 Looking north towards the QVM (F Shed) from the cemetery, nd
Source: *The Victoria Market*

2.4 The Melbourne General Markets Land Act 1917

Expansion of the market site in the early twentieth century continued to encroach on the Old Melbourne Cemetery. Burials at the cemetery had continued sporadically from 1877, with the last interment taking place in 1917 (Austral Archaeology 2000, p. 3). The passage of the *Melbourne General Markets Land Act 1917* was intended to regulate the transition of the site from cemetery to market as more land was formally acquired. This involved the exhumation and removal of human remains, with a total of 945 bodies exhumed between 1920 and 1922 (Godden Mackay Logan [GML] June 2013, p. 13).

Exhumation commenced in the Jewish section, which took place between September and October 1920. The Jewish people involved were meticulous in exhuming those buried in the cemetery, which was 58 or 59 people, as well as 18 headstones, with the *Argus* noting that the Jewish section was completely cleared of remains (GML June 2013, p. 13).

Planning for the exhumations of other areas of the Old Melbourne Cemetery did not take into account areas without tombstones, and only marked graves were exhumed. George Simms of the Melbourne City Council was responsible for the exhumations and he identified 525 marked graves (VPRS 9589 Description of Series, Public Record Office of Victoria). As part of the exhumation process 70 'significant' memorials were also identified and relocated to the Fawkner Park Cemetery Old Pioneers Section (VPRS 9589 Description of Series, Public Record Office of Victoria).

Under Section 3(1) of the *Melbourne General Markets Land Act 1917*, the Melbourne City Council was required to determine '...the number and position of the human remains interred...' and to '...cause all such remains to be with due care and respect exhumed therefrom' (*Melbourne General Markets Land Act 1917*). The bodies were to be reinterred in the cemetery of choice of identified relatives and the expense of exhumation and reinterment was covered by the Council.

Section 4 of the Act stipulated that once these conditions had been met, the Governor in Council was free to grant the land for market purposes (*Melbourne General Markets Land Act 1917*). Exhumations were completed in April 1922 and the exhumed bodies reinterred at four cemeteries around Melbourne: the Old Pioneers Section of Fawkner Park, Melbourne General, St Kilda and Cheltenham.

While it is clear that hundreds of bodies remained buried at the Old Melbourne Cemetery, the cemetery was formally closed in 1922 and the land granted to Council for market purposes on 15 January 1924. The grant stipulated it included the 'surface and down to a depth of 50' below the surface' of the land (Queen Victoria Market Extent of Individual Land Grants 1963).

The Old Melbourne Cemetery Preservation League, led by historian Isaac Selby, lobbied against the closure of the cemetery, the ploughing of the ground, and the removal of human remains to other cemeteries. Sir John Monash contributed to the fight for the preservation of the cemetery.

At a meeting at the Old Melbourne Cemetery on 25 January 1920 he proclaimed that 'I claim a special right to join in the protest against desecrating this hallowed ground. Here lie buried the pioneers of the life of Melbourne' (Port Phillip Pioneers Group). Despite these protests however, the work of clearing the cemetery continued and the market was extended over the cemetery ground (Figure 7).



Figure 7 Ploughing reclaimed burial area of Old Melbourne Cemetery for market extension, 1923
Source: *Argus*, 2 March 1923

2.5 Expansion of the market in the 1920s and 1930s

A major expansion of the market was undertaken following the 1920s exhumation and transferral of the former cemetery site to the Melbourne City Council. The first stage of expansion was the extension of D and E sheds west to Peel Street in 1922. The following year, K and L sheds were constructed, providing further space for the wholesale produce traders. K and L sheds were initially separated from F Shed by an internal roadway. This later became the site for J Shed, which was constructed in 1922. A convenience block was built within the eastern end of A Shed and in 1923 four additional shops were built at 153 – 159 Victoria Street.

Expansion continued in 1928 with the construction of the Dairy Produce Hall, involving removal of the eastern portions of G, H and I sheds on the Lower Market site. Materials from the demolished sections were subsequently used to extend these buildings to the west to Queen Street. The contract for construction of the Dairy Produce Hall (£26,981) and the adjoining electricity substation (£863) was let to Simmie & Co. Pty Ltd on 10 September 1928 (Robert Sand Pty Ltd 1993, p. 8). The Dairy Produce Hall was officially opened by the lord mayor and market committee on 13 September 1929.

By the end of the 1920s, the market's enlargement was almost complete. The southern part of the former cemetery had been completely cleared (Figure 8) and new buildings had been constructed on the repurposed land. In 1929-30, 60 brick stores were constructed along Franklin Street on top of the former Presbyterian and Episcopalian sections of the cemetery at a total cost of £94,759 (Cole 1980, p. 61). The stores were constructed around a market square, which was fenced at either end with ornamental gates opening to Queen and Peel streets. Trading commenced in this section of the market in November 1930. In 1936, M shed was constructed to the south of the K and L sheds for pea and bean merchants while N and O sheds, both cantilevered constructions, were built for growers.

With the opening of the new square, the concept of accommodating all components of Melbourne's wholesale market trade on one site was realised (Figure 9).



Figure 8 Aerial view of the Old Melbourne Cemetery showing the cleared site, 1928
 Source: *National Heritage List Assessment: Queen Victoria Market*



Figure 9 The fully developed QVM site, 1936
 Source: *Melbourne Markets*

2.6 Transfer of the wholesale market (1950s and 1960s)

Despite the success of the QVM in the 1930s and its large-scale expansion, by the late 1940s the size of the market was deemed inadequate.

In 1948 Melbourne City Council commissioned a report into the size deficiencies and future requirements of the QVM. The report proposed the transfer of the wholesale market to a separate site of no less than 52 acres, redevelopment of the old wholesale site as a modern retail market, and commercialisation of the Lower Market site (Cole 1980, p. 63). Following further investigation and a report to the Minister of Lands in 1954, 50 acres of land on Footscray Road was set aside in 1956 for the development of a new wholesale market.

Despite widespread debate and objections to the removal of the wholesale market to the western suburbs, construction of the new market on Footscray Road began in 1967 and the building was opened by Premier Sir Henry Bolte on 30 October 1969. A notice in the *Victorian Government Gazette* on 26 November 1969 declared that wholesale trading in fruit and vegetables in or near the QVM was prohibited from 8am on 29 November 1969 (Cole 1980, p. 66). QVM was exclusively a retail market from that time onwards.

2.7 Renovation of the QVM (1970s and 1980s)

While negotiations and plans for the building and development of the new wholesale market at Footscray Road continued throughout the 1960s, Council also explored options for the redevelopment of the QVM site for economic gain – the city location meant that the Council held a lucrative asset.

In 1968 the Government commissioned the Markets Planning Associates (made up of three firms of architects, real estate agents and town planners) to investigate the future of the site. Three concepts were presented to Council, which included combinations of an international hotel, small retail market, shops, restaurants and town houses, as well as high-rise apartments. One of these concepts (which was the only plan that did not incorporate a retail market) was passed through Council. In protest, the Keep Victoria Market Association was formed in 1972. It petitioned the Melbourne City Council to abandon the plan and, following strong opposition, the redevelopment was eventually shelved.

At the same time, the heritage significance of the QVM was recognised, with sheds A – F classified by the National Trust of Australia (Victoria) in March 1970, and the Meat Market added in 1973 (National Trust File No. B2822).

Community agitation against any proposed redevelopment of the market eventually led to plans to extensively renovate and conserve the market site. In c 1975, the northern row of the Franklin Street stores was demolished and public car parking commenced on this section of the site. Refurbishment works commenced in 1977 and involved alterations to all the sheds, extension of the Meat Market to Queen Street, renovation of the Elizabeth Street terraces and the Dairy Produce Hall, and construction of a number of outdoor plazas around the market.

In 1986, N and O sheds were demolished to make way for further car parking. Two sets of human remains were uncovered from the foundation of N Shed, with another two sets of human remains uncovered from the O Shed foundations. Four or five other remains were also sighted. The remains were reburied at the same location. Some further human remains were uncovered during car park renovations in 1987 (GML June 2013, p. 24). In the same year, the Victorian terraces were refurbished. The façade of the Dairy Produce Hall was renovated c 1995. The QVM site was included in the former Historic Buildings Register under the (then) *Historic Buildings Act 1981* in 1989. As a

consequence of this listing, the market was then transferred to the Victorian Heritage Register (VHR) under the (current) *Heritage Act 1995*.

2.8 Later developments (1990s to present)

In 1990, the remains of two young males were uncovered during the installation of a fire-hydrant service in an alley within the F Shed area (GML April 2013, p. 22). The following year, further archaeological investigations were undertaken to investigate burials remaining under the site prior to the construction of J shed. Approximately 50 burial locations were identified (GML April 2013, p. 11). The footing design for J Shed was subsequently modified so as not to disturb the identified sub-surface remains.

In 1994 construction of a food court, located behind the Meat Market, commenced and work was completed the following year. In January 1995, the Queen Victoria Market Company took over management of the market. Another archaeological investigation was carried out in 1999 in conjunction with a proposal to demolish the remaining Franklin Street stores. This investigation revealed five shallow children's burials in the two small areas tested. These burials were recorded and refilled and demolition of the remaining stores was ultimately not carried out (GML June 2013, p. 15). In 2012, further archaeological investigations were undertaken in connection with a proposed sewer line adjacent to M Shed. Three burials were located and retained in situ (GML June 2013, p. 15).

The following year, the City of Melbourne announced plans for the renewal of the QVM and surrounding precinct, with better facilities and new public open spaces. The renewal is proposed to be completed by December 2021.

2.9 Layout of the QVM site 1869–2017

Figures 10–17 show the layout and buildings on the QVM site at eight points in time between 1869 and 2017.

In the descriptive text for each figure, the area bounded by Elizabeth, Victoria, Queen and Therry streets for use as a market is referred to as the Lower Market site. The area bounded by Queen, Victoria, Peel and Franklin streets is referred to as the Upper Market site.

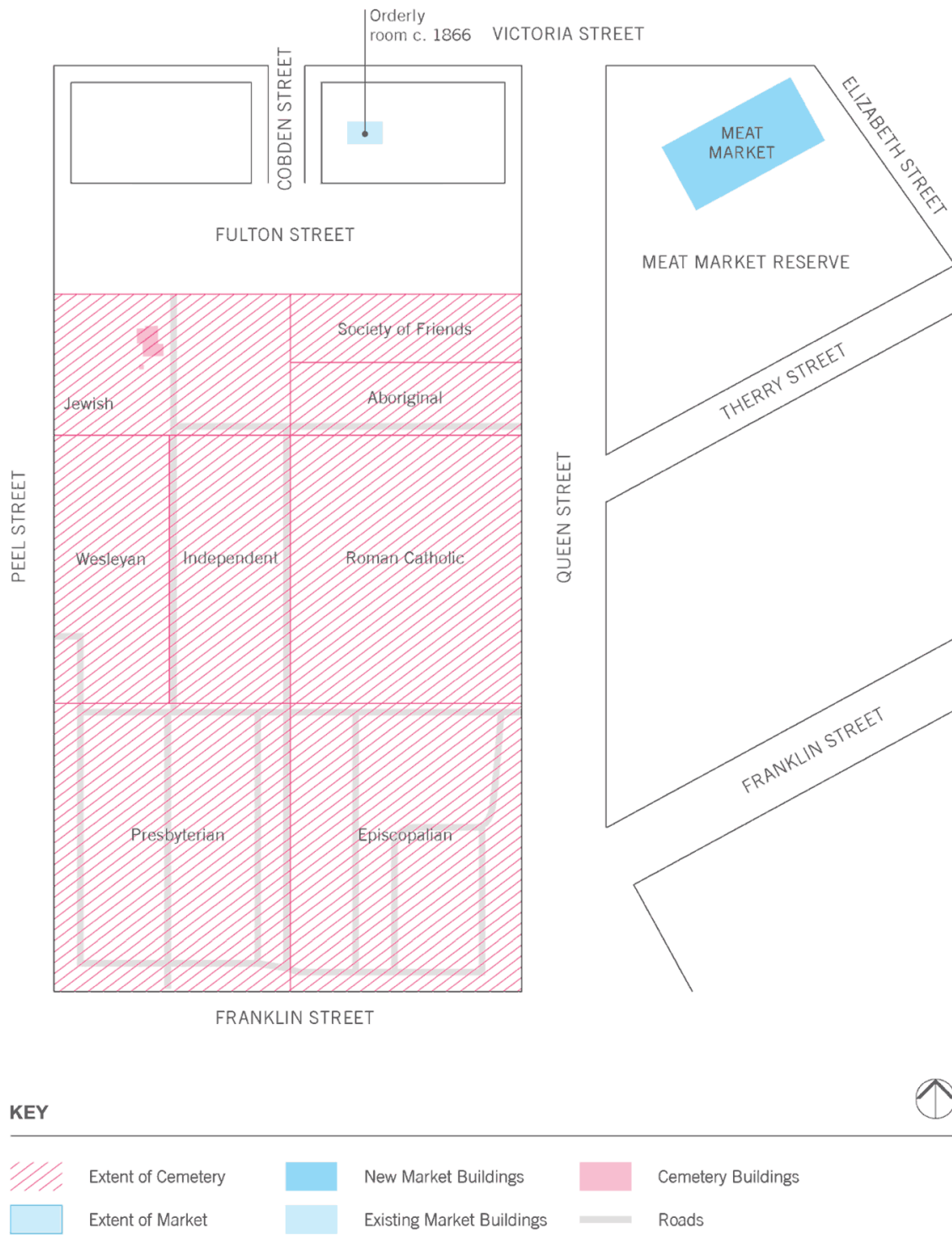


Figure 10 The QVM site in 1869

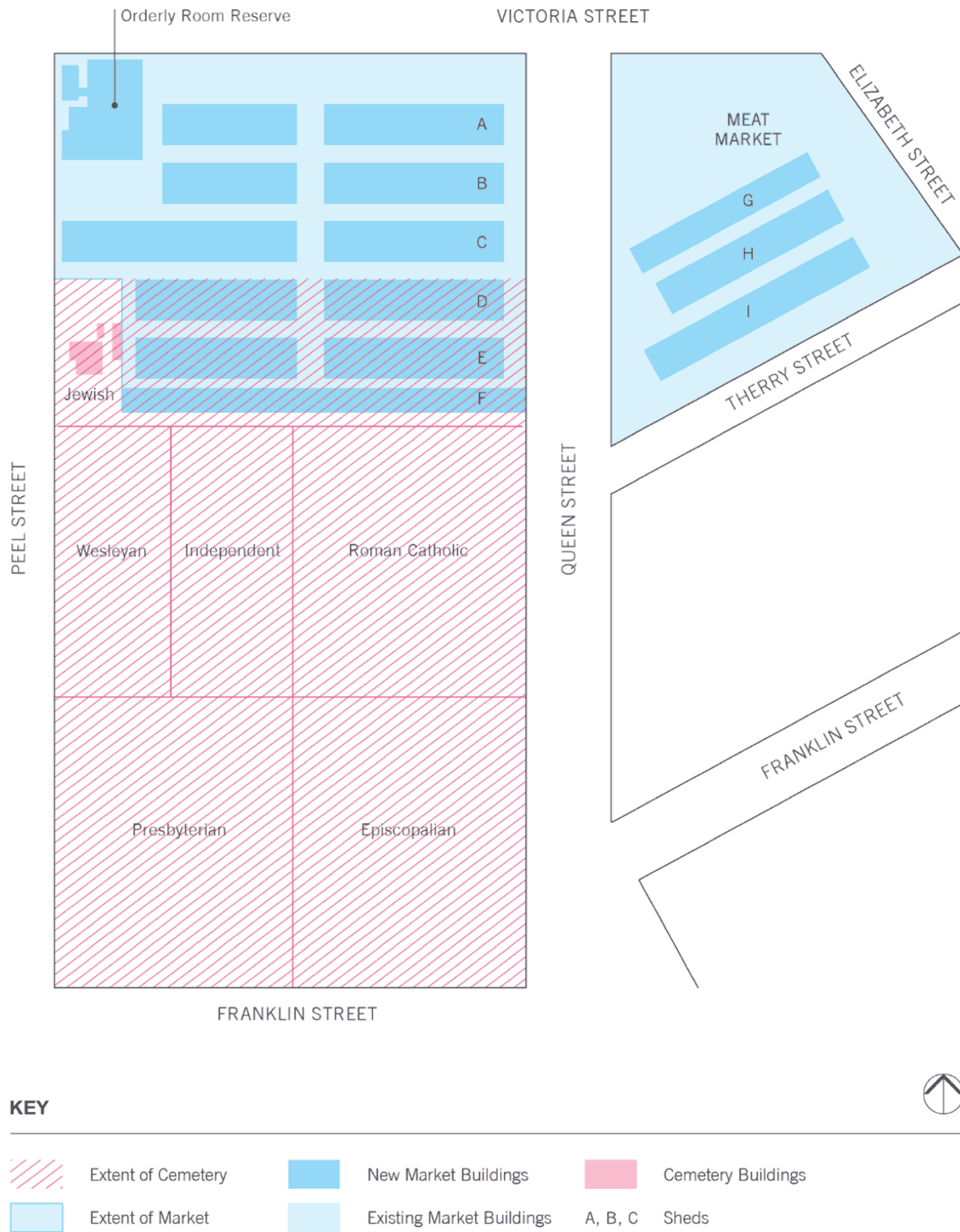
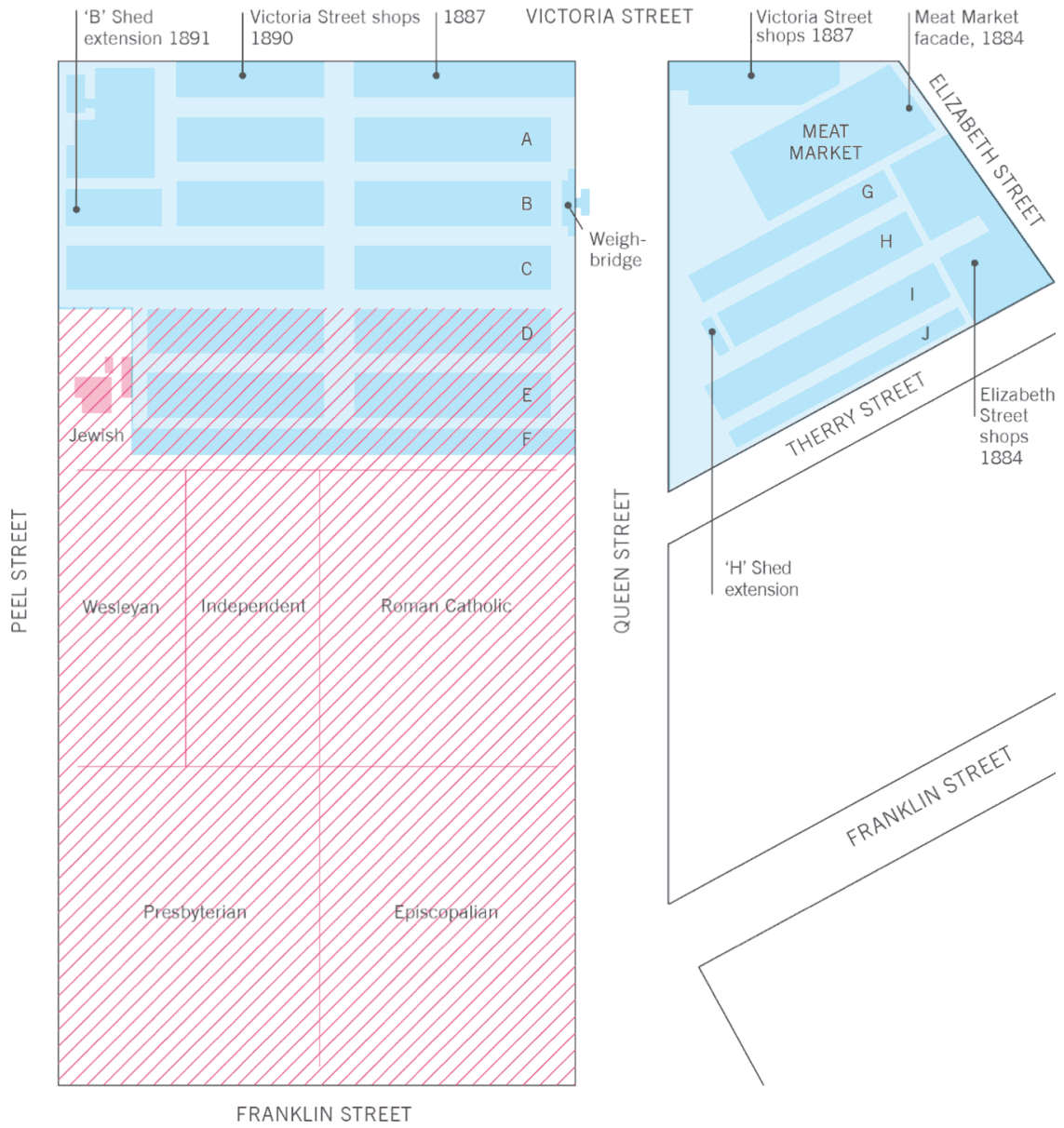


Figure 11 The QVM site in 1878



KEY






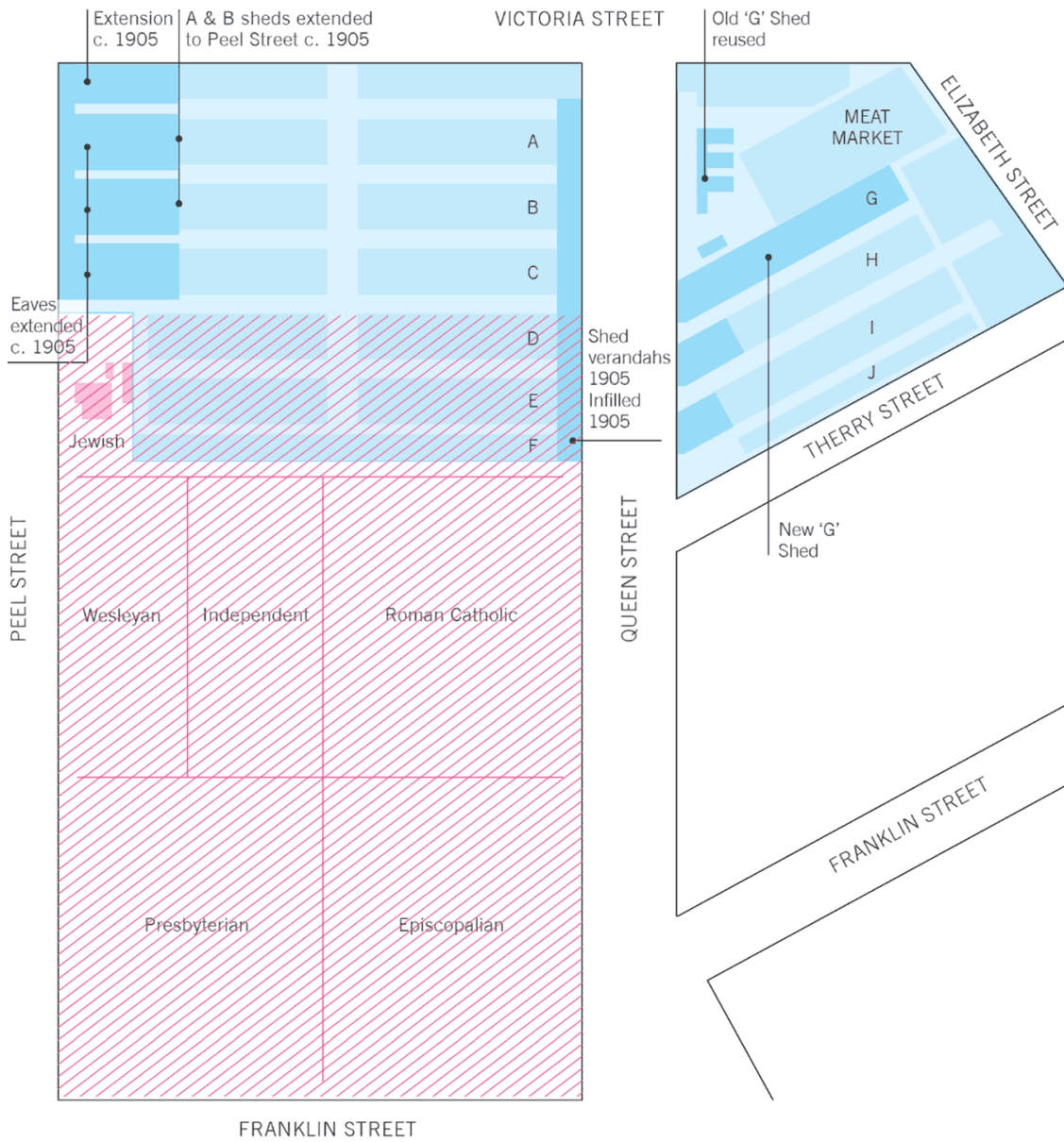
- | | | | | | |
|---|--------------------|---|---------------------------|---|--------------------|
|  | Extent of Cemetery |  | New Market Buildings |  | Cemetery Buildings |
|  | Extent of Market |  | Existing Market Buildings | A, B, C | Sheds |

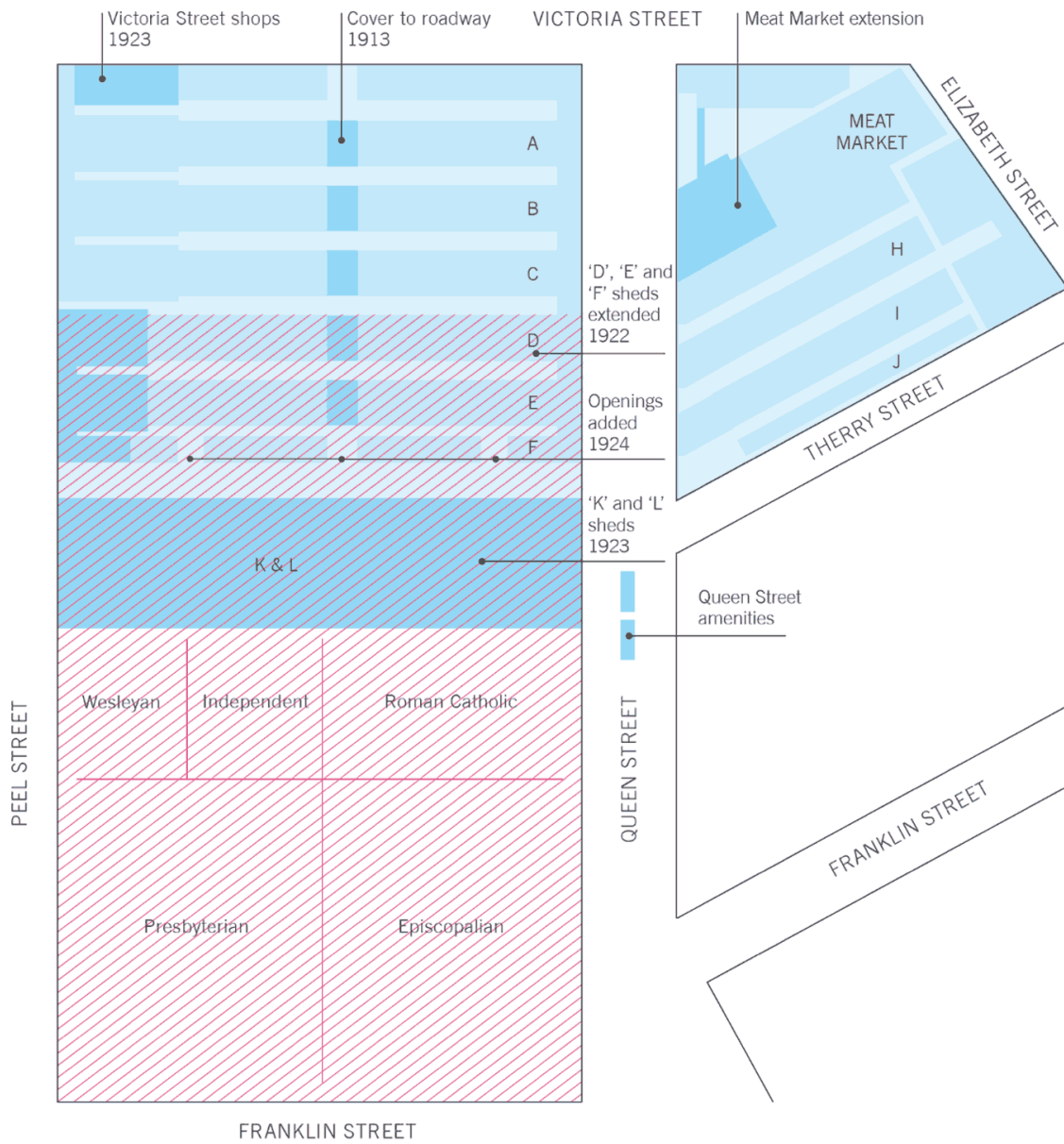
Figure 12 The QVM site in 1897



KEY

- Extent of Cemetery
- New Market Buildings
- Cemetery Buildings
- Extent of Market
- Existing Market Buildings
- A, B, C Sheds

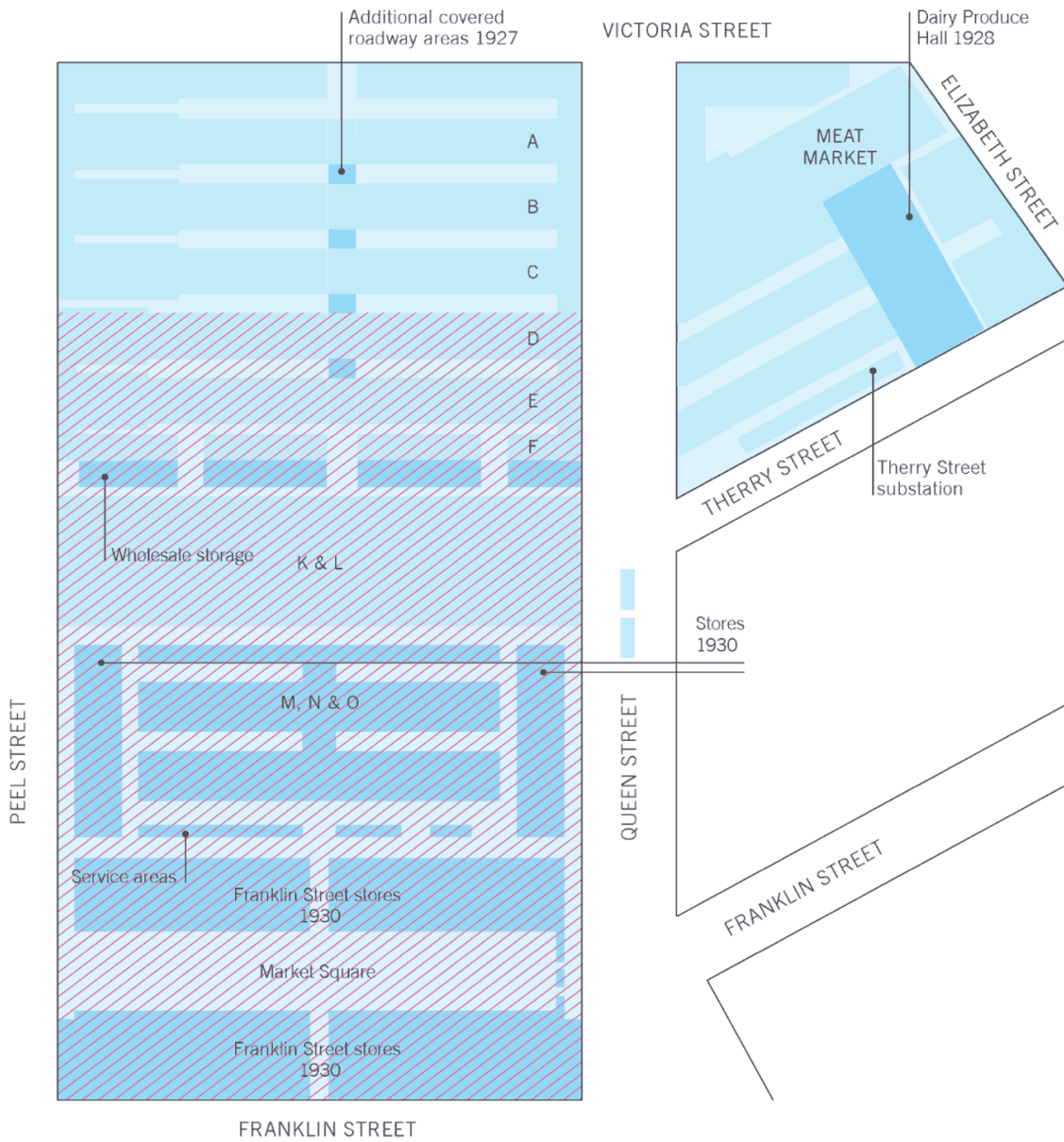
Figure 13 The QVM site in 1910



KEY

- Extent of Cemetery
- New Market Buildings
- Cemetery Buildings
- Extent of Market
- Existing Market Buildings
- A, B, C Sheds

Figure 14 The QVM site in 1925

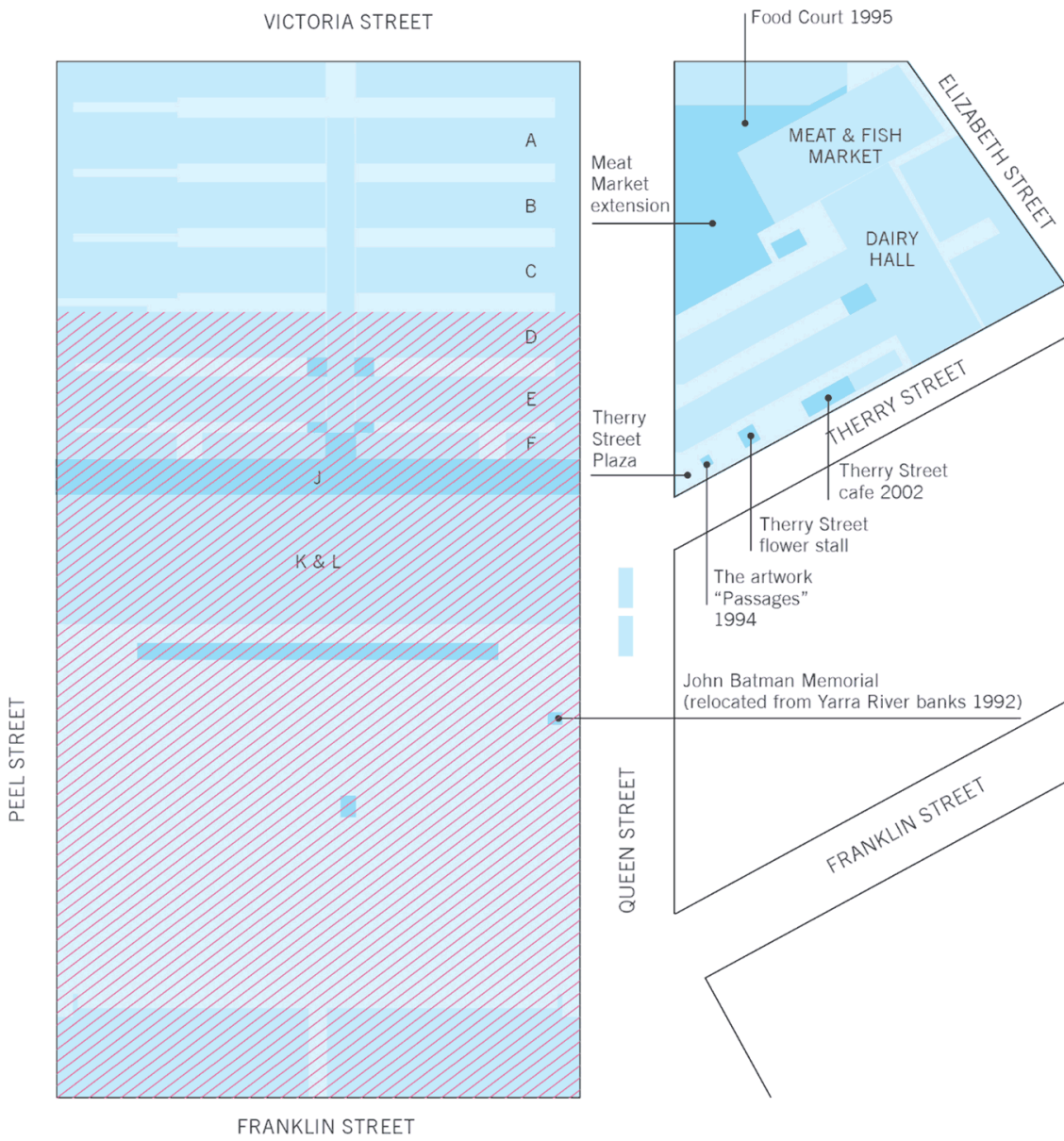


KEY

- Extent of Cemetery
- New Market Buildings
- Cemetery Buildings
- Extent of Market
- Existing Market Buildings
- A, B, C Sheds



Figure 15 The QVM site in 1936



KEY

- Extent of Cemetery
- Extent of Market
- New Market Buildings
- Existing Market Buildings
- Cemetery Buildings
- A, B, C Sheds

Figure 16 The QVM site in 2010

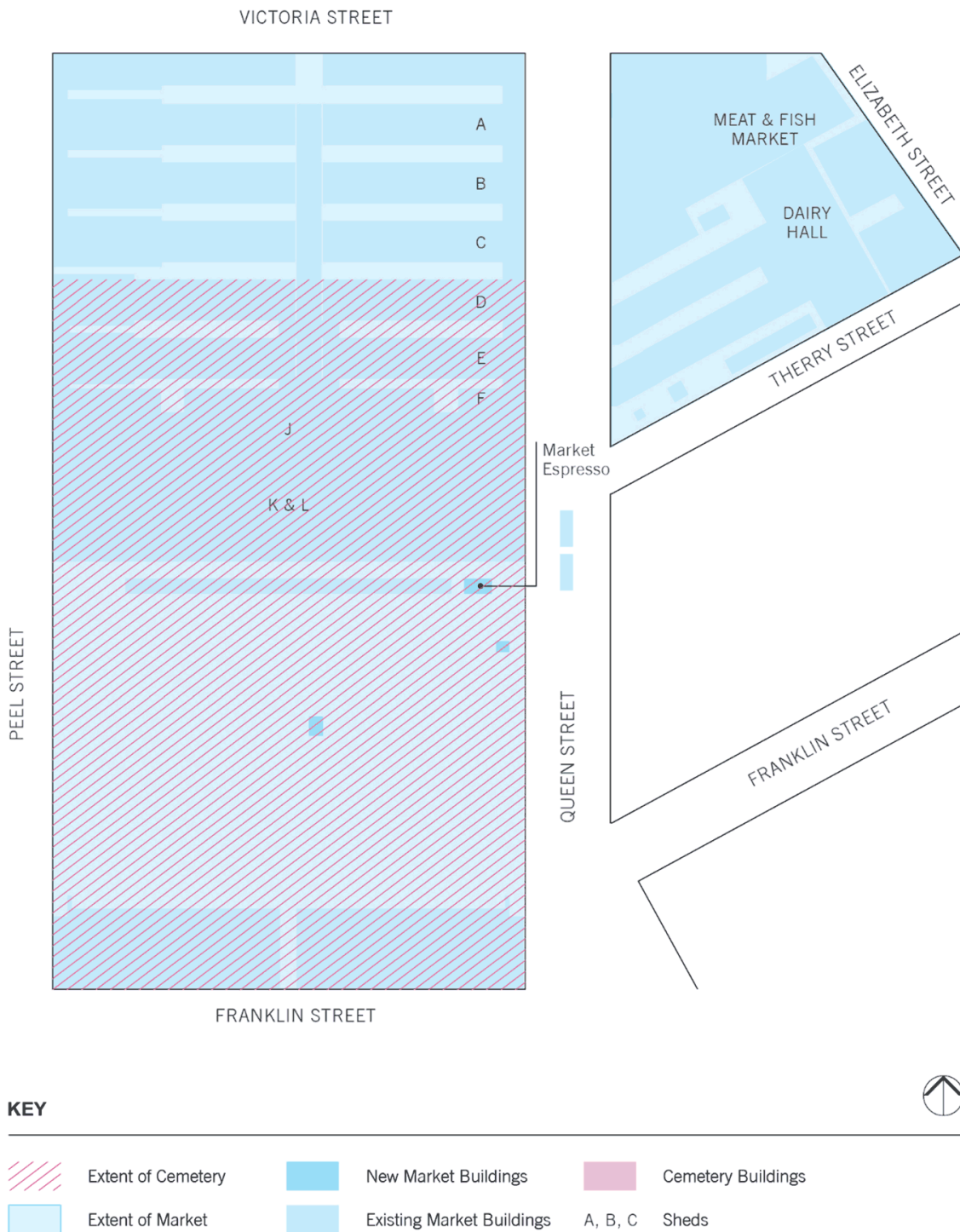


Figure 17 The QVM site in 2017

3. Physical analysis

3.1 Introduction

The following physical survey of the Queen Victoria Market site is based on material provided in the 2003/2011 CMP, and on a physical examination of the site overall (see Figure 18) and the building fabric and form as it currently exists. The objectives of the survey are to document and assess the individual elements of the market site, including identifying the relative levels of significance of the site elements, the findings of which are included in Chapter 4.

Section 3.2 comprises an overview of the built form within QVM. More detailed building/space specific information and analysis, including policies are included in the datasheets at Appendix C to this CMP.

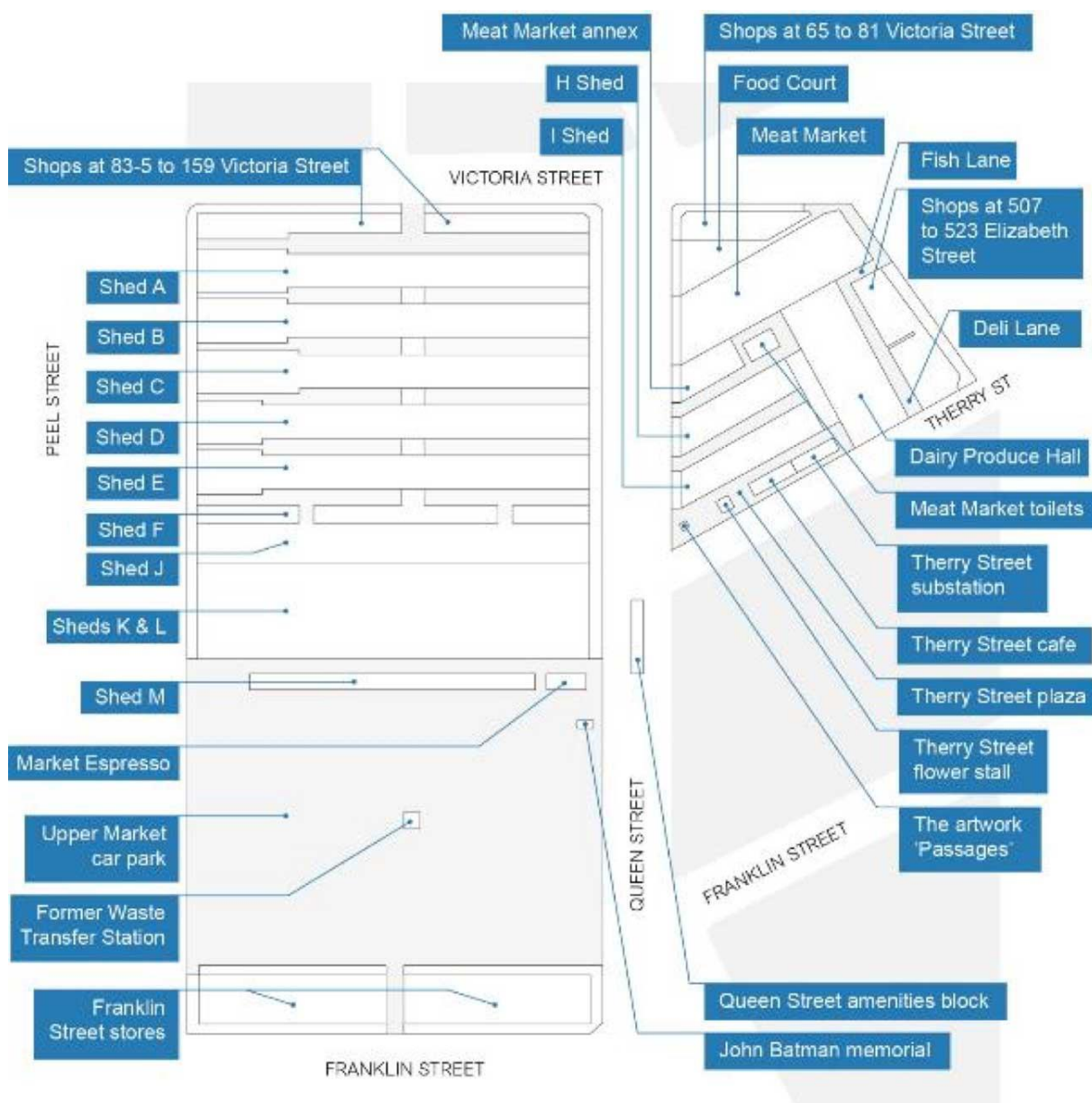


Figure 18 Site plan with key buildings and structures indicated

3.2 Nomenclature

Wherever possible the nomenclature adopted in Heritage Victoria's citation for QVM has been used throughout Chapter 3 and the datasheets at Appendix C. The key terms comprise: the Meat Market; sheds A-F; sheds H & I; sheds K & L; Victoria Street shops; Dairy Produce Hall; Franklin Street stores; John Batman Memorial; and the site of the Old Melbourne Cemetery. Where a building or laneway is known by a variety of names, alternate names are provided on the datasheets.

The only deviation from this terminology applies to the terrace row at nos 507-523 Elizabeth Street. These premises were constructed as retail outlets as opposed to other facilities on the site, such as the Franklin Street Stores which were constructed specifically for storage. These are referred to as the Elizabeth Street Stores in Heritage Victoria's citation. In the interests of clarity, these will be described at the Elizabeth Street shops in this CMP.

3.3 Site layout

The Queen Victoria Market site consists of two distinct sections which relate equally to their date of development and location rather than their function alone. Each section contains numerous structures and buildings which can be divided into distinct groups which reflect their function and age.

3.3.1 Lower Market

The first developed, 'Lower Market', is the smaller of the two areas and is bounded by Victoria Street to the north, Elizabeth Street to the east, Therry Street to the south and Queen Street to the west. An irregular trapezoid in shape, the site is densely developed with distinctly different types of market buildings. For the purposes of the following, Victoria Street, Elizabeth Street and Therry Street will be considered to form the northern, eastern and southern boundaries of the site. Consequently, the orientation of the Meat and Fish Hall, for example, will be described as east-west rather than a, more accurate, south-western/north-eastern orientation.

At the centre of the site, running east-west is the oldest market building, the Meat Market (1869). This is essentially rectangular in plan with later extensions to Elizabeth (1884) and Queen streets (1980-2). Directly west and attached to the hall is a modern loading bay and detached toilet block. Perpendicular to the Meat Market and abutting approximately half way along its length is the 1920s Dairy Produce Hall to Therry Street. Rectangular in plan the Dairy Produce Hall can be entered from all sides at its mid-points.

Directly to the east of the Dairy Produce Hall, separated by an original laneway (currently known as Deli Lane) are the Elizabeth Street terraces (1884), consisting of two rows of four double-storey terrace shops separated by an arcaded carriage entry. Formerly individual shops with residences above, the ground floor tenancies are all accessed from Elizabeth Street and the first floor level has been interconnected between terraces, with the two rows to providing office space.

On the western side of, and running perpendicular to, the Dairy Produce Hall are the last remnants of the open market sheds on the Lower Market site. Shed H appears to have been constructed c. 1860 and relocated onto its current site in c.1877-8. Shed I was constructed on its current site in 1877-8. These extend from the western elevation of the Dairy Produce Hall to Queen Street. Between the northern side of the Meat Market and Victoria Street is a row of nine double-storey terraces (1887). As with the Elizabeth Street terraces, they were constructed as shops with residences above, however they differ in that they contain additional entrances directly from Victoria Street to access the first floor level. The rear of the ground floor tenancies now opens into a covered Food Court area, created in the 1990s which fills the triangular space formed between the shops and the Meat Market.



Figure 19 Lower Market as seen from the intersection of Victoria and Elizabeth streets

3.3.2 Upper Market

Approximately four times the area of the Lower Market, the Upper Market site is a regular rectangle in plan and is bounded by Victoria Street to the north, Queen Street to the east, Franklin Street to the south and Peel Street to the west. It is characterised by its more open and regular arrangement of buildings and car park. Prior to the market occupation it was divided into three individual blocks which are defined to an extent by the existing north-south roadway between the shops to Victoria Street (formerly Cobden Street) and Shed C (formerly Fulton Street).

The northern edge of the Upper Market site is defined by rows of single storey terrace shops facing Victoria Street which can be divided into three distinct groups. The first two groups consist of a row of 12 (1884) and row of 8 double-fronted terraces, plus the original amenities block (1890), located either side of the north/south access roadway from Victoria Street (formerly Cobden Street). They are distinguished by their planning which provides direct access to both Victoria Street in front and the market site behind. The third group of shops (1923) consist of four terraces located at the western end of the Victoria Street market frontage.

Running east-west for the full width of the Upper Market site, and parallel to the Victoria Street shops, are five open market sheds designated sheds A-E (1877-78). They are divided at their original mid-point by a covered roadway and are linked along their east and west ends by continuous verandahs.

To the south of these five sheds is Shed F (1877) which also now runs the full width of the site. This is constructed against the solid brick wall of the cemetery which forms its southern elevation, F Shed has since been enclosed and is divided along its length by three non-original openings.

Immediately to the south is the newest market shed, Shed J (1992), which is open on all sides except the northern elevation against the F Shed wall and which also extends for the full width of the site.

Similarly, the only 'double' open market shed, Shed K & L (1923) is constructed parallel with Shed J from Queen to Peel Street. It diverges from the normal shed planning through the incorporation of a wide roof covering a central aisle, which is flanked by two smaller roofs over the outer aisles. This planning reflects the nature of trading in wholesale fruit and vegetables, for which the sheds were designed, whereby trading was usually from the rear of a truck.

The more modest Shed M is also parallel and open on all sides, but does not extend completely to the surrounding streets, completes the rows of market sheds on the upper site.

Further south of the rows of Upper Market sheds is a large expanse of asphalted car park covering approximately one third of the Upper Market site. Formerly covered by both market sheds and stores it now contains a remnant of the former seized fruit room and switch room. The car park can be accessed from Peel, Queen and Franklin streets. This part of the site formerly formed part of the Old Melbourne Cemetery.

Along the southern boundary of the Upper Market site addressing Franklin Street are two buildings, each containing 10 stores, and commonly known as the Franklin Street stores (1930). Each row currently consists of eight stores with one bay divided into two smaller tenancies on the eastern and western end of the block.

A second, identical block was originally constructed to the north, enclosing the former Market Square' but was demolished c. 1990 to accommodate car parking. Each store is generally a single large volume, however some have been further divided by partitions.



Figure 20 Upper Market as seen from Queen Street



Figure 21 Upper Market as seen from the intersection of Peel and Victoria streets



Figure 22 Queen Street on market day

3.3.3 Queen Street

Although not always under the control of the Melbourne City Council, Queen Street has formed an essential part of the market since the construction of the Upper Market site. Although it divides the market site in two, the northern end has become an essential link on busy market days as traders spill into the area. The street is open to one-way traffic only from the Franklin Street roundabout to Victoria Street and is divided by a raised median strip planted with street trees.

Constructed in the centre of Queen Street, just south of the intersection with Therry Street, is a long rectangular amenities block (1922). The portion of the street between Therry and Victoria streets was landscaped some years ago to include small sections of median strip planted with Plane trees (*Platanus x acerifolia*). These are now approaching maturity.

3.4 Datasheets

As with the 2003/2011 CMP, the approach to documenting such a large site has been to identify 17 distinct 'blocks' of buildings which relate to one another such as the Elizabeth Street shops or A-E sheds and describe the group generically. In addition each individual structure within these groups has been examined to determine how they may differ from the original in detail, alterations, intactness and the like. Data sheets are provided at Appendix C. Information contained in the datasheets has informed the assessment of significance provided in Chapter 4.

Datasheets have been prepared for the following buildings or building groups.

- 01 Meat Market (includes annex and toilets)
- 02 Shops at 507 to 523 Elizabeth Street
- 03 Shops at 65 to 81 Victoria Street
- 04 Sheds H & I
- 05 Dairy Produce Hall
- 06 Therry St substation
- 07 Therry Street plaza (includes flower stall, café and the artwork 'Passages')
- 08 Food Court
- 09 Shops at 83-5 to 159 Victoria Street
- 10 Sheds A, B, C, D & E
- 11 Shed F
- 12 Sheds J
- 13 Sheds K & L
- 14 Shed M
- 15 Franklin Street stores
- 16 Upper Market car park site (includes former Garbage Transfer Station and Batman Memorial)
- 17 Queen Street (includes amenities block)

Figure 23 provides a plan and index to the numbered datasheets.

For each building/space, the datasheets include a thumbnail map showing the location in the context of the QVM site; a summary history; photographs; a description; comment on condition and integrity; identification of significance and significant elements; and policies and recommendations which address essential actions, preferred actions and adaptation/intervention.

Historical information included in the datasheets has largely been obtained from the 2003/2011 CMP which utilised the extensive collection of drawings from the Melbourne City Council Architect's and Surveyor's Office, held in the archives of the City of Melbourne. Additional information was obtained from architectural drawings reproduced at Appendix D. Some further research into individual buildings has also been undertaken. Other valuable information was provided by secondary sources such as Isaac Selby's 1924 *The Old Pioneers' Memorial History of Melbourne*, Colin Cole's *Melbourne Markets, 1841-1979* and Ellen McCaughey and Mary Hoban's *The Victoria Market*.

The values of the individual buildings notwithstanding, the market site is of significance in its entirety. The heritage values of the various areas are discussed in conjunction with the associated buildings. Fish Lane, for example, is discussed in conjunction with the Meat Market. The areas beneath and between sheds A-E are discussed on that datasheet. A separate datasheet has been prepared for the largely undeveloped car park site.

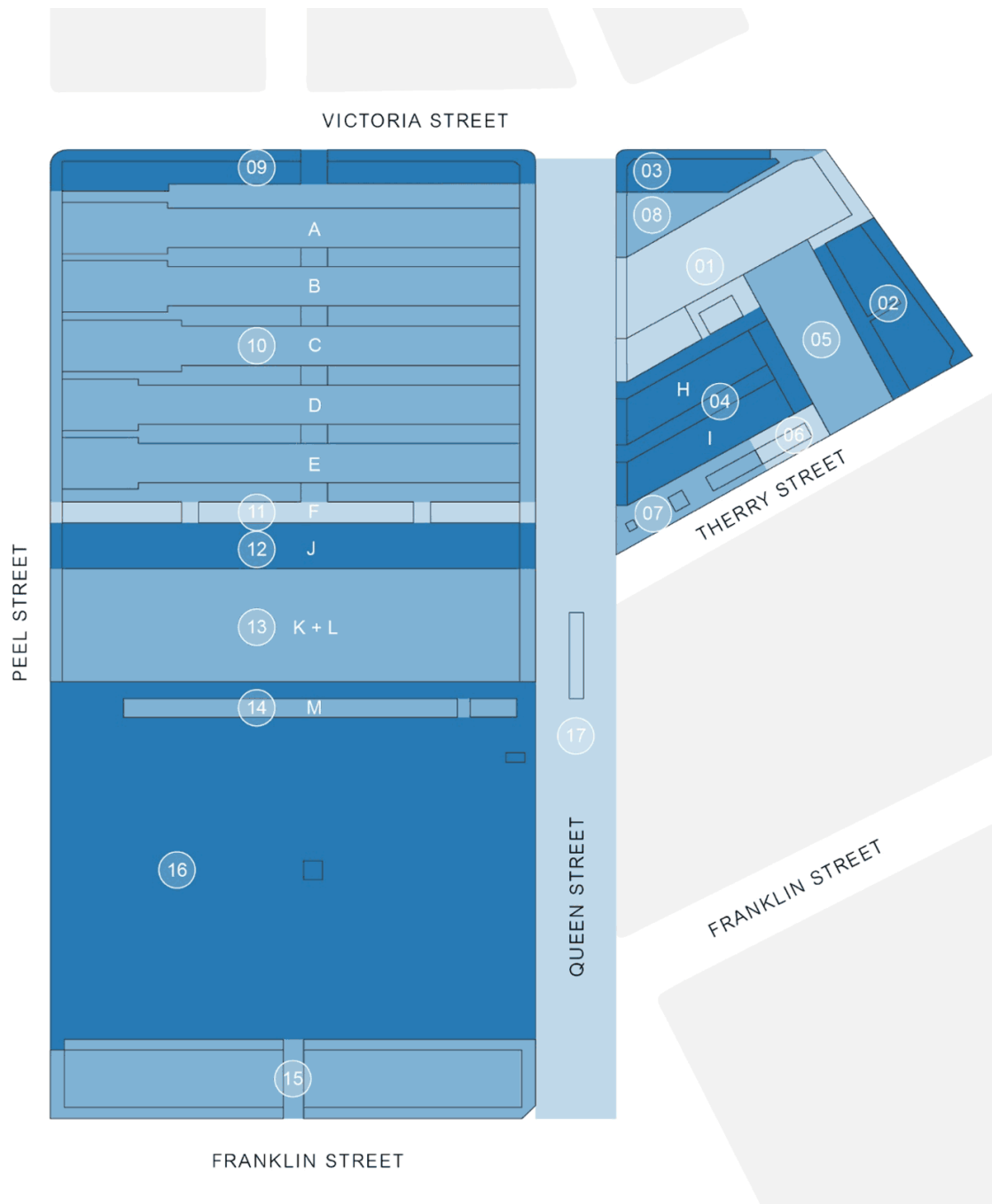
3.4.1 Policies and recommendations

The policies and recommendations in the datasheets address essential actions, preferred actions and adaptation/intervention.

Essential actions are those which safeguard building fabric and the identified significance of a structure or area within QVM. Where essential works relate to immediate threats to building fabric, action should be undertaken in the short term.

Preferred actions are those which would enhance the heritage significance of a structure or area within QVM, and/or would arrest the decay of the building or area over time. Preferred actions could be undertaken at any time but will more often be considered when opportunities arise.

Policies on adaptation/intervention are intended to assist with understanding how such actions, where proposed or required, can be carried out or undertaken in a manner which minimises or avoids heritage impacts.



Key

Index to datasheets



- | | |
|---|---|
| 01 Meat Market (includes annex and toilets) | 10 Sheds A, B, C, D & E |
| 02 Shops at 507 to 523 Elizabeth Street | 11 Shed F |
| 03 Shops at 65 to 81 Victoria Street | 12 Shed J |
| 04 Sheds H & I | 13 Sheds K & L |
| 05 Dairy Produce Hall | 14 Shed M (includes Market Espresso) |
| 06 Therry St Substation | 15 Franklin Street stores |
| 07 Therry Street Plaza (includes flower stall, cafe and the artwork 'Passages') | 16 Upper Market car park site (includes former Garbage Transfer Station and John Batman Memorial) |
| 08 Food Court | 17 Queen Street (includes Amenities Block) |
| 09 Shops at 83-5 to 159 Victoria Street | |

Figure 23 Index to datasheets

4. Significance

4.1 Introduction

The cultural heritage significance of the Queen Victoria Market has been comprehensively documented and assessed in a number of previous reports and studies, including the 2003/2011 CMP and more recently in the *National Heritage List Assessment: Queen Victoria Market* by Context Pty Ltd (September 2015).

The latter supported the nomination of the QVM to the National Heritage List (NHL). The status of the NHL nomination is addressed in Chapters 1 and 5, however it is understood that the final assessment and resolution of the nomination, by the Commonwealth Department of the Environment and Energy, will be completed in 2017. Section 4.4 below reproduces the draft 'Summary Statement of Heritage Values' from the nomination.

The analysis included in this chapter draws on this more recent work, however the current statutory statement of significance is that which supports the inclusion of the QVM in the Victorian Heritage Register, and establishes and confirms its significance at a state level. This statement dates from 2012, when the Heritage Council of Victoria reviewed and updated the VHR registration and statement of significance to recognise the archaeological values and significance of the Old Melbourne Cemetery, and to include additional structures as registered buildings.

The VHR statement, as revised and refined over time, is reproduced below, and is followed by a more detailed overview and analysis of the relevant heritage values. The latter, in turn, inform the conservation policy at Chapter 6, and the management of heritage values as addressed in Chapter 7.

The relative levels, or hierarchy of significance of the individual elements and areas of the QVM, is addressed in the final section of this chapter. Definitions are included, along with a list of the elements and areas to which the different levels apply. A plan of the QVM, identifying the relative levels of significance of the individual market components, is also included, at Figure 27.

4.2 VHR statement of significance

What is significant?

The Queen Victoria Market comprises two separate blocks: a western rectangular block bound by Franklin, Peel, Victoria and Queen Streets, known as the Upper Market; and the eastern triangular block bound by Queen, Victoria, Elizabeth and Therry Streets, known as the Lower Market. The market began operating in 1859, and progressively acquired the Old Melbourne Cemetery site to allow for its expansion.

The Market comprises the Meat Market (1869), Sheds A-F (1878), Sheds H and I (1878), Sheds K and L (1923), Elizabeth Street Stores, Victoria Street Shops (1887, 1891, and 1923), Dairy Produce Hall (1928), Franklin Street Stores (1929-1930), M Shed (1936), John Batman Memorial (1881), and the site of the Old Melbourne Cemetery (1837-1917).

In 1837, ten acres of land bound by Peel, Fulton, Queen and Franklin Streets were set aside for the purposes of establishing a cemetery for the growing township of Melbourne; the Melbourne Cemetery was officially gazetted in 1839. The cemetery site was surveyed by Robert Hoddle, and divided into seven sections: Presbyterian, Episcopalian, Roman Catholic, Wesleyan, Jewish, Independent, and the Society of Friends. The Society of Friends' (Quaker) section was soon divided in half, to accommodate a section for Aboriginal burials. Concerns about the

cemetery's proximity to the increasingly populated areas of the city, led to its closure in 1854, following the opening in the previous year of the Melbourne General Cemetery in Carlton. Despite the closure those who had claims on family plots continued to be interred in the Cemetery until 1917. An estimated 8,000 to 10,000 people were buried at the site from 1837 to 1917.

In March 1859, the Melbourne Town Council was granted the eastern triangular block for use as a market. The earliest surviving building is the wholesale Meat Market building. In 1874 it also began operating as a meat and produce retail market, and Sheds H and I were built for use by fruit and vegetable growers. The market was granted permission to take over some of the cemetery land under legislation in 1877, and following the exhumation of 45 burials, Sheds A-F were constructed in 1878. The market was officially opened as the 'Queen Victoria Market' in March of that same year. Sheds A-E were open on all sides with each divided by a service roadway, and Shed F was constructed with a brick wall on its southern side which divided the market from the remainder of the cemetery.

Two-storey terrace shop buildings constructed along Elizabeth and Victoria Streets in 1884 and 1887 respectively, provided a 'public' face to the market. Additional shops were also constructed on Victoria Street between 1890 and 1905.

Legislation in 1917 provided for the remainder of the cemetery land to be acquired for market purposes. The final burial took place in 1917, and as part of the transition from cemetery to market, 914 bodies are known to have been exhumed and relocated from 1920 to 1922.

Developments from this time included the construction of Sheds K and L in the Upper Market in 1923 and in the Lower Market the Dairy Produce Hall in 1928 which provided dairy producers with dedicated accommodation. On the Upper Market site, the Market Square development of 1929-1930 provided storage for market traders and merchants in two rows of sixty brick stores. This development, of which only the Franklin Street Stores survive, enclosed the market site along Franklin Street, and resulted in the market taking over the last of the former cemetery land. Shed M was constructed in 1936 on the Upper Market site.

The John Batman Memorial, in the north-east of the car park, was erected by public subscription in 1881. While no longer in its original location, the memorial recognises John Batman who was buried in the cemetery in 1839, with his remains relocated to Fawkner Cemetery in 1922.

In more recent years some of the buildings have been renovated to accommodate the changing needs of market stall holders and shoppers.

The Queen Victoria Market is on the traditional land of the Kulin Nation.

How is it significant?

The Queen Victoria Market is of historical, archaeological, social, architectural and aesthetic significance to the State of Victoria.

Why is it significant?

The Queen Victoria Market is of historical significance as one of the great nineteenth century markets of Victoria and the only one surviving from a group of important central markets built by the corporation of the City of Melbourne. It is also of historical significance for remaining in operation from the 1870s.

The Queen Victoria Market is of historical significance as the site of Melbourne's first official cemetery, which was in use between 1837 and 1854, and intermittently from 1854 until its final closure in 1917.

The former cemetery site is of archaeological significance because it contains an estimated 6,500 to 9,000 burials. The site has the potential to yield information about the early population of Melbourne, including the Aboriginal and European communities, and their burial practices and customs.

The Queen Victoria Market is of social significance for its ongoing role and continued popularity as a fresh meat and vegetable market, shopping and meeting place for Victorians and visitors alike.

The Queen Victoria Market is of architectural significance for its remarkably intact collection of purpose built nineteenth and early twentieth century market buildings, which demonstrate the largely utilitarian style adopted for historic market places.

The Elizabeth Street and Victoria Street terraces are of aesthetic significance for their distinctive demonstration of an attempt to create a more appealing 'public' street frontage and increase revenue by enclosing the market and concealing the stalls behind a row of nineteenth century shops.'

4.3 Analysis of Heritage Values

The following sections expand and elaborate on the state heritage values identified in the VHR statement of significance. The specific attributes identified in the statement are summarised at the start of each section, followed by a more detailed overview and analysis.

4.3.1 Historical significance

In summary, the VHR statement of significance identifies the historical significance as follows:

- QVM is one of the great nineteenth century markets of Victoria and the only one surviving from a group of important central markets built by the Corporation of the City of Melbourne.
- QVM has remained in operation from the 1870s.
- QVM is the site of Melbourne's first official cemetery, which was in use between 1837 and 1854, and intermittently from 1854 until its final closure in 1917.

4.3.1.1 Melbourne Markets

QVM is historically significant as one of the great nineteenth century markets of Victoria, and as the only surviving market established under the former Market Corporation, the organisation which operated as Melbourne's first local representative government.

Markets for the sale of produce operated in all Australian capital cities in the nineteenth century. In central Melbourne, there were seven markets in operation by the time the Queen Victoria Market was formally established in 1878. However, the QVM is significant and distinguished in this historical context. While Melbourne's Western Market (1841), Eastern Market (1847), Hay, Corn & Horse Market (1856), Newmarket (1860), Fish Market (1864), and Hay Market (1874) were established earlier, none of them survive today.

Early Melbourne and its inhabitants required food and household goods, and initially, much of it had to be imported from other colonies. The first vegetable gardens were planted by John Pascoe Fawkner's party as soon as it arrived in the new town. A small piece of land, where Spencer Street now is, was chosen as a market garden. John Batman had planted an orchard and garden too, a little south-west

of Fawkner's land, and running down to the Yarra River (Austral Archaeology 2000, p. 9). As other settlers arrived in Port Phillip, they too established gardens. Acreage under crops increased steadily from 1836 (100 acres) to 1842 (8,100 acres) (Cole 1980, p. 21). Though only a small part of the cropping was for market gardening, by 1839 gardeners were bringing their carts of produce to the footway in front of the Post Office in Elizabeth Street. The small population of settlers also depended heavily on supplies from Van Diemen's Land and South Australia.

The organisation of wholesale markets in Melbourne was regularised in 1841, when the Corporation of Melbourne was formed for the express purpose of operating an official town market (Context 2015, Vol. 2, p.14). This followed a petition by householders to the Police Magistrate, James Simpson, requesting 'An Act to Authorise the Establishment of Markets in certain towns in the Colony of New South Wales' (McCaughey & Hoban 1984, p. 123). Approval for the market was granted, with Commissioners elected for market management. The City was incorporated in the following year, and control of the markets was transferred to the newly formed Melbourne Corporation, being the Melbourne Town Council, on 20 December 1842. Within six weeks the Melbourne Corporation had established the Western Market and selected three other sites for markets. By the mid-1850s, Council had also appointed a market Committee (Context 2015, Vol. 2, p.15). For a young City Council, the markets represented significant property holdings and generators of revenue.

The Council also operated a number of other markets for specific purposes. The fish market was built in 1864 on the corner of Flinders and Swanston streets, and was demolished in 1900 to make way for the Flinders Street Railway Station (Westmore 1992, p. 30). The hay market was at various locations before ending up at the corner of Flemington Road and Royal Parade; and the cattle and sheep market was at Newmarket.

The Western Market site (Figure 24) was bounded by Collins, William and Market streets and Flinders Lane. However, development of the market was spasmodic. It had a market house of two rows of brick stalls connected by an arcade in 1853 when it was burnt down and rebuilt. A new building, designed by John M Barry, was commenced in 1856 but the superstructure was not completed until 1871 (Westmore 1992, p. 30).

The Western Market was a combination of 29 leased stalls and stores built around a quadrangle. Most of the market space was let to fruit and vegetable wholesalers, with some let to hay and corn merchants, as well as wine and spirit merchants.

The market became a combination of wholesale and retail traders. With the shift in population to the north and east of the city, and following the establishment of the Eastern Market, where covered space for fruit and vegetables growers was available, the Western Market lost favour as a wholesale produce market. By the 1920s it had become inadequate in terms of storage space for fruit and vegetables, and in 1930 Council moved the market tenants and other fruit wholesalers to the Queen Victoria Market.

The passing of the *Melbourne Market and Parklands Act 1933* granted the land on trust to the Council for municipal purposes. The Western Market disappeared when the quadrangle was leased as a car park from 1934 (Cole 1980, p. 32).

The Eastern Market (Figure 25) was located on the corners of Bourke, Exhibition and Little Collins streets. The site, unofficially used as a hay and corn market, was proclaimed a general market in 1846 and established officially in 1847. However, it was not until 1858 that four large market sheds were erected on the site. These sheds were open sided with arched corrugated iron roofs, of similar scale and plan form as the sheds built later at the QVM. During the 1860s the largest wholesale fruit and vegetable trade in the city operated from these busy sheds known as 'arcades'.

It is believed that a portion of one of the sheds from the Eastern Market was removed to the new QVM to form one of the first two sheds (G Shed) constructed on the Lower Market site around 1878 when the new Eastern Market building, designed by Joseph Reed, was opened in 1879. This consisted of two levels with a substantial façade and shops fronting the main streets with mixed market space behind and above (Gasparetto 1999, p. 6).

The Eastern Market was the main wholesale fruit and vegetable market for the city, as well as a general market, until it was closed for redevelopment into a more substantial market building (Figure 26). When the wholesale fruit and vegetable traders were temporarily moved to the new QVM it ceased to function as a wholesale market.

From the 1880s it became a general market and amusement centre. It continued in this role until the late 1950s. The Eastern Market was demolished in 1960 to accommodate the Southern Cross Hotel and Centre.

In addition to the Council operated markets, a small number of private markets were operating outside the jurisdiction of the Council, including the Victoria Meat Market Company, which was the first privately owned wholesale market in Victoria, established on a site in 1874 in nearby North Melbourne. It was followed in 1879-80 by the Metropolitan Meat Market Company's market in Courtney Street, North Melbourne.



Figure 24 Western Market, c. 1905
Source: State Library of Victoria Picture Collection



Figure 25 The open sheds of the first Eastern Market, 1873
Source: State Library of Victoria Picture Collection



Figure 26 The rebuilt Eastern Market, c.1888-1900
Source: State Library of Victoria Picture Collection

4.3.1.2 Market function

QVM is historically significant for its ability to demonstrate the operation and function of a nineteenth century market.

The arrangement of largely unaltered market buildings, dating from 1869 to the present day, provides a clear demonstration of Melbourne's nineteenth century pattern of market produce trading. The market also demonstrates the evolution of produce trading patterns with its variety of enclosed market halls, open sheds, perimeter retail shops and wholesale stores, still generally functioning as originally intended. The market also perpetuates distinctive forms of trading which have their origin in nineteenth century practices, although the wholesale trade left the site in 1969.

The rows of perimeter retail shops are also demonstrative of the battle of E G Fitzgibbon, prominent Melbourne Town Clerk from 1856-1891, who fought for the right to construct shops on the market frontages to greatly increase rents collected from the markets.

4.3.1.3 Continuous operation

QVM is historically significant as one of the earliest surviving and longest continuously operating markets in Victoria, and Australia.

The Lower Market, incorporating the Melbourne Meat Market (1869), has been continuously used for market purposes since 1859, and the Upper Market since 1878. While the market has evolved and adapted, these changes have largely been in response to evolving needs and food handling requirements, which in turn have supported the ongoing market operations.

It is also one of the longest operating markets in Australia. The Haymarket site in Quay Street, Sydney, has accommodated market functions since 1840, and the former Adelaide Fruit & Produce Exchange (now East End Markets) since the 1860s, however their trade is reduced and is now essentially in general goods, rather than produce. Fremantle Market in Western Australia, established in 1897, also no longer functions for its original purpose. These other markets have also, to a greater or lesser degree, had their buildings and associated sheds greatly altered or demolished.

As the principal wholesale market for fresh fruit and vegetables from 1878 to 1969, the continuous operation of the QVM in this period also had a profound effect on the system of growing, selling and distributing fresh fruit and vegetables in the State. From the beginning, battles between growers, the Market Corporation and government moulded the distribution of produce in Victoria.

4.3.1.4 Old Melbourne Cemetery

QVM is historically significant as the site of the Old Melbourne Cemetery, which was the city's first official burial ground.

QVM was the site of Melbourne's first officially designated, and principal cemetery, from 1837, with the site officially gazetted as the Melbourne Cemetery in 1839. It operated until 1854, then intermittently until 1917, when it was repeatedly reopened for family interments. It was surveyed by Robert Hoddle and divided into denominational areas, as well as an area for Aboriginal burials.

The cemetery's location, originally on the outskirts of the fledgling city, reveals the growth and development of the city between 1837 and 1854, when the cemetery was closed for the first time. The developing city was gradually encroaching on the cemetery site.

The Old Melbourne Cemetery is still the site of some 6,500-9,000 interments. The majority of people buried there were early Melbourne residents, including those associated with the foundation of the city and the colony of Victoria. These included John Batman, whose remains were later exhumed and reinterred at Fawkner Cemetery.

The cemetery's establishment was concurrent with that of the first places of worship in Melbourne and reflects the practice of religious beliefs at a seminal stage in the founding of the city. The establishment and subsequent use of the cemetery also reflects the move away from the use of private church and family burial grounds, to public cemeteries managed by officially appointed cemetery trustees. The multi-denominational planning of the cemetery is additionally believed to be an early example of this approach to cemetery layout and use.

The inclusion of an area for Aboriginal burials in this early stage of Melbourne's development is of particular note. The first Aboriginal burials occurred from 1842 (Context 2015, Vol. 3, p.14), although the number of burials is not known.

The Old Melbourne Cemetery is also significant for its association with the development of the QVM, with portions of the cemetery gradually transferred to market use from the 1870s, and the first exhumations taking place in 1877. The tension between burial ground and market use and expansion continued through to the early decades of the twentieth century, with more exhumations in the 1920s. The disturbance of burials drew negative public responses. The historical tension remains a factor today, in the consideration of contemporary market development and expansion.

4.3.2 Archaeological significance

- The former cemetery site is of archaeological significance because it contains an estimated 6,500 to 9,000 burials.
- The site has the potential to yield information about the early population of Melbourne, including the Aboriginal and European communities, and their burial practices and customs.

The market site, and that of the Old Melbourne Cemetery, is of archaeological significance.

The site of the Old Melbourne Cemetery has considerable potential to yield information on Melbourne's earliest public cemetery, including archaeological and other material remains associated with the earliest years of settlement in the city. Investigation of the cemetery is highly likely to add to our understanding of the operation of this early cemetery in Melbourne's pioneering period, including its layout and planning. Investigation can shed light on burial practices of the first half of the nineteenth century, including those associated with specific denominations. The site also has the potential to yield specific information about individuals who remain buried there (including age, gender and causes of death).

The size of the cemetery, including the anticipated high number of burials remaining, significantly enhances the archaeological potential, with a comprehensive cross-section of Melbourne society buried here from the late 1830s. Research into early Melbourne mortality and causes of death is another potential outcome of archaeological investigation.

The history of disturbance, while considerable, has not significantly diminished the archaeological potential. It also enables research into the exhumation practices of the nineteenth and early twentieth centuries, as well as later post-war removal of remains. Documentation associated with the cemetery, including the phases of disturbance of the burial ground, further enhance its research potential.

QVM also has significant archaeological potential associated with buildings and structures which have been removed over time. Access ways, including internal laneways, and operational spaces associated with market buildings have also changed and evolved over time, and evidence of these elements may remain, to a greater or lesser degree.

4.3.3 Social significance

- QVM is of social significance for its ongoing role and continued popularity as a fresh meat and vegetable market, shopping and meeting place for Victorians and visitors alike.

4.3.3.1 The market

QVM is of social significance as a long-standing market in central Melbourne which has provided fresh food and food products to the community since the 1870s, firstly in a wholesale capacity and from the 1960s, as a public retail market. It has also been a popular shopping and meeting place for generations of Victorians.

While the market has seen some phases of decline over its long history, its continuous use has ensured that it has provided an essential service for generations of Melburnians and visitors alike. QVM is also of social significance for the thousands of traders, agents and primary producers whose lives have revolved around daily market operations. From its beginning, the market has been a centre of social life and activity as well as an object of political battles effecting livelihoods; its popularity reflected in community and union campaigns to prevent its redevelopment during the 1970s. In recent decades the market's increasing stature as a significant tourist attraction has extended its social significance.

4.3.3.2 Old Melbourne Cemetery

The QVM site is also of social significance as the site of the Old Melbourne Cemetery. The cemetery has social significance to the people of Victoria as the first public burial ground in Victoria, and as a long standing cemetery which was in use from 1837 until its closure in 1917. While many decades have lapsed since the cemetery was last used for interments, community interest in the site remains.

The place is also likely to hold some specific associations for the families of those who were and remain buried there. The cemetery, although virtually unidentifiable on the surface, is widely known about in the community and any planned changes to the QVM in the area of the cemetery invariably draw public attention. The cemetery is also valued by genealogical groups, who have undertaken research and compiled information on this early Melbourne burial ground.

The Aboriginal Burial Section of the cemetery is important to Aboriginal people. It is an identified place of Aboriginal burials in the period following Melbourne's establishment, and the focus of remembrance and spirituality for contemporary Aboriginal communities (Context 2015, Vol. 3, p.23). The cemetery's establishment followed the disruption of traditional Indigenous practices and customs, brought about by colonial settlement. The burial of Aboriginal people at this site, and in this period of upheaval, potentially enhances the significance with which it is regarded by contemporary Aboriginal people.

4.3.4 Architectural and aesthetic significance

- QVM is of architectural significance for its remarkably intact collection of purpose built nineteenth and early twentieth century market buildings, which demonstrate the largely utilitarian style adopted for historic market places.

- The Elizabeth Street and Victoria Street retail terraces are of aesthetic significance for their distinctive demonstration of an attempt to create a more appealing 'public' street frontage and increase revenue by enclosing the market and concealing the stalls behind a row of nineteenth century shops.

4.3.4.1 Market buildings

QVM is of architectural and aesthetic significance for its remarkably intact collection of nineteenth and early twentieth century market buildings; and for its ability to demonstrate the planning, layout and function of an historic market as it evolved from the 1870s to the present.

The nineteenth and early twentieth century buildings demonstrate the largely utilitarian style adopted for the provision of Melbourne's market structures. The overall site planning, together with the combination of largely intact enclosed halls, open sheds, retail shops and wholesale stores is a rare surviving Australian example of a complete market complex of such variety and scale. Several of the market buildings are of individual architectural distinction. These the Meat market and rows of shops to Elizabeth and Victoria streets.

In addition, F Shed and its wall is of architectural significance for demonstrating a distinct design requirement for dividing the market function from the remaining Old Melbourne Cemetery. Its innovative combination of wall, shed and public facilities, combined with its early date of construction (1878) and distinctive aesthetic qualities, places it with other substantial solid brick perimeter walls in Melbourne. These include the Northern Market Reserve Wall, Parkville (1888); Retaining Wall, Flinders Street Extension, Melbourne (1890); and the Royal Melbourne Zoological Gardens wall (1938-39).

The Meat Market façade is a fine and substantially intact example of the surviving work of architect William Salway. He was a reasonably prolific architect, although his significant surviving work is limited. The former Mercantile Bank building at 345-349 Collins Street, Melbourne (1888), is a striking Victorian design of five storeys, featuring an eclectic combination of Mannerist and Baroque detail. Similarly Raheen, Kew (1870) makes a bold architectural statement in its unusual combination of red brick and render, which also includes Mannerist details. In this regard, the Meat Market façade stands out as a fine surviving example of Salway's oeuvre. Interestingly, Salway was also engaged by the Melbourne City Council to design the Northern Market Reserve wall (1888), some of which survives.

The various types of market buildings at the QVM can all be traced to international origins. Enclosed market halls have been in use since the thirteenth century in Europe (Cloth Hall, Ypres, c.1200 and Halles, Bruges c.1240) and the oriental bazaars of Jerusalem (from 1329), where grand nineteenth-century examples still proliferate. In Australia, market halls were also a popular method of accommodating the trade of produce, however their scale was more modest and the survival of intact examples is somewhat rare. Examples can be found at the Metropolitan Meat Market, North Melbourne (1879), Corn Exchange & Fruit Market Building Haymarket, Sydney (1887), and the Fremantle Market (1897), although in some cases their integrity has been compromised or they are no longer used for market purposes. The QVM Dairy Hall (1928) also has additional technological interest for its natural ventilation system and combination of hygienic non-porous surfaces for interior fittings.

The open sheds are of an even rarer form in Australia, although they also have their origins in Europe and England. In Italy the open loggias of Mercato Nuovo (1547 by Giovanni Battista del Tasso) and Mercato Vecchio, Florence (by Vasari, 1567) established a pattern of market trading with mobile stalls under arcades (Pevsner 1976, p. 239). The Hungerford Market, London (1830, dem.), was designed by notable architect, Charles Fowler and contained, amongst other sections, an open fish market. The

market was covered by an open cast iron-framed 'butterfly' roof structure, not dissimilar to the concept used in Melbourne (Pevsner 1976, p. 240).

It is probable that the nineteenth century colonisation of India and South East Asia established the origins of Australia's open market sheds. In these similarly hot climates, acres of open sheds were constructed. However, the direct source of the QVM sheds would appear to be the original Eastern Market in Melbourne (the original G Shed is likely to have come from this site). It too was arranged with parallel rows of open sheds, although the sheds themselves consisted of a double range with curved roof form. The Hay, Corn & Horse Market, North Melbourne, also contained three open sheds and was bounded by a perimeter wall and shed arrangement, similar to the QVM F Shed. Melbourne's Western Market consisted of a collection of stores arranged around an open square. No other surviving examples of open market sheds in Australia have been identified. Likewise, the Elizabeth Street and three stages (2 rows) of Victoria Street Shops are rare surviving examples of nineteenth century shops constructed as a planning measure, integral to the operation of a market.

4.3.4.2 Elizabeth Street and Victoria Street terraces

QVM's Elizabeth and Victoria streets retail terraces are of architectural and aesthetic significance. They represent extensive and highly intact rows of one and two-storey brick shops, which retain a high degree of their external integrity, and the fabric and form of their original design and execution. They additionally maximised the use of the market boundary, or bordering spaces, while increasing Council revenue through leasing out the shops.

The shops also demonstrate a desire to provide a more appealing 'public' street frontage to the market, by enclosing the market and concealing the stalls behind the nineteenth century (and later) 'wall' of shops. This major redevelopment of the public face of the market was planned from 1882 and executed in 1884, 1887, 1891 and the 1920s. While this planning device was not unknown in Melbourne – the Western Market featured perimeter stores when it was rebuilt in 1853 and shops were constructed as part of the Eastern Market redevelopment and later at Prahran Market – the QVM shop rows are the most intact and extensive known surviving examples. The Elizabeth Street shops are also the work of William Salway, and as with the Meat Market façade, they are a fine surviving example of his work.

4.4 NHL nomination

The following is the draft 'Summary Statement of Heritage Values' as extracted from *National Heritage List Assessment: Queen Victoria Market, Volume 3 Assessment Final Report* (Context Pty Ltd, 2015).

As noted in Chapter 1, the nomination is currently being assessed, with the National heritage values to be fully confirmed and clarified. However, the draft statement from the nomination is reproduced below, in recognition of it reflecting the assessment and analysis undertaken for the nomination:

The QVM is of outstanding heritage value to the nation on the basis of the following criteria:

- Criterion a) the place has outstanding heritage value to the nation because of the place's importance in the course, or pattern, of Australia's natural or cultural history;
- Criterion c) the place has outstanding heritage value to the nation because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history;

- Criterion d) the place has outstanding heritage value to the nation because of the place's importance in demonstrating the principal characteristics of:
 - a class of Australia's cultural places;
- Criterion g) the place has outstanding heritage value to the nation because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history.

The Queen Victoria Market established in 1876 is a clear and extensive demonstration of the economic and political processes of marketing and retailing. As an example of a market where a large variety of fresh food is bought and sold, the QVM has not only played a major part in sustaining the growing population of Melbourne from its establishment in 1867; but has also been a vital contributor to the economic and political development of the City of Melbourne.

The Market's location on the edge of the city and close to the inner suburbs of North and West Melbourne, Parkville, Carlton, Flemington and Brunswick supported this function. The location provided easy access from the City's market gardens for the buying and selling of fresh produce to the rapidly growing city and its suburbs. Unlike earlier markets in Melbourne the QVM was purpose-built as a grower's market to serve the needs of the population for fresh food, rather than expressly for the import and export of goods. Today the Market serves many functions but still focusses on fresh produce as a core activity.

The QVM, established by the City of Melbourne Council in 1876, but operating from the current site as a Meat Market from 1869, and as a Market Reserve from the 1850s; contributed in fundamental ways to the growth and development of the city. At the time of its establishment the QVM was considered to be an essential service for Melbourne and its region, contributing to the health and subsequent productivity of the population.

The QVM and the City of Melbourne have had a profound influence on each other from the 1840s until the present time. The QVM provided a vital revenue base for the City of Melbourne and has contributed to the development of local government. From 1841 the establishment of the ward system of political representation was based on the appointment of Market Commissioners for various parts of the City of Melbourne. The QVM continues today to be an important part of the City of Melbourne's activities.

The importance of the QVM to the economic development of Melbourne is reflected through its evolution and growth in the 1880s, 1890s, 1920s, 1930s, and 1980s and is currently evidenced through major strategic planning for the QVM site by the City of Melbourne. The QVM also demonstrates wholesale marketing functions that were consolidated largely on the Old Melbourne Cemetery from the 1930s until relocation of the wholesale market to Footscray in 1969. The QVM is a rare example of a retail market that retains evidence of the activity of wholesaling.

The QVM is an outstanding illustration of the importance of a market as both an essential service and an economic driver in the development of the City of Melbourne. Since the demolition of the Western and Eastern markets in 1880 and 1962 respectively, it is the only remaining central city market in Melbourne. It demonstrates its functions through its location, extent, use, built form and urban spaces as well as through continuing ownership and management by the City of Melbourne and its agency Queen Victoria Market Pty Ltd.

The Old Melbourne Cemetery, established in 1837 as a public cemetery, has demonstrable research value for Australian history and culture as the resting place for

virtually the whole founding population of Melbourne who died prior to the gold rush in the early 1850s.

It comprises a large burial ground of approximately 6,500 burials arranged in eight sections along religious denominational lines and with a section for Aboriginal community burials. It thus includes the remains of Melbourne's founding inhabitants across the full range of their cultural backgrounds.

The Old Melbourne Cemetery has the potential to yield information about the early population of Melbourne, including diet, living conditions, pathology and material culture. This potential has been demonstrated by several archaeological excavations in recent years. The scale and completeness of the below ground evidence is equal to or greater than other examples of early Colonial burial grounds, including the Old Sydney Burial Ground and the North Brisbane Burial Grounds, the two most comparable examples.

As well as on-site evidence, much information on burials can also be gathered through documentary sources, or through a combination of the documentary and physical evidence. The records of approximately 2200 Anglican burials from 1836-1856 held at St James Old Cathedral are of value especially when combined with what is known of the burials as result of archaeological investigation.

The QVM represents an optimal development of a major metropolitan market and retains a very high degree of authenticity, including that of ongoing use. As a major metropolitan produce market, the QVM exhibits all of the key characteristics of markets generally, and is the most complete example of its type in Australia with virtually all of the critical elements of a market in evidence and in use. The QVM has an outstanding array of features that have evolved from 1869 until the present time. The buildings and spaces of the QVM are extensive, clearly delineated, functional and purpose-built. When compared with other nineteenth century produce markets still in use such as Fremantle, Haymarket (Sydney) and Adelaide Central Market; the QVM has a higher integrity and comprises the most extensive and outstanding range of buildings and urban spaces. These include:

- The Meat Hall of 1869, with its remodelled façade of 1884; and the Dairy Produce Hall of 1928 are excellent examples of enclosed market halls. The interior of the Dairy Produce Hall is exceptionally well designed for its purpose and retains a high degree of integrity in its layout and high quality interior fittings.
- The Upper Market sheds A to F, built between 1878 and 1923 represent the functional requirements of market trading and they have retained their integrity of form and structure through a series of extensions in 1891, 1903, and 1922; and their refurbishment in 1977. These sheds are derived from earlier models employed in the now demolished Eastern Market, elements of which are now reconstructed as Sheds H & I in the Lower Market.
- The two blocks of the Elizabeth Street terraces of 1884 by Architect William Salway are an example of Melbourne Town Clerk E G Fitzgibbon's plan to both maximise the income from the Market through the provision of perimeter shops, and to screen the noise, smells and refuse of the Market from the city.
- The lower Victoria Street terraces of 1886 and the Upper Victoria Street shops built in three stages in 1887, 1890 and 1923 form an extensive built edge between the market and its surrounding streets, and represent a specific and rare Australian design response to the interface of the Market to the city.

- The Franklin Street Stores of 1930, K& L Shed built in 1923 and the car park demonstrate the functions and the site the former wholesale market that was consolidated and expanded from the 1930s to 1969.

No other markets in Australia have been identified that retain, to the extent of the QVM, the different building typologies markets including market halls, open sheds and stores. It is the only market identified in Australia to exhibit the English market town tradition of extensive perimeter terraced shops with residences.

The Old Melbourne Cemetery site is an outstanding example of an 'early colonial cemetery' as a result of the anticipated number of burials that remain at the site, and as an example of an early multi-denominational cemetery representing virtually the entire founding population of a state capital. The brick cemetery wall located in F Shed contributes to the understanding of the place during the 1870s when the QVM was established.

The market trader and regular market shopper community value the QVM as a place of social connection. Community connections are strong, visible and maintained over generations. This value is embodied primarily in certain intangible attributes of the market including community, interaction and expressions of cultural diversity which are played out in the contemporary Market spaces.

The QVM is also a key reference point in the identity and sense of self of the market trader community, developed through the long-term associations that this community holds with both the physical space, their co-workers and with regular customers.

For the Melbourne and wider Australian communities, the QVM is a quintessential symbol of Melbourne's identity and a landmark demonstrated through strong expressions of its importance as a key Melbourne locality, its highly valued Victorian and other era buildings. The service it provides to its communities continues to be strongly voiced through public forums. The Market's landmark qualities are derived from its inner city location, its large scale, low rise scale in relation to its surroundings, as well as its range of buildings, spaces, produce and market wares.

The Old Melbourne Cemetery is of social value to the Indigenous, Melbourne and wider Australian communities as an important commemorative place. This value is embodied in the cemetery block (that sits under today's Market), the John Batman Memorial, the Old Melbourne Cemetery wall and related historical archives.

The Old Melbourne Cemetery is outstanding in terms of the number of burials, and the large number of contemporary Melbournians and other Australians who today hold special connections to the place. For the Indigenous community, the QVM is a rare example of an early colonial cemetery where both Aboriginal and non-Aboriginal people were interred (no other colonial, municipal cemetery has been identified as containing a dedicated section for Aboriginal community burials).

Aspects of the NHL assessment have been incorporated into the above analysis of heritage values.

4.5 Levels of significance

The whole of the market site is of significance. However, within that there are varying degrees of significance attributed to the various elements and areas. Three levels of significance have been identified: primary, contributory, and little or no significance.

The levels, or hierarchy, reflect a number of factors, including the age, historical use/function, and integrity and intactness of the individual component. The levels of significance also:

- recognise that not all aspects of the complex and its elements are of equal levels of significance;
- enable the variation to be reflected in the conservation policy and its implications; and
- indicate where there is greater or lesser scope for adaptation and alteration of any given element without diminishing the overall significance of the place.

The levels of significance are shown at Figure 27.

4.5.1 Elements & Areas of Primary Significance

Elements of primary significance are those which contribute in a fundamental way to an understanding of the cultural heritage significance of the Queen Victoria Market. They may be associated with the Old Melbourne Cemetery; are particularly demonstrative of the original or early design and function of the market; or are predominantly intact in terms of building form, original volume and fabric. Some may have been altered, in order to support their ongoing operation and market function, as with non-original fit-outs. These elements may also include some early-mid twentieth century market components. The elements of primary significance are distinguished through being fundamental to an understanding of the nineteenth and early twentieth century history and operation of the market, and embody the social significance of the place. Elements of primary significance should be retained.

Elements of primary significance are listed below. For a description of the significant components of these elements, refer to the datasheets at Appendix C. In some cases, the datasheets combine groups of buildings, such as the market sheds. Where there is a difference or variation in the attributed level of significance for one or several of the group, this is explained in the relevant datasheet.

4.5.1.1 Buildings

Lower Market

- 1869 Meat Market building and 1884 Elizabeth Street façade
- (Possibly) 1850s – 1860s H Shed
- 1877-8 I Shed
- 1884 Elizabeth Street shops exteriors and Produce Market Arch (507-523 Elizabeth Street)
- 1887 Victoria Street shops exteriors (65-81 Victoria Street)
- 1928 Dairy Produce Hall

Upper Market

- 1878 A-E sheds
- 1878 F Shed & wall exterior
- 1887-1890 Victoria Street shops and amenities block (83-129 and 133-149 Victoria Street)
- 1923 Victoria Street shops exteriors (153-159 Victoria Street)

4.5.1.2 Areas

Lower Market

- Laneways flanking H & I sheds
- Produce Market Arch laneway (515 Elizabeth Street) including form and fabric of original walls but excluding non-original paving and furniture
- Lane between Elizabeth Street shops and Dairy Produce Hall (Market Lane)
- Area between side of Meat Market and 65-81 Victoria Street (site of Food Court but not including recent structures or fabric)

Upper Market

- Laneways flanking A to F sheds
- Area between K & L sheds and Franklin Street stores
- Roadway through centre of Upper Market site (from Victoria Street to F Shed only)

Landscape Elements

- 1881 Batman Memorial (limited to the fabric, not location)
- Cast iron gates to Elizabeth Street between Meat Market and Elizabeth Street shops
- Cast iron gates between 513 and 517 Elizabeth Street
- Cast iron gates between Upper Market Victoria Street shops (limited to the fabric, not location).

4.5.2 Elements & Areas of Contributory Significance

Elements of contributory significance are those which contribute in a secondary or supportive way to an understanding of the cultural heritage significance of the Queen Victoria Market. While they contribute to the overall significance of the QVM site, they are not of individual distinction with regard to original plan form, fabric or function; and nor are they elements which are distinguished in terms of the nineteenth and twentieth century history and operation of the market, or its associated social significance. They may also include elements which reconstruct earlier building components known to have existed on the site. Elements of contributory significance should be retained although there may be scope for alteration and adaptation.

Elements of contributory significance are listed below. For a description of the significant components of these elements, refer to the datasheets at Appendix C.

4.5.2.1 Buildings

Lower Market

- 1884 Elizabeth Street shops interiors (507-523 Elizabeth Street)
- 1887 Victoria Street shops interiors (65-81 Victoria Street)
- 1928 Therry Street substation
- Reconstructed verandahs to Elizabeth Street shops

Upper Market

- 1878 F Shed interior
- 1923 Victoria Street shops interiors (153-159 Victoria Street)
- 1923 K & L Shed
- 1930 Franklin Street stores
- 1936 M Shed
- Reconstructed verandahs to Victoria Street shops

4.5.3 Elements of Little or No Significance

Elements of little or no significance include those which were originally minor in nature, contributing little to the cultural significance of the place; elements which have been so altered that they have lost any significance they might have otherwise had; and later elements including external additions. Generally, they can be altered, adapted or removed as required.

Elements of little or no significance are listed below. For a description of these elements, refer to the datasheets at Appendix C.

4.5.3.1 Buildings

Lower Market

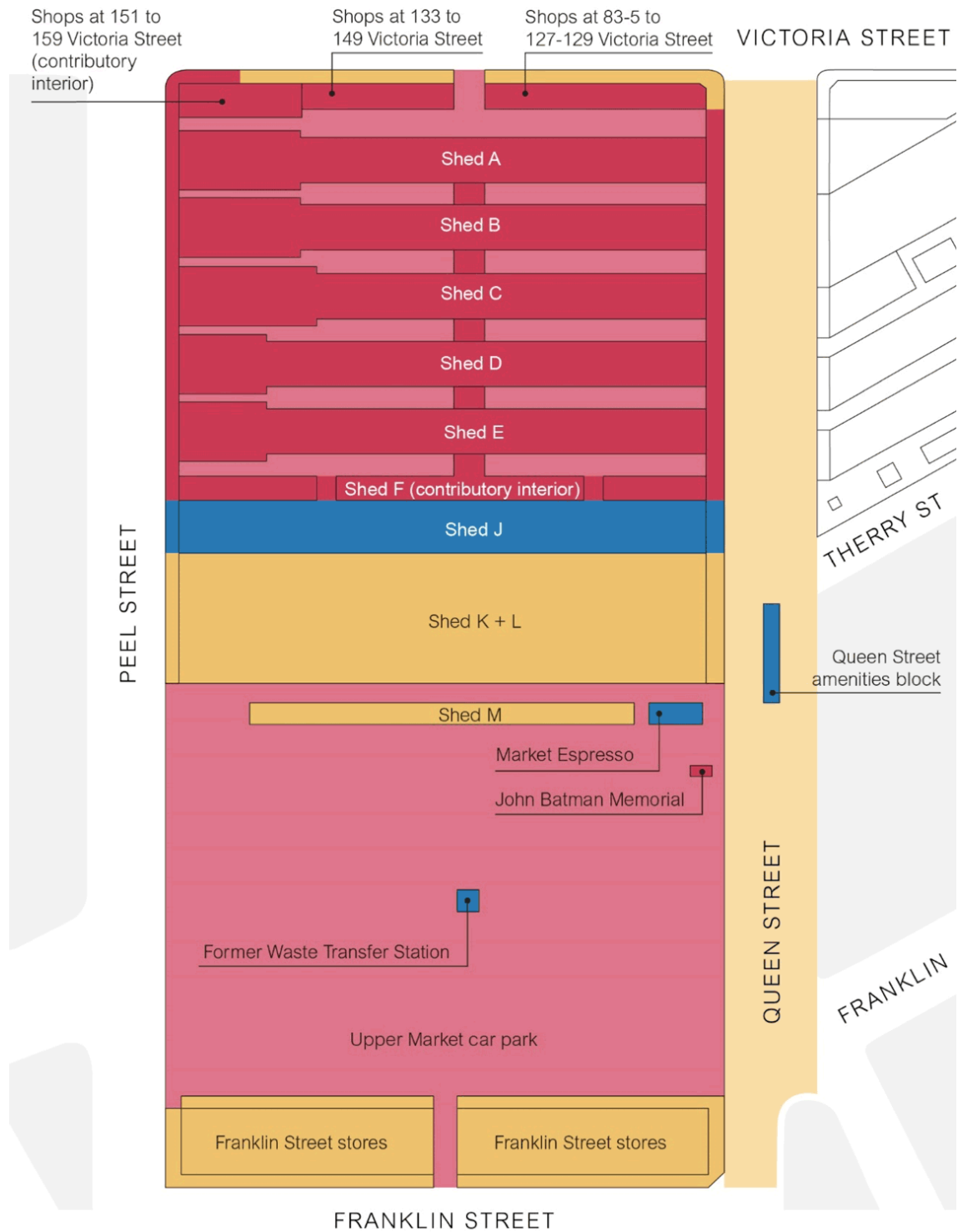
- 1993 Queen Street amenities block
- Therry Street plaza café and surrounds
- 1980-2 Meat Hall additions and interior stalls
- 1995 Food Court
- Steel-framed roofs over rear yards, Elizabeth Street shops
- Additions at rear of 507, 511 and 513 Elizabeth Street
- All post-1930 alterations and additions to buildings including non-original openings, doors and windows, steel shutters, services, lighting, awnings, signage, roof cladding, fittings, fixtures, kitchen and bathroom fitouts.

Upper Market

- 1992 J Shed
- Remnant of former Garbage Transfer Station
- Non-original fabric of verandahs to Elizabeth and Victoria Street shops
- All post-1930 alterations and additions to buildings including non-original openings, doors and windows, steel shutters, services, lighting, awnings, signage, roof cladding, fittings, fixtures, kitchen and bathroom fitouts.
- Car park ticket collection booths

Landscape Elements

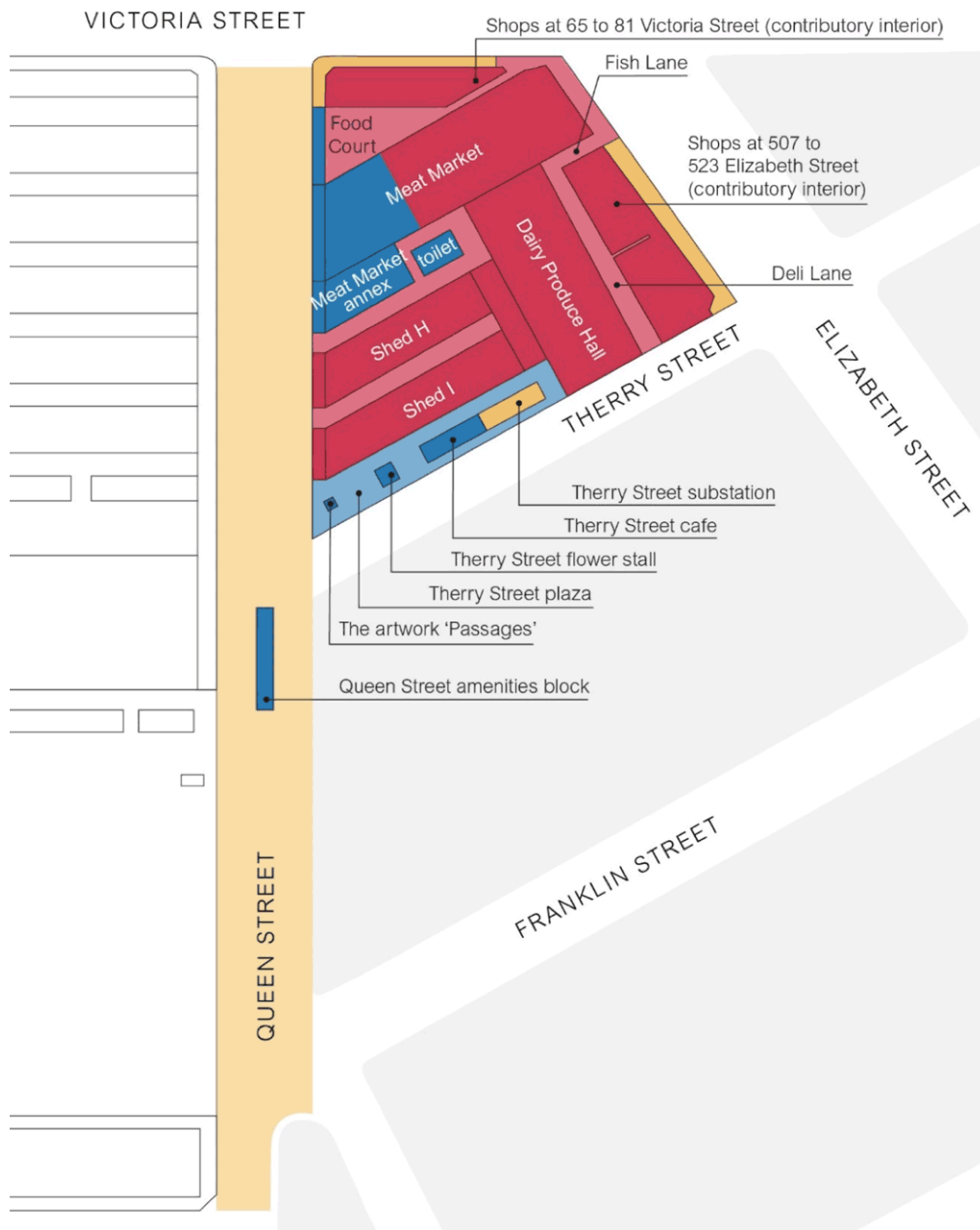
- All other recent landscape elements including Queen Street median strips, Therry Street plaza, non-original bluestone paving and kerbing, street furniture and lighting, concrete kerbing, asphalt shed floor finish, and steel perimeter fence to Upper Market car park site.



Key Levels of significance (west of Queen Street)

 project north	<div style="display: flex; align-items: center; margin-bottom: 5px;"> <div style="width: 20px; height: 10px; background-color: red; border: 1px solid black; margin-right: 5px;"></div> Primary significance </div> <div style="display: flex; align-items: center; margin-bottom: 5px;"> <div style="width: 20px; height: 10px; background-color: yellow; border: 1px solid black; margin-right: 5px;"></div> Contributory significance </div> <div style="display: flex; align-items: center;"> <div style="width: 20px; height: 10px; background-color: blue; border: 1px solid black; margin-right: 5px;"></div> Little or no significance </div>
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Figure 27 Levels of significance plan (west of Queen Street)



Key Levels of significance (east of Queen Street)

		Primary significance
project north		Contributory significance
		Little or no significance

Figure 28 Levels of significance plan (east of Queen Street)

5. Constraints and opportunities

5.1 Introduction

The QVM site is subject to a series of key constraints and opportunities that relate to the ongoing operation and future heritage management of the market. These considerations include the statutory requirements which apply to the site and its use, and the owner/manager aspirations for the ongoing future operation of the site. The intent in identifying these constraints and opportunities is to provide a context for the development of the conservation policy for the QVM site, as included in Chapter 6.

5.2 Management

The QVM site is owned by the City of Melbourne, as set out in the *Queen Victoria Market Lands Act 1996*, and managed by the Queen Victoria Market Pty Ltd, which is a subsidiary company of the City of Melbourne, governed by a Board of Directors.

As owners of the site, the City of Melbourne are responsible for any development or capital works at the site, while the Queen Victoria Market Pty Ltd manages the day to day operations of the market.

5.3 Statutory heritage/planning framework

5.3.1 Environment Protection and Biodiversity Conservation Act 1999 (C'wlth)

The QVM is not currently included on the National or Commonwealth Heritage Lists maintained by the Australian Heritage Council. However, in 2015 a nomination was submitted to the (then) Department for the Environment, for the QVM to be included on the Preliminary Priority Assessment List for inclusion on the National Heritage List (NHL).

The National Heritage List Assessment of the Queen Victoria Market prepared by Context Pty Ltd (2015, p. 25) identified that the QVM potentially met the following NHL heritage value criteria:

Criterion A: The place has outstanding heritage value to the nation because of the place's importance in the course, or pattern, of Australia's natural or cultural history

Criterion C: the place has outstanding heritage value to the nation because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history

Criterion D: the place has outstanding heritage value to the nation because of the place's importance in demonstrating the principal characteristics of:

- i) A class of Australia's cultural places

Criterion G: the place has outstanding heritage value to the nation because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history

In June 2015 the Commonwealth advised that the QVM had been included on the Finalised Priority Assessment List, for 2015-16, with a view to the assessment being formally completed in 2017. As noted in Chapter 1, it is now understood that the values which are likely to be significant at a National level are:

- For the site's potential to provide information on the founding population of Melbourne and Aboriginal burials through the archaeological deposits of the Old Melbourne Cemetery; and
- For the site's ability to demonstrate the principal characteristics of a nineteenth century metropolitan produce market and the role of these markets in supporting the sustainability of cities and their populations of that era.

5.3.1.1 Management of heritage values

The EPBC Act provides a legal framework to protect and manage nationally and internationally important flora, fauna, ecological communities and heritage places – defined in the EPBC Act as matters of national environmental significance. It is understood that the QVM is not currently subject to the requirements of the EPBC Act as the place is not yet included on the National Heritage List.

By way of summary, if the QVM is included on the National Heritage List, any action (works or development) that has, will have, or is likely to have, a significant impact on the values of the place as outlined in the National Heritage listing will require referral to the Commonwealth Minister for the Environment and Energy for consideration. The purpose of a referral is to obtain a decision on whether the proposed action will need formal assessment and approval under the EPBC Act.

If the Minister determines that the action is likely to have a significant impact, then the action requires approval under the Act. If it is determined that the action will not have a significant impact, then it does not require approval under the Act. It is also noted that if included on the National Heritage List, a Heritage Management Plan (HMP) specifically addressing the requirements of the EPBC Act would be required for the QVM. This current CMP addresses most, but not all of the HMP requirements.

5.3.2 Heritage Act 1995 (Vic)

5.3.2.1 Victorian Heritage Register

The QVM is included on the Victorian Heritage Register, maintained by the Victorian Heritage Council, and is designated as heritage place H0734 (see VHR citation, including the statement of significance, at Appendix A). Permits are required from Heritage Victoria for any subdivision, new buildings, or works, including internal works, to the place. This is with the exception of particular works which are specified as permit exempt, such as alterations to non-registered buildings or structures on the registered land; surface and above-surface works to the former cemetery site; works to the internal features of the Meat Market building and Franklin Street Stores; and works identified in the *Guidelines for Food Stalls in Sheds A, B, H and I*. The extent of registration area is indicated on the plan titled Diagram 734 (Figure 29) and described as:

1. All the land marked L1 on Diagram 734 held by the Executive Director being all of Crown Allotments 5, 6 and 7, Section F Parish of Melbourne North, Township of Melbourne at West Melbourne.
2. All of the buildings marked as follows on Diagram 734 held by the Executive Director:
 - B1 Meat Market
 - B2 Shops at 507-523 Elizabeth Street
 - B3 Dairy Hall
 - B4 Shops at 65-81 Victoria Street (between Elizabeth and Queen Streets)

- B5 Shops at 83-159 Victoria Street (between Queen and Peel Streets)
- B6 Shed A
- B7 Shed B
- B8 Shed C
- B9 Shed D
- B10 Shed E
- B11 Shed F
- B12 Shed H
- B13 Shed I
- B14 Sheds K and L
- B15 Shed M
- B16 Franklin Street Stores at 154-190 Franklin Street
- F1 John Batman Memorial

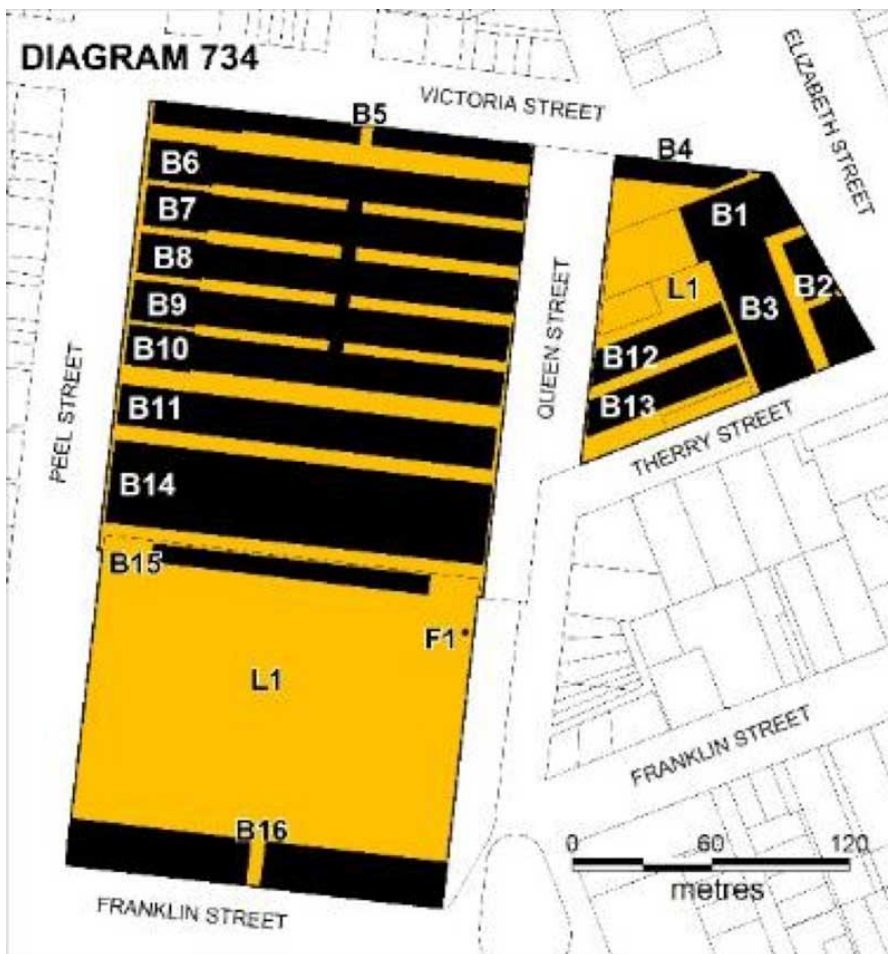


Figure 29 Plan showing the extent of the VHR registration

Source: Heritage Victoria

5.3.2.2 Victorian Heritage Inventory

The QVM was delisted from the Victorian Heritage Inventory (VHI) as part of the review of the VHR registration undertaken by the Heritage Council of Victoria in 2012. The VHR registration currently recognises the archaeological significance of the QVM site.

5.3.2.3 Management of heritage values

Pursuant to the *Heritage Act 1995*, permits are required for subdivision and all physical works within the registered extent of land (both sub-surface and above ground) and to registered buildings, unless they are declared to be exempt under Section 66 of the Act. Section 66 allows for works or activities which may be undertaken without a permit.

The current VHR registration documentation includes the following permit exemptions:

General Conditions: 1. All exempted alterations are to be planned and carried out in a manner which prevents damage to the fabric of the registered place or object.

General Conditions: 2. Should it become apparent during further inspection or the carrying out of works that original or previously hidden or inaccessible details of the place or object are revealed which relate to the significance of the place or object, then the exemption covering such works shall cease and Heritage Victoria shall be notified as soon as possible.

General Conditions: 3. If there is a conservation policy and plan, all works shall be in accordance with it. Note: It may not be necessary to obtain a heritage permit for certain works specified in the management plan.

General Conditions: 4. Nothing in this determination prevents the Executive Director from amending or rescinding all or any of the permit exemptions.

General Conditions: 5. Nothing in this determination exempts owners or their agents from the responsibility to seek relevant planning or building permits from the responsible authorities where applicable.

Minor Works: Note: Any Minor Works that in the opinion of the Executive Director will not adversely affect the heritage significance of the place may be exempt from the permit requirements of the Heritage Act. A person proposing to undertake minor works must submit a proposal to the Executive Director. If the Executive Director is satisfied that the proposed works will not adversely affect the heritage values of the site, the applicant may be exempted from the requirement to obtain a heritage permit. If an applicant is uncertain whether a heritage permit is required, it is recommended that the permits co-ordinator be contacted.

Specific Exemptions:

Alterations to the non-registered buildings or structures on the registered land are permit exempt; however any additions or construction of new structures will require a permit.

Surface and above-surface works to the former cemetery site (which do not include subsurface disturbance or the installation of new structures) are permit exempt.

Works to the internal features (which do not involve a subsurface component) of both the Meat Market building and Franklin Street Stores at 154-190 Franklin Street are permit exempt.

Permit exempt works as defined in the Guidelines for Food Stalls in Sheds A, B, H and I (QVM October 2011)

In addition to exemptions that are declared in this way, section 66(3) of the Act specifically provides for the owner of a registered place to apply to the Heritage Council for a determination that permit is not required for particular works and activities. Typically, this occurs in the case of works that are minor in scope and/or have no impact on the heritage values of the place. Such works could include works to fabric or areas of lower significance or routine maintenance, repair or conservation works. When seeking a determination for exempt works, it is necessary to provide sufficient information about the works to enable the Executive Director to make a determination on behalf of the Executive Director.

A permit policy for the QVM is also included in the VHR documentation which is appended to this report at Appendix A. The purpose of the permit policy is to assist in the consideration of permit applications for works to the place, and to enable control of possible adverse impacts on heritage significance during the process of change. It is specified that the policy encourages 'the conservation of the nineteenth and twentieth century buildings, form and planning of the market, and the appropriate management of the Old Melbourne Cemetery site'. The permit policy also makes reference to the 2003/2011 CMP prepared by Lovell Chen, and makes specific reference to the components of the site:

Permit Policy for the Old Melbourne Cemetery site

The land associated with the Old Melbourne Cemetery is situated between D Shed to the north, Franklin Street to the south, Peel Street to the west and Queen Street to the east. Between 6,500 and 9,000 bodies remain interred in the former cemetery, under the Sheds A-F, Sheds K, L and M, market car park and Franklin Street stores.

The guiding principal for development should be avoiding disturbance to burials. Increased interpretation of the site is encouraged. The Conservation Management Plan [2011 CMP], with particular reference to Appendix D, and the report Conservation Policy for the Former Old Melbourne Cemetery at the Queen Victoria Market (Austral Archaeology, 2000) can guide any development proposals for the Old Melbourne Cemetery site.

All sub-surface works (being works which are greater than 20cm below ground level) will require approval from the Executive Director, Heritage Victoria. This is due to the high potential for human remains, and associated artefacts, to be located at shallow depths across the site of the Upper Market.

Permit Policy for the Market Buildings and Structures

The Queen Victoria Market site comprises buildings and structures which date from the nineteenth and twentieth centuries. The retention of elements which reflect the market's establishment in the century, and evolution into the twentieth century, will assist in maintaining evidence of the form, planning and development of the market as a whole. The Conservation Management Plan provides guidance on the conservation and management of these buildings and structures.

Permit Policy for Market Operations

The ongoing operation of the Queen Victoria Market within its purpose-built buildings and structures is strongly encouraged.

The report Queen Victoria Market – Guidelines for refrigerated storage within the Open Sheds (Allom Lovell & Associates, 2002) can assist in proposed alterations to refrigeration in the open sheds. The Queen Victoria Market Guidelines for Food stalls in Sheds A, B, H and I (October 2011) may also be consulted.

The report Dairy Produce Hall, Queen Victoria Market, Melbourne, Guidelines for Tenancy Works (Allom Lovell and Associates, 2000) can assist in proposed alterations to the Dairy Hall.

It is noted that the *Heritage Act 1995* does not control use of the land; the land use is considered under the Melbourne Planning Scheme.

5.3.3 Aboriginal Heritage Act 2006 (Vic)

The *Aboriginal Heritage Act 2006*, together with the Regulations to the Act, provide for the protection and management of all Aboriginal places in Victoria, including archaeological sites, historic sites (identified from historic records), objects, places of importance because of their traditional or contemporary social significance, and places associated with Aboriginal customs and practices, regardless of their inclusion in the Victorian Aboriginal Heritage Register or land tenure. This includes sites of human remains, such as the site of the Old Melbourne Cemetery. The Act also establishes a register of Aboriginal sites and includes approval requirements for particular activities which may impact on Aboriginal cultural heritage.

5.3.3.1 Aboriginal Heritage Register

The general area shown on the historic maps of the Old Melbourne Cemetery for Aboriginal burials is recognised as an historic site (Aboriginal Burial Section) on the Aboriginal Heritage Register. A Cultural Heritage management Plan (CHMP) is under preparation for this area which will provide further advice and direction on the management of the area.

Current City of Melbourne policy is to not allow any sub-surface works on or within three metres of the registered area.

5.3.4 Planning and Environment Act 1987 (Vic)

5.3.4.1 Melbourne Planning Scheme

The QVM is included in the Capital City Zone, and is subject to Schedule 1 to this zone which relates to the area nominated as 'outside the retail core'. The requirements of the zone, including permit requirements for use and works, are outlined in Clause 37.04 of the Melbourne Planning Scheme and in Schedule 1. The purpose, as specified in Schedule 1, for the area 'outside the retail core' is to 'provide for a range of financial, legal, administrative, cultural, recreational, tourist, entertainment and other uses that complement the capital city function of the locality'.

The QVM is also subject to a number of planning overlays, which are summarised below:

- Heritage Overlay (Clause 43.01)
- Design and Development Overlay (Clause 43.02)
- Parking Overlay (Clause 45.09)

5.3.4.2 Heritage Overlay

The QVM site is individually identified as HO496 in the Schedule to the Heritage Overlay (HO) of the City of Melbourne Planning Scheme (Figure 30). The extent of the HO is consistent with the VHR extent of registration. The Building Identification Forms from the *Central Activities District*

Conservation Study prepared by Meredith Gould in 1985 and the Notable Building Citations for various components of the QVM site are included in Appendix A.

In addition, the site (including the northern end of Queen Street which links the two principal components of the QVM site) is also included in a broader HO precinct, the Queen Victoria Market Precinct which is identified as HO7 (Figure 31). The statement of significance and key attributes of this precinct are identified in Clause 22.04 *Heritage Places within the Capital City Zone* of the Melbourne Planning Scheme, and are reproduced below:

Statement of Significance

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 group 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.

A separate heritage citation was also prepared as part of the *City North Heritage Review* prepared by RBA Architects and Conservation Consultants in 2013. The statement of significance for the Queen Victoria Market Precinct is included as part of an Incorporated Document titled *City North Heritage Review 2013 Statements of Significance (Revised June 2015)*.

This document is listed as an Incorporated Document in the Schedule to Clause 81.01 of the Melbourne Planning Scheme. The statement of significance is reproduced below, and the whole precinct citation including the attached schedule of property gradings are included at Appendix A.

What is Significant?

The land and all the buildings located on the Queen Victoria Market site and bound by Peel Street (west), Victoria Parade (north), Elizabeth Street (east), as well as Therry and Franklin Streets (south). This includes the meat and dairy halls, substation to Therry

Street, all the sheds (A-F and H-M), the shops to Elizabeth Street (nos 507-523) and Victoria Street (nos 65-159) and the stores to Franklin Street (nos 160-196).

In addition, several adjacent and nearby shops:

- the east side of Elizabeth Street between Therry and Victoria Streets (nos 510-16);
- east side of Queen Street between Franklin and Therry Streets (nos 422-460);
- the south side of Therry Street between Queen and Elizabeth Streets (nos 93-141);
and
- two earlier, 19th century warehouses in Franklin Street (nos 126-130 and 132-140).

How is it Significant?

The Queen Victoria Market precinct is of historic, social and aesthetic significance to the City of Melbourne.

Why is it 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, when 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. (AHC Criteria A4, B2 and G1)

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. (AHC Criteria E1)

A planning permit is not required under the HO provisions for places included in the VHR, with Heritage Victoria established as the responsible authority for heritage matters. It is noted that this exemption does not apply to permit triggers that may exist under the Melbourne Planning Scheme as a result of the applicable zoning, or other overlays. It is also noted that under the *Heritage Act 1995*, Heritage Victoria is required to refer permit applications to the local Council for comment.

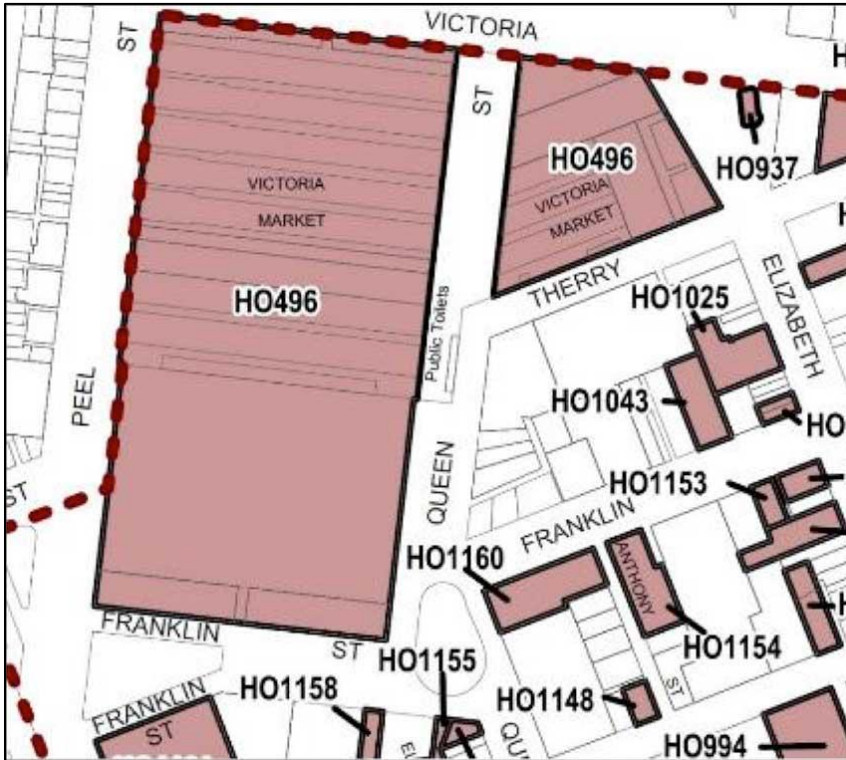


Figure 30 Detail of HO map showing the extent of the individual QVM HO496
 Source: Melbourne Planning Scheme

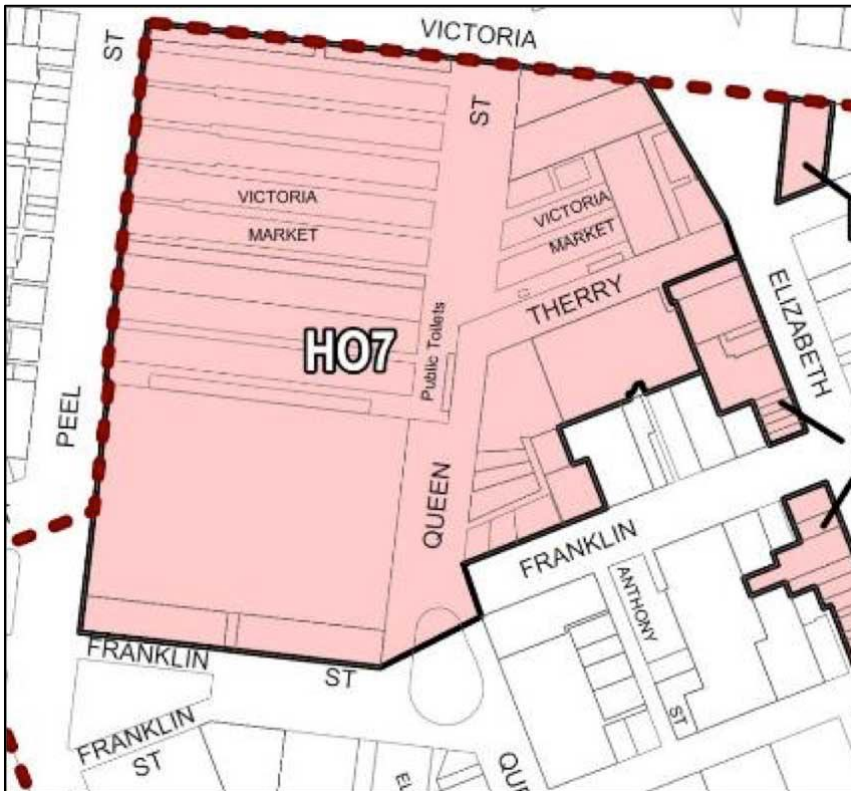


Figure 31 Detail of HO map showing the extent of the broader QVM precinct HO7
 Source: Melbourne Planning Scheme

5.3.4.3 Design and Development Overlay

As specified in Clause 43.02, the Design and Development Overlay (DDO) identifies areas which are affected by specific requirements relating to the design and built form of new development. The QVM is subject to two Schedules under the DDO:

- DDO4 – Weather Protection – Capital City Zone
- DDO14 – Queen Victoria Market Area

DDO4 relates specifically to the buildings along the Elizabeth Street frontage of the QVM site. This DDO requires that (where new works are proposed):

A building with a road frontage marked Weather Protection must provide a verandah for weather protection over the footpath unless it is demonstrated to the satisfaction of the responsible authority that the particular circumstances do not require it.

DDO14 relates to the whole of the QVM site, together with a broader area to the east and south of the market. The current design objectives for the Queen Victoria Market Area, as outlined in Schedule 14 to the DDO specify that:

- To ensure that any development within the Queen Victoria Market is consistent with its Victorian character and low-scale.
- To ensure that development around the Market edges and within close proximity to the Market provides an appropriate scale transition from the low scale Market buildings towards the medium and high rise towers in the Central Business District.
- To ensure that any development in close proximity to the Queen Victoria market is compatible with the scale and character of the Market, surrounding residential developments and adjacent precinct.

It is noted that the extent and the requirements of DDO14 are likely to change in the near future as part of Amendment C245 (refer to Chapter 7 of this report), removing the southern section of the Upper Market site from the DDO.

5.3.4.4 Parking Overlay (Clause 45.09)

The Parking Overlay relates to the provision for appropriate car parking within a specific area. The QVM is subject to Schedule 1 of the Parking Overlay, which applies to the Capital City Zone, outside the retail core. The overlay operates in conjunction with Clause 52.06 (Car Parking) of the Melbourne Planning Scheme.

5.4 Other statutory requirements

5.4.1 Cemeteries and Crematoria Act 2003 (Vic)

The *Cemeteries and Crematoria Act 2003* provides for the management and operation of cemeteries and crematoria and repeals the *Cemeteries Act 1958*.

The Old Melbourne Cemetery was formally gazetted in 1839, despite the site being set aside and used for burials since 1837. The cemetery was closed in 1854 following the establishment of the Melbourne General Cemetery in 1853, but was reopened in 1864 for the burial of those who had already

purchased plots. The last burial occurred in 1917. Exhumations from the cemetery occurred in the 1870s and the 1920s to enable the expansion of the QVM.

As it relates to the Old Melbourne Cemetery, the *Cemeteries and Crematoria Act 2003* specifies that, subject to the Act, all bodily remains interred in a public cemetery are interred for perpetuity (Section 113), and states that it is an offence, except in accordance with the Act, to exhume or remove human remains from any place of interment (Section 155).

5.4.2 Food Act 1984 (Vic)

The *Food Act 1984* provides for the application of the Food Standards Code in Victoria, prevents misleading conduct in connection with the sale of food, and ensures that food for sale is both safe and suitable for human consumption.

The *Food Act 1984* and the associated Food Standards Code apply to food traders within the market in relation to the handling, storage, preparation and sale of food.

5.4.3 Disability Discrimination Act 1992 (Cwlth)

The *Disability Discrimination Act 1992* makes it illegal to discriminate against a person on the basis of their disability. The Act is not specifically about built form, but has an effect on buildings in which the design and construction prevents access by people with a disability, as the owners of those buildings are deemed to be discriminating against people on the basis of a disability.

The DDA is philosophical in approach and:

- Is complaints based
- Has no construction standards
- Applies to actions of discrimination wherever they occur
- Can apply retrospectively to both new and existing buildings, wherever the discrimination occurs

On 1 May 2011, the Disability (access to Premises – Buildings) Standards (Premises Standards) took effect under the Disability Discrimination Act 1992.

5.4.4 National Construction Code (Building Code of Australia)

The National Construction Code of Australia (NCC) is produced and maintained by the Australian Building Codes Board (ABCB) on behalf of the Australian Government and state and territory governments.

It is published as three volumes comprising:

- Volume 1 Building Code of Australia, Class 2 to Class 9 Buildings,
- Volume 2 Building Code of Australia., Class 1 to Class 10 Buildings and
- Volume 3 Plumbing Code of Australia.

In Victoria the *Building Act 1993*, via the *Building Regulations 2006*, adopts the BCA on 1st may each year.

The NCC is the definitive regulatory resource for building construction, providing a nationally accepted and uniform approach to technical requirements for the building industry. It contains technical provisions for the design and construction of buildings and other structures, covering such matters as structure, fire resistance, access and egress, environmental sustainability, services and equipment, and certain aspects of health and amenity.

Any significant upgrade, adaptive reuse or redevelopment proposal for the registered buildings and structures at the QVM will need to meet the requirements of the relevant volume of the NCC. In this regard the BCA requires that all building design satisfy specified performance requirements. This can be achieved in complying with the deemed-to-satisfy provisions, by providing alternative solutions which meet the performance requirements, or by using a combination of both.

In all cases Regulation 608 allows the Relevant Building Surveyor discretion when applying requirements of the Regulations to an existing building, including heritage buildings. More specifically, under Section 28 of the *Building Act 1993*, 'Historic buildings and special buildings' the Building Surveyor may:

1. Despite section 24, the relevant building surveyor may issue a building permit for the carrying out of building work that does not comply with the building regulations if the work is to be carried out on, or in connection with—
 - a. a building included on the Heritage Register established under the *Heritage Act 1995*;
2. The building permit may be issued to enable the carrying out of work appropriate to the style, manner of construction and materials of the building.
3. In deciding an application for a building permit in respect of a building to which subsection (1) applies, the relevant building surveyor must take into account—
 - a. the structural adequacy of the building; and
 - b. the requirements necessary to make reasonable provision for the amenity of the building and the safety and health of people using the building.
4. The consent and report of the Executive Director under the *Heritage Act 1995* must be obtained to an application to demolish or alter a building which is on a register established under that Act.

Through the application of the above provisions there is scope for discretion in the application of the code and regulatory requirements such that in most cases significant fabric can be adapted and conserved in a sympathetic and responsible manner.

5.5 Stakeholders

At a general level, stakeholders (people or organisations with an interest in the QVM) fall into two categories: statutory authorities responsible for ensuring the appropriate management of the asset, and individuals/groups/businesses with a particular interest in the place.

- City of Melbourne
- Queen Victoria Market Pty Ltd
- Heritage Victoria
- Aboriginal Victoria
- QVM traders and stall holders
- QVM customers
- National Trust of Australia (Victoria)
- Indigenous community

5.6 Owner requirements and aspirations

The City of Melbourne as the owner of the QVM, and the Queen Victoria Market Pty Ltd as the day to day operator of the QVM, have various requirements for the management and operation of the market. The principal requirements relate primarily to visitor expectations and trader/stallholder needs.

The *Queen Victoria Market Precinct Renewal Master Plan* identifies the requirements and aspirations for the ongoing and future operation and management of the QVM. The redevelopment and potential built outcomes identified in the *Master Plan* are addressed directly in Chapter 7 of this report, however the following requirements and aspirations relate to the operation of the market.

5.6.1 Trading hours

The QVM currently operates five days a week (closed Monday and Wednesday), with the fresh produce market and specialty shopping operating at different times on these days. The market also operates outside of normal market hours for special events, such as the Night Markets, Opera in the Market, and various festivals.

It is understood that consideration is being given to extended trading hours, and for activation of different areas of the market, particularly the street interfaces to Elizabeth and Victoria streets, outside current market trading hours. As identified in the *Master Plan*, the extension of trading hours may result in some areas of the market having multiple uses, and for increased flexibility in the use of the market spaces and precincts. This would also prevent the common perception of the market being either 'open' or 'closed', but rather as a destination where market activities occur at different times.

5.6.2 Visitor information and facilities

The core foundation of the market is to support small businesses. Accordingly the facilities provided for visitors to the market need to enhance their experience of visiting the market. Currently, visitor facilities include toilets/baby change, seating, ATMs, currency exchange, public telephones and bicycle hoops, which are provided throughout the market site, while a dedicated information centre is located at the eastern end of F Shed.

The *Master Plan* identifies that a key outcome of the market precinct renewal will be to upgrade and enhance visitor facilities and the development of a larger information centre. The upgrade of visitor information and facilities would also increase activity and support the operation of the market traders and stallholders.

In addition, paid tours of the market are also operated during market hours (except on Sundays). The tours provide an interpretation of the site and support the core function of the market, however consideration could be given to providing free tours to enhance the visitor experience of the market. Further, interpretation of the market and its varying layers could also be provided throughout the site to explain the evolution of the QVM site and its uses over time.

5.6.3 Car parking and vehicle access

As specified in the *Master Plan*, the provision of convenient car parking and safe, easy access to the market is a priority for both traders and customers (p. 7). Currently, paid car parking (in the order of 720 spaces) operates daily between 5am and 7pm and afterhours for special events. The car parking is located at the southern end of the Upper Market site.

The need to provide car parking, and vehicle access to the site for delivery of goods, supports the operation of the QVM. Vehicles have been a key part of the historical atmosphere of the market, and will continue to be a presence within the market. At the moment, traders and stallholders take delivery of goods and some also park their vehicles within the market sheds. The parking of vehicles within the market, however, poses a risk due to the conflict between pedestrians and vehicle access.

The *Master Plan* seeks to address car parking and vehicle access to the site, and to provide a safe and accessible space for pedestrians, while also providing appropriate vehicle access for trader and stallholder delivery and loading. It is envisaged that car parking would be provided within the precinct, but close to the market to provide ease of access and to reduce the conflict between pedestrians and vehicles. The presence of vehicles will not, however, be eliminated from the market as delivery of goods is a key component of the market operations and its atmosphere.

5.6.4 Trader/stallholder agreements

In order to become a trader or stallholder at the QVM an application needs to be made to the Queen Victoria Market Pty Ltd. If the application is successful, the trader will be granted a one month trial stall holder licence, and a future application can be made for a casual licence following the trial period. When a casual licence is issued, the stallholders are expected to trade every week, however are typically allocated a stall on a daily basis.

Storage for goods is provided in various forms including in the Franklin Street stores (typically for fresh fruit and vegetables), within rolling boxes (approximately 900 in total) for general merchandise, or within the stall itself (in the instance of the Dairy Produce Hall and the Meat Market). The provision of storage is limited and the *Master Plan* seeks to address the issue of providing adequate storage facilities and cool rooms to support the operation of the trader and stallholders business.

5.6.5 Trader/stallholder facilities

In total, the market supports a community of approximately 2,000 traders and stallholders and their respective employees. The facilities provided for the traders and stallholders are minimal. There are currently no separate toilets or break out spaces, while limited facilities are provided in relation to storage, waste management, loading docks and wash-down areas. A key priority of the *Master Plan* is to upgrade these facilities, and to support the ongoing operation of the traders within the market.

5.6.6 Tenancy fitout guidelines

A number of tenancy fitout guidelines and manuals have been prepared for the different areas of the QVM. These documents provide guidance for traders and stall holders who operate from the different areas of the market. These guidelines provide information with regard to statutory requirements, and the procedure for works or change to stalls. The existing tenancy fitout guidelines include:

- Guidelines for Refrigerated Storage within the Open Sheds, July 2002
- Victoria Street Shops Tenancy Fitout Manual, April 2004
- Dairy Produce Hall Tenancy Fitout Manual, May 2008
- Guidelines for Food Stalls in Sheds A, B, H and I (draft), October 2011
- Food Court Tenancy Fitout Manual, March 2012
- F Shed Tenancy Fitout Manual, December 2015

These guidelines require review and potential update in relation to the statutory requirements, the policies of this CMP review, and the future redevelopment of the QVM as outlined in the *Master Plan*. Consideration could be made to preparing a market wide fitout manual which addresses the specific areas of the site, to replace the numerous guidelines listed above. An upgrade of the fitout manual(s) could also provide some over-arching guidelines on the operation of the market itself.

6. Conservation policy

6.1 Introduction

This conservation policy has been developed on the basis of the preceding assessment of the cultural heritage significance of the Queen Victoria Market (see Chapter 4); and in recognition of the key constraints and opportunities, including operational, statutory and regulatory, which relate to the operation and management of the market (as addressed in Chapter 5). The latter chapter also provides high level guidance on how compliance can be managed in the context of the heritage values.

This policy chapter provides direction and guidance on the conservation of the market, including the conservation and management of the heritage values; potential works to buildings, elements and spaces within the market site; and potential future development of market facilities.

The policy has also been written in awareness of recent master planning for the broader QVM precinct, including the objectives of the *Queen Victoria Market Precinct Renewal Master Plan (2015)*. However, the latter is more specifically addressed in Chapter 7, where guidance and commentary is provided on the management of heritage values, and on avoidance or minimisation of heritage impacts as might arise out of the *Master Plan* implementation.

6.1.1 Implications of significance

As noted, this conservation policy follows the assessment of the cultural heritage significance of the QVM, including the identified heritage values and aspects, and the varying levels of significance attributed to the individual market components. The significance of the market overall is recognised to be at a state level (as per the inclusion in the Victorian Heritage Register), and potentially at a national level (pending formal assessment of the National Heritage List nomination).

These assessments, in simple terms, place the QVM at a very high level of heritage value, for reasons of its historical, archaeological, social, architectural and aesthetic significance. The implications of the significance go directly to the management of the heritage place, and consequently, this policy focuses on the conservation and management of the nineteenth and early twentieth century form and planning of the market site; the significant buildings and spaces; the site of the Old Melbourne Cemetery; the distinctive aesthetic qualities and character of the market; potential future development; and the QVM's ongoing operation and viability. The social significance has informed the policies which relate to market operations and amenity, and the market experience. And importantly, with so much of the significance deriving from the QVM's long history and continuous operation, the maintenance of viable market operations and trading practices into the future is also a key policy, and heritage, consideration.

6.1.2 Policies

A range of policies are included below, which variously address:

- Conservation of significant fabric
- Adaptation of buildings
- Boundaries, curtilage and setting

- Market development
- Archaeology
- Signage
- Code compliance
- Environmental performance and sustainability
- Market experience
- Risk preparedness
- Future policy review

While individual market components are referred to, more specific guidance on these elements, including policies and recommendations which address essential and preferred conservation actions, potential adaptation/intervention or related works, and use, are included in the datasheets at Appendix C to this report.

6.1.3 Definitions

The conservation terminology used in this report is of a specific nature, and is defined in the *Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013*, as follows:

Place means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.

Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individuals or groups.

Fabric means all the physical material of the place including elements, fixtures, contents and objects.

Conservation means all the processes of looking after a place so as to retain its cultural significance.

Maintenance means the continuous protective care of a place, and its setting. Maintenance is to be distinguished from repair which involves restoration or reconstruction.

Preservation means maintaining a place in its existing state and retarding deterioration.

Restoration means returning a place to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material.

Reconstruction means returning a place to a known earlier state and is distinguished from restoration by the introduction of new material.

Adaptation means changing a place to suit the existing use or a proposed use.

Use means the functions of a place, including the activities and traditional and customary practices that may occur at the place or are dependent on the place.

Compatible use means a use which respects the cultural significance of a place. Such a use involves no, or minimal, impact on cultural significance.

Setting means the immediate and extended environment of a place that is part of or contributes to its cultural significance and distinctive character.

Related place means a place that contributes to the cultural significance of another place.

Related object means an object that contributes to the cultural significance of a place but is not at the place.

Associations mean the connections that exist between people and a place.

Meanings denote what a place signifies, indicates, evokes or expresses to people.

Interpretation means all the ways of presenting the cultural significance of a place.

6.2 Conservation of significant fabric

6.2.1 Conservation of fabric

Policy: Conservation of the Queen Victoria Market should be carried out in accordance with the principles of the *Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013*.

The principles and processes of the *Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013*, and its Practice Notes, establish practice standards for conserving places of cultural heritage significance. The *Burra Charter* principles have also informed the preparation of this conservation policy. It is recommended that the City of Melbourne, and the Queen Victoria Market Pty Ltd, being responsible for the management of the heritage place, adopt and implement the conservation policies contained in this report.

6.2.2 Repairs and Maintenance

Policy: All future repairs and maintenance to the elements and areas of the QVM should be carried out within the principles established by the *Burra Charter* and in a manner which is consistent with the assessed significance of the place and individual elements, and the conservation policy.

The overriding policy for the significant buildings and elements at the market is the retention and conservation of fabric of significance. The datasheets at Appendix C to this report provide more detailed guidance on specific elements.

As a priority, repairs and maintenance of the buildings and structures should ensure that the identified significant fabric does not deteriorate and is conserved where necessary. To achieve both objectives, an ongoing cyclical inspection and maintenance programme should be implemented to ensure that buildings and elements are kept in good physical condition and the symptoms of deterioration are identified and repaired, rather than being simply patched up on an ad hoc basis.

Generally, day-to-day maintenance work can be carried out in accordance with the conservation policies without particular reference to a conservation specialist. However, major maintenance works, particularly those of a specialised nature, and repairs to significant structures should, in preference, be

carried out with reference to a conservation specialist, and by appropriately skilled staff or contractors. Such works may also require in some cases prior analysis of the composition of the fabric to be repaired/replaced (i.e. mortars, renders and surface treatments). Specialist input may also be required for the identification and eradication of any damage caused by pest infestations.

From a heritage perspective it is generally recommended that repairs of significant buildings and structures should involve replacing 'like with like'. I.e. the replacement of specific elements of a building (missing, deteriorated or broken) with fabric to match the existing in design, materials and construction, unless there are strong overriding functional reasons for altering the original design or materials. Accepting this principle, it is also important to determine if the material proposed for replacement is appropriate (it may not be original). The advice of a qualified heritage practitioner should be sought on this. Wherever possible, only actual decayed fabric of a heritage structure should be replaced, instead of the whole host element.

Maintenance addresses all existing components of the place, including fabric and setting. Introducing new elements (such as new structures) or changing and adapting the existing building are not matters of maintenance, and are addressed in policies and recommendations included elsewhere in this CMP.

Typical maintenance works include:

- cleaning out gutters, drainage systems and other water storage and drainage areas;
- securing and replacing roof and external wall fabric, glazing, timberwork and decorative features, in an appropriate and sympathetic manner (may require specialist input);
- servicing existing equipment and services;
- maintaining existing power or pipelines or other services where this involves no alteration to the fabric of the place; and
- replacing or upgrading services (will require specialist input for substantial works).

Regular monitoring of the condition of significant fabric is also an important aspect of maintenance.

6.3 Adaptation of buildings

The datasheets at Appendix C provide guidance on appropriate adaptation of the market buildings, including those of primary and contributory significance.

6.3.1 To sustain market operations

Policy: The ongoing use and operation of the market may require physical change to, and adaptation of, significant elements, in order to address compliance, safety and business functions. Where this occurs, the overriding objectives are firstly to retain and conserve significant fabric, and secondly to plan and undertake such works in a manner which is sensitive to the significant form and presentation of the buildings and elements. All feasible alternative approaches should be investigated before any removal of significant fabric, and new work should be clearly identifiable as such.

The functional and physical adaptation of the buildings and elements of the market is generally supported from a conservation perspective, subject also to the guidance provided in the individual

datasheets, and provided such works support ongoing market operations and do not diminish the overall heritage significance of the place.

Adapting and upgrading the market's buildings can potentially involve physical change, including alteration and partial demolition of building fabric. Generally, such works to significant buildings should, in the first instance, follow *Burra Charter* principles including the 'cautious' approach recommended by the *Charter*, where as little as possible of the significant fabric is changed and works do not 'distort' the physical or other evidence provided by the place.

This approach particularly applies to elements of primary significance, while those of contributory significance offer more flexibility – subject to the nature of the proposed works – and those of little or no significance much greater flexibility for change. For example, with the market sheds of primary significance, the linear form and open character of the structures, and the historic arrangement of stall holders along the length of shed sides with pedestrian access from both ends via a longitudinal aisle(s), should be retained in any adaptation. The introduction of generally minor elements may be contemplated, including the sensitive insertion of free-standing elements or structures, where these would not diminish the valued building characteristics or compromise an understanding of the overall form and volume of the sheds.

Where change is required for elements of significance, it should seek to avoid permanent intervention or irreversible change. Desirably, when the interventions or additions are no longer required, the works can be reversed without requiring significant reconstruction to the heritage fabric.

Other principles to follow in regard to the adaptation of significant buildings include:

- Change (i.e. alteration, adaptation, removal of significant fabric and other physical 'interventions') to significant elements should (where relevant and possible):
 - be minimised or limited in extent;
 - be concentrated in parts of buildings which have already been altered;
 - not impact on the significant building components as seen from the public domain;
 - ensure a contrast between old and new fabric so as to retain clear evidence of the original fabric of the building;
 - retain sufficient original fabric to ensure that the significance of the element is not unacceptably compromised and the building's original form is still discernible.

6.3.2 Internal fitouts and refurbishments

Policy: New fitouts and internal refurbishments, including upgrading services, are an ongoing requirement of operating market buildings, and should be undertaken with sensitivity to significant interiors and valued internal character, and with minimal impact on significant fabric.

Chapter 5 to this report identifies the statutory requirements which apply to the market and its operations. This includes the *Food Act 1984* and the application of the Food Standards Code, which ensures that food for sale is both safe and suitable for human consumption. The Act and the code apply to food traders within the market, in relation to the handling, storage, preparation and sale of food. There are also existing tenancy fitout guidelines and manuals, which have been prepared for the different areas of the QVM. These provide food traders and stall holders with information on the

relevant statutory requirements, and the procedure for works or change to stalls, also having regard to the heritage considerations.

This policy does not override or replace the tenancy guidelines, or the more specific guidance on individual buildings and elements as provided in the datasheets at Appendix C.

However, the following principles relating to internal fitouts and refurbishments should generally be followed:

Original internal walls

In preference, original internal walls of significant buildings should be retained. However, where there is a requirement to remove an original wall for operational or functional reasons, evidence should be retained, preferably through partial removal only and/or the retention of wall nibs. New openings to internal walls should be kept to the minimum number and dimensions required.

Partitions

The introduction of modern partitions or stud walls to spaces which were originally open or expansive should in the first instance be avoided, particularly in the case of the market buildings with historically open volumes and uninterrupted internal vistas. However, where there is a requirement to partition off a space for operational or functional reasons, the size of the partitioned space should be kept to a minimum, and physical impacts on original fabric (walls, floor, ceilings, window and door openings) should be limited as far as is practicable. New partitions should not impact on the external presentation of the building, through being placed in front of windows. Partitions should also be relatively easily reversed/removed in the future, without requiring significant remediation or reconstruction of the heritage fabric.

Services

The introduction or upgrading of services, as necessary to support market operations and potentially requiring trenching, piping, meters, machinery, vents and exhausts, plant including rooftop plant, and the like, has the potential for visual and physical impacts on significant buildings and fabric.

To avoid or limit impacts, services should be sensitively placed, preferably concealed, and involve minimal removal of significant fabric. Concentrating new services into localised areas of buildings, utilising existing service locations, and/or placing services in already modified areas of buildings are all ways of mitigating or moderating impacts.

The visual impacts of services can also be mitigated by:

- minimising the size and scale of plant;
- not placing large or bulky elements in front of the principal and more publicly visible elevations of buildings, in front of windows and openings, or on the front or more visible parts of roofs; and
- concealing services underground where possible.

The physical impacts can be mitigated by:

- using existing conduits, placing new conduits next to existing conduits and by placing service elements in or abutting areas and fabric of a lower level of significance; and
- minimising the requirement for new penetrations to original fabric by utilising existing penetrations, or placing new works in or adjacent to already altered fabric.

6.4 Boundaries, curtilage and setting

6.4.1 Curtilage

Policy: The significant historic curtilage of the QVM extends beyond the market site into the adjoining streets and public areas; and while outside the VHR extent of registration, its contribution to market operations and the market experience should be maintained.

Curtilage is an area (land, setting, grounds) which surrounds a heritage place. Curtilage is sometimes clearly defined by a property title or boundary, such as a garden or landscape associated with an historic building; or it can be less defined, as is the case with the QVM. In the latter case, the curtilage includes the adjoining streets and public areas – Queen, Therry, Elizabeth, Victoria and Peel streets - outside the specific boundaries of the market.

Curtilage can provide a visual setting to the place; service the function and operation of the place; contribute to the experience, enjoyment, presentation and appearance of the place; and can be managed to maintain and interpret the significance of the heritage place.

The *Burra Charter* includes a definition of ‘setting’: ‘the immediate and extended environment of a place that is part of or contributes to its cultural significance and distinctive character.’ The *Charter’s* Conservation Principles for ‘setting’ (Article 8) further expand:

Conservation requires the retention of an appropriate setting. This includes retention of the visual and sensory setting, as well as the retention of spiritual and other cultural relationships that contribute to the cultural significance of the place.

The adjoining streets and public areas of the QVM are busy on market days with trader activity, including the spilling out of market operations; and with pedestrian/customer activity (see ‘Streetscapes’ below). The streets provide views and entries into the market, including views into the open ends of the market sheds. This connection with the adjoining streets has also in some cases been formalised by hard landscaping and the provision of outdoor facilities such as seating and awnings. The northern end of Queen Street, between Therry and Victoria streets, passed by Crown Grant to the City of Melbourne some years ago. It is clearly part of the market’s curtilage, and has been used to support market operations, including as an ‘overflow’ area between the two market components.

Management of QVM’s heritage curtilage should as a priority focus on maintaining and supporting its significant relationship to the market, including the visual setting and important role or function on market days. As a general principle, any new development, intrusions or other changes, including (other than minor) permanent structures which would adversely affect the role of the curtilage, should be avoided.

6.4.2 Market boundaries

Policy: The distinctive built-out edge to the QVM boundaries is a significant heritage characteristic of the market, and should be maintained.

The market is flanked on all sides by roads and mixed use development. While the surrounding built up streetscapes limit distant views of the market, the property as a whole is identifiable and prominent within its immediate urban environs. This is in large part due to the distinctive market buildings which provide a built-out edge to the perimeter of the site, particularly in its northern half, and at the south end/boundary to Franklin Street. The built-up edge or boundary character of the market - including the

retail shop terraces, market buildings with no setbacks, and long side or end elevations of the open sheds – is a significant heritage site characteristic. It also helps to define the market boundaries, and assists in maintaining the prominence and distinction of the market within its historical curtilage and setting.

While the form of the market buildings and perimeter shops and stores was developed over an extended period of time, it is demonstrative of the nineteenth century site planning, which was continued into the 1930s. It has been diminished by the demolition of stores and sheds to create the carpark on the Upper Market site. However, the street frontages of the existing buildings and structures should be maintained. It is also recommended that any proposed new buildings, particularly in the northern part of the market, reinforce this pattern.

6.4.3 Market laneways and streetscapes

Policy: Active and vibrant market laneways and streetscapes are demonstrative of historic market planning and operations, and support customer enjoyment and experience of the market; their function and character should be maintained.

On market days, the internal market laneways and the streetscapes surrounding the QVM have a vibrant commercial character which is particularly demonstrative of historic market operations. As noted above, the adjoining streetscapes are also part of the significant market curtilage and setting.

The laneways and streetscapes support market operations through stalls, displays, tenancy spill-overs, loading and unloading facilities, temporary storage and the like, and maintain a traditional interaction with market customers and pedestrians. This interaction is reinforced by facilities which encourage visitors to linger in the open spaces, such as café and other seating, awnings/umbrellas and food vans.

The vibrancy of the active laneways and streetscapes should be maintained into the future. The character of these spaces, subject to reference to the datasheets, can also potentially accommodate contemporary insertions of a small scale and size, such as digital displays, modern way finding, pop-up retail and outdoor food offerings. While modern introductions such as this could be seen to ‘clutter’ the laneways and streetscapes, they are consistent with the evolved character and busy role of the outdoor spaces. Large permanent elements should be avoided, but smaller scale, free-standing and movable or removable elements, which in preference should not be physically attached to the significant fabric of the market buildings, would be acceptable. The placement and scale of any larger structures should be assessed to ensure they avoid or limit visual impacts on the significant market buildings.

6.5 Market Development

This policy should be read in conjunction with the policy on archaeology at Section 6.6.

Policy: Any new development proposed at the QVM should maintain its role as an authentic working market by supporting ongoing market operations, and enhancing the amenity of the market for customers and traders. New development should also reflect and respond to the valued building and development patterns, and historic site characteristics.

This policy recognises that the QVM is a working market, with the particular amenity of a marketplace. Any new building works or development contemplated for the QVM should be associated with market operations and function, should support ongoing market viability, and enhance market amenity. As is emphasised throughout this conservation policy, the importance of maintaining an authentic working

market is key to sustaining the heritage values and heritage significance of the place. A contemporary authentic market is one which also meets contemporary regulations and standards, both for traders and customers, complemented by necessary facilities and infrastructure ('back of house', storage, food preparation and segregated areas for business activities). Where new development is required to achieve these standards, and to enhance market infrastructure, it can be contemplated. The market has evolved over time; it can reasonably continue to do so, but with sensitivity to the heritage values.

There is some scope for sensitive new development at the market, including in areas which historically contained buildings, or on the sites of buildings of little or no heritage significance, should they be proposed for replacement. The existing architectural vocabulary of the buildings in the Lower Market provides some guidance, as does that of the market sheds of the Upper Market. The latter are freestanding, low scale, lightweight pavilion forms; their siting and planning also maintains the permeable character of areas of the market. The traditional alignment of the open 'ends' of buildings to Queen and Peel streets is a valued built form characteristic, as is the built up or built out edge of development to the street boundaries in the northern part of the market. Existing access and circulation patterns should also largely be maintained with new development. While new buildings should be contemporary in design, reflecting these built form and development characteristics, as appropriate for the particular market location, would respond to the heritage character of the market.

Any new development or buildings should also maintain a respectful relationship with adjoining or nearby significant market buildings, to maintain their prominence within the market. This can be achieved through a variety of means, potentially including setbacks, separation, and deferential new building heights when in proximity to the heritage buildings. Existing views of, and into, market buildings from the adjoining streets should also not be impacted by new buildings.

While the present car park is an area which historically accommodated buildings (sheds), there are significant constraints on potential development in this area due to the presence of burials associated with the Old Melbourne Cemetery. If any new development was contemplated in this general area, it should be very limited in extent, of lightweight construction, and designed to 'touch the earth lightly' with minimal disturbance of the ground surface.

The Franklin Street stores are also located to the south of the car park. Visually integrating them into any new development is important, including where possible maintaining a visual connection with the market sheds to the north. This, in preference with a related or supportive market use, would assist in reinforcing the historical relationship of the stores to the market proper.

In areas outside the cemetery, there may be scope for new below ground works and spaces. This reflects the general lack of available space for new development, again particularly given the former cemetery site. An important and positive heritage consideration regarding works of this nature would be their substantial concealment, including in the more intact and heritage sensitive areas of the market. However, proposals for underground works would also require very careful planning and design, to avoid or limit impacts on heritage buildings through the below ground construction. The placement of an entry to an underground space should also minimise any physical or visual impacts on the buildings and/or market boundary and streetscapes. Locating such an entry in an area of lesser significance and heritage sensitivity is preferred.

It is also noted that below ground spaces should preferably be used for market activities which require substantial infrastructure, and/or are associated with meeting contemporary standards for health and safety, storage and the like. For the more traditional 'back of house', or more specifically 'back of stall' operations of the traders, these should not be concealed, as seeing and hearing these activities on market days is part of the authentic market experience. Historic market related practices, as viewed by customers, directly contribute to the 'theatre' of the market.

Queen Street has traditionally provided a link between the two distinct market sites. On that basis, any development associated with the northern section of the street should maintain the street's role as a defining element within the broader market context. The datasheet on Queen Street provides more specific guidance on potential development of, or associated with the street.

There is also scope to enhance the environs of the open spaces of the market. Resurfacing open space areas, including laneways, should utilise where possible historic materials such as bluestone, or complementary materials. Existing bluestone should also be retained.

While the surrounding streetscapes have historically not been heavily treed or landscaped, there is scope to improve their landscape character. This would enhance the amenity of the adjoining streets, and the presentation of the market in this context.

The car park can also be improved through landscaping, particularly through removal of the car park spaces. Again, a visual connection should be maintained between the Franklin Street stores and the market sheds to the north.

The datasheets identify where the internal laneways should not be roofed over, and should maintain their open air character. However, there are other open spaces at the market where shade structures and the like could be considered. The scale and placement of such structures should have regard for minimising visual impacts on the heritage buildings; they should also avoid physical impacts on significant fabric.

6.6 Archaeology

Much of the following policy guidance is taken from Smith, J (2014) *Draft: Old Melbourne Cemetery Management Framework*, Melbourne. It draws on the principles identified in the latter report, as they relate to future management and protection of, in particular, human remains located beneath the current market.

6.6.1 Statutory compliance

Policy: All sub-surface and below ground works to the QVM, including on the site of the Old Melbourne Cemetery, should be undertaken in compliance with the requirements of the *Heritage Act 1995* and other relevant statutes.

As outlined previously, QVM is included in the Victorian Heritage Register as a place of historical, archaeological, social, architectural and aesthetic significance. The archaeological significance is related to the estimated 6,500 to 9,000 burials in the Old Melbourne Cemetery, as an area with known human burials and archaeological remains.

While the principal objective is to avoid disturbance of remains, it is recognised that the site has the potential to yield information about the early population of Melbourne, including the Aboriginal and European communities, and their burial practices and customs. QVM also has significant archaeological potential associated with the pre-market use of the site; and with market buildings and structures which have been removed or extended over time, and earlier site layout and planning.

The market site is additionally a place where the phases of change over time have been reasonably well documented, as have previous disturbances to the ground, some of which have disturbed and revealed burials. This has resulted in an improved understanding of potential site conditions and levels of disturbance.

In addition to complying with the *Heritage Act 1995*, it will also be necessary to obtain approval from the relevant statutory regulators in the event of works being proposed which may affect burials and human remains. The list of legislation under which approvals are likely to be required includes (Smith, 2014):

- *Aboriginal Heritage Act 2006*
- *Coroners Act 2008*
- *Cemeteries & Crematoria Act 2003*

6.6.2 Planning, resourcing and consulting

Policy: Any archaeological work at the QVM, and on the site of the Old Melbourne Cemetery, should be undertaken to best practice standards, with appropriate planning and resourcing, and in consultation with relevant regulators and stakeholders.

Works in the area of the former cemetery should be designed to not disturb human remains, primarily as a measure of respect, but also to avoid the loss of information about burial locations and practices. To assist with ensuring such disturbance or losses do not occur, and in the event of archaeological work being required, only highly qualified and experienced practitioners should be engaged to plan and prepare archaeological processes. This should especially be the case of it transpires that works require the identification, exhumation, recording and re-interment or relocation of burials and human remains. Due to the particular sensitivities of this site, suitable timeframes, project planning, and project resourcing should also be allowed for (Smith, 2014).

In terms of planning, archaeological test investigations can provide more information about the burials and their locations, and the general condition of human remains. This will assist with the calculation of project logistics, timeframes and resourcing; testing can also assist with evaluating the level of complexity that may be associated with a works program on this site (Smith, 2014).

With regard to consultation, as part of the recommended planning, and in addition to Heritage Victoria, consultation should also involve the State Coroner; the Cemeteries & Crematoria Regulation Unit (Health Victoria); and Aboriginal Victoria (Smith, 2014). Stakeholders including religious groups who were responsible for the management of denominational areas of the former cemetery, and may include other community and special interest groups, should also be consulted.

6.6.3 Old Melbourne Cemetery

Policy: The future treatment of the site of the Old Melbourne Cemetery should be undertaken with sensitivity.

The majority of the former cemetery site is occupied by a car park of utilitarian character. In terms of the future treatment of this site or land area, setting it aside as public open space is an appropriate treatment, provided a barrier or buffer is located between the surface of the space and any burials beneath (see below). Generally, it is not appropriate for new buildings or large structures to be constructed over the former cemetery, although some limited lightweight development may be possible. If such works are proposed, then the processes identified above under 'planning, resourcing and consulting' will be required.

Regarding the surface treatment, sealed or hard surfaces, or hard landscaping should be considered, as a means of ensuring that burials and human remains are not vulnerable in open space or soft landscaped areas. According to Smith (2014), some burials are at shallow levels, at 30cm below

current ground level; and a form of barrier or buffer (such as a deposit of clean fill) may need to be introduced to protect these burials; or alternatively, the burials relocated to a minimum suitable depth (such as >100cm) below ground level. Again, such works will require appropriate planning and approvals.

6.6.4 Disturbance of human remains

Policy: Disturbance of human remains is an action of last resort, and where it occurs the remains should be re-interred as close as possible to their original burial location.

This policy reflects the significant association between a burial and its original place of interment, an association which should be preserved. For example, if remains are to be exhumed, such as remains located at shallow depth within proposed works areas, consideration should be given to their reburial in the same location, at greater depth. A lesser option involves remains which are required to be moved, although they should be reinterred within the same denominational area of the former cemetery. The historical knowledge and understanding of the cemetery layout should inform these decisions. It is not recommended that remains which are exhumed from the subject site are relocated to another unrelated burial location or cemetery. It is also noted that specific provisions on the management of human remains are set out in the *Aboriginal Heritage Act 2006*.

6.6.5 Other archaeological material

Policy: Any disturbance of the archaeological remains of previous buildings, structures and other physical evidence of early market planning and layout should be undertaken in compliance with the requirements of the *Heritage Act 1995*.

QVM also has significant archaeological potential associated with the pre-market use of the site, remains of previous market buildings and structures, and other physical evidence of early market layout. GML Heritage (2016) provides an overview of this (non-Aboriginal) archaeological potential, and includes reference to earlier buildings and roadways. The former include (pre-market) Volunteer Rifle Corps buildings, and later demolished market buildings including a weighbridge and office in the northern part of Queen Street, and brick buildings in the Lower Market. As documented, there were also stores and sheds on the site of the current car park, dating from the 1920s and 1930s.

Any archaeological remains associated with these elements have the potential to yield information about the site in the period before the market, and the subsequent market use. As with all archaeological remains, any sub-surface or below ground works should comply with the *Heritage Act 1995* and the *Aboriginal Heritage Act 2006*.

6.6.6 Aboriginal archaeology

As noted, Aboriginal heritage and values, and archaeological material, are not explicitly addressed in this CMP. Accepting this, it is noted that all Aboriginal heritage is subject to the *Aboriginal Heritage Act 2006*, and any works which have the potential to disturb or impact on Aboriginal archaeology are subject to the requirements of the Act, including any approved Cultural Heritage Management Plan (CHMP). Chapter 1 of this report identifies that there are several CHMPs which are currently in preparation for the market site.

6.7 Signage

QVM site, as an operating commercial marketplace and public facility, has advertising and branding signage, wayfinding signage, amenities and parking signage, and some banner signage. On market days, traders and stallholders display their own stall signage.

The following policy is not intended to replace or supersede the signage guidance included in the various market tenancy agreements.

6.7.1 Advertising signage

Policy: Maintain and continue to implement a coordinated and consistent approach to advertising signage throughout the market, which is respectful of the heritage character and historic presentation of the market.

Market signage which is contemporary and generally consistent in design and graphic format, including size, medium, font and colour, is supported. It is not necessary to adopt an historicist design approach, in order to be sympathetic and respectful of the market's heritage character. It is also important to ensure that signage does not dominate the heritage buildings, or detract from the market ambience and atmosphere.

A consistent approach is sympathetic to the heritage character of the market, through avoiding a disjointed and confusing plethora of sign styles. It also ensures that individual branding does not take precedence over a more uniform approach, or is overly prominent.

Signage across the market should desirably belong to the same 'family' of design, but can have subtle differences to help differentiate the building groups and localised market uses and offerings. For instance, the shops to Elizabeth and Victoria streets have consistent below verandah hanging signs to their frontages, but this can reasonably differ to that of the market sheds.

In terms of placement, appropriately scaled advertising signage, including shop and store signage, should generally be confined to the underside of ground floor verandahs and awnings, where these are in place. Signage generally should not be sited to the tops of verandahs, or to parapets, first floor facades or roofs. Freestanding signage, of a sympathetic scale and format, can be used, but set off from the walls of heritage buildings. Permanent signage should not be attached to the fabric of shop fronts, including windows, but temporary 'sticker' or paper signs are less problematic.

The objective is to prevent or limit signage from having physical and visual impacts on the heritage buildings. Signage of an appropriate scale when seen in relation to a heritage building should not be prominent or compete with the building. Signage should also not impact on views of the buildings, conceal significant architectural details, or physically impact on building fabric, potentially requiring repairs or remediation in the future. This approach also applies to the larger market buildings, where signage is required to identify the commercial operations, and is typically placed on the front of the building, including near the building entrance.

Electronic signage, including illuminated, moving or digital signage, can be contemplated, but should also not be attached to heritage buildings, or placed in front of significant architectural details. It should also be of a sympathetic scale, potentially freestanding, and set-off from the heritage buildings. It is also recognised that digital signage, which can be easily updated, provides greater flexibility than fixed or static signage, in terms of drawing attention to specific market areas, events and operations. On that basis, its introduction may assist in reducing the number and extent of fixed signs, which would be positive.

6.7.2 Information and wayfinding signage

Policy: Maintain and continue to implement a coordinated and consistent approach to information and wayfinding signage throughout the market.

The policy outlined above in relation to advertising signage equally applies to information and wayfinding signage, although the design and graphic approach can distinguish this signage from that used to advertise market tenancies and buildings. Importantly, the signage should be clear and informative, and should assist market customers, including first-time visitors, to negotiate their way into and around the market site.

6.7.3 Historic signage

There are several examples of original signage, or later signage of heritage interest, at QVM. Several of the buildings have identifying building names in relief on gable ends or parapets, such as that of the Dairy Produce Hall which has rendered panels containing the raised lettering 'DAIRY', 'PRODUCE' and 'HALL'. The Meat Market façade to Elizabeth Street has a large elaborate central pediment with a sculptural relief of livestock (bull, cow and sheep). The central walkway (arch) in the Elizabeth Street shops has a pediment with raised rendered lettering 'PRODUCE HALL'. Sheds K and L has 'QUEEN VICTORIA MARKET' painted in large font on the roof.

The historic signage should be retained and conserved. If renewal is proposed, an analysis of the paint layers is recommended, to identify the original scheme and on this basis, an appropriate replacement or other conservation treatment.

6.7.4 Interpretation

Policy: Provide interpretative signage throughout the site.

QVM would benefit significantly from more and better interpretive signage and other forms of historic interpretation. This is particularly important in relation to the former cemetery site.

In regards to the overall market history, some illustrative and explanatory signage installed at key points around the site would be highly desirable. Such signage could give a brief historical and architectural explanation of the structures and the site, possibly including plans and historical photographs.

Commercial tours of the market should continue. Such tours provide a valuable opportunity to raise public awareness of the historical significance and functioning of the complex.

6.8 Code compliance

Policy: Compliance with building codes should where feasible limit physical and visual impacts on significant buildings and fabric.

Matters to do with code compliance, including in relation to the NCC and DDA, are outlined in Chapter 5.

It may be possible to apply for variations to the code requirements, or to investigate alternative approaches to the resolution of functional, safety, NCC or health requirements. However, in terms of principles to apply, works undertaken to meet compliance with codes should also:

- be informed by the relative level of significance of the structure or building, and recommendations relating to the management and conservation of significant fabric included in this report; and
- have regard, where possible, for avoiding or limiting physical and/or visual impacts on significant buildings and places by seeking to:
 - minimise removal of, or alteration to, significant fabric where possible, and/or
 - locate such works in less visible or sensitive areas, or in already altered or modified areas.

6.9 Environmental performance and sustainability

Policy: Enhancing the ESD performance of the market overall, including its operations and the performance of individual buildings, is supported, but should be undertaken with care and sensitivity in regards to the heritage buildings and areas/spaces of significance, and limit the visual and physical impacts on the buildings and significant fabric.

The heritage significance of QVM should not prevent continuing enhancement of the site's overall environmental performance, subject to related works and development being undertaken with sensitivity to the heritage buildings and fabric, and the historic character of the market.

As indicated by several recent market initiatives, aimed at more sustainable management and market operations and activities with minimum environmental impact, introducing and sustaining better environmental practices can be both procedural, such as changes to practices, and physical. Some of the recent initiatives include (see the [Queen Victoria Market Sustainability webpage](http://www.qvm.com.au/about/sustainability) <www.qvm.com.au/about/sustainability>):

- Phasing out the use of plastic bags
- Recycling waste, including waste produced from the processing of food or from food packaging
- Increasing the use of solar energy, first introduced to the market in 2003
- Utilising a storm water drainage system which is designed to ensure water that enters the system is of a reasonable quality, including filtering out solids (organics, plastics, etc)
- Rainwater harvesting
- Introducing worm farms to the organics section in I Shed, which convert fresh food waste into fertiliser for use on potted trees and plants around the market
- Participating in various other projects and schemes such as the Litter Prevention Project, ECO-Buy, and Fair Trade Association

Another proposal is rainwater harvesting, whereby water will be captured from the market roofs, then treated and recycled to provide water for flushing the public toilets in Queen Street.

All of the above have been, and generally can be, implemented with limited heritage impacts. Of these, increasing the number of PV panels in order to harness solar energy has the greatest potential for impacts. However, such impacts can be moderated in a number of ways. These include the

sensitive placement of panels, i.e. ensuring the panels are concealed from public (ground plane) views as far as possible, and not attaching panels to the front or more visible roof planes of heritage buildings. Placement on rear roof planes, or on parts of buildings where the panels have more restricted public visibility, will assist in limiting the visual impacts. Physical impacts and interventions into roof fabric should also be limited as far as possible. Placing panels on already modified, or later fabric, is another means of minimising impacts. The datasheets at Appendix C additionally provide guidance on the placement of solar panels.

In terms of improving the environmental performance of buildings, this could include (where appropriate) introducing roof insulation, a limited 'retro-fit' with some replacement of materials, and the introduction of additional shade and weather protection. However, specific advice on such proposals should be sought from a heritage practitioner, to ensure the works do not have an unacceptable impact on the subject building. For instance, what might be appropriate for the Meat Market may not be for an open market shed.

6.10 Market experience

Policy: Maintain the distinctive market 'experience' through retention of the distinctive historic character of the market, its working function, and accessibility.

As noted in the 'Introduction' to this chapter, the social significance of the QVM has informed the policies which relate to ongoing market operations. The social significance in large part derives from the market 'experience', that is, the experience of the visitors, customers (shoppers), traders and stall holders. The market 'experience' has also been addressed in several recent studies, including Huddle (2015), and Capire (2014, 2015).

Huddle (2015) identified three components of the 'experience':

- people (customers and traders)
- product (goods and services)
- place (the market and the environment)

The market's regular customers are loyal, with QVM valued for its ongoing operation and accessibility, and as the source of diverse and affordable fresh foods and quality produce. They feel ownership of the market, as a public, but still commercial, utility. QVM is also one of Victoria's most popular tourist destinations, and many visitors are tourists, at the market to experience Melbourne's famous fresh food market first hand. Market traders are also significant contributors to the market 'experience'.

According to Capire (February 2014), attributes of the market experience include the architecture, 'look and feel' of the place, the general atmosphere of the QVM and the authenticity. The historic character of the market, including the sense of being in a nineteenth century market environment, is a drawback. This extends to the open nature of the sheds, and the traditional interaction between customers and traders, including the commercial and social exchanges. The existing historic character of the market should therefore be maintained while providing a functional working market and providing for the large number of tourists who visit the site and appreciate a local experience.

6.11 Risk Preparedness

Policy: Risk preparedness is an important aspect of heritage management, and assists with planning for incidents which have the potential to impact on significant buildings and elements, including significant fabric.

The following is a summary of likely threats and hazards posed to the heritage buildings and fabric of the market, with a recommended preparation and response:

Threat	Probability	Preparation/Response
Fire	Always present.	Install and/or maintain existing fire suppression systems or extinguishers and fire blankets; inspect all possible fire sources regularly and maintain electrical systems in good order; install a hard-wired alarm to buildings and maintain liaison with fire brigade
Storm damage	Always present.	There is always a risk from storm damage and from wind, rain, hail and lightning strike. Maintain roofs in good order, inspect fixings; inspect and maintain windows and doors in good order.
Water ingress	Moderate	Maintain and keep clear all rainwater goods (gutters, downpipes, sumps) for all buildings. Regularly inspect and maintain roofs and windows.
Vehicular Impact	Always present	Maintain appropriate control of vehicular traffic around the site, including after hours. Given the proximity of most market buildings to the surrounding streets, the general risk of impact is always present and potentially unavoidable.

6.12 Future policy review

Policy: This CMP, and particularly the conservation policy, should be reviewed following completion of a number of studies which are currently underway, but especially following implementation of the *Master Plan* proposals.

There are a number of studies currently underway in relation to the QVM. The matter of the nomination to the National Heritage List (NHL) will also be resolved in 2017. In addition, works associated with the *Master Plan* implementation are likely to be rolled out over the next several years.

In light of this, the conservation policy should be subject to review. This is normally undertaken at not less than five yearly intervals. However, depending on the outcomes of the aforementioned studies, and the implementation of any Masterplan-related works or proposals, a review may be required within a lesser timeframe. Also as previously noted, the inclusion of the QVM on the NHL will require preparation of a Heritage Management Plan. Updating and revising this CMP, to include the necessary HMP requirements, would be an outcome of NHL listing.

7. Management of heritage values

7.1 Introduction

The *Queen Victoria Market Precinct Renewal Master Plan* (2015) and the *Queen Victoria Market Precinct Renewal, Implementation Framework* (2016) are addressed in this chapter. Brief reference is also made to Amendment C245 to the Melbourne Planning Scheme which seeks to introduce new planning controls to facilitate redevelopment of the area.

As noted in Chapter 1, the *Master Plan* forms the guiding document for the revitalisation, management and development of the QVM, with an emphasis on maintaining viable market operations into the future while also improving the trader, customer and community experience of the market precinct. The renewal is additionally intended to help the market achieve contemporary standards and requirements. This chapter provides high level guidance and commentary on how to manage the market's heritage values, in the context of the various *Master Plan* and *Implementation Framework* proposals.

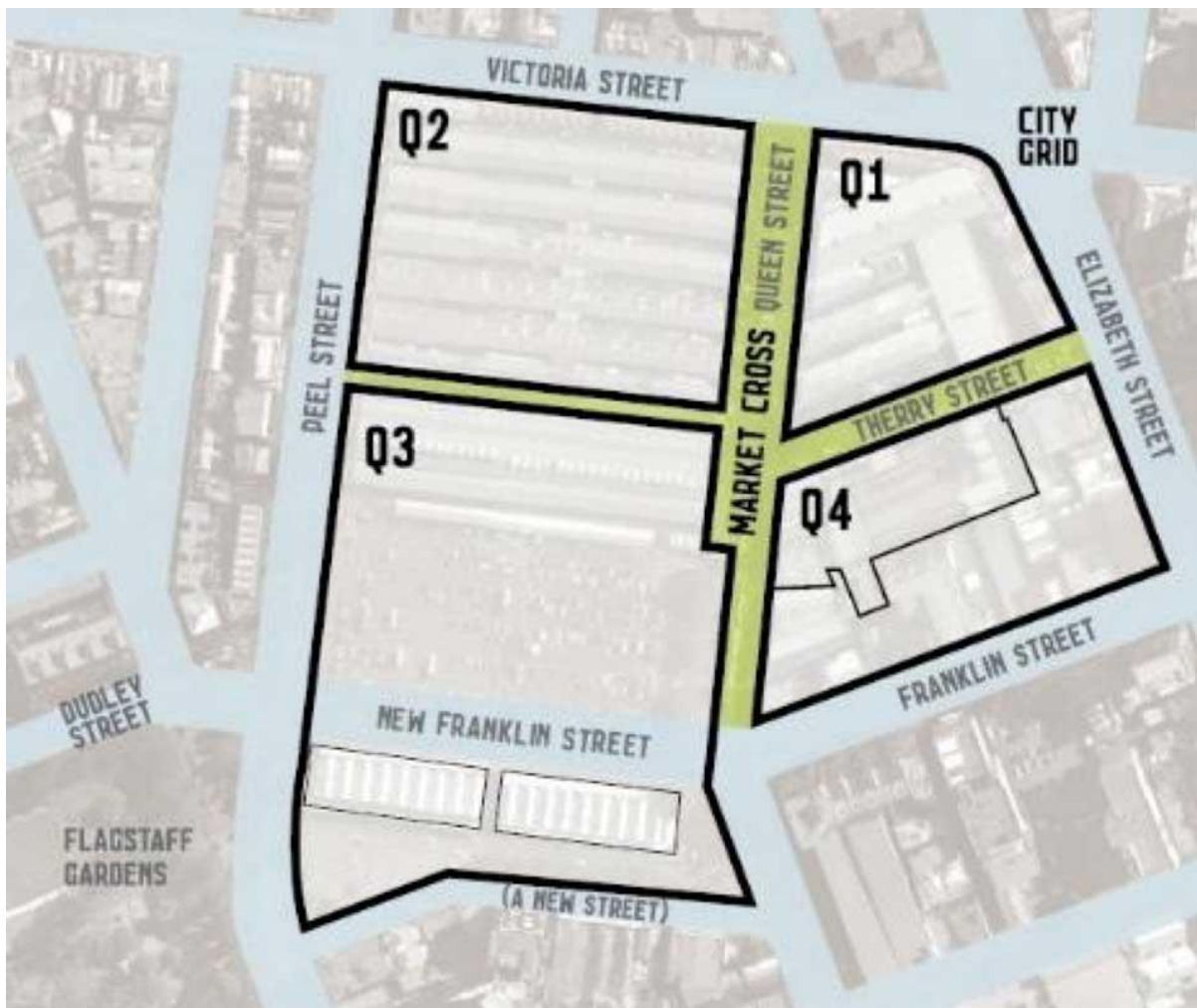


Figure 32 Queen Victoria Market Precinct Renewal quarters
Source: Queen Victoria Market Precinct Renewal Master Plan

7.2 Queen Victoria Market Precinct Renewal Master Plan

The *Queen Victoria Market Precinct Renewal Master Plan* was adopted by the City of Melbourne in July 2015. The *Master Plan* addresses the broader market precinct, which includes the extent of the area identified in the Victorian Heritage Register citation (Upper and Lower market sites, Old Melbourne Cemetery, and the Franklin Street stores), together with the surrounding street network and the block bounded by Therry, Elizabeth, Franklin and Queen streets (which are outside the VHR extent of registration).

In addressing each section of the market precinct, the Master Plan divides the precinct into four 'quarters', and separately addresses 'Market Cross', which is an internal network of related streets, and 'City Grid' which relates to the external/surrounding streets (see Figure 32). Council's *Implementation Framework* also adopts this approach. The following sections of the chapter address the *Master Plan* areas, with an emphasis on those included in the VHR extent of registration.

7.2.1 Quarter 1

Quarter 1 comprises the whole of the Lower Market site bounded by Victoria, Elizabeth, Therry and Queen streets, and includes the Meat Market, Dairy Produce Hall, shops at 507-523 Elizabeth Street, the terraces at 65-81 Victoria Street, and sheds H and I. The entirety of Quarter 1 is included in the VHR registration for the QVM site, and the buildings cited above are all identified as registered structures.

The *Master Plan* has the following vision and priorities for Quarter 1:

Vision – Future State	Priorities
<p>Shopfront trading in market halls and street-oriented terraces</p> <p>Queen Victoria Market's diverse mix of fresh food, meat, fish and speciality food vendors continue to animate one of Melbourne's most intriguing and enduring retail destinations. Shops fronting onto the surrounding streets welcome visitors with hospitality establishments and retail that showcase market produce, making a special destination at any time of day, every day.</p>	<ul style="list-style-type: none"> • Resolve conflicts between service vehicles and public access. • Improve access for delivery including off-street loading and set-up areas, wash-down service and storage facilities. • Improve trader facilities including showers, toilets, breakout spaces and storage. • Improve waste management and recycling facilities for meat and fish offal, organics and packaging. • Develop sustainable precinct-wide infrastructure for power, waste management and recycling. • Improve adaptability of trading spaces.

Potential works under consideration, as per the *Implementation Framework*, include:

- New below ground operation area including delivery, storage, food preparation and waste management under sheds H and I, revitalise sheds above ground, new food offers and places for seating (these works may involve temporary removal of the sheds, with dismantling, storage and reconstruction)

- Restoration of the Meat Market façade
- Refresh of Dairy Produce Hall interior
- Facelift of Elizabeth street and Victoria street terraces
- Food court will be enhanced, better connections to Meat Market
- Deli Lane transformed into a community meeting and eating area, new seating and greenery

7.2.1.1 Management of heritage values

Quarter 1 comprises buildings and areas/spaces of primary, contributory and little or no significance.

The *Master Plan* proposals for Quarter 1 include works which will have positive heritage outcomes, and works with heritage impacts. The former include restoration of the facades of the heritage buildings, refreshing building interiors, and improvements to the presentation of the retail terraces to the QVM boundaries. The positive outcomes also include, in a general sense, the enhancement of market operations and maintenance of an authentic working market, the latter being critical to maintaining the heritage significance. New landscaping and improving the amenity of outdoor areas is also a positive outcome, with the potential to enhance the presentation of adjoining heritage buildings.

Introducing and updating services, internally and externally, have the potential for impacts, both physical and visual. While modern services are required to support ongoing market operations, these should be introduced in a manner which limits their impacts through sensitive placement, including concealment where feasible; minimal removal of significant fabric; concentrating new services; and utilising existing service locations.

The proposed dismantling and then reconstruction of sheds H and I, in order to build new basement levels, will have a significant heritage impact. While the basement levels are required to provide much needed additional operational space and facilities, with the new infrastructure supporting the market's future viability, practicable and workable alternatives to dismantling the sheds, including alternatives with lesser impacts, should be explored to achieve these outcomes. The subsequent reconstruction of the sheds, if dismantled, should adopt best practice conservation methods, be executed to the highest quality standards, and be supervised by highly qualified and experienced practitioners.

Meeting current building code compliance may also require some modification of the reconstructed sheds, and potentially the introduction of non-original fabric and materials in order to achieve compliance. Replacement of damaged original fabric may also be required as part of the reconstruction. These works could in part change the appearance of the heritage building, and on that basis should be planned and approached with care. For heritage buildings, the retention of original fabric is preferred over replacement fabric, wherever possible.

Given that Quarter 1 includes buildings and areas/spaces of varying levels of significance, it additionally provides the opportunity to, where possible, limit or avoid impacts on the elements of primary significance, while those of contributory and little or no significance provide greater flexibility and opportunity for change.

7.2.2 Quarter 2

Quarter 2 comprises the northern section of the Upper Market site bounded by Victoria, Queen and Peel streets, with the southern boundary aligning with F Shed and the Old Melbourne Cemetery brick

wall. This area includes the shops at 83-159 Victoria Street, and sheds A, B, C, D, E and F. The entirety of Quarter 2 is included in the VHR registration for the QVM site, and the buildings cited above are all identified as registered structures.

The *Master Plan* identifies the following vision and priorities for Quarter 2:

Vision – Future State	Priorities
<p>Fixed trading stalls in open sheds, sheltered in a structured perimeter to surrounding streets</p> <p>The experience of shopping with favourite fresh produce and general merchandise traders in the Victorian sheds is sustained with modern infrastructure that ensures the market’s viability and reduces the intrusion of service vehicles into public areas. A built perimeter comprising the Victoria Street shops, F Shed and the old cemetery wall, and new buildings along Peel and Queen streets shelters the open sheds and provides activity onto surrounding streets.</p>	<ul style="list-style-type: none"> • Resolve conflicts between forklift and other service vehicles and public access. • Improve access for delivery including off-street loading and break-down areas, wash-down service and storage facilities. • Improve trader facilities including showers, toilets, breakout spaces and storage. • Improve waste management facilities with a focus on organic waste. • Develop sustainable precinct-wide infrastructure.

Potential works under consideration, as per the *Implementation Framework*, include:

- New below ground operation area including trader amenities (toilets, shows, break-out space) delivery, storage, under sheds A, B and C (these works may involve temporary removal of the sheds, with dismantling, storage and reconstruction). Underground car parking will also be explored. Works will not be undertaken within a specified buffer zone, of the Aboriginal Burial Section of the Old Melbourne Cemetery, and in accordance with the relevant CHMP.
- Connection under Queen Street to the Quarter 1 below ground operational area
- Restoration of sheds E and F, with enhanced weather protection, lighting and other amenities as a pedestrian thoroughfare
- Acknowledgement and interpretation of the Aboriginal Burial Section of the Old Melbourne Cemetery
- Enhancement of Victoria Lane between the Victoria Street terraces and Shed A

7.2.2.1 Management of heritage values

Quarter 2 is substantially an area of buildings (sheds and terrace shops) and areas (laneways) of primary significance.

As with Quarter 1, the *Master Plan* proposals for Quarter 2 include works which will have positive heritage outcomes, and works with heritage impacts. The former include restoration of sheds E and F, enhancement of the laneways, and importantly (subject to further detail) acknowledgement and interpretation of the Aboriginal Burial Section of the Old Melbourne Cemetery. Again, the enhancement of market operations and maintenance of an authentic working market is also a positive outcome.

The proposals for this quarter also contemplate extensive underground works which will achieve the substantial concealment to general public view of aspects of the market's function and operation, in new below ground facilities, together with car parking. This is an important heritage consideration in the northern section of the Upper Market, which has a high level of heritage sensitivity due to being an identified area of primary significance. Substantial concealment of large elements of contemporary infrastructure and storage, as opposed to the more traditional 'back of stall' operations of the traders which are highly visible and should remain so for their contribution to the market experience, will help to maintain the current heritage character and appearance of this area of the market. It is also recognised that above ground access infrastructure will likely be visible, and will require sensitive design and placement.

As with Quarter 1, a proposal to dismantle and then reconstruct the sheds in order to build the new basement levels, will also have a significant impact. Again, practicable and workable alternatives to dismantling the sheds, including alternatives with lesser impacts, should be explored to achieve these outcomes. The placement of the underground car park is part of this consideration, as is the required car park entry, although there are obvious constraints and sensitivities which have to be addressed with the location of the car park, due to the proximity to the cemetery. Minimising the physical and visual impacts of the car park entry is also desirable, particularly if it occurs in the Quarter 1 area. If it is feasible to locate the entry outside Quarter 1, to an area of lesser significance and heritage sensitivity, then this should be explored.

7.2.3 Quarter 3

Quarter 3 comprises the southern portion of the Upper Market site bounded by the southern edge of F shed, Queen, Franklin and Peel streets. The area includes sheds J, K, L and M, the Franklin Street stores at 154-190 Franklin Street, an at-grade car park, the John Batman Memorial, and the Old Melbourne Cemetery site. The structures and elements, together with the cemetery site are included in the VHR extent of registration. The existing alignment of Franklin Street which forms the southern boundary of the QVM site, and the southern section of Quarter 3, is not included in the VHR, and nor is the site of the proposed 'Queen's Corner Building' which is located within the existing alignment of Queen Street. The latter street in this area is included in the Queen Victoria Market Precinct, identified as HO7 in the Schedule to the Heritage Overlay.

The *Master Plan* identifies the following vision and priorities for Quarter 3:

Vision – Future State	Priorities
<p>Changing – daily, weekly, seasonally – markets and events in open-air sheds and plaza</p> <p>Market sheds and a new public open space in combination are a unique indoor/outdoor setting for day and night markets, seasonal markets, specialty markets and other public events in a varied program of activity. This makes for a continuously changing Queen Victoria Market – a destination for special occasions as well as for everyday shopping. A new Queen's Corner building helps to activate the new open space, and provides a home for visitor services.</p>	<ul style="list-style-type: none"> • Develop specialist back-of-house amenities. • Upgrade infrastructure to support events including alternative market operations and arrangements. • Upgrade waste management facilities. • Develop sustainable precinct-wide infrastructure. • New building in Queen Street.

Potential works under consideration, as per the *Implementation Framework*, include:

- Transform existing car park into a 'market square' – open space incorporating interpretive elements such as art works and landscape features to acknowledge the history of the Old Melbourne cemetery
- Development of an info/visitors centre: Queen's Corner building, within the existing alignment of Queen St and outside the VHR registration
- Upgrade of sheds J, K, L and M with new infrastructure and facilities
- Realignment of Franklin Street through the site to the north of the Franklin Street stores
- Revitalisation of Franklin Street stores for retail/hospitality and opening onto the new market square

7.2.3.1 Management of heritage values

Quarter 3 includes buildings (sheds and stores) of contributory and little or no significance, and the car park which is substantially located on the site of the Old Melbourne Cemetery. The John Batman Memorial and site of the former cemetery are of primary significance, while the form and fabric of the car park are of little or no significance.

As with Quarters 1 and 2, the *Master Plan* proposals for Quarter 3 include works with positive heritage outcomes, and works with some heritage impacts.

On the positive side is the proposed transformation of the car park into a 'market square', being landscaped open space incorporating interpretive elements as related to the history of the Old Melbourne Cemetery. Subject to the detail of this proposal, this is a sensitive approach to the former cemetery site, and one which is more respectful of the significance and history of the site, than the current car parking use and utilitarian character. The design and introduction of the market square is also an opportunity to better manage the cemetery site, and to dedicate a new use which will assist in avoiding further future interventions.

The upgrade of sheds J, K, L and M (the latter three are of contributory significance, while J Shed is of little or no significance) with new infrastructure and facilities is another a positive outcome, subject again to the sensitive treatment of the contributory sheds in particular, as per the comments included above for Quarter 1 upgrades and refurbishment to heritage buildings.

The revitalisation of the Franklin Street stores, and their opening up to the new market square and through this to the market proper, will involve buildings of contributory significance. The means of 'opening' up the rears (north sides) of these buildings, and the degree to which this involves modification and partial removal of original fabric, will require careful consideration to limit the impacts. Substantially original fabric includes the awnings on the north side of the stores, which should be retained, and the existing openings to the north elevation, where some modifications may be possible. However, for the openings, working with these in their original form is preferred to adaptation; the latter is also preferred to introducing new openings in the north walls. The south elevation also offers opportunity for some change, to support a new use, although it has large existing openings which could be utilised.

The proposed Queen's Corner building is outside the VHR registration, and on that basis it should have no or limited impacts on the registered place. Also, given the currently proposed location – east of the car park – there should be no visual impacts on adjoining market heritage buildings, as might

arise from the form, scale and materials of the new building. However, as noted, Queen Street in this area is included in HO7, the Queen Victoria Market Precinct. As such, the proposed new building will need to be assessed against Melbourne’s Heritage Overlay provisions, including Clause 43.01 Heritage Overlay and Clause 22.04 Heritage Places within the Capital City Zone.

The realignment of Franklin Street, representing the introduction of a new street through the VHR registered land area of primary significance, would to a degree separate the Franklin Street stores from the main market area. However, this impact is mitigated by the fact that this same area is already used as a car park and road way, and there would be very limited additional visual impacts arising from this proposal. Sensitive treatment of the new street surface and edges/kerbs would also assist with integration into the new market square. The street will additionally be located on land associated with the former cemetery site. Construction should therefore avoid impacting on any human or archaeological remains in this area. Appropriate planning, including archaeological test investigations, should be undertaken in order to provide more information about the burials and their locations in the area of the proposed roadway, to assist with minimising or avoiding disturbance.

7.2.4 Quarter 4

Quarter 4 comprises the buildings located at the north-west corner of the block bound by Therry, Elizabeth, Franklin and Queen streets, and comprises numerous buildings including the Mercat Cross Hotel and the Munro Buildings. These buildings do not form part of the Queen Victoria Market and are not included in the VHR extent of registration, although a substantial component of this Quarter is included in the Queen Victoria Market Precinct, identified as HO7 in the Schedule to the Heritage Overlay. This area is not addressed in this CMP, and no further comment is provided here on the proposed works and development to Quarter 4, save to note that proposals for this area will need to be assessed against Melbourne’s Heritage Overlay provisions, including Clause 43.01 Heritage Overlay and Clause 22.04 Heritage Places within the Capital City Zone.

7.2.5 Market Cross

The Market Cross comprises the extent of Queen Street between Victoria and Franklin streets; the extent of Therry Street between Elizabeth and Queen streets; and the alignment south of J Shed between Queen and Peel streets. The Queen Street and Therry Street portions of the Market Cross are not included in the VHR registration, however the section which extends through the centre of the Upper Market site is included. The streets in Market Cross are also included in the Queen Victoria Market Precinct, identified as HO7 in the Schedule to the Heritage Overlay.

Vision – Future State	Priorities
<p>One of Melbourne’s great public and local places</p> <p>Welcoming and full of urban life, Queen Victoria Market’s public spaces encapsulate qualities that make our city liveable – year in, year out – within a variety of pedestrian-friendly streets and plazas. These open spaces interconnect, help to define, and add value to the different trading areas of the market while providing for a growing community.</p>	<ul style="list-style-type: none"> • Provide improved pedestrian access and safety. • Resolve conflicts between service vehicles and public access. • Improve amenity and provide public seating and respite spaces.

Potential works under consideration, as per the *Implementation Framework*, include:

- Below ground link between Upper and Lower markets
- Below ground facilities areas and market infrastructure
- New pedestrian friendly spaces, including green spaces
- Remove parking and vehicle traffic from Queen Street
- Remove existing toilet building from Queen Street

7.2.5.1 Management of heritage values

Market Cross includes streets and alignments of contributory significance. While these are either in the VHR, or HO7, the proposed works at face value appear to have no impacts, and will likely improve the appearance and presentation of these spaces, and maintain their character, which is a positive heritage outcome.

7.2.6 City Grid

The City Grid includes the extent of the street network immediately surrounding the QVM site: Victoria Street, Elizabeth Street, Franklin Street and Peel Street. The street network is not included in the VHR extent of registration, and nor is it included in the Queen Victoria Market Precinct, identified as HO7 in the Schedule to the Heritage Overlay. No further comment is provided here on the proposed works to these streets.

7.3 Amendment C245

Amendment C245 to the Melbourne Planning Scheme seeks to introduce new planning controls to facilitate redevelopment of the area including and surrounding the QVM site, bounded by Victoria Street, Therry Street, Elizabeth Street, A'Beckett Street, William Street and Peel Street (Figure 33). A Panel hearing was held over seven days in May 2016; and a Panel report including recommendations for modification of the amendment was prepared on 12 July 2016. The modifications as recommended by the Panel were considered by the City of Melbourne, and on 26 July 2016 Council resolved to adopt the modified amendment (with the exception of Planning Panel recommendation 20) and to submit the amendment to the Minister for Planning for approval (this occurred on 11 August 2016). At the time of writing, the amendment is still with the Minister for Planning for decision.

Amendment C245 derives from the *Queen Victoria Market Precinct Renewal Master Plan* (2015), and a review of the current planning controls. The amendment refers to the subject area as the Queen Victoria Market (QVM) Precinct. This area is broader than the VHR extent of registration for the QVM, and is also greater than HO7 the Queen Victoria Market Precinct (despite sharing the same name). The area subject to the amendment, as indicated in Figure 33, also differs from the area which is identified in the *Master Plan*. As outlined in the modified explanatory report adopted by Council on 26 July 2016, Amendment C245 proposes:

- Rezone the Queen Victoria Market car park currently zoned Capital City Zone (CCZ1) to be rezoned to Public Park and Recreation Zone (PPRZ).

- Apply a new Schedule to the Development Plan Overlay (DPO11), which incorporates a vision and design requirements for development of land, including Council owned land, adjacent to the Queen Victoria Market.
- Delete existing schedule 14 to the Design and Development Overlay (DDO14) from the Queen Victoria Market and land to which DPO11 applies to contract the area covered by DDO14.
- Amend the existing schedule 14 to the Design and Development Overlay (DDO14) which will apply only to the contracted area, to introduce revised built form controls for new development.
- Amend the Built Environment and Heritage within the Hoddle Grid Policy (Clause 21.12) to delete an existing policy statement relating to the existing DDO14; to include a new policy statement relating to the Market precinct, being the Queen Victoria Market and the land to which Development Plan Overlay 11 applies; and to amend Figure 6: Hoddle Grid to show the Queen Victoria Market the land to which Development Plan Overlay 11 applies.
- Amend the existing clause 22.02 Sunlight to Public Spaces to include a provision that development should not overshadow Flagstaff Gardens between 11am and 2pm on 21 June.
- Amend the existing schedule to clause 61.01 to make the Minister for Planning the responsible authority for approval of any Development Plan or planning permit application under Development Plan Overlay Schedule 11.

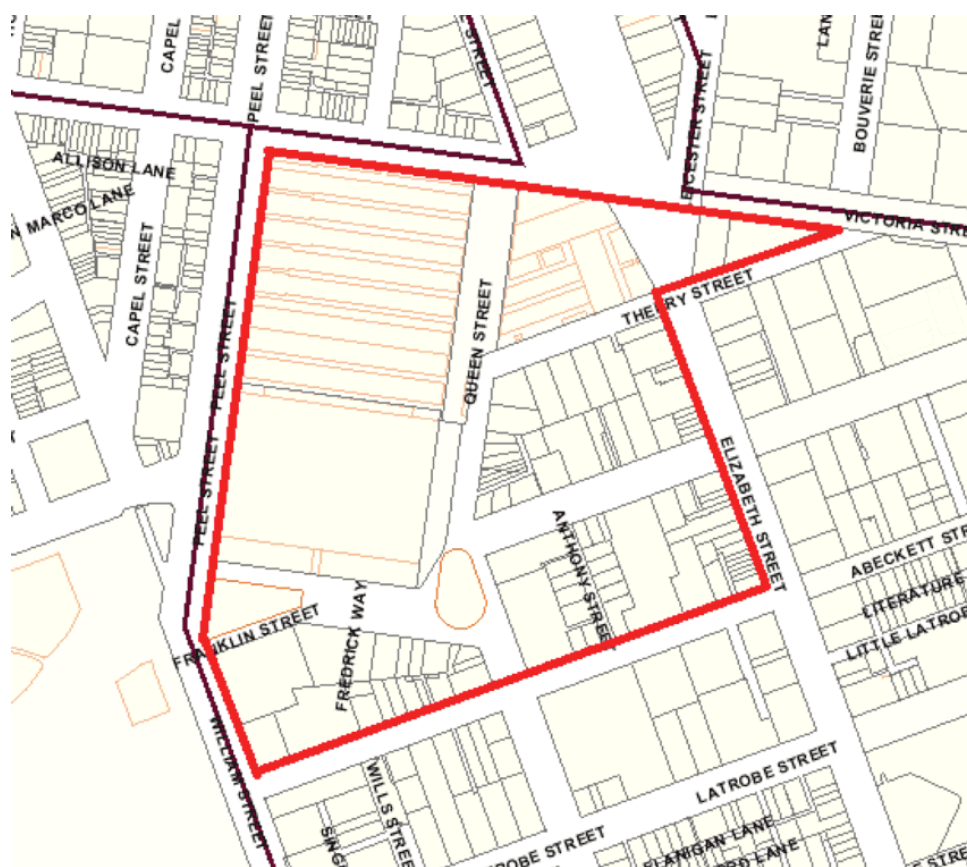


Figure 33 Amendment C245 QVM Precinct (outlined in red)
 Source: Melbourne Planning Scheme Amendment C245 Explanatory Report

7.3.1 Management of heritage values

Without going to the detail of Amendment C245, those aspects which relate to the QVM as included in the VHR, and the associated streets and spaces, are already commented on above in relation to *Queen Victoria Market Precinct Renewal Master Plan (2015)*.

More generally, in regard to heritage considerations, the Amendment provides for development in proximity to the QVM which will be managed by a permit process or under an approved development plan. These processes are the appropriate means of assessing and addressing any potential heritage impacts which may arise in relation to the registered heritage place (the market) or the heritage precinct context.

7.4 Concluding comments

The *Queen Victoria Market Precinct Renewal Master Plan* proposes works and development which potentially have both positive and negative heritage impacts and outcomes. Achieving a balance between these impacts, while seeking to significantly enhance and improve market operations, customer amenity, and public realm safety, is the key consideration in heritage terms. There are also significant benefits to be had from maintaining viable market operations into the future, and the improved recognition, understanding and interpretation of the site's history, as also proposed. While some impacts are effectively unavoidable, given the extent of upgrading and refurbishment required, minimising these as far as practicable and possible is recommended. This will require careful planning to limit heritage impacts on the market site overall and the former cemetery in particular.

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