Protecting Heritage in a Changing Melbourne

Technical Report 10

PLANNING MELBOURNE FOR THE 21ST CENTURY

Department of Infrastructure

Victoria
The Place To Be

Message from the Ministers

By world standards Melbourne is a great city. The Bracks Government is committed to maintaining Melbourne's reputation as a highly liveable city and an attractive investment destination. The Government has embarked on the preparation of a Metropolitan Strategy to set a clear vision for Melbourne's future liveability, prosperity and, importantly, its long-term sustainability.

The preparation of the Metropolitan Strategy is drawing on inputs from a wide range of sources. It is vital that the strategy has a sound research and information basis. It is also especially vital that community aspirations for the city's future be well understood. The key inputs to the strategy therefore include both a wide ranging public consultation program as well as a series of research or technical papers on issues that may have an impact on Melbourne's future.

The Bracks Government has given an undertaking to make as much of this background information as possible widely available to stimulate discussion about the future of Melbourne.

This report is one of the technical reports commissioned by the Department of Infrastructure, which we hope will stimulate feedback. At this stage content and recommendations are only the views of its authors and not necessarily the views of the Government. The Strategy is still in its early stages of development and we remain open to hearing what the broader community would like it to encompass.

We encourage you to read this and other technical reports and, should you wish, to make your views known about the future of Melbourne by contacting us on:

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Minister for Planning   Minister for Transport

Protecting Heritage in a changing Melbourne

Integrating Heritage into the Metropolitan Strategy

Report to the Department of Infrastructure

**Cultural Heritage Centre for Asia and the Pacific, Deakin University and
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Acknowledgements

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1. WHAT IS MELBOURNE'S HERITAGE?

1.1 Defining Heritage

Melbourne has a rich inheritance of places, people and cultures. This paper focuses on the vast sweep of places that express important aspects of our history, culture and identity.[1]

Heritage can encompass: places, environments and objects; cultural traditions and practices; knowledge; and human experiences, events and lifestyles.

Use of the term 'heritage' reflects a special kind of value given to a place. This value has been described as cultural significance - short-hand for 'aesthetic, historic, scientific, social or spiritual value for past, present or future generations'.[2]

The *Victorian Heritage Strategy* gives an indication of the range of things that heritage places can include:

> *built structures and their surrounds; gardens; trees; cultural landscapes; sites; areas; precincts; cemeteries; ruins and archaeological sites; shipwrecks; sites of important events; commemoration sites; contents of buildings and significant relics; objects; artefacts; and collections of objects*.

1.2 The Layering of History[3]

Melbourne's buildings, street patterns and landscape allow the city's residents and visitors to understand and appreciate its historical development. Superimposed from 1835 on the terrain that was home to the indigenous Wurundjeri and Bunurong people, the city has a series of cultural layers – buildings, neighbourhoods and urban forms from nearly 180 years that, together, give Melbourne a sense of historic continuity as well as a distinctive character. These layers are chronological as well as thematic, and reveal the way Melburnians thought about their city at those times as well as prevailing economic, social and political circumstances.

Melbourne has a significant heritage of buildings, street patterns and open spaces that reveal its nineteenth-century colonial origins and its development into one of the world's great Victorian-era commercial cities. The city's orientation to the Yarra River, the main fresh watercourse flowing into Port Phillip Bay, reflects the early settlement's role as the pivot between pastoralists (and later gold miners and agriculturalists) in the hinterland and the markets and industries in Great Britain (see Map 1 in Annex 3).

Because of its relatively late establishment date, Melbourne was an entirely planned city. The grid of streets drawn up by Sir Robert Hoddle in the 1840s and the surrounding surveys by Andrew Clarke in the 1850s established a distinctive framework of broad streets and boulevards, open spaces that became major parks and gardens, and generous allotments. After the collapse of the gold rush optimism in the 1860s, many allotments were subdivided, and narrow lanes and higher density neighbourhoods were constructed.

The gold-based optimism that envisaged Melbourne becoming one of the British Empire's great cities gave a grandeur to inner Melbourne that is still seen today in the Parliament precinct. Gold led to Melbourne becoming the wealthiest, largest and most important economic centre in Australia and the International Exhibition of 1880 ushered in a boom decade based largely on British investment in residential, industrial and transport infrastructure. This prominence on the Australian and world scene

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[1] Note that other papers prepared for the Metropolitan Strategy address a range of related issues such as livability, neighbourhood character, urban design, cultural planning, etc.

[2] *The Burra Charter* (1999), Articles 1.1 and 1.2.

[3] More detail about the complex layering of historical themes in the evolution of Melbourne is given in Annex 1. A sequence of developmental maps prepared by Heritage Victoria for the Metropolitan Strategy process is provided in Annex 3. The heritage characteristics of Melbourne's sub-regions are described in Annex 2.

is clearly reflected in major landmark buildings and streets such as Collins Street, the Royal Exhibition Building and Block Arcade. Despite the crash of 1893, Melbourne maintained its leading status until the 1920s and for this reason became the first capital of the new Australian federation in 1901.

The nineteenth-century residential and industrial suburbs which surround the inner core are serviced by a network of boulevards, railways and tramways, contributing to Melbourne's heritage as a great Victorian era city. (see Map 2 in Annex 3) The 1860s-1880s residential suburbs, with their cast-iron decorated terrace houses, shopping streets and neo-classical town halls, are more extensive and intact than in other Australian cities. Subsequent architectural and design movements, including Art Deco and International Modern, are also represented in important examples. Recent cultural facilities, which will become the heritage for future generations, add to the vibrancy of inner Melbourne as a diverse, multi-cultural centre for high quality activities in the arts and entertainment, sport, the professions, education and politics and as the main destination for tourists in the State.

Melbourne is also significant as a sprawling metropolis of low-density suburbs typified by grassed and treed 'nature strips', gardens and trees. Large areas of Federation and Inter-war period houses, including Californian Bungalows in leafy streets remain in today's middle band of suburbs as testament to the early years of the suburban dream, and the influence of the ideas of the garden city movement. (see Maps 3 and 4 in Annex 3) In the post-War years the attachment to this suburban idyll reached its height; 'space' appeared to be the great democratic goal for new immigrants and more established residents alike, although the use of the domestic space of the private garden in particular tended to differ according to ethnicity. The value of 'space' has been a key shaper of the city's form throughout its development, as exemplified by the large areas devoted to parklands in the 1840s and 1850s, and today by the continued community commitment to the detached house in a garden setting.

The city's broader geographical context continues to provide important natural attractions that emphasise the value of 'space' – including the Dandenongs, the Yarra Valley, Port Phillip Bay and its beaches and the rural areas on the city's fringe. Many of these areas also have significant cultural and historic importance. The importance of these areas to Melburnians is reflected in the community campaigns and planning efforts that have gone into protecting them since the 1960s.

Much of Melbourne's attractiveness and vitality derives from a long history of local diversity. From early days, new suburbs took on distinct characteristics, based on a mixture of class differences, geographical features and political and regulatory factors. More recently, local diversity has been accentuated by immigration, specialisation of retail functions, changes in housing types, leisure and tourism attractions, changing land use and even recognition of the importance of heritage itself, while Aboriginal cultural heritage remains present throughout the contemporary cultural and social life of Melbourne.

1.3 Current Issues in Heritage Planning

Issues within heritage planning which have informed this paper include:

What constitutes 'heritage' is always evolving.

Heritage places are often much more than what is currently identified and protected, and not all areas and themes have been assessed. The identification of heritage is an ongoing process, undertaken through the planning system, additions to the Victorian Heritage Register and community processes, in light of changing perspectives about what is important.

The issues of heritage and urban character are inter-related.

There is an ongoing debate about the relationship between heritage and urban character, especially in relation to identifying precincts and assessing the outcome of proposed changes. Communities often do not make a distinction between these aspects of their neighbourhoods.

It is sometimes important to consider aspects of the setting or landscape.

Heritage places are not simply dots on maps. The planning system is usually effective in recognising and protecting individual places and urban precincts. Understanding and protecting the important

aspects of the wider context and setting of heritage places – including cultural landscapes - poses a greater challenge.

Recognition of the diversity of Melbourne's heritage is a current and future priority.

The diversity of Melbourne's heritage is one of its strengths. Current heritage practice has sought to recognise this diversity, moving away from an earlier focus on icons and elite places. The diversity of Melbourne's communities means that there are wide range of places that have heritage value, and that appropriate management will take many forms.

Understanding the implications of the social significance of heritage places is an emerging challenge.

Local communities are becoming increasingly determined to protect what they see as their local heritage and identity. While the potential social significance of heritage places is acknowledged in the existing planning and heritage protection systems[4], experience in effectively managing these aspects of significance is a challenging area of heritage practice.

New processes may be needed to allow for a broader range of Aboriginal cultural heritage values.

The full extent of Aboriginal cultural heritage places is not always acknowledged, and the potential native title rights of traditional owners may create new challenges for land use planning and the processes for community involvement in decision making.

Finding ways to forge the links between heritage and local economies can have multiple benefits.

Heritage can be a major contributor to quality environments, attractive for tourism and investment. Heritage can operate as a 'vector' for development, attracting tourists and helping to position cities within the world and national urban hierarchy. Effectively using the heritage of Melbourne in this way will require a clear understanding of the qualities which contribute to its distinctiveness and 'competitive' advantages.

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[4] See for example the criteria for assessment used by Heritage Victoria in Annex 4 (Criterion G).

2. Statement of Significance

2.1 What is significant?

Melbourne's historical development can be divided into five key stages:

- Aboriginal cultural landscape
- Pre-gold, or colonial town
- Gold and the 19th century commercial city
- Federation, the national capital and the beginnings of the suburban ideal
- Post-WW2 expansion, suburbanisation and multiculturalism

The most important legacies of each of these stages are what make up Melbourne's heritage significance.

Aboriginal Cultural Landscape

The landscape of the area which has become Melbourne was shaped, modified and used by Aboriginal people for many thousands of years. The Aboriginal cultural landscape is the base upon which other cultural and historical layers have been laid, and continues to the present day, woven in amongst subsequent layers. The legacy of this Aboriginal cultural landscape is seen in many ways – from the Aboriginal naming and meanings of natural features and landscapes, scarred trees, important buildings and community meetings places, and other aspects of the contribution to community life made by the Aboriginal community. Recognising and respecting Aboriginal cultural heritage places are important aspects of managing Melbourne's cultural heritage.

Pre-gold or colonial town

The most important legacy of the early years of Melbourne's settlement is the Hoddle grid, superimposed on a landscape defined by a number of natural features, including the Yarra River to the south, falls to the east which divided salt from fresh water and prevented further travel upstream by boat, and swamp lands to the west. The major inner city parks that were largely laid out prior to 1852 complement the grid as defining elements of Melbourne's early form as a colonial town.

Because so little of the physical fabric of Melbourne's earliest years remains, any traces of this formative period (include archaeological sites) must be considered of prime heritage significance. Map 1 (Annex 3) shows the extent of pre-1850 European settlement, revealing some surprisingly widespread areas of settlement outside the CBD. These, too, are important heritage components of this first stage of Melbourne's development.

Gold and the 19th century commercial city

The discovery of gold in the early 1850s in Melbourne's hinterland had a profound impact on the city and many of the most recognisable and highly valued elements of Melbourne were established during this period (as shown by the extent of development in Map 2, Annex 3). The key heritage legacies for the city are:

- the layout and architecture of the 19th century inner suburbs
- many public and private buildings of architectural and historical importance
- railway and tramway systems and the integration of suburban development with them
- industrial buildings and the division of the city along class lines, with industrial suburbs to the north and west and middle class areas to the south and east
- main access routes to the central city, such as St Kilda Road, Royal Parade and Victoria Parade
- resort-style suburbs along the bay (eg. St Kilda, Brighton, Sandringham), and 'hill station'-style properties in the Dandenongs

- examples of scientific and technological innovation (eg. Spotswood sewerage pumping station)

- areas and sites exhibiting the influences of the Chinese migration to Melbourne during the Gold Rush (eg. Chinatown)

- creation of transport and economic links with Victorian regional centres, such as Ballarat, Geelong and Bendigo (eg. major roads, hotels and wayside stops for travellers, warehouses and grain silos linking Melbourne with its agricultural hinterland)

The subsequent expansion of industrial and commercial activities produced a wealthy, dynamic city, legacies of which are:

- grand 'boom-style' houses, commercial buildings and suburban layouts

- large industrial complexes, particularly in the inner-western and inner-northern suburbs

- early suburban developments, as far afield as Mentone, Oakleigh and Mordialloc

- strip shopping centres housing many historic commercial buildings, integrated with public transport (trams and trains) and surrounded by large tracts of historic housing

- individual buildings, such as the Royal Exhibition Building, the Princess Theatre and the Spotswood Pumping Station, which demonstrate particular aspects of the city's growth

- port and other transport facilities, such as intra- and inter-state railway infrastructure

Federation, the national capital and the beginnings of the suburban ideal

Melbourne's choice as the capital of the newly-federated nation is a significant factor in the city's heritage. Key legacies of this stage are:

- buildings with direct links to the creation of the Australian nation – eg. Royal Exhibition Building[5] (the nation's first parliament), Government House (residence of the first Australian Governors General), Stonington (residence of the State Governors during this period)

- buildings which demonstrate the development of a distinctive Australian architectural style, including the use of Australian flora and fauna motifs and the development of housing styles more appropriate to the climate

- beginnings of large-scale interest in suburban development characterised by detached houses in garden settings, and large tracts of relatively intact early 20th century housing

- influences of international town planning ideas and social reform concerns

Post-WW2 expansion, suburbanisation and multiculturalism

The most significant legacies from this period are:

- the garden suburb character of the city

- areas of ethnic and cultural diversity

- creation of the distinctive form the outer metropolitan area through the growth corridors and areas of open space ('green wedges') as shown in Map 4 in Annex 3

- examples of the integration of environmental concerns and suburban development in places like Eltham and the Dandenong Ranges.

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[5] The different aspects of the historical significance of this building – first a landmark Victorian-era building, then the home of Australia's first Parliament – demonstrates the layering of heritage values which often occurs in a single building, site or locality.

2.2 Why is it significant?

Melbourne is significant as a manifestation of the process of European colonial expansion in the 19th century, a process that saw the establishment of a network of commercial cities that functioned as ports and administrative centres for expansive hinterlands producing raw materials for export to Europe and other parts of European empires.

At a national level, Melbourne's development and growth are symbolic of the rapid expansion of the Australian colonies in the second half of the nineteenth century and into the twentieth century, built on raw materials (pastoral products and minerals) and local industries.

The city's heritage provides insight into its development from a colonial township into a grand Victorian-era city, a thriving industrial and commercial metropolis; and subsequently from the capital of a new nation and the cultural and political focus of Victoria into a sprawling metropolis of garden suburbs which remains the focus of the State.

- *The Aboriginal cultural landscape* is of historical and social significance as the basis upon which other layers and influences have occurred, and also as a continuous living cultural presence throughout all periods of the city's development.

- *The pre-gold or colonial town* is of historical significance because it provides an understanding of Melbourne's origins as a town founded by entrepreneurial land speculators in a context of 19th century European colonial expansion. Much of the layout, shape and spatial arrangements of the city that was later to develop can be traced to this early period.

- *The gold rush/commercial city* is significant because of the impetus it gave to the development of local industry and commerce in the latter decades of the 19th century, making Melbourne a symbol of the dynamism of the Victorian age in the Australian colonies. As a result, Melbourne remains an excellent example of a 19th century colonial commercial city, a character that has national as well as international historical and social significance. Links between Melbourne and its regional hinterland, which shaped the State's social/economic geography were largely established during this period.

- *Federation Melbourne* is of historical and architectural significance as the first capital of the Commonwealth of Australia. The heritage elements of relevance to this period are of fundamental importance because of their association with this formative period in Australia's national history. They also demonstrate a growing national consciousness and confidence during this period, as well as the development of town planning practice.

- *Suburban and Multicultural Melbourne* is of social and historical significance as evidence of the expansion and transformation of Melbourne after WW2. The garden suburb character, arising from rapid post-war suburbanisation is particularly significant, reflecting large-scale economic, political and cultural processes.

3. Community Perceptions of Melbourne's Cultural Heritage

3.1   What is valued by Melburnians?

Cultural heritage recognition and appreciation emerged as a significant community concern in the post-war boom years. The 1950s saw the National Trust formed in Melbourne, with campaigns for the preservation of grand mansions such as Como.

Town planning legislation a decade earlier made the first provision for protection of objects of 'historical interest and natural beauty', but it took another three decades or more before local government was playing an active role. From the 1960s there were numerous public campaigns to protect heritage. This increased community interest in the environment resulted in Commonwealth and State heritage and environment legislation.

One of the key campaigns was conducted by the Builders Labourers' Federation in conjunction with community groups and the National Trust. Many of the objects of these bans[6] were applied to historic buildings (perhaps the most notable in Victoria being the Regent Theatre and Blanche Terrace). The union's campaign was also significant because it openly raised issues of amenity, character and the need to protect the living environments of ordinary people.

Melbourne today is a place where urban planning is passionately debated. Concern about heritage has been one aspect of the community interest in the development of the Metropolitan Strategy. Some sources of information about community values and concerns are:

- community consultation processes conducted as part of the Metropolitan Strategy[7]
- an analysis of recent newspaper reports
- an investigation of local government policy documents

These sources reveal a consistent and major concern at the local level for heritage issues in virtually all local government areas surveyed, including regional cities.

The community consultation undertaken for the Metropolitan Strategy has illustrated the prominence Melburnians give to heritage when describing the elements of the city which are valued.[8] For example:

A great city is one that has … *great planning, design and architecture, open spaces and community spirit. It is also distinctive.* This implies the need to recognise and appreciate Melbourne's unique architectural heritage, creating new buildings and developments that reflect locality and environment, design excellence and vibrant streetscapes. For some it also means valuing the suburbs and suburban lifestyles. A sense of community and community involvement in city life and decision-making are highly valued.

Melbourne is valued for…. *its parklands and open spaces, and heritage; also livability, sense of community and belonging, layout and design of Melbourne.* This emphasises the degree to which Melbourne's distinctiveness is drawn from its parks and open spaces, bush, the bay, and the leafy appeal of many suburbs.

Melbourne is liked least for … *inappropriate development, destruction of heritage, and poor planning and decision making.*

It is important to note that, for residents, Melbourne's significance is derived from the legacy of various stages of development and from different historical layers and cultural themes rather than from any particular monument, feature or landmark. Recent efforts to provide Melbourne with a 'landmark' precinct, feature or building have failed to understand that Melbourne's most valued heritage is a

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[6] In Victoria, these bans were initially characterised as 'black bans' with an environmental and heritage focus. The term 'green ban' was first used by the BLF in NSW, but has become widely used to describe these kinds of bans.

[7] Including a focus group discussion held to assist with the development of this paper

[8] *Public Forums: All Ears Listening* (October-December 2000). Databook: What they told us: the top 3 categorised.

subtle blend of spatial influences and physical structures from its whole history. The image of Melbourne as *the garden city* reflects qualities found in many places throughout the metropolitan area.

Melbourne's landscape origins, as well as its formative history as a nineteenth century port and industrial city and twentieth century metropolis, are still readily detectable in its present day form, physical structures and appearance. Certain elements of Melbourne's heritage give it a distinctiveness that sets it apart from many other cities of similar vintage and origin. The elements that contribute to Melbourne's livability and valued character include: the parklands, the garden character of its suburbs, large areas of often-picturesque nineteenth- and early twentieth-century housing, and the relatively undeveloped bayside beaches.

3.2 Visitor perceptions of Melbourne's cultural heritage

Out-of-town, interstate and overseas visitors value features that set Melbourne apart from other major cities. In particular, overseas visitors seek out the internationally distinctive aspects of Melbourne's heritage.

Heritage can and should increasingly be used to build Melbourne's profile and distinctive image in the eyes of interstate and international tourists, creating local employment and strengthening cultural institutions.

Examples of key heritage elements that make Melbourne distinctive by comparison with other Australian and overseas cities are:

Heritage features of significance to non-residents (examples)

Heritage Elements	Examples
Reflections of the 1850s gold rushes	Parliament precinct, general grandeur of the city, CBD Gold Walk
Victorian-era city	Public and private buildings, parks, street furniture in the CBD and inner suburbs; Royal Exhibition Building Tramway systems
Australia's first capital	Royal Exhibition Building, Government House
Bay and beaches	St Kilda foreshore, pier, Acland and Fitzroy Streets; Williamstown
Major sporting venues	MCG, Flemington Race Course, Melbourne Tennis Centre
Arts and Entertainment	Theatres – Regent, Princess, Forum

4. Strategic Issues

4.1   Community perceptions about threats to Melbourne's heritage

Based on the consultation undertaken for the Metropolitan Strategy, it is clear that Melburnians perceive the following as threats to their heritage and the distinctiveness, charm and livability of their city:

Loss of neighbourhood character

Demolition of individual historic buildings has been of local concern in many communities, as illustrated by the many community campaigns for the protection of particular sites and structures. There is often a perception that heritage controls for the protection of neighbourhood character are inadequately enforced by local government, leading to the incremental loss of historic buildings and streetscapes.

Concern about the role of property developers in determining the future form and design of urban areas

This includes community perceptions that investors and property developers have disproportionate influence on the decisions of local government.

Urban consolidation and multi-unit re-development

Increased population density within existing urban areas has been promoted for many years as a means of reducing urban sprawl (and urbanisation of rural land), better utilising urban infrastructure, and implementing the principles of environmental sustainability. However, redevelopment for multi-unit residential use is strongly opposed in many middle and outer suburbs where there is a perceived negative impact on the neighbourhood character and treed nature of localities.

Erosion of the character of streetscapes and suburban landscapes

The introduction of new development and housing forms that differ from those that give an area its character is a common concern.

The issues vary across Melbourne, reflecting differences in local communities, character and the nature of the changes being experienced. The strategic issues for Melbourne's sub-regions are outlined in Annex 2.

The analysis conducted for this report indicates that Melbourne residents want the following actions to protect their cultural heritage more effectively:

- increased opportunities for active community participation in heritage protection and urban planning processes

- increased community role in strategic planning for local areas

- increased funding for heritage protection and adaptive re-use

- stricter development controls to protect valued urban character as well as specific heritage places

4.2   Key Strategic Issues

Community Benefit

Urban heritage protection has seldom had a negative impact on urban amenity, environmental quality or livability. There can be a range of social and economic benefits in retaining the significant aspects of the historical and thematic layers that give Melbourne its distinctiveness and livability. Realising this potential community benefit will require careful management of the ongoing processes of change to the urban environment. Decisions about change will need to be built upon a good understanding of Melbourne's past as well as its future. It may be necessary to initiate targeted heritage assessments in

areas likely to be subject to substantial change through the metropolitan strategy (such as transportation corridors).

Public Participation in Planning

Melburnians place high value on heritage and the character of their living environments, but many feel that the opportunities for effective public participation are limited. Good public participation mechanisms in State and local government planning processes (strategic and statutory) can produce good urban outcomes and should be encouraged.

Economic Benefits of Heritage

Protecting and promoting heritage values can be of economic benefit to Victoria by contributing to an attractive living and working environment for companies and workers. Melbourne's heritage can also be a key element in strategies to position Melbourne to take advantage of sustainable national and international tourism markets. Recognising and responding to the cultural and heritage interests of national and international tourists can assist in strengthening local cultural institutions, with corresponding economic benefits (eg. through employment). Ensuring that tourism planning and marketing is well integrated with the management and interpretation of key heritage assets is an important strategic goal.

Adaptive Re-Use of Historic Buildings

The uses of historic buildings can become redundant because of changing community needs, economic activities and lifestyles, particularly in the city and inner/middle suburban areas. Sensitive adaptive re-use of redundant historic buildings can ensure their continued contribution to the character and heritage of the city and suburbs. Planning mechanisms, incentives and advisory services can assist in achieving successful changes in use.

Urban Consolidation

Increasing the diversity of housing and population densities can be successfully undertaken in areas of high heritage and urban character value. However, achieving these multiple goals will require a good understanding of the significant characteristics, community involvement and excellence in design solutions. Specific area-based strategies which address the retention and enhancement of heritage values in areas where urban consolidation will occur are desirable.

Retention of the Heritage Values of Residential Streetscapes

The significant character of intact residential streetscapes can be retained while allowing change through planning mechanisms which identify heritage buildings/settings and avoid incompatible new building development. Strengthening the capacity of local government to establish and implement heritage policies and overlays which are responsive to community values will also be needed.

Environmentally sustainable development

The objectives of environmental sustainability will pose challenges for many aspects of our urban systems. Taking a life cycle approach to urban buildings and efforts to minimise the need for extraction and use of non-renewable resources could put an increased value on the retention and re-use of historic buildings. Reconciling improved environmental outcomes with the preservation of heritage and character will require the development of new technical and design approaches, and provision of planning guidelines (eg. adaptive reuse of redundant historic buildings; sensitive retrofit of historic buildings for new technologies and materials for energy efficiency and waste reduction; etc).

ANNEX 1. THE LAYERS OF MELBOURNE'S HERITAGE

Aboriginal Cultural Landscape

Underlying and woven through the landscape of metropolitan Melbourne is an Aboriginal cultural landscape. This is the cultural landscape and traditional country of the Kulin nation – through its long history and in the present.

This cultural landscape has many components. Some of these have been obscured through the more recent layering of urban history and land use. Some take a degree of 'cultural learning' to see and understand. They include:

- The natural landform, coast, rivers, wetlands, flora and fauna altered, adapted and used by the Wurundjeri, Bunurong and Wauthurung people over many thousands of years.

- Archaeological sites relating to the long occupation and use of this land by Aboriginal people – both before and after the dispossession through British invasion.

- Places where important things have happened in the rich history of Aboriginal communities.

- Places associated with particular people and groups

- Places with contemporary or traditional spiritual meaning for Aboriginal people.

The stories, living culture, art and families of the present day Aboriginal communities throughout Melbourne.

The indigenous cultural landscape seen and chosen by British explorers had been subject to many physical transformations. There is evidence of Aboriginal occupation of the Maribyrnong River valley during the last Ice Age. In many places throughout Melbourne, it is possible to 'see' and imagine this long interaction between people and the land. These areas are highly valued by Aboriginal people because of their ability to evoke an appreciation for the antiquity of their culture.

Though the indigenous cultural landscape underlies other cultural and historical layers, it also runs through them to the present. Aboriginal cultural heritage is present in the contemporary cultural and social life of Melbourne. Recognising that Aboriginal culture is 'still there' has been an important step for other communities to take. Although overdue, the recent and contemporary Aboriginal history of different areas within Melbourne is starting to be identified. These places illustrate the themes of invasion, dispossession and early contact; missions, schools and the protectorate; migration (often from traditional country in rural areas to the city); industry, labour and work; continuing kinship connections and the flourishing of community life; and racism, the struggle for social justice and the rise of Aboriginal organisations to support the needs of the community.

Aboriginal cultural life – past and present – is now regularly celebrated in events and cultural institutions throughout Melbourne, and the recognition of the Aboriginal cultural landscape is occurring through the arts, the use and presentation of public space, and landscape interpretation. There is an increasing recognition that the history of the city did not begin with the arrival of John Batman; and that the living culture of Aboriginal communities has become part of the complex cultural heritage of the city.

European Commercial Settlement

Although there are few buildings in Melbourne from the settlement's pre-gold rush days, a substantial morphological legacy remains to provide evidence of Melbourne's origins in the great expansion of European colonialism in the nineteenth century. The principal heritage of the city's foundation years and the clearest manifestation of its colonial origins is the distinctive grid pattern layout of the CBD, probably attributable to the surveyor Robert Hoddle. Geographical features also helped to determine the settlement's location: it was constrained to the south by the Yarra River, to the east by falls which divided salt from fresh water and prevented further travel upstream by boat, and to the west by swamp lands. It nestled between hills to the east and west. These geographical features are now much less

obvious as key determinants of the city's location and it is really the grid layout that is the most important link to the city's earliest years.

By the late-1840s, some of the basic patterns of the city had already been established: industry along the river at Richmond and Collingwood (traces of these old industries are still readily discoverable in these suburbs); Collins Street had become a fashionable address; the area east from South Yarra had been occupied by estates of fine houses. Remarkably, by as early as 1850 premonitions of Melbourne's suburban future were already developing: as Map 1 shows, small, village-like settlements were developing at some distance from the township proper, mostly in areas through which train lines would eventually run.

Although the first European settlement was the result of the activities of entrepreneurial land speculators, the Melbourne's importance rapidly became that of a port city providing access to hinterlands where pastoral and extractive industries were the basis of economic development. Traces of Melbourne's relationship with its agricultural hinterland may still be found in various places: wool brokers buildings and fertiliser factories in the Western suburbs, remnants of sale yards in Dandenong and other areas, traces of large city estates, occupied by wealthy pastoralists, such as Como House, large nineteenth century hotels near railways stations serving country lines, to give just a few examples. The persistence of the Royal Melbourne Show is perhaps the most obvious symbol of this relationship. Melbourne's port and centrality in other national transport networks means that it retains this function as a gateway to its Victorian hinterland, as well as to other parts of the nation.

Golden City

The discovery of gold near Melbourne in the 1850s propelled the city to national, and even international, greatness. The gold-induced boom of the second half of the nineteenth century produced a number of important legacies that must be considered important to Melbourne's identity and heritage today:

- The layout and architecture of the nineteenth century inner suburbs, substantially a legacy of Surveyor-General Andrew Clarke;

- A significant collection of public and private buildings of architectural and historical importance;

- The railway and tramway systems and the integration of suburban development with them;

- Growth of industry and the division of the city along class lines, with industrial suburbs to the north and west and middle class areas to the south and east;

- The main access routes to the central city, such as St Kilda Rd, Royal Parade and Victoria Parade;

- Areas and sites exhibiting the influences of the Chinese migration to Melbourne during the Gold Rush (eg. Chinatown);

- The development of resort-style suburbs along the bay: eg. St Kilda, Brighton, Sandringham.

In sum, Melbourne entered the twentieth century a stately, wealthy (despite the 1890s crash) and widely-admired city, a symbol of the dynamism of the Victorian age in the Australian colonies. Significant elements of the city's physical fabric and layout, largely in the central city but also including important parts of the suburbs, including in places as far south as Mentone and Mordialloc, remain as testament to these formative years.

City of Trade and Industry

The rapid expansion of the city from the 1860s to the crash of the early 1890s was largely based on the wealth and increase in population spurred by gold. These, in turn, led to a concerted push from local industrialists and their political supporters to establish protectionist tariff barriers that would enable the creation of local, largely import-replacing, industrial capacity in the latter decades of the nineteenth century and the first half of the twentieth. The International Exhibition of 1880 ushered in a boom decade based largely on British investment in residential, industrial and transport infrastructure. Substantial pockets of industrial buildings from different periods of the city's

development still exist, many of them awaiting sensitive redevelopment: along the mouth of the Maribyrnong River, along the Yarra River in Abbotsford, on the fringes of the CBD. The integration of working class suburbs in the north, west and southeast (Dandenong and Doveton, for example) with industrial developments provides continuing testament to the importance of industry to the city's growth. The links between these suburbs and adjacent industrial complexes (Sunshine and the Sunshine Harvester factory, Broadmeadows and Ford and Doveton and General Motors) are vital elements in understanding the city's history and heritage.

The First Capital

Melbourne's growth slowed in the 1890s and early decades of the twentieth century and its character became somewhat more austere. Melbourne's heritage from this period must be seen in the context of a growing sense of national awareness, highlighted by the achievement of federation in 1901 at which point the city became the nation's temporary capital. Melbourne also became the home of the national union movement. A number of important legacies from this period remain central to the city's image today, including the Royal Exhibition Building (site of Australia's first parliament), Government House (home of the first Governors-General) and Stonington (home of Victoria's Governors during this period). Melbourne's continuing role as the political capital of the State is also a rich source of tangible (Parliament House and other government buildings) and intangible (demonstrations and their legacies, such as banners, leaflets, graffiti etc) heritage.

City of Remembrance

Australia's experiences in the First World War had a significant effect on all parts of the country. The War soon came to be seen as instrumental in the forging of a national consciousness. The War's impact is evident in Melbourne in the form of a number of memorials, the most important being the Shrine of Remembrance. War memorials and avenues of honour are ubiquitous in regional cities and towns, providing a heritage link between Melbourne and the rest of the State.

City of Suburbs

One of the greatest legacies of the Federation period which was enthusiastically embraced in the Post-WW2 years was not to do with grand public building or planning but with the consolidation of a domestic, residential ideal: the development of suburbs of detached houses in generous gardens. While a form of suburbanisation had begun in Melbourne within fifteen few years of the settlement's establishment and had been boosted by the post-gold rush boom, the tracts of bungalows built in the 1920s and 1930s in what are now thought of as the middle suburbs are a distinctive element of Melbourne's character and heritage. It is arguable – and certainly many of the public responses to Metropolitan Strategy consultation make this point – that Melbourne's relatively low density suburbs of detached houses in garden settings are its most distinctive and valuable asset. These suburbs are also the site of most contestation over heritage, character and development.

The suburban ideal had a significant influence on attitudes to the old inner city areas in the middle decades of the twentieth century. Concern about 'slum conditions' in the inner city led to extensive redevelopment, although the suburban ideal of detached home in a garden was not replicated in these areas. Instead, public housing ideas from the US and Europe were influential in the decision to construct large blocks of flats. The heritage value of these undoubtedly historically important structures is a matter for some debate.

The garden city ideal perhaps reached its zenith with the spread of the city in the 1970s into areas on the environmentally-sensitive fringe. Suburbs such as Eltham and Warrandyte are symptomatic of attempts to integrate suburban residential development with natural environments, perhaps representing the pinnacle of the garden suburb ideal that has been so characteristic of the attitudes of Melbourne suburbanites.

Garden City

Melbourne's suburbs are highly valued for their garden character and there are a number of private (or now quasi-public, such as Como or Rippon Lea) gardens of substantial heritage value. They complement what are some of Melbourne's most valuable heritage assets: the public gardens and parks. The inner city park spaces that were established and consolidated by 1852 – including most of the major inner city parks we know today – are all located outside the original Hoddle grid, functioning almost as a kind of green belt around the CBD. This spatial arrangement is a crucial element of central Melbourne's heritage. In the 1960s and 1970s, strategic planning by the MMBW included provisions for the 'green wedges' in the expansion of urban development. Most suburban areas have important public open space areas that are of heritage significance as well as providing for other valuable community needs, such as recreation.

Planned City

The CBD grid is the earliest and perhaps most important sign of the influence of planning on Melbourne's development. Many other areas show the influence of town planning ideas from many different eras. St Vincent's Place in South Melbourne is a beautiful example of late-nineteenth century English suburban planning. The Federation years were significant as a time of urban reform, and there are a number of examples of the influence of international town planning ideas that now constitute a valuable part of Melbourne's heritage from this period. Concerns about slums in the old inner suburbs saw the development of a number of visions for improved urban conditions, often based on garden city principles then in vogue in Britain. Suburban developments such as Sunshine (1910) and Fishermen's Bend (1927) are important legacies of the growth of town planning in Melbourne, but there are many more, including suburbs designed by Walter Burley Griffin and Marion Mahony.

Large-scale metropolitan planning in Melbourne began with the establishment of the Metropolitan Town Planning Commission in 1922. Its plan for the metropolis, released in 1929, focussed attention on land use zoning, which remained the central concern of urban planners until well after WW2. While the Depression intervened to prevent the implementation of much of the plan, it was far-sighted in insisting on the preservation of land alongside rivers and creeks and the bay's foreshore. Metropolitan planning gained momentum after WW2 with the Melbourne Metropolitan Planning Scheme, commenced in 1954, but not gazetted until 1968. While the Planning Scheme exerted a major influence on the city's growth and form, many of the planning interventions from this period are probably not considered to be worthy of heritage consideration: indeed, much of Melbourne's distinctive nineteenth and early twentieth century character was eroded in this period, as well as large areas of natural value. But other legacies of the era's planning are presently valued, such as the remnants of the green wedges established by the MMBW.

City of Immigrants

One of the other keys to Melbourne's development in the post-WW2 decades was large-scale immigration, initially primarily from southern and eastern Europe. From the gold rushes on, Melbourne has always been an immigrant city, its most obvious non-European inhabitants being the Chinese whose nineteenth century presence is still evident in central Melbourne and the gold rush towns (aborigines, of course, were largely excluded from the life of the city). Most of its overseas-born population until the end of WW2, however, was of British extraction. Post-WW2 immigration added rich new layers of ethnicity to what was a rather staid, Anglo-Saxon milieu. Areas of the inner city – Carlton, Richmond, South Melbourne, Brunswick etc – absorbed large numbers of immigrants and were changed dramatically in the process. Later, many immigrants adopted the dream of their new homeland, enthusiastically opting for life in the spacious suburbs where big gardens were an obvious attraction. In the late 1970s and into the present, many more Asian migrants started to arrive in Melbourne, adding their own particular cultural touch to certain areas. Some of the key manifestations of Melbourne's immigrant history are the entry points – Station Pier, Essendon and Tullamarine Airports – as well as migrant reception centres nearby, as well as particular streets or areas with distinctive ethnic character. Melbourne's cosmopolitan vibrancy results from the mix of

immigrants. In regard to the latter, it should be acknowledged that much of the character of the areas of Melbourne that we equate with immigration and ethnic diversity has more to do with lifestyle and cultural practices than with physical heritage. As such, policy measures to preserve the elements that we deem valuable in them are difficult to implement. Nevertheless, it is important to recognise the value that these areas have for the identity of Melbourne as a multi-cultural, lively and interesting city.

Sporting Mecca

It is impossible to ignore the importance of sport to Melbourne's sense of itself and to its heritage. Sport is the source of much tangible and intangible heritage in this city. Importantly, sporting facilities – in particular football grounds and horse racing tracks – often have a strong sense of historical continuity. Adaptive re-use is not often an issue (the case of Waverley Park being a notable exception) and the sport's intangible heritage – the culture of sport – has a very tangible physical location to which it can be related. Melbourne's sporting heritage also provides valuable sources of shared heritage, both at metropolitan and statewide levels.

City of Entertainment and the Arts

Melbourne has an extensive heritage related to entertainment and the arts: theatres, cinemas, pubs, museums, galleries etc. These are crucial to Melbourne's reputation as a city that values cultural expressions of all kinds. Indeed, the protection of heritage is itself an indication of the value accorded to cultural expression. One of the problematic issues that needs to be faced by heritage professionals and urban planners is how to protect cultural activities. Artificial attempts to create artists' quarters usually fail, yet unrestrained urban redevelopment (often in the form of gentrification) can also destroy the space for cultural activity. Similarly, live music is threatened by the reduction in the number of pubs and by the conversion of others to gambling venues. Greater emphasis may need to be given to social and cultural significance in the determination of the need for heritage protection. After all, cultural activities need venues. It may be that the building itself only gains significance because of the cultural activities taking place within it, but this could be sufficient reason in itself to protect it. This is an issue that has been raised most clearly by the debate over the Esplanade Hotel in St Kilda.

Bay and Beach City

Few cities have such excellent beaches as close to them as Melbourne. This proximity has given the city a beach culture that is one of the characteristics of large parts of Australia. The relatively under-developed nature of the bay's edge – certainly from Elwood southwards – means that the city's beaches are accessible to all as well as providing valuable natural and open spaces, wildlife habitats and recreational opportunities. The beaches have been a long-term feature of the city and are home to numerous structures which have heritage value in their own right – such as bathing boxes, changing sheds and piers. Several suburbs – for example St Kilda, Brighton, Mentone, Sandringham, Mordialloc – still exhibit traces of their seaside resort history which make them distinctive and valuable components of Melbourne's heritage.

Working City

A large number of buildings and sites remain to illustrate different periods in the history of, and different forms of, work and industry in Melbourne, from shoe factories in Collingwood, to wharf infrastructure in Docklands, from cattle yards in Kensington and Dandenong to combined shops and dwellings in various suburbs. A significant amount of labor movement heritage also exists, including the Eight Hours Monument and the Trades Hall Council building.

ANNEX 2. Sub-regional Heritage Characteristics

Inner

Inner Melbourne is distinguished by its grand public and private buildings, parks and gardens set in the Hoddle and Clarke surveys. It reflects through its buildings and streetscapes, in particular, the origins of the settlement, the gold period, the process of nineteenth-century industrialisation, the 1880s boom, the advent of Federation, and Melbourne's position as first capital of Australia. Subsequent architectural and design movements, including Art Deco and International Modern, are also represented in important examples. Inner city parks and gardens contain significant landscaping and plantings.

The inner region is the focus of Melbourne's major nineteenth century and early twentieth heritage, as well as of civic institutions and much corporate and public investment. It remains a major retailing centre, including for specialist retailing of the kind not widely available in suburban shopping malls. Recent cultural facilities, which will become the heritage for future generations, add to the vibrancy of inner Melbourne as a diverse, multi-cultural centre for high quality activities in the arts and entertainment, sport, the professions, education and politics and as the main destination for tourists in the State.

The nineteenth-century residential and industrial suburbs, which surround the inner core and are serviced by a network of boulevards, railways and tramways, all have a distinctive character of their own and contribute to Melbourne's heritage as a great Victorian era city. Some areas contain historic industrial landscapes.

Inner Melbourne also has an important 'hidden history' of dissent, vice, social division and conflict, including a number of sites and buildings of significance for the labour movement; recent excavations around Little Lonsdale Street which have revealed traces of life in Melbourne's 19th century 'slums'; 'missions' and other welfare agencies; shelters for the homeless. Many such places have important, if seldom fully realised, heritage significance.

Strategic Issues

- conversion of redundant buildings and sites (eg. the Queen Victoria Hospital site, Docklands)
- major increases in density are perceived as over-development (eg. HMAS Lonsdale site, Port Melbourne)
- tourism and economic development pressures (most notably in St Kilda, Carlton, Fitzroy)
- protection and recovery of significant historical archaeological deposits in inner urban sites subject to redevelopment
- height limits are a concern because of their potential impact on the heritage values of the urban form of the city, and because of the pressure for change placed on the original fabric of historic buildings (mostly in the CBD and in city fringe areas such as Port Melbourne).

West

Melbourne's western sub-region is usually thought of as the city's industrial and working class heartland. It certainly is this, and more. The western suburbs house many legacies of Melbourne's productive past and present: port facilities associated with the city's development as a gateway to its hinterland of pastoral industries and with its long history of immigration; factories, warehouses and silos associated with the pastoral industry, as well as general industrial facilities. The morphology of the sub-region is distinctive. The west consists largely of basalt plains and grasslands, although there are some hillier areas around the Maribyrnong River near Essendon. The rivers that flow through the sub-region attracted industries and noxious trades in the nineteenth century, especially close to the inner suburbs, where legacies of these uses are still numerous. Further up stream attractive residential and recreational areas have developed on the river banks, while further away still, but relatively close

to the city and therefore particularly valuable, are areas of remnant bushland. The range and long history of activity along the west's waterways make them sites of particular heritage significance.

The western suburbs, as with all of Melbourne, are constituted by layers of heritage. The inner western suburbs have a nineteenth century flavour, especially around Footscray and Williamstown, where patterns of nineteenth century urbanisation – river-side industrial development, Victorian villa housing and strip shopping streets integrated with railway and tram routes, prominent hotels, proximity of industrial and residential land uses etc – are still obvious. twentieth century social reform movements are also represented in the West, in the form of Sunshine, a model suburb connected to the Sunshine Harvester factory, and large areas of public housing in planned neighbourhoods.

One of the most obvious layers added to this nineteenth century industrial base is multi-culturalism. The western suburbs are home to diverse communities of post-WW2 migrants, many of them originating as refugees. Indochinese, southern European, Turkish and now African migrants, as well as many other ethnic groups, make the Western suburbs perhaps one of the most culturally diverse parts of Melbourne.

The western suburbs also serve as an important link to parts of regional Victoria, most notably Ballarat and Geelong. The major routes from Melbourne to these cities pass through the west. Hotels which began their lives as wayside stops or places of accommodation for travellers are still common, as are warehouses, grain silos and other facilities integrating Melbourne with its agricultural hinterland.

Strategic Issues

- development pressures, particularly in the inner west, through urban consolidation, multi-unit developments and loss of local industries

- demolition or major redevelopment of redundant industrial landscapes (eg. the Sunshine Harvester site, Australian Defence Forces Munitions Factory sites)

- conversion of large and historically important industrial structures to residential use, boosting local population numbers but with the attendant loss of future employment-generating capacity

- existence of strong local identities through migrant communities, and recognition of migrant heritage

- increased recognition of the cultural and natural heritage values of waterways

North

The Northern sub-region has extensive intact nineteenth- and early twentieth-century housing areas and commercial streets as well as historical industrial landscapes. The area has been, and remains, a multi-cultural melting pot with a diversity of socio-economic backgrounds, as seen in the re-modelling of Victorian and Federation houses and the re-development of shopping streets by successive waves of immigrants, as well as in other manifestations of cultural diversity such as religious buildings (eg. mosques).

The inner-most sections lie close to universities, Trades Hall Council and other institutions. Some areas of intact or renovated terrace housing have been gentrified. However a high proportion of student and other short-term rental households in other sections gives a special flavour that is reflected in restaurant and other commercial and cultural activities in suburbs such as Carlton and Fitzroy. A history of radical culture is superimposed on an old light industrial background and nineteenth-century housing subdivisions in Carlton and Brunswick and on to post-war subdivisions further out, with a mix of terrace and detached housing and flats. Urban development has been closely associated with the extension of railway and tram lines into the sub-region.

A number of old institutional sites (eg. Pentridge prison, Janefield) are a reminder of historic social control, welfare and health practices and of very substantial heritage significance. They also often represent promising redevelopment sites, which means that planning for their adaptation and/or conservation must be undertaken with care.

Strategic Issues

- conversion of redundant industrial structures to residential uses

- retention and renovation of many older houses

- loss and/or unsympathetic alteration of buildings of local interest

- increasing community appreciation of streetscapes and urban character

- enhancement of urban waterways, including recognition of Aboriginal, historical and natural heritage values.

North East

Melbourne's North Eastern suburbs also feature significant areas of environmental importance. In fact, in this area the integration of the built environment and human activity with natural and rural landscapes is of distinctive importance. The Yarra Valley winding through the North Eastern sub-region is a major ecological, tourism and productive resource. The Valley hosts an increasing number of vineyards, which give this part of the metropolitan area a particular character. The large areas of bush and natural landscapes in parts of the sub-region – particularly around Eltham – have encouraged efforts at environmentally sensitive development. Thus there are a number of mud-brick houses and other examples of architect-designed and sustainable buildings. These are an important element of the area's heritage. The North East also features a substantial remnant of the green wedges policy that characterised metropolitan planning in the 1960s and 1970s.

Strategic Issues

- strong awareness of the need to protect environmentally sensitive areas

- concerns about new development which is intrusive or incompatible with the prevailing 'leafy' suburban character

Inner East

The Inner Eastern Suburbs provide some of the best examples of the grand suburban developments of the nineteenth century. Many traces of the 1880s boom years remain, in the form of large houses, parks and subdivisions. Leafy streets, with many stands of impressive street trees and trees in private gardens are characteristic of the sub-region. Hawthorn, Camberwell, Armadale and other Inner Eastern suburbs provide excellent examples of one of Melbourne's most valuable and attractive features: nineteenth century strip shopping streets lined with attractive historic buildings stretching along tram lines. A number of very impressive nineteenth century railway stations located close to big strip shopping centres also serve to demonstrate the close connection between suburban development and public transport provision in nineteenth century Melbourne. Most of the Inner Eastern suburbs also have an impressive array of public and commercial buildings, reflecting the enormous growth in prosperity in 1880s Melbourne. Large, sometimes extravagant, town halls, some now under-utilised but still valuable buildings, are characteristic of this and other inner areas and reflect both the growth of civic pride and the strength of localism in nineteenth century Melbourne. One of the most idiosyncratic aspects of part of the inner East around Camberwell, was its designation as an alcohol-free zone: hence the absence of pubs.

Strategic Issues

- development pressures related to urban consolidation and multi-unit development

- pressure to find new uses for older public and private structures, such as town halls and large commercial buildings

Outer East

Melbourne's Outer East contains some of the most environmentally sensitive areas in the metropolitan region. The Dandenong Ranges, in particular, are host to extensive and impressive remnant native forests. The Dandenongs provide a significant barrier to further eastwards expansion of the metropolis and as such are a major feature of the metropolitan landscape. The Dandenongs are also the site of important indigenous and European cultural heritage. A number of historic houses and gardens can be found there, as well as small tourism-based towns which, reflecting their origins, often have a colonial hill-station flavour. The natural and cultural heritage of the Dandenongs represent one of Melbourne's greatest tourism assets, attractive to both Melburnians and people from inter-state and overseas. The western portion of the Outer Eastern Sub-region is typical of late twentieth century suburban development in Melbourne: extensive tracts of detached houses in gardens, reliant on car-dependent shopping, employment and recreational facilities. Important heritage issues facing the sub-region include:

Strategic Issues

- control of residential development in proximity to environmentally sensitive areas

- community concerns about the expansion of Melbourne into the Dandenong Ranges and Yarra Valley

- growth of tourism in the Dandenong Ranges and Yarra Valley

South East (Bayside)

The South East, including the bayside suburbs, is a sub-region of considerable diversity and heritage value. The inner areas south-eastern areas contain substantial areas of early twentieth century housing and suburban developments based on public transport routes. Many very intact streetscapes of houses from different periods, from Californian bungalows to 1960s cream brick veneers, can be found in the South East. The dominant form of development is the detached house in a garden, and leafy streets are a characteristic in many areas. There is also a substantial industrial presence in areas such as Moorabbin and Dandenong.

The Bay proved an attraction for the citizens of Melbourne from early times, and there are several areas in the South East, particularly around Brighton and Mentone, featuring nineteenth century buildings and subdivisions. Several traces of nineteenth century estates and mansions exist around Brighton. Many of the bayside suburbs – Brighton, Mentone, Sandringham, Mordialloc, for instance – have a seaside village feel, a legacy of their origins as nineteenth century resort towns for Melburnians on holiday from the city proper. Traces of nineteenth and early twentieth century beach resort infrastructure – bathing boxes, bandstands, piers, toilet blocks – are plentiful in these suburbs, and are a tangible reminder (along with many street names, not to mention names like Mentone and Brighton in themselves) of the seaside village origins of these areas. Mordialloc has a distinctive fishing village character: its creek, complete with boat works and boat moorings is a very picturesque part of the sub-region and very popular. The cliffs around Beaumaris have been immortalised in the paintings of a number of Australia's most famous artists, including Tom Roberts and Frederick McCubbin, and thus are important cultural landscapes in their own right.

Of all the green wedges that were once considered integral to the planning of the city, perhaps the one that remains most recognisable runs through the South East, around Clayton, Dingley, Edithvale. This area features a number of different landscapes and land uses, including market gardens, quarries, grazing land, remnant bush and wetlands. Each of these has some degree of cultural and natural heritage significance, besides the ecological importance of areas such as wetlands. Significant indigenous heritage sites exist, particularly around the Mordialloc Creek. The fringes of the South East, around Dandenong, feature important remnants of rural industries, such as stockyards.

The South Eastern suburbs also contain significant areas of multicultural diversity, especially around Clayton, Springvale and Dandenong. Migrants from Southeast and South Asia have added their distinctive touch to otherwise typical Australian suburbia.

Strategic Issues

- development pressures relating to urban consolidation and multi-unit development

- community concerns about development pressures on the 'green wedges'

- management of the foreshore of the bay, including the need to reconcile competing uses, development pressures and protection of remnant native vegetation and marine life

- questions about the preservation and/or redevelopment of redundant landscapes (eg. market gardens)
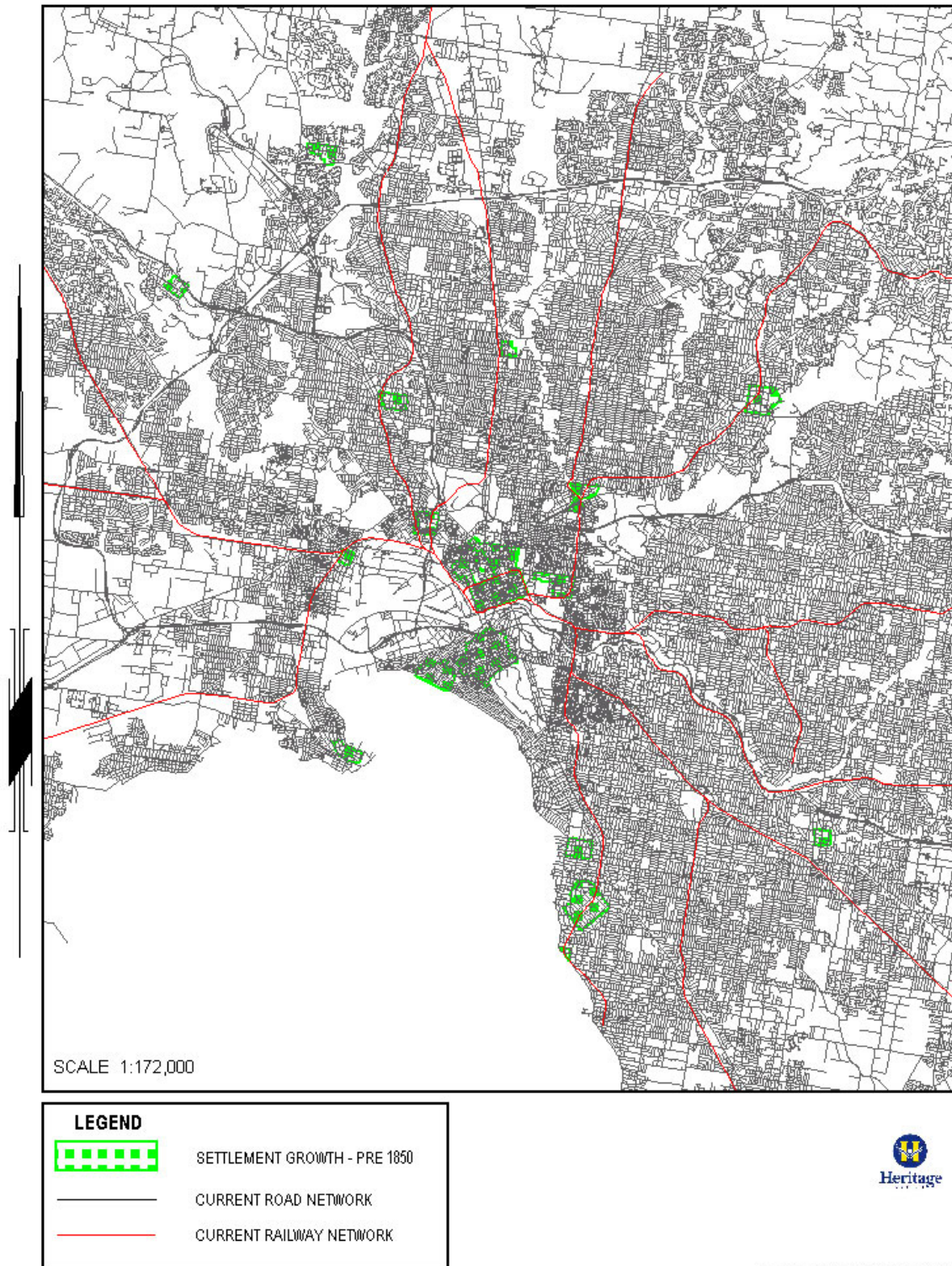
ANNEX 3.   MAPS ILLUSTRATING MELBOURNE'S SPATIAL EVOLUTION [9]

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[9] These maps have been provided by Heritage Victoria

Map 1: Settlement Patterns Within the Greater Melbourne Region – pre-1850

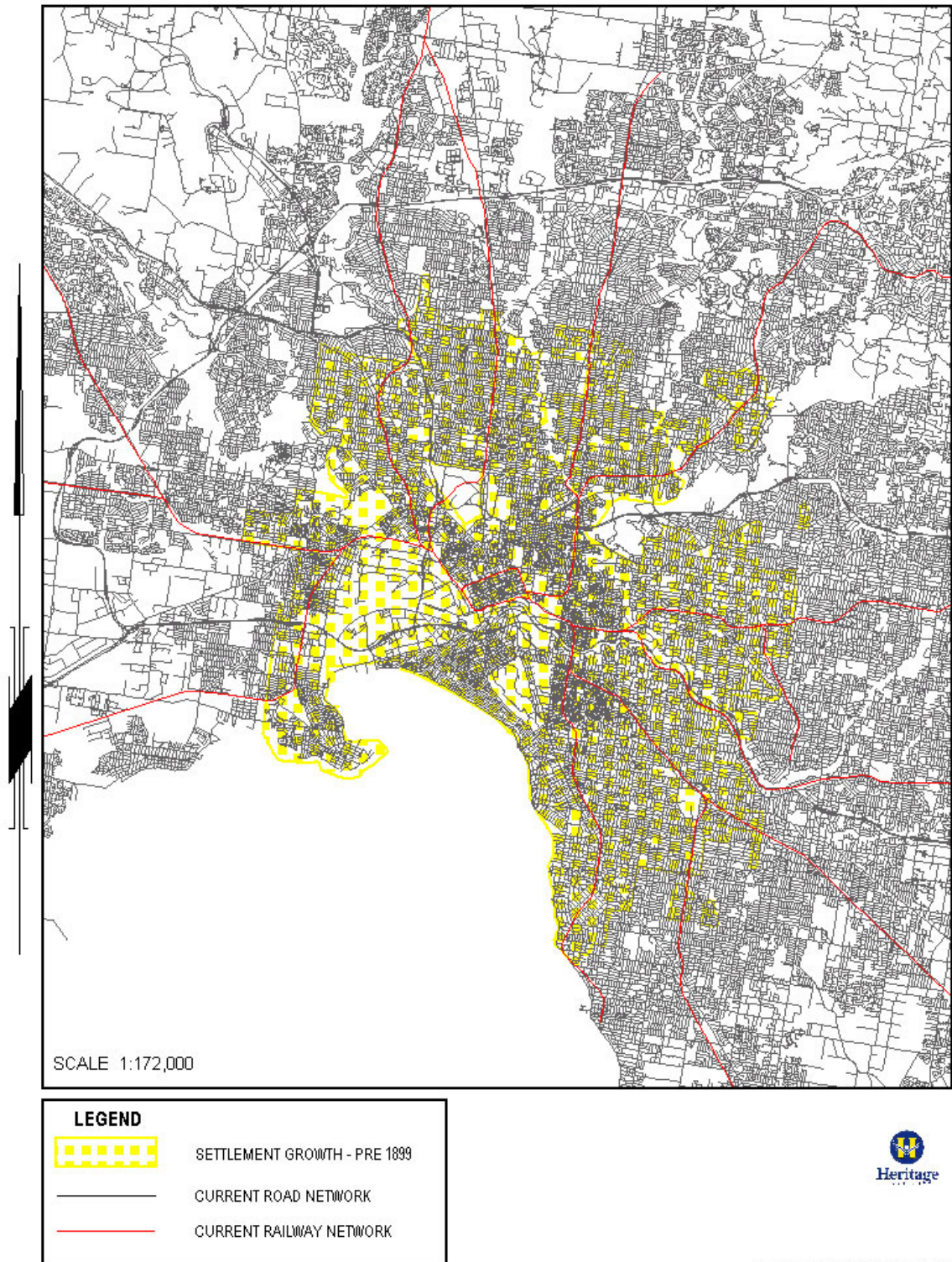SETTLEMENT GROWTH WITHIN THE
GREATER MELBOURNE REGION PRE 1850

SCALE 1:172,000

LEGEND

▦▦▦▦▦	SETTLEMENT GROWTH - PRE 1850
——	CURRENT ROAD NETWORK
——	CURRENT RAILWAY NETWORK

Heritage

PREPARED BY: Heritage Victoria
March 2001

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HV JOINT VENTURES/Melbourne Strategy/SettlementPatterns 1850_A4P/WOR

22

Map 2: Settlement Patterns Within the Greater Melbourne Region – pre-1899

SETTLEMENT GROWTH WITHIN THE
GREATER MELBOURNE REGION PRE 1899

SCALE 1:172,000

LEGEND

SETTLEMENT GROWTH - PRE 1899

CURRENT ROAD NETWORK

CURRENT RAILWAY NETWORK

Heritage

PREPARED BY: Heritage Victoria
March 2001

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HV JOINT VENTURES/Melbourne Strategy/SettlementPatterns 1899_A4P.WOR

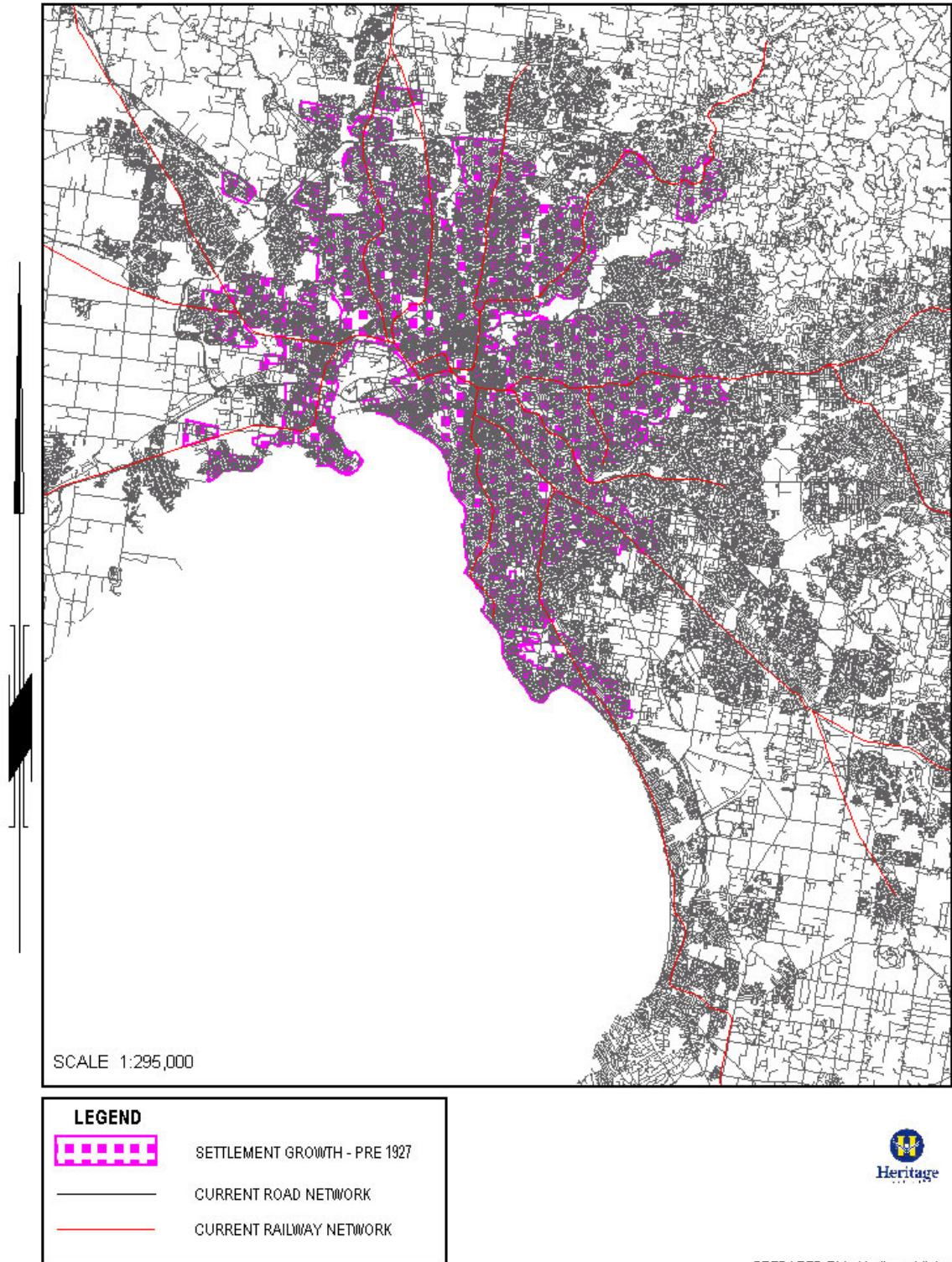**Map 3: Settlement Patterns Within the Greater Melbourne Region – pre-1927**

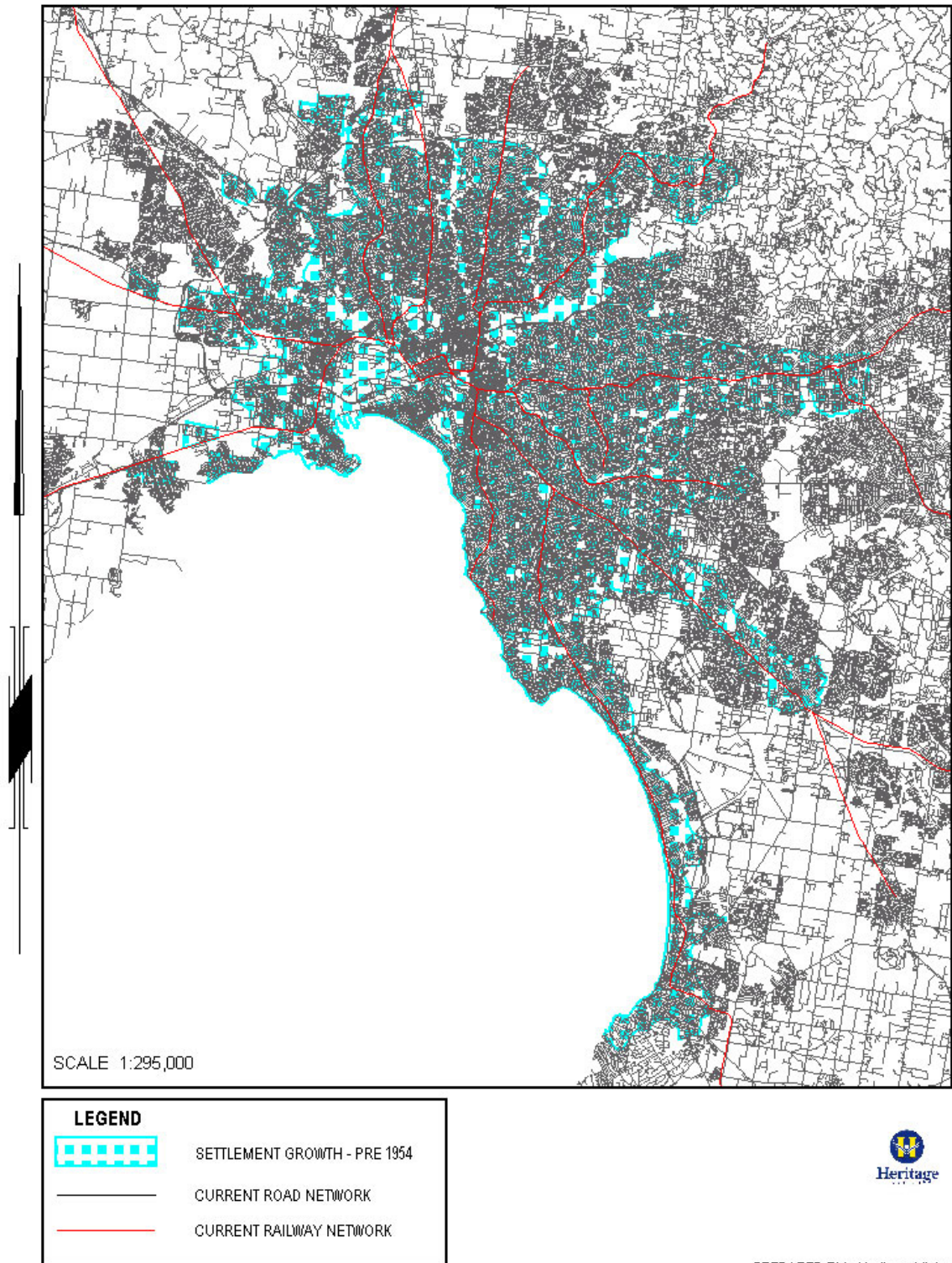SETTLEMENT GROWTH WITHIN THE
GREATER MELBOURNE REGION PRE 1927

SCALE 1:295,000

LEGEND

▨▨▨▨▨ SETTLEMENT GROWTH - PRE 1927

——————— CURRENT ROAD NETWORK

——————— CURRENT RAILWAY NETWORK

Heritage

Map 4: Settlement Patterns Within the Greater Melbourne Region – pre-1954

SETTLEMENT GROWTH WITHIN THE
GREATER MELBOURNE REGION PRE 1954

SCALE 1:295,000

LEGEND

- SETTLEMENT GROWTH - PRE 1954
- CURRENT ROAD NETWORK
- CURRENT RAILWAY NETWORK

PREPARED BY: Heritage Victoria
March 2001
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HV JOINT VENTURES/Melbourne Strategy/SettlementPatterns1954_A4P.WOR

ANNEX 4.   HERITAGE VICTORIA CRITERIA FOR ASSESSMENT OF CULTURAL HERITAGE SIGNIFICANCE

CRITERION A: The historical importance, association with or relationship to Victoria's history of the place or object.

CRITERION B: The importance of a place or object in demonstrating rarity or uniqueness.

CRITERION C: The place or object's potential to educate, illustrate or provide further scientific investigation in relation to Victoria's cultural heritage.

CRITERION D: The importance of a place or object in exhibiting the principal characteristics or the representative nature of a place or object as part of a class or type of places or objects.

CRITERION E: The importance of the place or object in exhibiting good design or aesthetic characteristics and/or in exhibiting a richness, diversity or unusual integration of features.

CRITERION F: The importance of the place or object in demonstrating or being associated with scientific or technical innovations or achievements.

CRITERION G: The importance of the place or object in demonstrating social or cultural associations.

CRITERION H: Any other matter which the Council considers relevant to the determination of cultural heritage significance.

[Criteria adopted by the Heritage Council 6/3/97 pursuant to Sections 8(c) and 8(2) of the Heritage Act 1995]