

# EXTENT



# QVM FRANKLIN STREET STORE TEMPORARY RELOCATION

## HERITAGE IMPACT STATEMENT

Prepared for City of Melbourne

December 2023 — FINAL



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# 1. INTRODUCTION

## 1.1. Project Brief

This Heritage Impact Statement (HIS) has been prepared for the Queen Victoria Market Precinct Renewal Team (QVMPR) and forms part of a heritage permit application for the temporary relocation of storage and facilities currently housed in the Franklin Street stores located within the Queen Victoria Market ('QVM'). QVM, including the land, buildings, and structures (including the exteriors and interiors), roads, trees, and historical archaeology is of local, state and national cultural heritage significance and is included in the Melbourne Planning Scheme Heritage Overlay (HO496), the Victorian Heritage Register (H0734) and the National Heritage List (ID 106277). The purpose of this report is to demonstrate that the proposed works, involving the temporary relocation of storage and facilities into a new purpose-built shed to be constructed in the Upper Market car park, will have no more than a moderate temporary impact on the established cultural heritage significance of the site.

## 1.2. Associated documentation

The following documents have been referred to in the preparation of this report:

- Town Planning and Heritage Report, Franklin Street Stores Temporary Relocation, NH Architecture & Searle x Waldron Architecture, dated 1 December 2023.
- Architectural drawings, Queen Victoria Market Franklin Street Store Relocation, NH Architecture & Searle x Waldron Architecture, dated 1 December 2023, including:
  - Drawing TP-001 Cover Sheet Rev 01
  - Drawing TP-002 Overall Site Plan – Existing Rev 01
  - Drawing TP-003 Overall Site Plan – Proposed Rev 01
  - Drawing TP-110 Existing Site Plan Rev 01
  - Drawing TP-111 Demolition Site Plan Rev 01
  - Drawing TP-200 Floor Plan Rev 01
  - Drawing TP-210 Roof Plan Rev 01
  - Drawing TP-230 Services Plan Rev 01
  - Drawing TP-310 Sections Rev 01
  - Drawing TP-330 Elevations Rev 01

## 1.3. Methodology

This HIS will review the relevant statutory heritage controls, assess the impact of the proposal on the subject site, and make recommendations as to the level of impact.



The methodology used in the preparation of this HIS accords with the principles and definitions set out in the following documents:

- The Australia ICOMOS Charter for Conservation of Places of Cultural Significance (the Burra Charter) (Australia ICOMOS 2013);
- Guidelines for Preparing Heritage Impact Statements (Heritage Victoria 2021); and
- Reasonable or Economic Use Policy (Heritage Victoria 2021).

## 1.4. Limitations

Extent Heritage has not been engaged to assess historical archaeology or Aboriginal cultural heritage places and values as part of this HIS.

No community consultation was undertaken by Extent Heritage to inform the preparation of this report. Therefore, observations made concerning the possible social significance of places are based on publicly accessible, published materials.

The historical overview below offers sufficient historical background to provide an understanding of the place and to provide context related to the significance of the site. The historical background is not intended as an exhaustive history of the site.

## 1.5. Site Identification

The Queen Victoria Market is located at 65-159 Victoria Street in Melbourne, Victoria and comprises two distinct blocks of land. The block of land to the east, bound by Queen, Victoria, Elizabeth, and Therry Streets, comprises the Meat Market, Victoria Street and Elizabeth Street shops, Dairy Hall, and Sheds H and I. The block of land to the west, bounded by Franklin, Peel, Victoria, and Queen Streets, comprises the Victoria Street shops, Sheds A-F, K, L and M, a public carpark, and the Franklin Street Stores. The site also includes a John Batman Memorial located to the northeast of the carpark (not in its original historic location).

The area specific to the proposed works are located to the west, specifically, the public carpark, which lies to the south of Shed M and is constructed of contemporary asphalt. The Franklin Street stores lie to the south of the public carpark and form the southern boundary of the market site (Franklin Street).

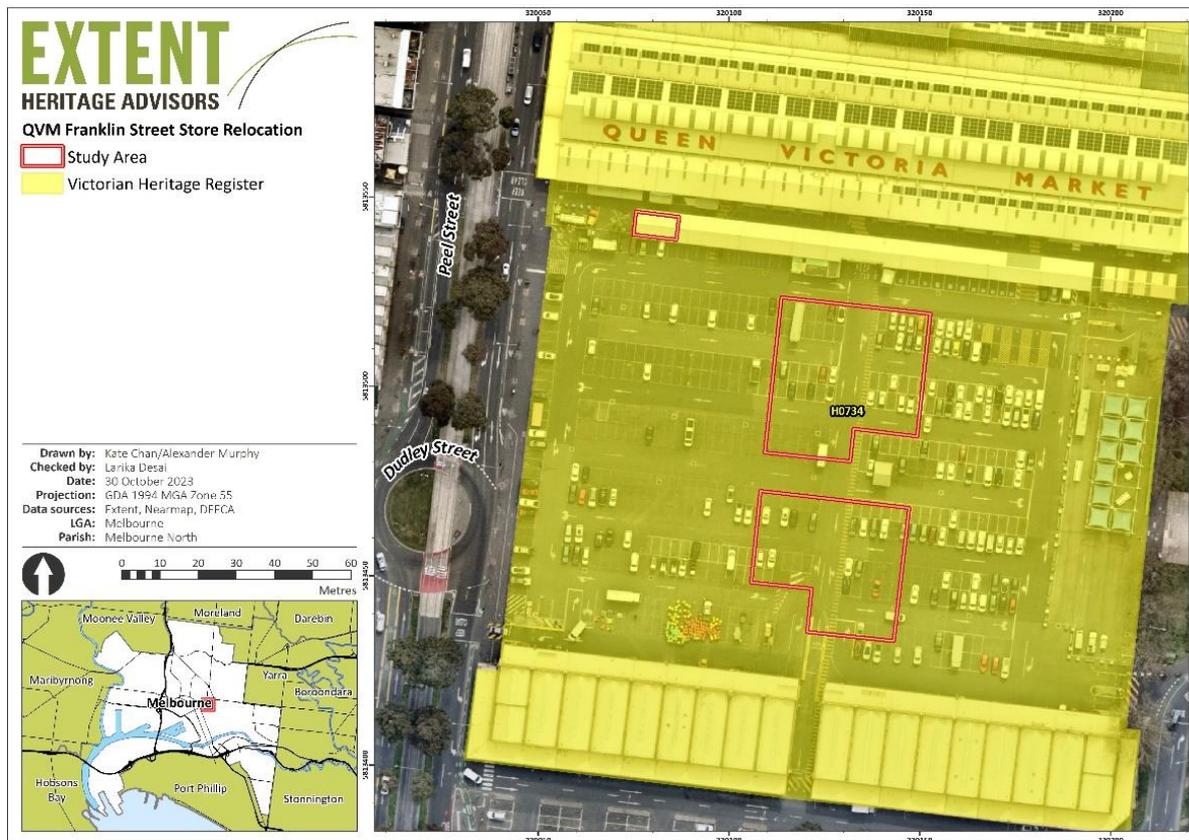


Figure 1. QVM VHR extent of registration [extract] and proposed approximate works area. Please note that since this map was produced required works associated with M Shed (as indicated) have been removed from the study area. *Source:* Extent Heritage, 2023.

## 1.6. Statutory heritage listings

The site is identified on the following statutory registers:

- National Heritage List (NHL), as 'Queen Victoria Market' (Place ID: 106277);
- Victorian Heritage Register (VHR), as 'Queen Victoria Market' (H0734);
- City of Melbourne Planning Scheme Heritage Overlay (HO), as 'Queen Victoria Market, 65-159 Victoria St, Melbourne' (HO496); and

The site is not identified on the following statutory register:

- Victorian Heritage Inventory (VHI).

The site is partially included within an Area of Aboriginal Cultural Heritage Sensitivity.

### **1.6.1. Heritage Act 2017 (Victoria)**

Noted above, the subject site is listed as a 'heritage place' and 'archaeological place' on the VHR as 'Queen Victoria Market' (H0734). Therefore, the proposal is subject to statutory controls under the *Heritage Act 2017 (Vic)*.

### **1.6.2. Planning and Environment Act (1987)**

The subject site is included within the City of Melbourne Schedule to the Heritage Overlay as 'Queen Victoria Market', graded individually significant. As per Clause 43.01, a planning permit is not required under the Heritage Overlay to develop places included in the VHR, with the exception for applications for subdivision.

### **1.6.3. National Trust of Australia (Victoria) Heritage Register**

The site is included in the National Trust of Australia (Victoria) Heritage Register, which is a non-statutory listing.

## **2. SIGNIFICANCE**

### **2.1. VHR statement of significance**

The VHR statement of significance for Queen Victoria Market, as identified in the citation for the place is outlined below.

#### **What is significant?**

Queen Victoria Market including the land, buildings, and structures (including the exteriors and interiors), roads, trees, and historical archaeology.

#### **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 has been in continual operation as a retail market since 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. [Criterion A]

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 Aboriginal and European communities, and their burial practices and customs. [Criterion C]

The Queen Victoria Market is of architectural significance as a notable example of the class of produce market. It is a remarkably intact collection of purpose built nineteenth and early twentieth century market buildings, which demonstrate the largely utilitarian style adopted for historic marketplaces combined with the later attempt to create a more appealing 'public' street frontage through the construction of rows of nineteenth century terrace shops along Elizabeth Street and Victoria Street. [Criterion D]

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. [Criterion G]

## 2.2. Extent of Registration

The extent of registration for Queen Victoria Market is as follows:

All of the place shown hatched on Diagram 734 (refer Figure 2) encompassing all of Crown Allotments 4, 5, 6, and 7, Section F Parish of Melbourne North, Township of Melbourne at West Melbourne, part of the road reserve of Queen Street and the land forming the footprint of the permanent verandahs and awnings on Victoria, Elizabeth, Therry, Queen, Franklin and Peel Streets.

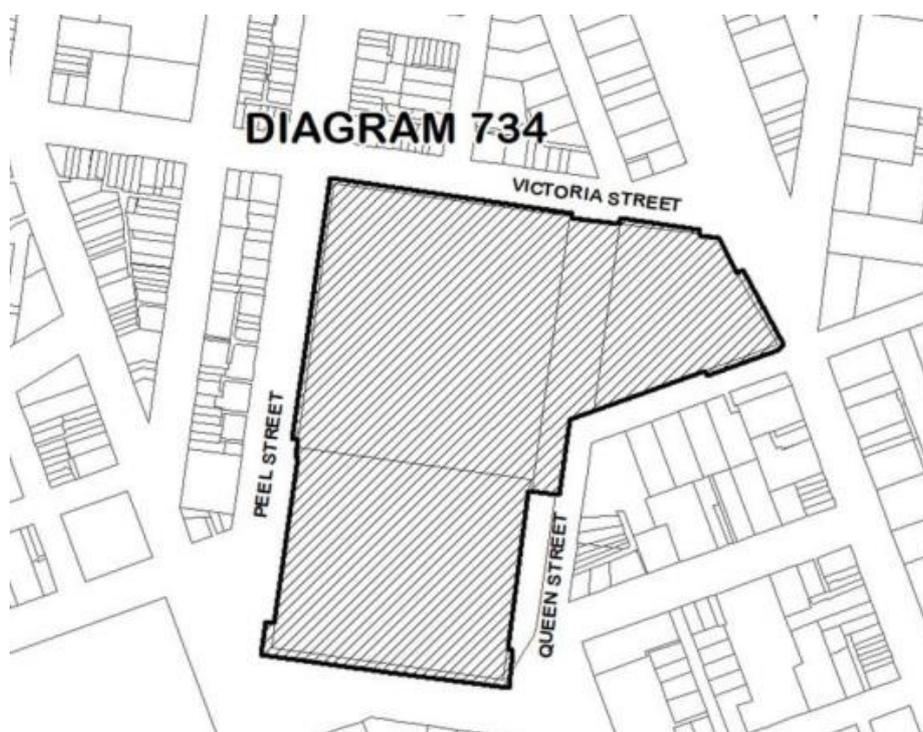


Figure 2. Extent of Registration Diagram H0734, Source: Victorian Heritage Database.

## 2.3. Conservation Management Plan

The Queen Victoria Market Conservation Management Plan (CMP) was prepared by Lovell Chen Architects & Heritage Consultants in April 2017. The report revised an earlier CMP prepared in 2003 and includes significant research and consideration of further studies. In particular, the CMP has particular regard to the following issues:

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

A series of datasheets have been developed to accompany the CMP (included in Appendix C of the CMP) which detail the significance of the various buildings and structures contained within the market, including to provide policy regarding adaptation and intervention. These data sheets have been relied upon in the preparation of this HIS and will be referenced throughout.

The CMP also establishes levels of significance within the market (see Figure 3). In regard to the proposed buildings/structures and areas proposed to be affected within the scope of this permit application, the following is established:

### **Elements and Areas of Primary Significance (CMP p. 48):**

- Upper Market - 1878 A-E Sheds
- Roadway through centre of Upper Market site (from Victoria Street to F Shed only)
- Upper Market car park (Old Cemetery archaeological site – subsurface)

It is advised in the CMP that elements and areas of primary significance are fundamental to an understanding of the nineteenth and early twentieth century history and operation of the market and as such should be retained.

### **Elements and Areas of Contributory Significance (CMP p. 49):**

- 1936 M Shed

It is advised in the CMP that elements of contributory significance should be retained although there may be scope for alteration and adaptation.

### **Elements and Areas of Little or No Significance (CMP p. 50):**

- 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 fit outs.

It is advised in the CMP that elements of no significance can generally be altered, adapted, or removed as required.

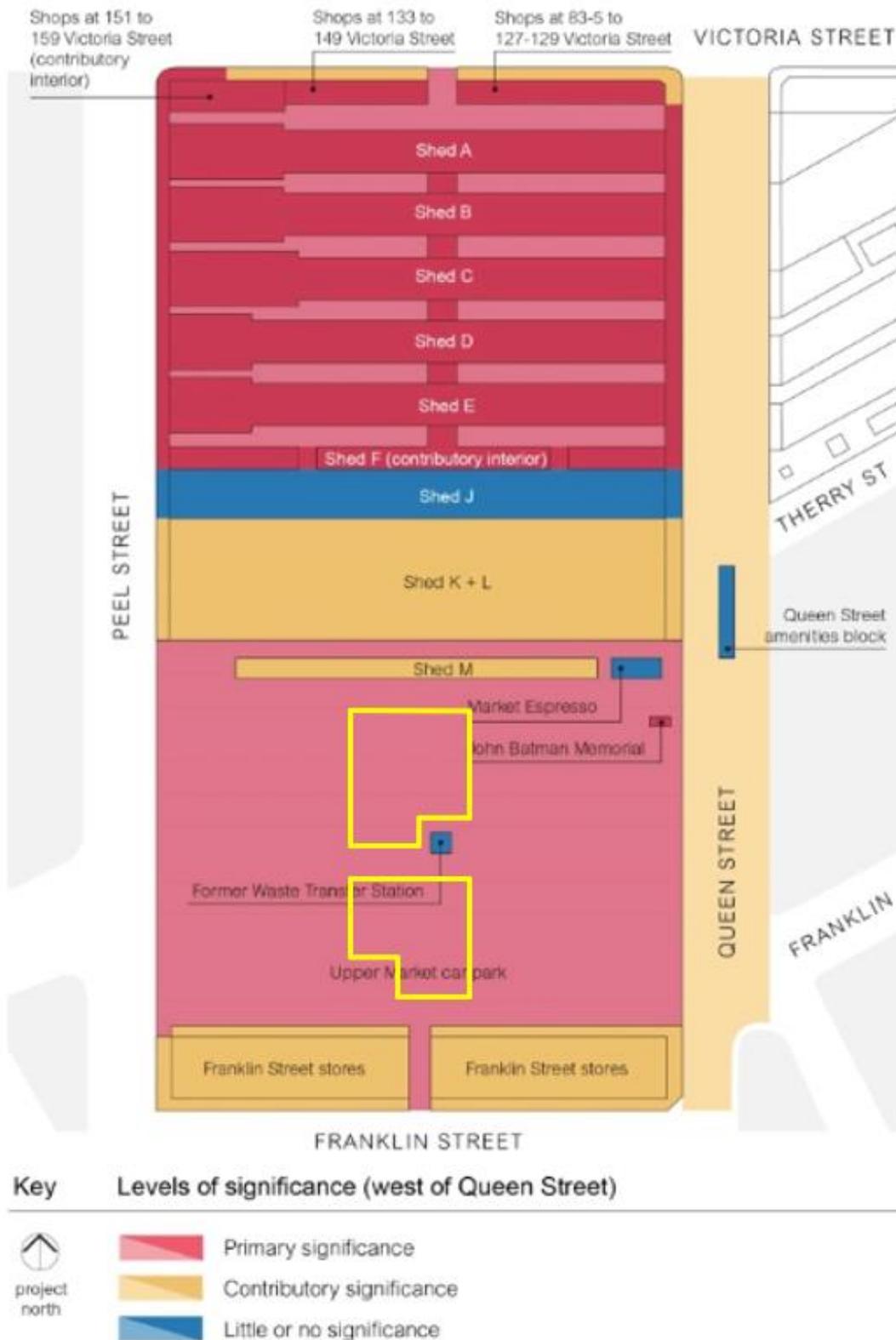


Figure 3. Levels of significance (west of Queen Street) with approximate proposed works indicated (yellow). Source: Queen Victoria Market Conservation Management Plan (Lovell Chen 2017), p51.

## **3. CONTEXT HISTORY AND PHYSICAL DESCRIPTION**

### **3.1. Contextual History**

*The following contextual history draws on the 'History of Place' associated with the VHR citation for Queen Victoria Market and the Queen Victoria Market Conservation Management Plan (2017) and is supplemented with research undertaken by Extent Heritage.*

Melbourne's first cemetery was located on land bounded by Peel, Fulton, Queen, and Franklin Streets. Surveyed by Robert Hoddle and divided into denominational areas, the site was gazetted as the Melbourne Cemetery in 1839. The cemetery was officially closed in 1854 post the opening of a second cemetery in Carlton, however burials of those who had already purchased lots continued until 1917. Melbourne Town Council acquired the site bounded by Elizabeth, Victoria, Queen, and Therry Streets, to the east of the Melbourne Cemetery, for use as a market. The Meat Market was constructed on the site and opened in 1869.

In 1873, a proposal to expand the market on land between the Melbourne Cemetery and Victoria Street was put forward and by 1877 the expansion also included the northern section of the Melbourne Cemetery land. This new market was named Queen Victoria Market with sheds A-E constructed in 1877, followed by the sheds H and I to the south of the Meat Market, and shed F in 1878. The south wall of shed F separated the market from the southern part of the cemetery. Shed G was constructed c.1880 to the north of sheds H & I. It was relocated at a couple of different sites before it was ultimately demolished during the late twentieth century renovation works. Two-storey terraces were constructed for use as shop buildings along Elizabeth and Victoria Streets in 1884 and 1887 respectively and provided a 'public' face to the market. The market structures present at the end of the nineteenth century can be seen in the 1895 MMBW plans (refer Figure 4 & Figure 5).



Figure 4. An extract from 1895 MMBW plan no. 1025 showing the eastern market site (outlined in red). *Source:* State Library of Victoria.

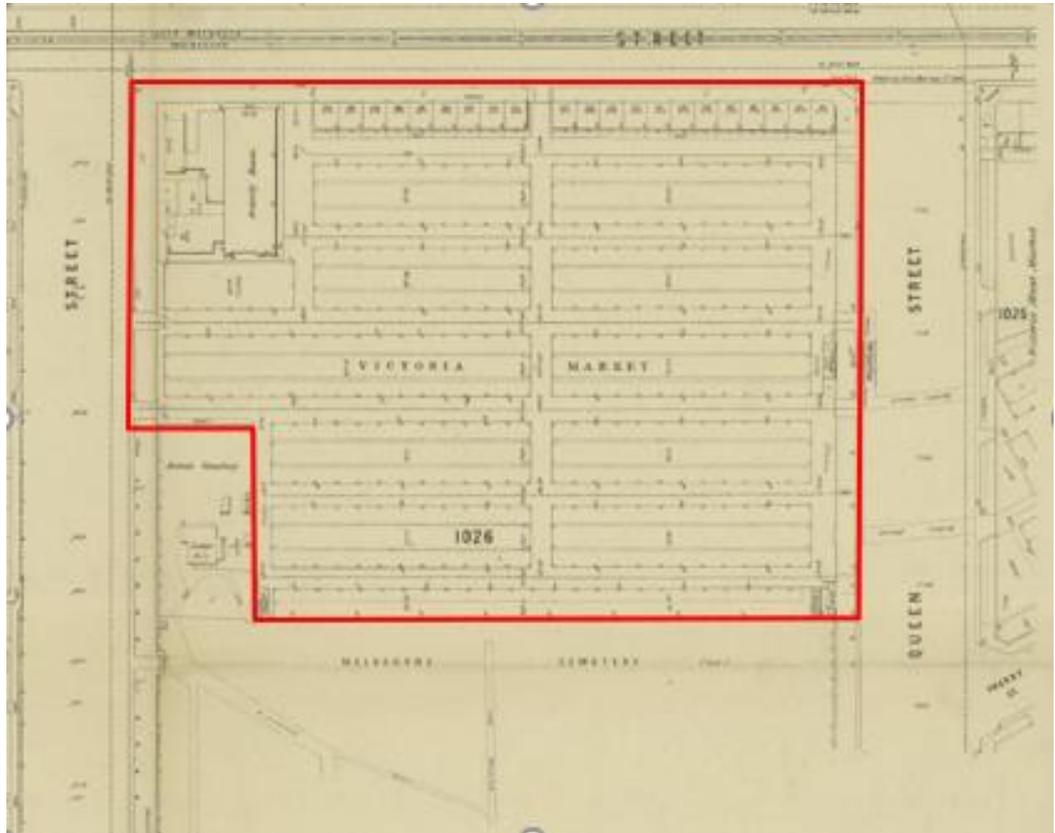


Figure 5. An extract from 1895 MMBW plan no. 1026 showing the western market site (outlined in red) and the remnant Melbourne Cemetery to the south. *Source:* State Library of Victoria.

New structures continued to be constructed into the twentieth century with the market expansion spreading across the remnant southern part of the cemetery ground. K and L sheds were constructed in 1923 and were separated from F shed by an internal roadway. The roadway later became the site of shed J, constructed in 1992. Stores were constructed along Franklin Street, around a market square with ornamental gates opening to Queen and Peel streets. M, N and O sheds were constructed to the south of K and L sheds in 1936. By the late 1940s, the market size was deemed inadequate and with the opening of the Footscray Road market, Queen Victoria Market became an exclusively retail market.

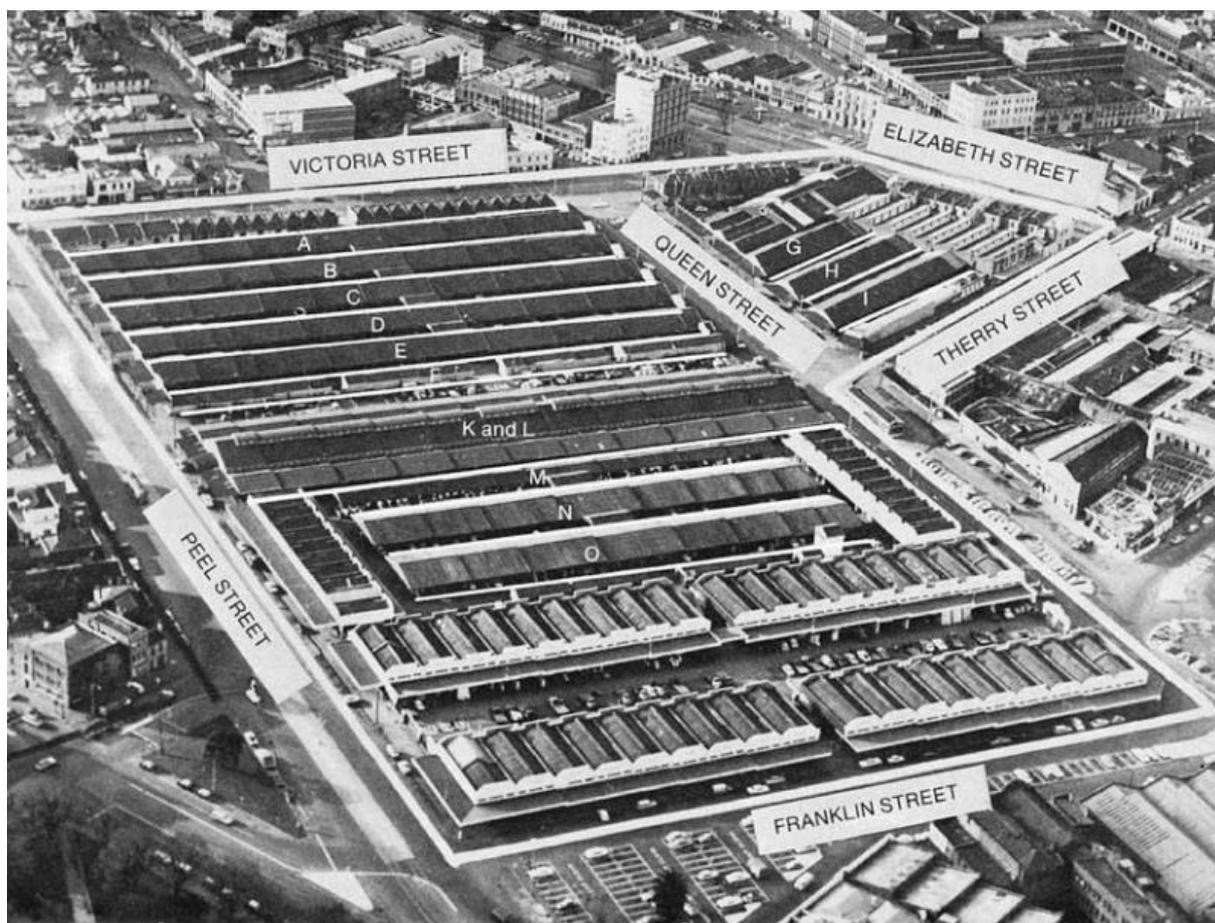


Figure 6. Fully developed QVM site, 1936. *Source:* Queen Victoria Market Conservation Management Plan (Lovell Chen, 2017) p14.



Figure 7. Aerial view of the Victoria Market, Melbourne, Victoria [1943-1967], Charles Daniel Pratt. *Source:* State Library of Victoria ID 3394556.

In c. 1975, the northern row of Franklin Street stores was demolished, and car parking commenced on this portion of the site. Refurbishment of the market commenced in 1977 and involved alterations to all sheds, extension of the Meat Market, renovation of Elizabeth Street terraces and the Dairy Produce Hall and construction of a number of outdoor plazas around the market. Shed G was demolished in 1980-82 and in 1986, N and O sheds were demolished to make way for further car parking.

Queen Victoria Market continues its market function today. The market is currently undergoing revitalisation as part of the City of Melbourne's Market Precinct Renewal Program.

### **3.2 Physical Description – QVM Carpark**

Extent Heritage carried out a physical assessment of the QVM carpark, which is proposed to be impacted by the proposed works, in August 2023. Existing built form, infrastructure and the broader landscape setting were considered as part of this assessment. The following has been prepared on the basis of this physical analysis and information contained within QVM CMP datasheets, including

in particular, datasheet 16 which relates to the Upper car park site (including the former Garbage Transfer Station and John Batman memorial).

The QVM carpark is an asphalt car park that covers approximately one third of the Upper Market site that comprises the area 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 situated to the south of the Upper Market open-air historic sheds and provides over 700 parking bays to market workers and visitors, as well as visitors to commercial shops adjacent to the market. It is bounded by a pedestrian plaza known as String Bean Alley the north (Shed M), Queens Street to the east, interwar buildings known as the Franklin Street Stores to the south, and Peel Street to the west. As the main parking service provider for QVM, the subject site is high in motor and pedestrian traffic. The existing use of the Franklin Street Stores by traders as a lock up storage facility has also given rise to the presence of trucks, forklifts, and similar material handling vehicles in the past.

The busy character of the carpark is enhanced by its proximity to William Street, a major thoroughfare that takes motorists to and from Melbourne's city centre. QVM is situated within Melbourne's central business district. The character of the surrounding area is defined by a mix of contemporary high-rise buildings and Victorian era commercial buildings.

The area is laid with modern asphalt paving and consists of numerous entry gates. The site has not been developed beyond its basic use as car park but does include the John Batman Memorial to its northeast corner and the former non-original Garbage Transfer Station at its centre. This is also the general location of the former Old Melbourne Cemetery, noting that archaeological remains are still likely to be present beneath the asphalt paving, potentially at a shallow depth in some locations.

### **3.1.1. Views and setting**

The carpark setting is characterised by a mixture of historic and contemporary elements, owing to the prominence of high-rise commercial buildings that dominate south and east facing views, the row of interwar brick buildings that make up the remnant Franklin Street Stores to the south, and the row of commercial buildings in different styles on Queen Street to the east. Other features that contribute to the setting include the row of mature London plane trees that line Queen Street Road reserve and median strip, the 1881 John Batman Memorial on the north-east corner the car park, the row of mature eucalyptus trees that line the Peel Street median strip, as well as the architecturally significant corrugated iron sheds that sit parallel to the north. The car park is bound by an aluminium balustrade, as well as cast iron bollards painted green.



Figure 8. Existing conditions of the public carpark, facing south towards the Franklin Street Stores. *Source: Extent Heritage, 2023.*

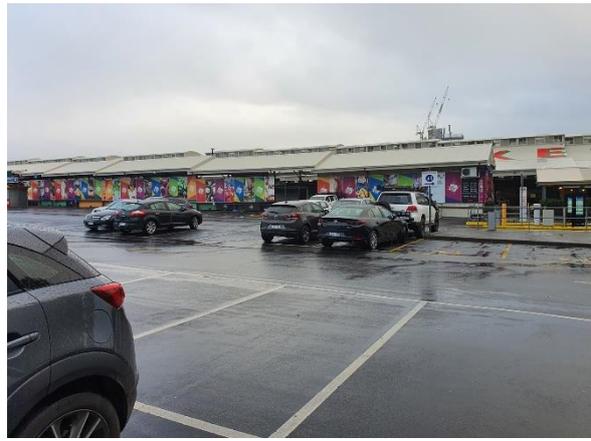


Figure 9. Existing conditions of the public carpark, facing northwest towards M Shed. *Source: Extent Heritage, 2023.*



Figure 10. Existing conditions of the public carpark, facing west towards Peel Street. *Source: Extent Heritage, 2023.*

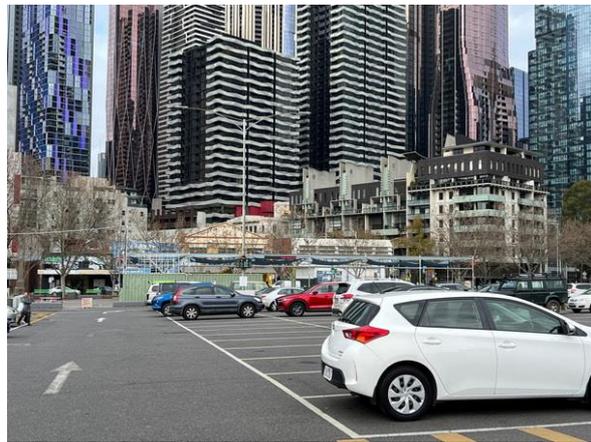


Figure 11. Existing conditions of the public carpark, facing east towards Queen Street and 'Testing Grounds'. *Source: Extent Heritage 2023.*



Figure 12. South-east facing view of Franklin Street Stores from the north-west corner of the carpark. *Source: Extent Heritage, 2021.*

### 3.1.2. Adjacent Site – M Shed

Shed M is situated along the entirety of the subject site’s northern boundary and is therefore a visible north-facing built heritage feature (see Figure 9). The shed is constructed of a timber gable roof supported by maroon coloured triangulated steel trusses and steel posts, while the gable ends of the sheds are clad with corrugated iron sheets. It sits parallel to the double open market shed, Shed K & L, although it is more modest in size and does not extend completely to the surrounding streets. Shed M has been recently renovated from its original open-air setting to accommodate its use as a pedestrian plaza known as String Bean Alley. These changes have included the addition customised shipping containers lining the southern boundary of the shed, the installation of Queen Victoria Market branding posters to form a southern shed ‘wall’, as well as an additional shed structure at the eastern end that is currently being used as a café.

### 3.1.3. Adjacent Site – Franklin Street Stores

The Franklin Street Stores line the southern boundary of the subject site and comprise two buildings, each containing eight stores with one bay divided into two smaller tenancies on the eastern and western end of the block (see Figure 12). The stores comprise Art Deco style design elements, and the northern elevation features a flat roof, dominant cream rendered parapets with angled corners and recessed windows that have since been painted over, maroon coloured roller shutter doors and multi-paned frosted windows. The verandah is constructed of a steel frame and lined with a maroon-coloured corrugated iron sheet.

### 3.1.4. Adjacent Site – K and L Shed

Shed K and L is a double open market shed that sits parallel to the north of Shed M (Figure 13). Being larger in size, it forms a prominent feature along the streetscape, particularly when viewed from north-west of the subject site along Queens Street. It comprises a wide roof covering a central aisle, which is flanked by two smaller roofs over the outer aisles. It is steel framed with maroon-coloured trussed columns and roof members, under three cream coloured corrugated iron pitched roofs with small profiled corrugated iron gables and eaves. At both the gable ends, the entrances to the shed are enhanced by a striking verandah resting on cast iron columns.



Figure 13. K and L Shed (picture right) in relation to the carpark. *Source:* Google Street view, 2022.

## 4. PROPOSED WORKS

### 4.1. Background and Context

It has recently been announced that City of Melbourne (CoM) have partnered with Lendlease to develop the Southern Development Project as part of a formal agreement with the Victorian Government to support the renewal of the QVM. The Southern Development Project is to be the final component in the broader Queen Victoria Market Precinct Renewal program (QVMPR). To be known as 'Gurrova Place', the \$1.7 billion development is proposed to complement a range of projects already delivered by CoM within the broader precinct - including major heritage shed restoration, the new Munro library and community hub, hospitality and retail offerings in the Munro development, Mirvac's build-to-rent project on Therry Street and Market Square. Gurrova Place is to include up to 800 off-street parking spaces in response to the proposed transformation of the existing public carpark into a Market Square.

The Franklin Street stores are currently utilised by QVM management – primarily relating to storage requirements for events, bar operations, cleaning, and general facilities management – market tenants – primarily for the cool and dry storage of fruits and vegetables, and the operation of some small commercial businesses. The contents of these stores are required to be removed and temporarily relocated within the greater Market site prior to commencement of the Southern Development Project, noting that the existing Franklin Street Stores are proposed to be adaptively reused as part of this broader project.

The intention is for the contents of the stores to be permanently re-housed in late 2025/early 2026, primarily within the 'Trader Shed' which is currently under construction, but short-term relocation is required until such permanent locations are finalised. For context, the new Trader Shed will replace the current meat and seafood delivery dock built in the 1980s and will include a four-level basement with climate-controlled storage and improved waste and recycling facilities, providing a permanent facility for the majority of storage needs of QVM moving forward (see Figure 14).

The proposed works directly respond to QVM's operational requirements, noting that CoM and QVMPR have consulted directly with market tenants and operators to develop the proposed storage solutions to be temporarily housed elsewhere within the market site. Extensive work has been undertaken to audit the existing and ongoing storage requirements for tenants and QVM operators during this transitional phase of market development.

The Franklin Street Stores are required to be handed over to the Lendlease building team in July 2024. On this basis, the temporarily relocation of its contents is currently scheduled for Q1-Q2 2024.

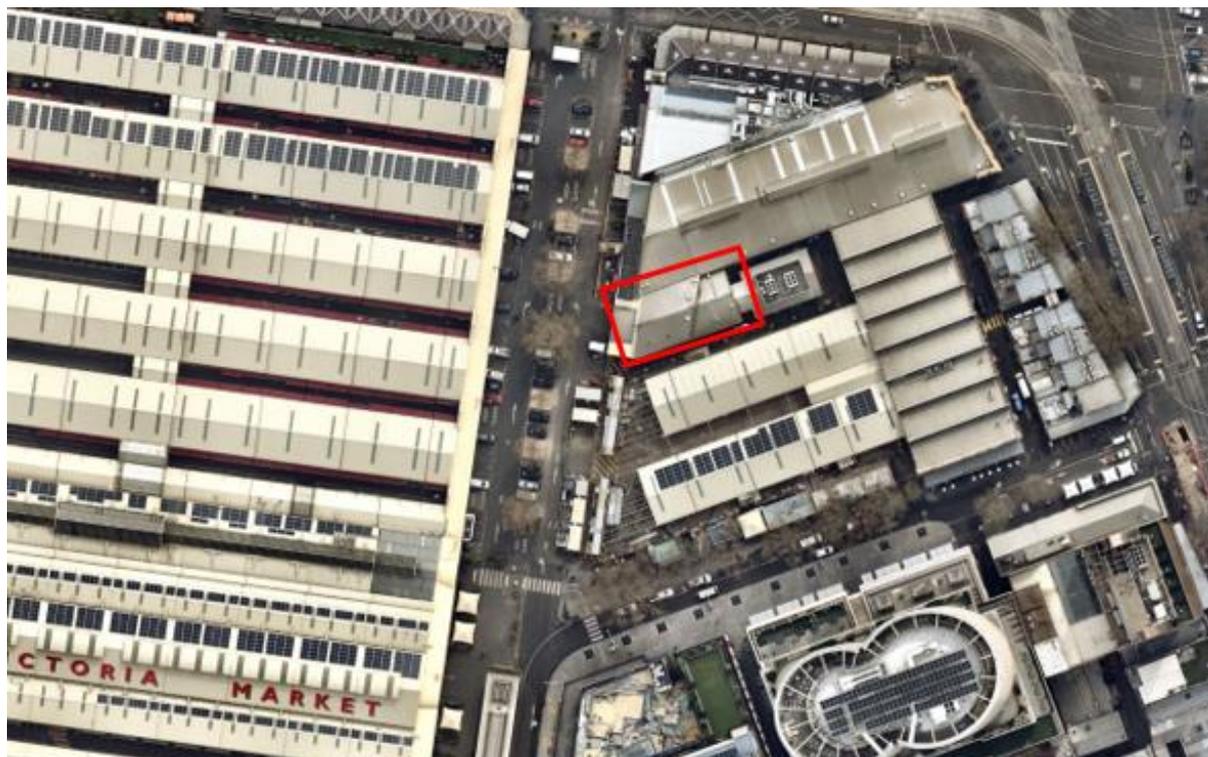


Figure 14. Location of the future 'Trader Shed' which is currently under construction, scheduled to be completed in late 2025/26, outlined in red. *Source: Nearmap, September 2023.*

## 4.2. Design Development – Other Options Considered

Early in the Design Development process, various options within the market setting were considered to accommodate the contents and functions currently housed in the Franklin Street Stores. Specifically, options were considered to temporarily utilise spaces within the Upper Market, including Shed A, Shed C and Shed M (see Figure 14). Regarding Shed A, it was initially intended to insert a substantial stand-alone modular structure within the existing volume of the open air shed to house cool and dry rooms, and regarding Shed C, it was intended to enclose the existing volume with tall hoarding (3.1 metre in height at some points), to house multi-level stacked event infrastructure.

Various constraints were identified that required the project team to ultimately rule out utilisations of Shed A and Shed C, summarised as follows:

- Insufficient clearance (900mm) to install the required fire sprinkler system between the top of the proposed built form/hoarding insertions and the existing shed roof trusses.
- Costly upgrades required to the existing fire sprinkler system to meet code requirements.
- Height clash of the trusses with the required height of the modular structure.

Noting that Shed A and Shed C are designated as being of primary heritage significance in the CMP and fundamental to an understanding of the nineteenth and early twentieth century history and operation of the market (CMP p48), amending the project scope to remove temporary storage

solutions in these locations has resulted in an improved heritage outcome, particularly as it relates to visual impacts in obscuring key view lines through and across the Upper Market heritage sheds.

Additional off-site storage options were also considered but ultimately ruled out due to accessibility and logistical requirements in operating the market on a day-to-day basis.

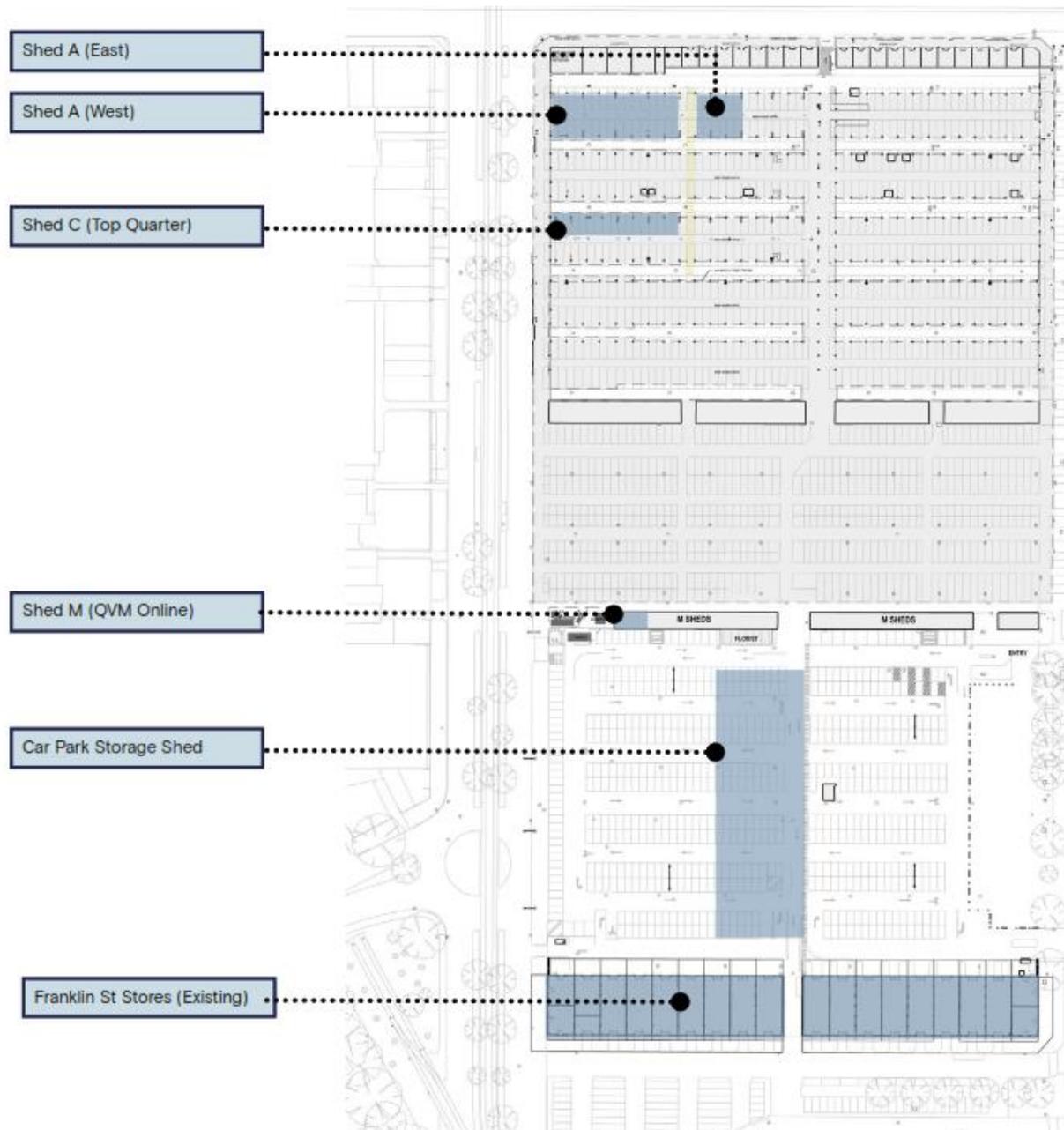


Figure 15: Early concept plan for Franklin Street Store Relocation which was superseded during the Design Development process. *Source: NH Architecture & Searle x Waldron Architecture, October 2023.*

### 4.3. Proposed Works – Temporary Storage Location and Specification

To summarise, the existing contents of the Franklin Street Stores are proposed to be relocated entirely within the footprint of the existing Upper Market car park. The following high level consolidation strategy illustrates how the proposal has evolved during the Design Development process, noting the move away from storage options located within Shed A, Shed C and Shed M (see Figure 16).

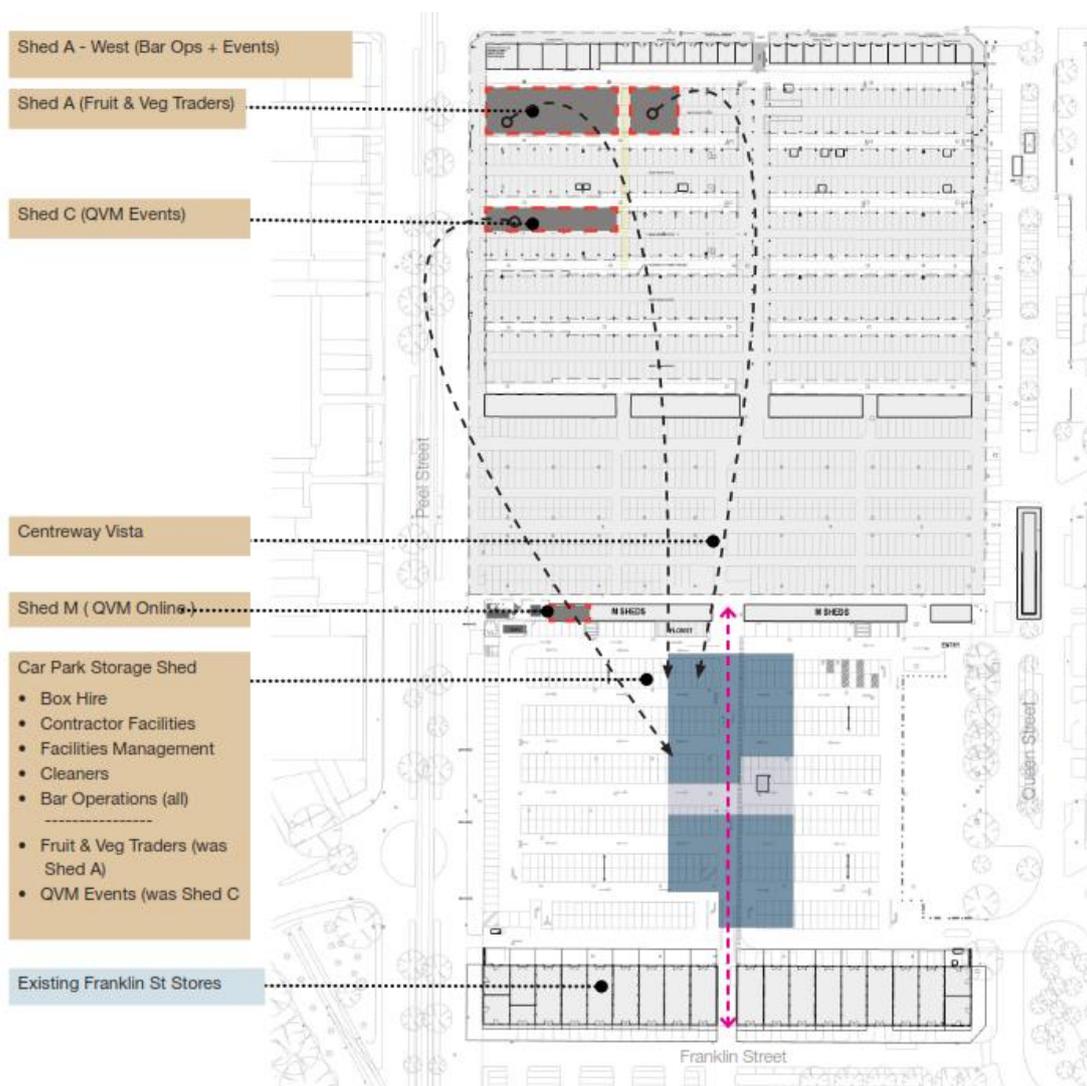


Figure 16. Proposed temporary storage locations. Please note that since this plan was developed the accommodation of storage in Shed M (as indicated) has been removed from scope. *Source:* NH Architecture & Searle x Waldron Architecture, October 2023.

A substantial temporary shed is proposed to be constructed within the carpark, centrally located to the north of the Franklin Street stores, south of M Shed, east of Peel Street and west of Queen Street. Site constraints within the carpark that have informed the footprint and massing of the proposed shed structure are as follows (see Figure 17):

- Required 6 metre offset clearance associated with the existing substation.
- Avoidance of existing light poles.
- Retainment of public access to 220 existing car parking spaces (Peel Street interface).
- Required clearance to avoid interface with the existing Citi Power buried high voltage and low voltage cables on east-west axis. Address risk of access requirements during lifespan of temporary storage facility.
- Provision of safe entry and exit for traders and the public to access storage and carparking spaces.
- Avoidance of the eastern side of the existing carpark (Queen Street interface), noting the intention to deliver stage one of the Market Square project in January 2027 (not subject to this permit application).

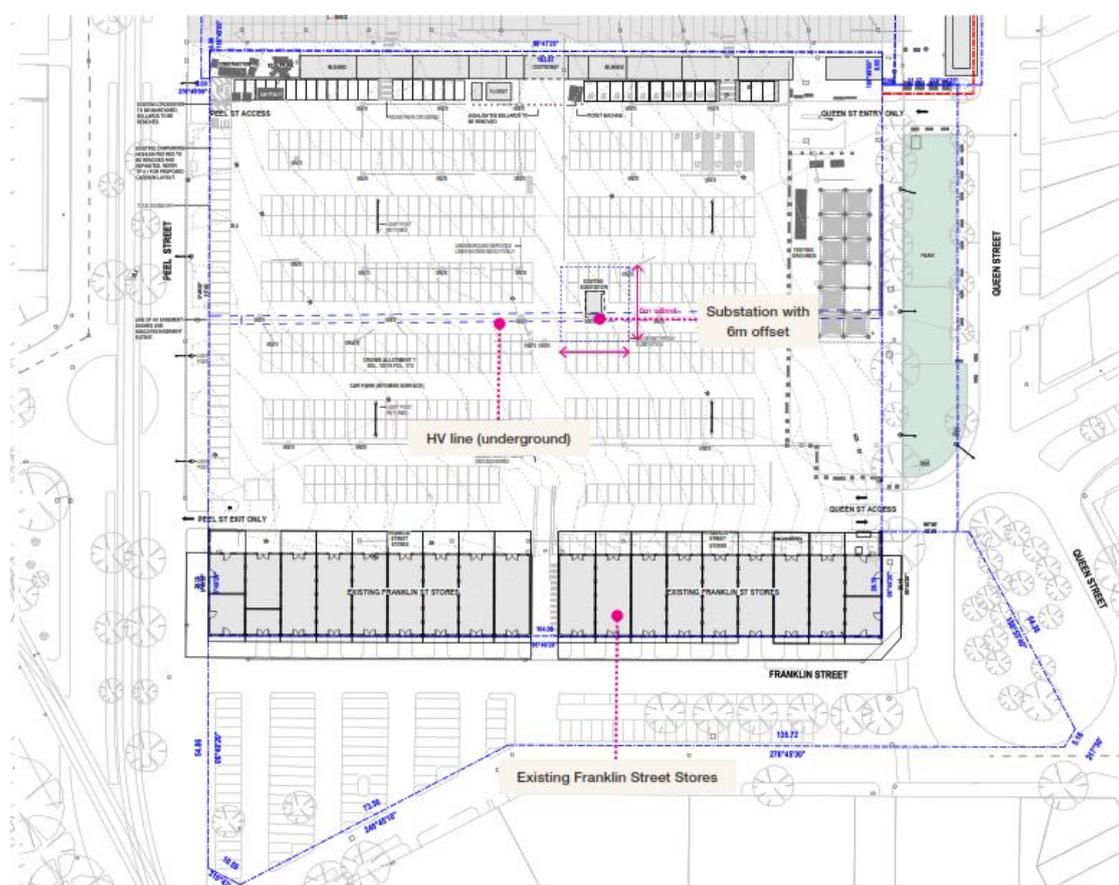


Figure 17: Car Park site considerations. *Source:* NH Architecture & Searle x Waldron Architecture, November 2023.

The proposed shed will comprise box hire requirements, contractor facilities, facilities management, cleaners’ equipment, bar operations, fruit and vegetation cool and dry storage, and QVM event infrastructure storage. As demonstrated in the below diagram (Figure 18), the footprint of the shed has been spatially informed by existing requirements currently housed in the Franklin Street Stores.

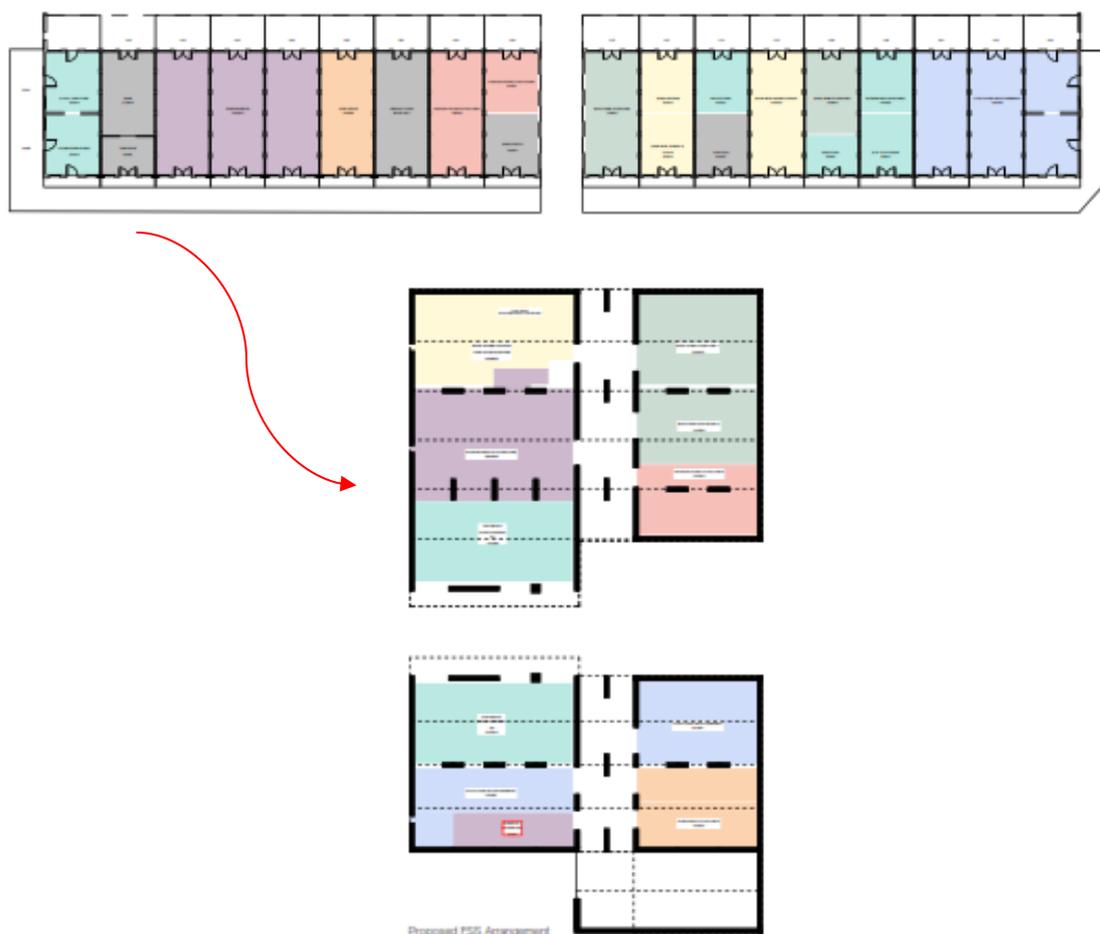


Figure 18. Quantification of spatial requirements currently used in the Stores (above) and spaces required at temporary location (below). *Source:* NH Architecture & Searle x Waldron Architecture, October 2023.

The shed is proposed to be separated into two parts either side of the existing HV line which runs horizontally – Building A (1810 sqm) is to be located to the north and Building B (1370sqm) to the south. The location of the overall shed mass will ensure that access to Queen and Peel Street, and 220 parking spaces, can be maintained, a clear delineation between trader and public access can be established, and that the Centre Way vista remains a key feature within the Upper Market via an internal roadway running north to south.

The shed is proposed to be constructed as a modular, structural steel construction with a combination of strip and pad concrete footings to sit on top of the carpark ground (requiring zero sub-surface treatment). Although the shed will be located perpendicular to the existing market sheds, the design is to incorporate a series of pitched roof forms facing Peel and Queen Streets to interpret the existing heritage character of the market (Figure 19). Measuring approximately 7.4-6 metres to the roof ridges and 5.3-6 meters to the roof valleys (noting variation in ground level), the pitched roof forms will be lower in height to the existing market sheds to ensure consistent height and scale across the Upper Market context (see Figure 19). The shed is to be approximately 88 metres in length and 48 metres in width (see Figure 20).

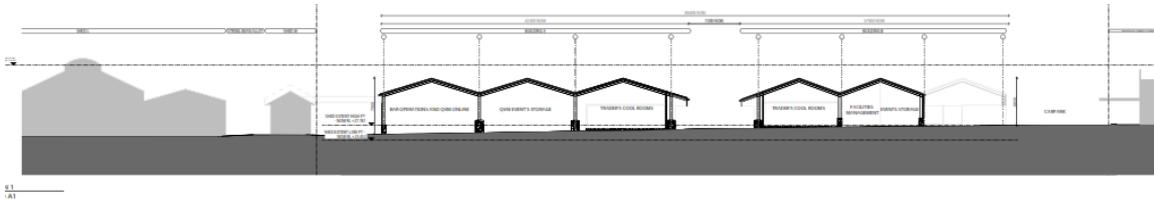


Figure 19: Section indicating the height of the proposed temporary shed in proximity to the adjacent heritage sheds and Franklin Street Stores. *Source:* NH Architecture & Searle x Waldron Architecture, November 2023.



Figure 20. Proposed floor plan. *Source:* NH Architecture & Searle x Waldron Architecture, November 2023.

In terms of materiality, the walls and roof of the structure are to be finished in coloured metal cladding, galvanised metal sheet and polycarbonate sheeting. The final metal cladding profile is yet to be finalised. The colour of the metal cladding is proposed to be Colorbond Manor Red, responding to existing context and materiality of the broader market. A series of circular rain protection louvres will be incorporated into the gable ends of the shed, and vinyl adhesive lettering is proposed to interpretatively reference the adjacent heritage sheds and to allow for wayfinding. There is also potential to incorporate additional interpretation/historical images and notational signage into the façade of the shed structure, for example, associated with the expansive western façade at eye level to soften the visual bulk as it interfaces with the public carpark and pedestrian walkway to the west.

The shed will be weatherproof and inaccessible from the general public. Hoarding will be installed at three key locations where the open compound is proposed (see Figure 21). The height of this hoarding is to measure between 3-4 metres in response to the adjacent height of the structure and



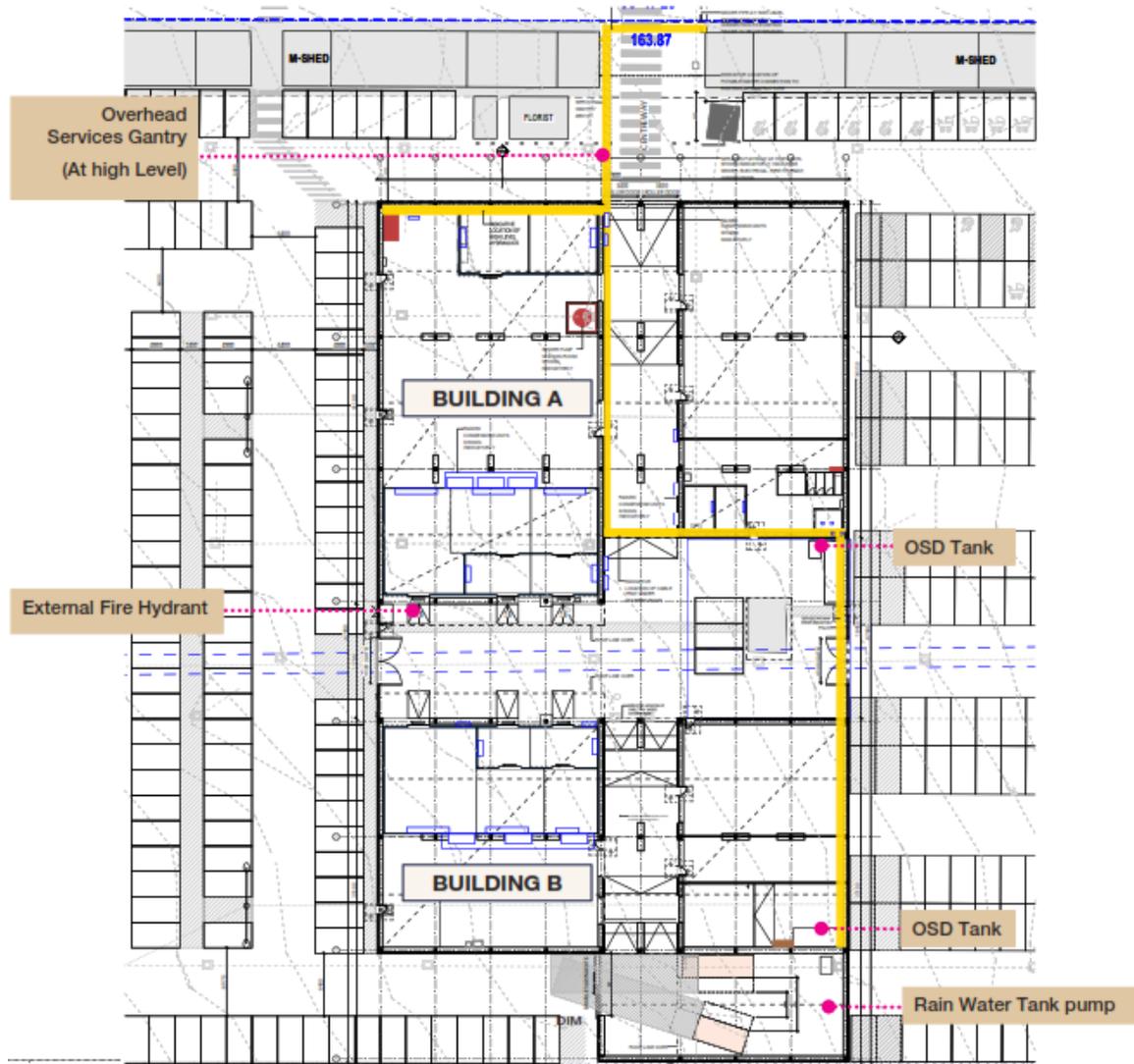


Figure 22: Proposed Services. *Source:* NH Architecture & Searle x Waldron Architecture, November 2023.

## 5. ASSESSMENT OF HERITAGE IMPACT

The proposal seeks to construct a substantial temporary shed structure in the Upper Market carpark to temporarily house relocated storage and facilities currently located in the Franklin Street Stores. An extensive Design Development process led by NH Architecture and QVMPR has been undertaken to inform the proposed location, massing, and design detail of this temporary structure, aiming to balance heritage impacts with trader and market requirements and logistical matters relating to day-to-day market operation. It is submitted that the selected temporary storage location represents the best possible solution in meeting these various competing objectives.

As established in the CMP, carparking did not commence in this location until 1977, making it a non-original area and function contained within the broader market precinct. This is consistent with the Permit exemption diagram associated with the VHR listing (see Figure 23) which does not identify the car park to be an area of primary cultural heritage significance. While the form and fabric of the carpark itself is not significant, the site contains significant views to and from market-built fabric that contributes to the setting and character of the Upper Market, and significant subsurface archaeological deposits associated with the former Old Melbourne Cemetery (see boundary outline Figure 23). The following assessment therefore considers the extent to which the application, if approved, would affect the cultural heritage significance of the place, relating in particular to significant views, setting and archaeological potential.



Figure 23. Permit exemption diagram, 2023. *Source:* Victorian Heritage Database, Place ID 1211.

## 5.1. Views and Setting

A key policy as set out in the CMP is in relation to Market Development (p75). The policy reads as follows [our emphasis]:

Any new development proposed at QVM should maintain its role as an authentic working market by supporting ongoing market operations, 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**.

The following policy guidance has been included in association with this policy relating to development within the Upper Market carpark specifically (p76) [our emphasis]:

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, of lightweight construction, and designed to 'touch the earth lightly' with minimal disturbance of the ground surface**.

The following additional policy guidance is relevant in considering the works proposed as part of this permit application (p74-76) – as summarised [our emphasis]:

- Visually integrating [the Franklin Street Stores] into any new development is important, including where possible maintaining a **visual connection** with the market sheds to the north.
- The **traditional alignment** of the open 'ends' of buildings to Queen and Peel streets is a valued built form characteristic.
- New buildings should be **contemporary in design**, reflecting **built form and development characteristics**, as appropriate for the market location, and respond to the **heritage character** of the market.
- The adjoining streets and public areas of the QVM provide views and entries into the market, including views into the open ends of the market sheds. 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 helps to define the market boundaries and assist in maintaining the prominence and distinctive of the market within its **historical curtilage and setting**.

Based on a consideration of relevant policy as outlined in the CMP (as summarised above), the siting, massing, height, building and roof form, and materiality of the proposed temporary shed have been carefully considered to mitigate potential visual impacts to the market and its established heritage character, as follows:

The proposed shed has been sited near the centre of the existing Upper Market carpark for a variety of functional and operational purposes (as previously addressed), but also directly responds to the established market character, specifically, to allow the primary facade of the shed to face east/west to interpret the historic orientation of Sheds A-M. Although the shed will be located perpendicular

to the existing market sheds, as noted, the design will incorporate a series of pitched roof forms fronting Peel and Queen Streets which emphasises the traditional alignment of the open 'ends' of existing buildings. The proposed siting and massing will also maintain the north/south centre way vista as a passage through the existing sheds, avoids any direct physical impacts on established built form including the heritage sheds and the Franklin Street stores in particular, and ensures that the John Batman statue can maintain an appropriate setting.

As established in the CMP, 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 directly contribute to the heritage character of the market. It is submitted that the proposed siting of the new shed with deep setbacks from both Queen and Peel Street will ensure that original built form as viewed from surrounding streets remains the dominant architectural form, and the historic curtilage and setting remains legible. This siting also ensures that views and visual cohesion between the Franklin Street Stores and M Shed (as experienced from Queen and Peel Streets) is maintained to a degree, although these views will be substantially restricted. The shed has been purposely designed in two key sections ('Building A' and 'Building B') connected by an open-air compound enclosed with hoarding to avoid obstructing access to the underground HV line and, from a heritage perspective, to allow incorporation of design articulation to break up the mass and bulk of the building form.

A conscious effort has been made to ensure that the design of the new shed does not exceed the existing roof heights of adjacent significant market infrastructure, including Sheds A-M and the Franklin Street Stores in particular. By incorporating repeating pitched roof forms, the height of the new shed correspondences to existing heights across the broader market and ensures that new built form includes a level of articulation and is not unreasonably dominant within the sensitive context.

As previously addressed, the roof form is proposed to incorporate a series of repeating pitched forms with gabled ends which directly relate to existing market roof forms. While the shed structure itself will be substantial, the design will be responsive within its setting and context and consciously interpret existing market forms in a modern and contemporary way rather than through direct replication.

Prevailing materials used across significant built fabric within the broader market site includes corrugated iron, maroon painted steel, timber, and brick. The proposed materiality of the new shed will draw on this materials palette as demonstrated in the proposed steel construction of the shed. While the final colour palette is yet to be finalised, the preference is to draw on prevailing shades from within the market setting, for example, Manor Red. There are opportunities to implement a colour strategy using heritage colours as highlights, including working with gradient to provide variation where possible. There are also opportunities to install clear polycarbonate cladding, for example to the gable ends to the exposed trusses or at lower scale to reveal market operations, to further break up the built form and visual bulk, which can ensure the temporarily structure sits as harmoniously within the market context as possible.

In responding to the historic market character, the new shed will be utilitarian in nature and clearly read as a functional and operational structure within the operating market context.

Finally, there are also opportunities to implement interpretation outcomes into the fabric of the proposed shed, e.g., historic photography, text, and notational signage, in association with the east and west facades to further embed the design of new built within the market setting.

## 5.2. Service Installation and Ground Disturbance

As previously summarised, the proposed works involve the construction of a substantial temporary shed in the Upper Market carpark. The shed is to be constructed utilising a combination of strip and pad concrete footings which avoids the need for sub-surface ground penetrations. This is a positive heritage outcome that avoids disturbing below-ground historical archaeology relating to the former Old Melbourne Cemetery site.

In terms of physical interventions, two above ground contemporary concrete kerbs located to the south-west of the car park are proposed to be removed in response to required traffic management requirements. As this fabric is contemporary to the site and its removal will not require subsurface intervention, there are no physical impacts associated with these works. These works are also generally in line with the following exempted works and activities:

### **Surface and sub-surface works**

#### **Former cemetery site**

Repair and maintenance of hard surfaces including paving, paths, steps, gutters and road surfaces where fabric, design, size, form and method of fixing is repaired or replaced like for like and works do not involve sub-surface disturbance greater than 20cm in depth.

The following policy as set out in the CMP has been considered in designing the required services associated with the shed (p73):

- To avoid or limit impacts, services should be sensitivity placed, preferably concealed, and involve minimal removal of significant fabric. Concentrate new services into localised areas of buildings, utilising existing service locations, and/or placing services in already modified areas of buildings are ways of mitigating or moderating impacts.
- Not placing large or bulk elements in front of the principal and more publicly visible elevations of buildings.

It is confirmed that the balance of services required will be installed at high level or in locations not visual from the public realm. No service elements are proposed to be located in front of principal building elevations which is a positive heritage outcome.

### 5.3. Summary of Cultural Heritage Impacts

QVM is included in the VHR for its historical, archaeological, social, architectural, and aesthetic significance to the State of Victoria. It is submitted that the proposed works will not impact on the historical significance of the market as a one of the greatest nineteenth century markets of Victoria, or the social significance for its ongoing role and continued popularity as a fresh market and vegetable market, shopping and meeting place for Victorians and visitors alike. It is confirmed that no sub-surface works are required which prevents any impact on the archaeological significance of the former cemetery site. While the works will have a temporary impact on the architectural significance as a notable and 'remarkably intact collection of purpose built nineteenth century and early twentieth century market buildings', the design of the shed has been carefully considered to interpret the established character of the market setting and to ensure new built form is as visually recessive as possible.

On balance, it is submitted that while the works will result in a moderate visual impact on the Upper Market, particularly in obscuring the visual cohesion between the heritage sheds and the Franklin Street stores, this impact is mitigated through the design response and further opportunities for positive heritage impacts including the implementation of interpretive materials. It is submitted that the temporary shed will enable the continued function of the market trade which is critical to maintaining its historic and social values a retail market, for fresh meat and vegetables, shopping, events and as a meeting place.

### 5.4. s101(2)(b) Reasonable and Economic Use

The following section of the report will consider the extent to which the application, if refused, would affect the reasonable or economic use of the registered place. The following Heritage Victoria policy has been consulted in preparing the following comments:

- Reasonable or economic use: relevant matters for the consideration of s101(2)(b) of the *Heritage Act 2017*.

#### 5.4.1. Reasonable Use

The proposed works are to be undertaken in a part of the site that was historically used as a cemetery (from the 1830s to the 1850s) and subsequently, as a retail market (from the 1870s to the present day). As established in the Statement of Significance, QVM is of historical significance as one of the greatest nineteenth century markets of Victoria which has been in continual operation as a retail market since the 1870s and 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. On this basis, the historic, current, and ongoing reasonable use of the site is as a retail market, for fresh meat and vegetable, shopping, events and as a meeting place.

As previously established, construction of the temporary carpark shed is required to ensure the market can continue to operate during the broader market renewal works. Due to the imminent

commencement of the Southern Development Project, existing storage items currently housed within the Franklin Street Stores are required to be rehoused as a matter of urgency. As it relates to continual market operations, refusal of the permit application will prevent accessible accommodation of trader cool and dry storage for up to 2.5 years which could have a critical impact on market operations.

As outlined in the CMP, specific policy guidance has been developed regarding the requirement to sustain market operations (p71-72), as follows:

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

As considered under s101(2)(a) of this report, it is submitted that a considerable effort has been carried out firstly to retain and conservation significant fabric associated with the market, and secondly, to design the shed as sensitively as possible to respect the form and presentation of the broader market context and unique setting. Fundamentally, it is noted that the shed is to be constructed on a temporary basis only, with the ability for the area to be made good following the required 2.5-year period. As it stands, construction of the temporary shed allows market operations to continue unabated during the forthcoming disruptive period of development which is a positive heritage outcome, particularly as it relates to the social significance of the broader place.

### **5.4.2. Economic Use**

The ongoing economic use of the place as a retail market for fresh meat and vegetable, shopping, events and as a meeting place would be threatened if the permit application were to be refused. As addressed previously, the temporary shed is required to house trader and market facilities to ensure the market can continue to operate and generate required operational funds during the broader QVM precinct renewal project. It is noted that the works proposed as part of this permit application form just a single part of a much more extensive renewal project, with substantial work already undertaken to improve market operations and customer interface. The intention to reinvest back into the ongoing conservation of the market has already been clearly established through the recent major program of heritage shed restoration. It is submitted that refusal of this permit application will have implications on the QVM precinct renewal project more broadly and the economic future of the market.

## 6. CONCLUSION

### 6.1. Summary of findings

On balance, while the proposed works will result in moderate visual impacts to the north of the Upper Market in the short term, particularly in considering views to and from the heritage sheds and the Franklin Street Stores, these impacts are on a temporary basis only and are considered critical to allow the ongoing reasonable and economic use of the site whilst adjacent development commences. Considerable efforts have been made to mitigate the visual impacts of the new shed and required services to the greatest extent possible, particularly through sensitive and responsive design, massing, materiality, and the proposed incorporation of interpretation outcomes across the footprint of the temporary works.

### 6.2. Recommended Permit Conditions

Noting that the Design and Development process associated with the proposed works is still ongoing, if the Executive Director resolves to issue the permit, it is requested that the following conditions are specified:

- Prior to commencement of the works, provision of final construction-ready architectural drawings to the satisfaction of the Executive Director, Heritage Victoria including a final materials and colours schedule, construction methodology for the shed and confirmation of required services.
- Prior to the commencement of the works, provision of a Heritage Management Plan including a sequencing program for the approved works, details of any temporary infrastructure and services required, protection methods for the heritage place during the undertaking of the works and a work site layout plan.
- Within six months of the activation of the permit, provision of an Interpretation Plan and implementation of interpretative signage/devices within the registered land associated with and in close proximity to the temporary shed to be prepared by a suitably qualified and experienced practitioner.
- Within three years of the activation of the permit, the temporary shed is to be disassembled and associated services removed, and the area made good, unless otherwise agreed by the Executive Director, Heritage Victoria.
- Should further minor changes in accordance with the intent and approach of the endorsed documentation become necessary, correspondence and supporting documentation must be prepared and lodged in accordance with the permit condition for assessment by the Executive Director, Heritage Victoria who will advise on the approach to be taken to address these matters.

## 7. REFERENCES

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## **APPENDIX A. SUPPORTING DOCUMENTS**