Attachment 3
C186port Amendment Documentation

1. Explanatory Report
2. Instruction Sheet
3. Planning Scheme Maps:
    a. Planning Scheme Map 3HO – Map 1
    b. Planning Scheme Map 3HO – Map 2
4. Planning Scheme Ordinances:
    a. Clause 21.07 (Incorporated Documents)
    b. Clause 22.04 (Heritage Policy)
    c. Schedule to Clause 43.01 (Schedule to Heritage Overlay) (Extract)
    d. Schedule to Clause 72.04 (Documents incorporated to this Scheme)
5. Incorporated Documents:
    a. *Port Phillip Heritage Review* Version 29, Volume 1 (Extract)
    b. *Port Phillip Heritage Review* Version 29, Volume 1 (HO513 Citation - Extract)
    c. *Port Phillip Heritage Review* Version 29, Volumes 2-6 (Citation 2371 – 506 City Road, South Melbourne)
    d. *City of Port Phillip Heritage Policy Map*
    e. *City of Port Phillip Neighbourhood Character Map*
    f. Statement of Significance – Montague Commercial Precinct
6. Reference Documents:
    a. *Fishermans Bend Heritage Review - Montague Commercial Precinct*, RBA Architects and Conservation Consultants

Planning and Environment Act 1987

PORT PHILLIP PLANNING SCHEME

AMENDMENT C186port

EXPLANATORY REPORT

Who is the planning authority?

This amendment has been prepared by the City of Port Phillip, which is the planning authority for this amendment.

Land affected by the Amendment

The Amendment applies to land within the 'Montague' Precinct of Fishermans Bend at the following addresses:

- 496 - 546 City Road, South Melbourne
- 151 - 163 Montague Street, South Melbourne
- Laneways R3087, R3091 and R3093, South Melbourne.

Refer to Figure 1 below.

Figure 1: Map of Study area

A mapping reference table is attached at Attachment 1 to this Explanatory Report.

What the amendment does

The Amendment proposes to give statutory effect to the findings of the *Fishermans Bend Heritage Review: Montague Commercial Precinct* (RBA Architects and Conservation Consultants, 2019) (the

Review). Specifically, the Amendment proposes to make the following changes to the Port Phillip Planning Scheme:

1. Amend the Schedule to Clause 43.01 (Heritage Overlay) and Planning Scheme Map 3HO to:
    a. Apply Heritage Overlay HO513 (Montague Commercial Precinct) to 496–546 City Road and 151-163 Montague Street, South Melbourne on a permanent basis.
    b. Remove 512-512A, 516, 518, 522 and 524-528 City Road, South Melbourne from HO442 as the properties will now be included in HO513.
    c. Delete interim HO442 (Albert Park Residential Precinct / Part Montague Precinct).
2. Amend the Schedule to Clause 72.04 (Documents incorporated in this scheme) to list the Statement of Significance for the new HO513 Montague Commercial Precinct.
3. Amend the incorporated *Port Phillip Heritage Review Volumes 1-6* to:
    a. Add a new precinct citation for HO513 (Montague Commercial Precinct).
    b. Amend the precinct citation for HO442 to remove information relating to the Montague Commercial Precinct as a sub-precinct as this was included on an interim basis.
    c. Amend existing Citation 2371 relating to 506 City Road, South Melbourne.
    d. Remove Citations 2370 (496-498 City Road, South Melbourne) and 2372 (159-163 Montague Street, South Melbourne) as these places contribute to the significance of the Montague Commercial Precinct, but are not of individual significance.
    e. List the *Fishermans Bend Heritage Review: Montague Commercial Precinct (2019) (RBA Architects and Conservation Consultants, October 2019)* as a heritage study that has informed an update to the incorporated document.
4. Amend the incorporated *City of Port Phillip Heritage Policy Map* to:
    a. Apply 'Significant Heritage Place', 'Contributory Heritage Place' and 'Nil / Non-contributory Place' gradings to properties in HO513 in accordance with Attachment 2.
5. Amend the incorporated *City of Port Phillip Neighbourhood Character Map* to remove the 'Contributory Outside HO' grading applying to 151 Montague Street, South Melbourne as it is now included in HO513.
6. Amend Clause 22.04 (Heritage Policy) to list the *Fishermans Bend Heritage Review: Montague Commercial Precinct (2019) (RBA Architects and Conservation Consultants, October 2019)* as a background document; and
7. Make other consequential changes to Clauses 21.07 (Incorporated Documents), Clause 22.04 (Heritage Policy) and the Schedule to Clause 72.04 (Documents incorporated in this scheme) to update the version number and date of the *Port Phillip Heritage Review* (including the *City of Port Phillip Heritage Policy Map* and the *City of Port Phillip Neighbourhood Character Map)*.

Strategic assessment of the Amendment

Why is the Amendment required?

Amendment C186port will give statutory effect to the recommendations of the *Fishermans Bend Heritage Review: Montague Commercial Precinct (2019), RBA Architects and Conservation Consultants)* (the Review) through providing permanent heritage protection to properties in the 'Montague Commercial Precinct' (the Precinct).

Council commissioned the Review as an input into the strategic planning for Fishermans Bend, as foreshadowed by the *Fishermans Bend Framework* (September, 2018).

The Review provides that the Precinct is of historical (Criterion A), rarity (Criterion B), representative (Criterion D) and aesthetic significance (Criterion E) to Port Phillip and recommends its inclusion in the heritage overlay. In accordance with the Review, the Amendment proposes to:

- Apply precinct overlay HO513 to the Precinct on a permanent basis and make related changes to the *Port Phillip Heritage Review* (an Incorporated Document in the Port Phillip Planning Scheme), by introducing a new Precinct Citation, and applying new / updated gradings on the *City of Port Phillip Heritage Policy Map* and *City of Port Phillip Neighbourhood Character Map*.

- Amend Citation 2371 (506 City Road, South Melbourne) which is of individual significance to Port Phillip and is located within the Precinct.

Interim heritage controls apply to 496-510 City Road and 157-163 Montague Street, South Melbourne that sit within the Montague Commercial Precinct, and will expire on 31 January 2020. The interims were originally approved in Amendment C115, and extended through Amendments C146 and C152. Amendment C185port proposes to further extend the expiry date of interim heritage control and modify its extent to also include remaining properties within the Precinct at 151-153 Montague Street and 530-546 City Road, South Melbourne.

How does the Amendment implement the objectives of planning in Victoria?

The Amendment implements the following objectives of planning in Victoria, under Section 4 of the *Planning and Environment Act 1987*:

4(1)(d) – to conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value;

4(1)(f) – to facilitate development in accordance with the objectives set out in paragraphs (a), (b), (c), (d), and (e);

4(1)(g) – to balance the present and future interests of all Victorians.

The Amendment is consistent with these objectives by ensuring that the heritage significance of the building is protected, and that heritage matters are considered as part of any planning permit applications for the site.

How does the Amendment address any environmental, social and economic effects?

The Amendment will have a positive environmental impact through protecting places of historic significance and allowing the reuse and recycling of existing building stock. The Victorian heritage strategy, *Victoria's Heritage, strengthening our community* (DSE, 2006), details the environmental benefits of conservation in Chapter 2, specifically:

- *"Heritage policies and programs can help achieve the broader goals of sustainability. Conserving heritage places and giving them new life supports sustainability. Conserving heritage places and giving them new life supports sustainability. It recognises the embodied energy and life-cycle value of traditional materials, and reduces the waste associated with demolition and new buildings."* (p.21)

The Amendment will have a positive social effect through the preservation of historically significant places often which reflect social history, for the benefit of current and future generations.

The Amendment is not expected to have significant economic effects, although it is likely to impose some additional costs on the owners or developers of the affected properties as a planning permit will be required for most buildings and works. The economic effects of requiring a planning permit may be reduced through the availability of Port Phillip's heritage, urban design and planning officers' free-of-charge at any time prior to, during, or following the planning permit application process to assist in the planning permit process.

Additionally, many planning applications are minor (such as painting of heritage buildings and minor works applications) and can be processed without advertising or the need for external referrals. This means that they can be dealt with much more quickly than standard planning applications.

Does the Amendment address relevant bushfire risk?

The land affected by the Amendment is not located within an area of identified bushfire risk.

Does the Amendment comply with the requirements of any Minister's Direction applicable to the amendment?

The Amendment is consistent with the *Form and Content of Planning Scheme* Ministerial direction under Section 7(5) of the Planning and Environment Act.

The Amendment is consistent with Ministerial Direction 15 pursuant to Section 12 (aa) and (ab) of the *Planning and Environment Act 1987* that requires planning authorities to have regard to the *Victoria Planning Provisions*, the Municipal Strategic Statement, as well as any strategic plan, policy statement, code or guideline which forms part of the Port Phillip Planning Scheme.

The Amendment is consistent with *Ministerial Direction No. 9 – Metropolitan Strategy* pursuant to Section 12 of the *Planning and Environment Act 1987* - that requires planning authorities to have regard to the *Metropolitan Strategy (Plan Melbourne 2017-2050)*.

Direction 4.4 of *Plan Melbourne 2017-2050* seeks to "respect our heritage as we build for the future". The Amendment is consistent with this policy direction as it proposes to make changes to ensure the Planning Scheme continues to guide appropriate development in the municipality, and that the built heritage of the municipality is maintained.

How does the Amendment support or implement the Planning Policy Framework and any adopted State policy?

The Amendment supports the following aspects of the State Planning Policy Framework:

Clause 15.03-1 Heritage Conservation:

Objective: To ensure the conservation of places of heritage significance.

Strategies: Identify, assess and document places of natural or cultural heritage significance as a basis for their inclusion in the planning scheme.

Provide for the protection of natural heritage sites and man-made resources.

Provide for the conservation and enhancement of those places which are of, aesthetic, archaeological, architectural, cultural, scientific, or social significance.

Encourage appropriate development that respects places with identified heritage values.

Retain those elements that contribute to the importance of the heritage place.

Encourage the conservation and restoration of contributory elements of a heritage place.

Ensure an appropriate setting and context for heritage places is maintained or enhanced.

Support adaptive reuse of heritage buildings where their use has become redundant.

The Amendment ensures that the policy directions for heritage conservation can be met through the identification, assessment and protection of heritage places within Port Phillip. The protection of heritage properties will encourage appropriate development and the conservation and restoration of the contributory elements of the heritage places.

How does the Amendment support or implement the Local Planning Policy Framework, and specifically the Municipal Strategic Statement?

This Amendment is consistent with the objectives and strategies outlined in the Local Planning Policy Framework of the Port Phillip Planning Scheme, particularly the vision set out at Clause 21.05-1 of the Municipal Strategic Statement and policy to guide the application of discretion at Clause 22.04 (Heritage Policy). More specifically, Clause 21.05-1 seeks the conservation and enhancement of the architectural and cultural heritage of Port Phillip, with policy seeking to:

- Protect, conserve and enhance all identified significant and contributory places, including buildings, trees and streetscapes;
- Protect the original subdivision patterns within heritage places;
- Support the restoration and renovation of heritage buildings and discourage their demolition;
- Encourage high quality design that positively contributes to identified heritage values;
- Ensure that new development respects and enhances the scale, form and setbacks of nearby heritage buildings;

- Encourage urban consolidation only where it can be achieved without affecting heritage significance;
- Protect the identified significant heritage features and qualities of Port Phillip's gardens and parks;
- Ensure that development in public spaces is consistent with the identified heritage characteristics of Port Phillip's heritage places;
- Maintain the visual prominence of historic buildings, local landmarks and icons; and
- Conserve, enhance and recover the traditional character of laneways and narrow streets.

How does the amendment support or implement the Municipal Planning Strategy?

The Port Phillip Planning Scheme does not contain a Municipal Planning Strategy at Clause 02.

Does the Amendment make proper use of the Victoria Planning Provisions?

The Heritage Overlay is the appropriate Victoria Planning Provision (VPP) tool to conserve heritage places of local heritage significance. The proposed application of the Heritage Overlay is consistent with *Practice Note 1 – Applying the Heritage Overlay*.

How does the Amendment address the views of any relevant agency?

The Fishermans Bend Taskforce is leading the planning and infrastructure coordination in Fishermans Bend. The Taskforce were advised prior to Councils Planning Committee's decision to commence the amendment process to apply permanent heritage controls via Amendment C186port. Further, Council has been working with the Taskforce on the further assessment of sites of heritage significance in Fishermans Bend, as foreshadowed by the *Fishermans Bend Framework* (September, 2018).

Does the Amendment address relevant requirements of the Transport Integration Act 2010?

The Amendment is not likely to have a significant impact on the transport system, as defined by section 3 of the *Transport Integration Act 2010*, as the amendment applies to individual properties and laneways in the Fishermans Bend Montague precinct.

Resource and administrative costs

- **What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?**

  The Amendment will increase the number of properties affected by the Heritage Overlay and therefore increase the number of planning permits triggered. However, a detailed and relevant heritage citation and Statement of Significance for HO513 will provide for improved and consistent decision making by Council. The amendment is therefore not expected to have any significant impact upon the resources and administrative costs of Council.

Where you may inspect this Amendment

The Amendment is available for public inspection, free of charge, during office hours at the following places:

St Kilda Town Hall (99a Carlisle Street, St Kilda).

The amendment may also be viewed online at the City of Port Phillip's website:

Http://www.portphillip.vic.gov.au/planning-scheme-amendments.htm

The Amendment can also be inspected free of charge at the Department of Environment, Land, Water and Planning website at www.planning.vic.gov.au/public-inspection.

Submissions

Any person who may be affected by the Amendment may make a submission to the planning authority. Submissions about the Amendment must be received by [insert date].

A submission must be sent to:

Head of City Policy

City of Port Phillip

Private Bag 3

PO St Kilda VIC 3182

Or by email to: strategicplanning@portphillip.vic.gov.au

Panel hearing dates

In accordance with clause 4(2) of Ministerial Direction No.15 the following panel hearing dates have been set for this amendment:

- directions hearing: [to be set following authorisation]
- panel hearing: [to be set following authorisation]

[Delete this section if not applicable]

ATTACHMENT 1 - Mapping reference table

Location	Land /Area Affected	Mapping Reference
Port Phillip	Land immediately surrounding and including: 151, 153, 155 Montague Street, South Melbourne 530, 532, 534, 536, 538, 540-542 and 544-546 City Road, South Melbourne R3087, R3089 and R3091, South Melbourne	Port Phillip C186 001d-hoMap03 Exhibition
Port Phillip	Land immediately surrounding and including: 151, 153, 155 Montague Street, South Melbourne 530, 532, 534, 536, 538, 540-542 and 544-546 City Road, South Melbourne R3087, R3089 and R3091, South Melbourne	Port Phillip C186 002hoMap03 Exhibition

ATTACHMENT 2 – Heritage gradings to be applied in *City of Port Phillip Heritage Policy Map* for properties to be included in HO513

Address	Heritage grading	HO number
151 Montague Street, South Melbourne	Significant	HO513
153 Montague Street, South Melbourne	Contributory	HO513
155 Montague Street, South Melbourne	Contributory	HO513
157-161 Montague Street, South Melbourne	Contributory	HO513
163 Montague Street, South Melbourne	Significant	HO513
496 & 498 City Road, South Melbourne	Significant	HO513
500-502 City Road, South Melbourne	Non-contributory	HO513
506 City Road, South Melbourne	Significant	HO513
508-510 City Road, South Melbourne	Non-contributory	HO513
512 & 514 City Road, South Melbourne	Significant	HO513
516 & 518 City Road, South Melbourne	Significant	HO513
520-522 City Road, South Melbourne	Significant	HO513
524-528 City Road, South Melbourne	Significant	HO513
530 City Road, South Melbourne	Non-Contributory	HO513
532 City Road, South Melbourne	Significant	HO513
534 City Road, South Melbourne	Significant	HO513
536 City Road, South Melbourne	Significant	HO513
538 City Road, South Melbourne	Significant	HO513
540-542 City Road, South Melbourne	Contributory	HO513
544-546 City Road, South Melbourne	Significant	HO513

Planning and Environment Act 1987

PORT PHILLIP PLANNING SCHEME

AMENDMENT C186port

INSTRUCTION SHEET

The planning authority for this amendment is the Port Phillip City Council.

The Port Phillip Planning Scheme is amended as follows:

Planning Scheme Maps

The Planning Scheme Maps are amended by a total of two attached map sheets

Overlay Maps

1. Amend Planning Scheme Map No. 3HO in the manner shown on the attached maps marked "Port Phillip Planning Scheme, Amendment C186port".

Planning Scheme Ordinance

The Planning Scheme Ordinance is amended as follows:

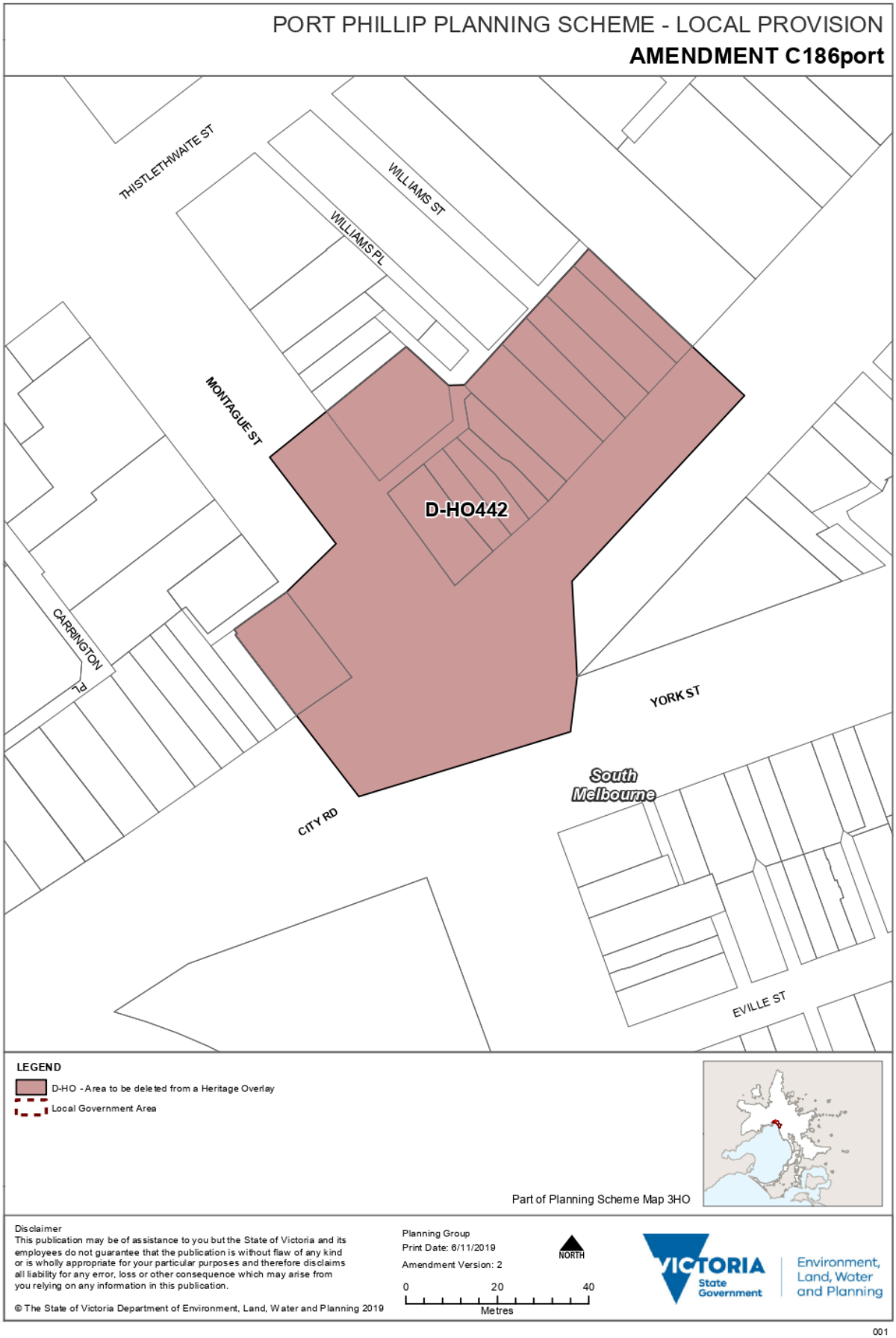
1. In **Local Planning Policy Framework** – replace Clause 21.07 with a new Clause 21.07 in the form of the attached document.

2. In **Local Planning Policy Framework** – replace Clause 22.04 with a new Clause 22.04 in the form of the attached document.

3. In **Overlays** – Clause 43.01, replace the Schedule with a new Schedule in the form of the attached document.

4. In **Operational Provisions**– Clause 72.04, replace the Schedule with a new Schedule in the form of the attached document.

End of document


PORT PHILLIP PLANNING SCHEME - LOCAL PROVISION
AMENDMENT C186port
THISTLETHWAITE ST
WILLIAMS ST
WILLIAMS PL
MONTAGUE ST
D-HO442
CARRINGTON PL
YORK ST
South Melbourne
CITY RD
EVILLE ST
LEGEND
D-HO - Area to be deleted from a Heritage Overlay
Local Government Area
Part of Planning Scheme Map 3HO
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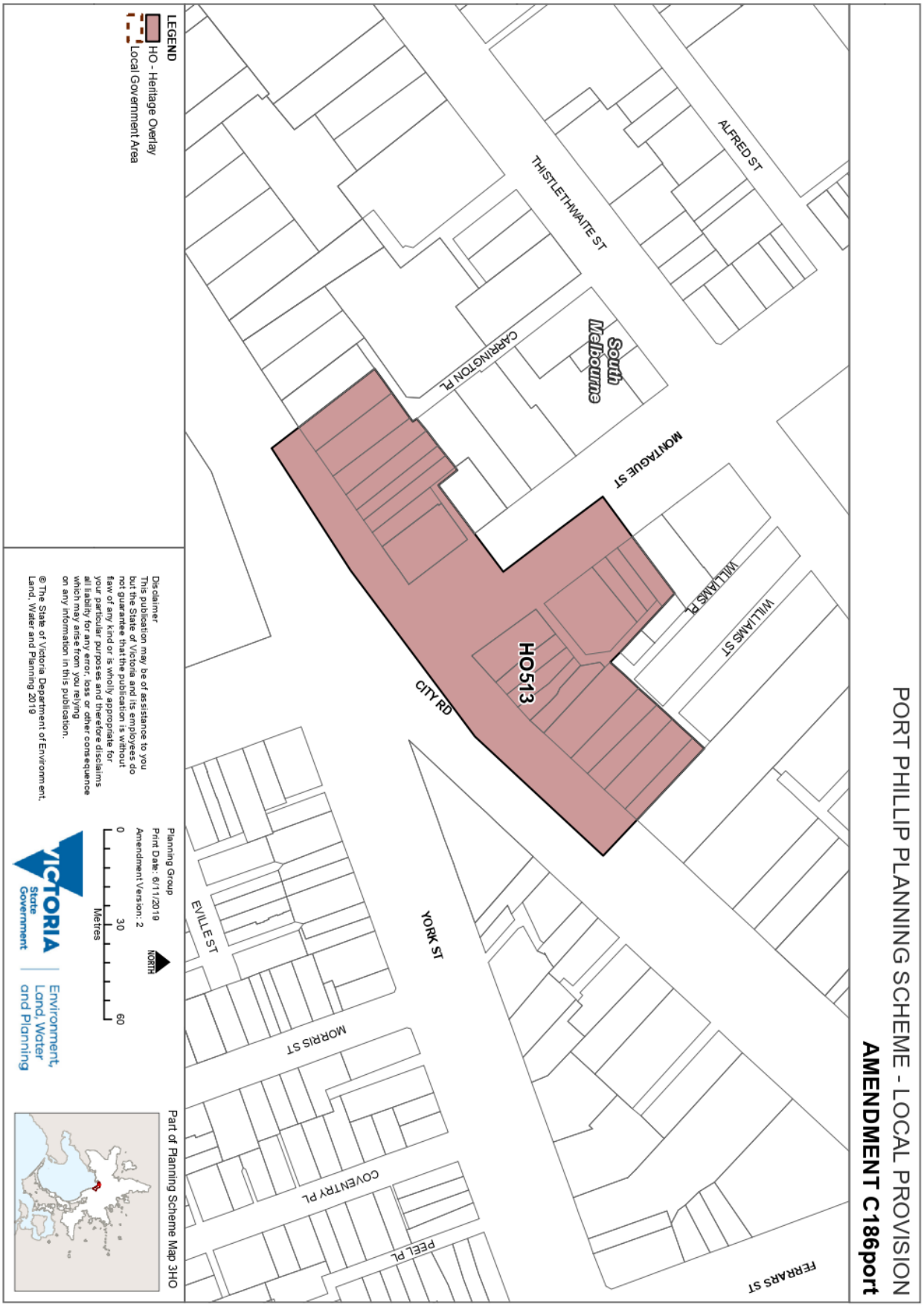
PORT PHILLIP PLANNING SCHEME - LOCAL PROVISION
AMENDMENT C186port
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Amendment Version: 2
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21.07 INCORPORATED DOCUMENTS

~~04/07/2019~~ -/-/---
~~C173port~~Proposed C186port

St Kilda Foreshore Urban Design Framework (2002)

Port Phillip Heritage Review - Volumes 1-6 (~~Version 28, June~~C186port Exhibition Version, October 2019) (Includes the City of Port Phillip Heritage Policy Map and the City of Port Phillip Neighbourhood Character Policy Map).

Reference documents

General

Community Plan (2007)

Council Plan 2009 - 2013

Health and Wellbeing Strategy (2007)

Environmental sustainability

Toward Zero Sustainable Environment Strategy (2007)

Sustainable Design Policy (2006)

Sustainable Transport Framework (2004)

Sustainable Transport Policy and Parking Rates (Ratio, 2007)

Land use

Port Phillip Housing Strategy (2007)

Port Phillip Activity Centres Implementation Plan (2007)

Port Phillip Activity Centres Strategy (2006)

Port Phillip Industry and Business Strategy (2003)

Open Space Strategy (2006, Revised 2009)

Open Space Strategy Implementation Plan Framework (2009)

Foreshore Management Plan (2004)

Built form

Port Phillip Housing Strategy (2007)

Port Phillip Design Manual (2000)

Neighbourhoods

South Melbourne Central Structure Plan (2007)

South Melbourne Central Urban Design Framework (2007)

Ormond Road Urban Design Guidelines (2007)

Beacon Cove Neighbourhood Character Guidelines 2010 (SJB Urban, 2010)

Carlisle Street Activity Centre Structure Plan (2009)

Carlisle Street Urban Design Framework (2009)

Design Guidelines 1-7 Waterfront Place, Port Melbourne (2014)

St Kilda Road North Precinct Plan (2013 – Updated 2015)

Bay Street Activity Centre Structure Plan – Parts 1 and 2 (2014)

St Kilda Road South Urban Design and Land Use Framework (2015)

22.04 HERITAGE POLICY

29/11/2018
C151

This policy applies to all land within a Heritage Overlay.

22.04-1 Policy Basis

27/06/2011
C62

This policy:

- builds on the SPPF heritage objective in Clause 15.03 to local circumstances;
- builds on the MSS objectives in Clause 21.05-1 relating to local heritage conservation, and
- applies the findings of the Port Phillip Heritage Review, Volumes 1-6.

22.04-2 Objectives

27/06/2011
C62

- To retain and conserve all significant and contributory heritage places.
- To discourage the demolition of significant and contributory heritage places.
- To ensure all new development and redevelopment of significant and contributory places is respectfully and harmoniously integrated with the surrounding character.
- To promote design excellence (in terms of building siting, scale, massing, articulation and materials) which clearly and positively supports the heritage significance of all Heritage Overlay areas.
- To ensure that new development and any publicly visible additions and/or alterations in or to a heritage place maintains the significance of the heritage place and employs a contextual design approach.
- To encourage development, in particular use of materials, that responds to the historic character of laneways and to minimise elements that adversely impact on that character.
- To ensure that reconstruction and repair of significant heritage bluestone kerb and channelling, bluestone laneways and significant concrete kerb and channel is carried out in a way that reflects as closely as possible the original appearance.

22.04-3 Policy

08/12/2011
C72

General

It is policy to:

- Encourage the restoration and reconstruction of heritage places (including the accurate reconstruction of original streetscape elements such as verandahs) in all areas, and in particular, in intact or substantially consistent streetscapes in the South Melbourne, Albert Park, Middle Park and St Kilda West Heritage Overlay areas (HO440, HO441, HO442, HO443, HO444, HO445 or HO446).
- Encourage the removal of alterations and additions that detract from the heritage significance of a heritage place.
- Encourage new development to be respectful of the scale, form, siting and setbacks of nearby significant and contributory buildings.
- Disregard the impact of buildings that are obviously atypical to the character of the streetscape when determining the appropriate mass and scale for new buildings or extensions or upper storey additions.
- Encourage a contextual design approach for additions and/or alterations to a heritage place or for new development. A contextual approach is where the alteration, addition or new development incorporates an interpretive design approach, derived through comprehensive

research and analysis. New development should sit comfortably and harmoniously integrate with the site and within the streetscape and not diminish, detract from or compete with the significance of the heritage place or streetscape character. This approach can include

- Contemporary architecture and innovative design which is an important part of the contextual approach because it adds to the existing diversity and layering of styles through time. This layering is a defining feature in a number of areas and is therefore an important component of Port Phillip's heritage.
- Accurate reproduction architecture may be employed in limited instances where detailed evidence, such as photographic evidence, exists for that alteration, addition or new development. This approach may be more appropriate in the South Melbourne, Albert Park, Middle Park and St Kilda West Heritage Overlay areas (HO440, HO441, HO442, HO443, HO444, HO445 or HO446), but may have limited application elsewhere.

Additions and/or Alterations to Heritage Places

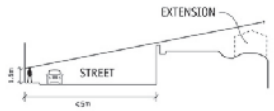
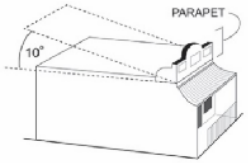
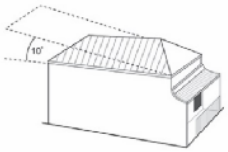
It is policy that:

- Additions and alterations:
  - Do not change the original principal facade(s) or roof.
  - Are distinguishable from the original parts of the heritage place to be conserved, if a contemporary architectural approach is used.
  - Are based on research that can identify the elements, detailing and finishes originally employed.
  - Do not obscure or alter an element that contributes to the significance of the heritage place.
  - Maintain an existing vista or viewlines to the principal facade(s) of a heritage place.
- An upper storey addition is sited and massed behind the principal facade so that it preferably is not visible, particularly in intact or consistent streetscapes (see Performance Measure 1).

Performance Measure 1

Upper storey additions may meet the above policy for siting and massing if the following measures, as appropriate, are achieved:

- They are sited within an "envelope" created by projecting a sight line from 1.6 metres above ground level (this being the eye level of an adult person of average height) to the front parapet or gutter on the main façade and taken from a point where the footpath meets the property line directly opposite the site, where the property has a frontage to a narrow street (5 metres or less) or laneway (illustration 1), or
- They are sited within an "envelope" created by projecting a line of 10 degrees from the height of the base of the front parapet or gutter line on the main façade and extending to the rear of the heritage place (illustration 2 or 3), or
- In exceptional cases where the heritage place is located in a diverse streetscape and the design of the proposed addition is considered to be an appropriate contextual response, they are sited within an "envelope" created by projecting a line of up to 18 degrees from the height of the base of the front parapet or gutter line on the main façade of the heritage place.

Illustration 1	Illustration 2	Illustration 3
		

- If visible from the front (principal) street, the roof of any addition is related to that of the heritage place in terms of form, pitch and materials.
- Where the property is located on a corner site, the upper storey addition is sited and massed so it is visually recessive from the front of the building, so that the scale of the heritage place is the dominant element in the front (principal) streetscape.
- In cases where the original heritage place has been altered, the previous alterations and additions are retained and conserved where they help to interpret the history of its development and they contribute to the significance of the heritage place.
- New openings in the principal facade(s) visible from the street are avoided, or if openings are visible, they are proportionally related to those of the heritage place.
- Walls, windows, roofs and fences are complementary to the heritage place in terms of materials, finishes, textures and paint colours and are appropriate to its architectural style.
- New development achieves environmentally sustainable outcomes, including upgrading existing fabric to reduce operational environmental impact of existing buildings, which is balanced with protecting the heritage significance of the site.

New Development in Heritage Overlay Areas

It is policy that:

- New development maintains and enhances an existing vista to the principal facade(s) of the heritage place, where a new development is adjacent to a heritage place (see Performance Measure 2).

Performance Measure 2

Buildings and works may meet the above policy for maintaining and enhancing an existing vista to the principal façade(s) of a heritage place if the following measures, as appropriate, are achieved:

- New development, with a significant or contributory heritage place on one adjacent site, has an equivalent frontage setback to the heritage place or a setback configuration that maintains a reasonable vista to the heritage place.
- New development, with a significant or contributory heritage place on both adjacent sites with differing setbacks, has a setback no greater than the largest setback and no less than the smaller setback.

- New development generally reflects the prevailing streetscape scale and does not dominate the streetscape or public realm (see Performance Measure 3).

Performance Measure 3

Buildings and works may meet the above policy for building scale if the following measures, as appropriate, are achieved:

- If located in a street which has a consistent building scale and adjacent to a significant or contributory heritage place, the height of the building is no higher than the roof ridgeline of the highest adjacent heritage place when viewed from the street, but may include a higher component to the rear; or
- If located in a street with a diverse building scale, and adjacent to a significant or contributory heritage place, the height of the new building is of a scale and mass that respects both the adjacent heritage place and the prevailing scale of the area.

- Front and side setbacks reflect those of the adjacent buildings and the streetscape, where this is an important element in the streetscape.
- Roofs respond to any predominant roof form characteristic of the streetscape.
- Door and window openings are complementary to the prevailing streetscape characteristics. Large expanses of glass or horizontal windows are generally avoided in principal front facades except where this is considered an appropriate design response.
- If it is a major development site containing a significant or contributory heritage place that is to be retained, the new development respects the scale and setting of the heritage place whilst responding to the prevailing building scale of the heritage overlay area.
- Visible wall elevations of the new building are articulated in a manner that is complementary to the streetscape through the use of different materials, massing and the inclusion of windows and doors where appropriate.
- Materials, textures and finishes complement those evident in the streetscape.
- Colour schemes complement the appearance and character of the streetscape.
- Front fences are appropriate to the architectural style of the building.
- For a contextual approach, front fencing interprets the prevailing character of fencing in the immediate environs and in particular responds to prevailing fence height, degree of transparency, form and materials.

Demolition

Where a permit is required for demolition of a significant or contributory building, it is policy to:

- Refuse the demolition of a significant building unless and only to the extent that:
  - the building is structurally unsound;
  - the replacement building and/or works displays design excellence which clearly and positively supports the ongoing heritage significance of the area.
- Refuse the demolition of a contributory building unless and only to the extent that:
  - the building is structurally unsound, and either
  - the replacement building and/or works displays design excellence which clearly and positively supports to the ongoing heritage significance of the area, or
  - in exceptional circumstances the streetscape is not considered intact or consistent in heritage terms.
- Require all applications for demolition of significant or contributory buildings to be accompanied by an application for new development.
- Allow the demolition of part of a heritage place if it will not affect the significance of the place and the proposed addition is sympathetic to the scale and form of the place.

Car Parking

It is policy to:

- Discourage new vehicle crossovers in the front of a property with a narrow street frontage or in streets with few or no crossovers.
- Encourage new on-site car spaces to be located at the rear of the property or in a side setback area.
- Encourage carports, garages and outbuildings, if visible from the main street frontage, to have wall openings, roof forms and materials that complement the main building and the streetscape.

Laneways, Kerbs and Channels

It is policy that:

- Reconstruction of existing bluestone kerb and channelling occurs only when it is at the end of its useful life.
- Where an upper floor is proposed, it is incorporated into the roof space or stepped back from the laneway to reduce its bulk.
- There is zero setback from the laneway frontage (e.g. buildings / fences are built on the boundary line abutting the laneway).
- External materials are limited to those utilitarian materials common in the early periods of development, typically red face brickwork for walls.

Street Furniture

It is policy that:

- Street furniture, including seats, litter bins, bicycle rails and drinking fountains, are designed and sited to ensure that they are not obtrusive in the streetscape, do not adversely affect the heritage significance of an area, and do not obstruct the views to a heritage place.

22.04-4 Application Requirements

27/06/2011
C62

It is policy to require all applications for development to be accompanied by:

A written report that explains:

- The design approach adopted and the reason why.
- How the proposed building and/or works will clearly and positively support the ongoing significance of the heritage place and promote design excellence.
- In the case of any proposed demolition:
- Why the building is considered to be structurally unsound with supporting information to Council's satisfaction.
- How the replacement building and/or works clearly and positively support the significance of the heritage place.
- In the case of any proposed addition/alteration, how the proposal is respectful to the scale, massing and form of the significant or contributory heritage place.
- In the case of new development, how the proposal will complement existing heritage characteristics and be respectful of and respond to the prevailing scale, form, siting and setbacks of existing significant or contributory heritage places in the vicinity.
- Whether the addition and /or alteration or new development has met the performance measure 1, 2 or 3, where relevant, and in the cases where these performance measures have not been met, how the proposal achieves the relevant policy.

Plans showing the following:

- Fully scaled and dimensioned elevations and floor plans.
- Where facade restoration forms part of the proposal, plans must be prepared at a 1:20 scale.
- Where demolition forms part of the proposal, demolition plans and elevations showing the extent of all buildings, fences, etc to be demolished.
- A three dimensional building envelope that shows the potential new building volume if all the opportunities and constraints have been considered.
- Fully scaled and dimensioned site plan showing existing and proposed circumstances including outbuildings, fences, significant vegetation, car parking, new cross overs, on-site parking space locations and any other noteworthy features.
- A photo montage of the streetscape.
- A streetscape elevation which shows the existing streetscape and how the proposal sits within the streetscape.
- Information which shows the form of the proposal from oblique views from neighbouring streetscapes where any part of the proposal will be visible.
- A landscape plan.

22.04-5 Definitions

27/06/2011
C62

Heritage place is a place that has identified heritage value and could include a site, area, building, group of buildings, structure, archaeological site, tree, garden, geological formation, fossil site, habitat or other place of natural or cultural significance and its associated land.

Significant heritage places include buildings and surrounds that are individually important places of either State, regional or local heritage significance and are places that together within an identified area, are part of the significance of a Heritage Overlay. These places are included in a Heritage Overlay either as an area or as an individually listed heritage place and are coloured "red" on the City of Port Phillip Heritage Policy Map in the Port Phillip Heritage Review, Volume 1-6.

Contributory heritage places include buildings and surrounds that are representative heritage places of local significance which contribute to the significance of the Heritage Overlay area. They may have been considerably altered but have the potential to be conserved. They are included in a Heritage Overlay and are coloured "green" on the City of Port Phillip Heritage Policy Map, in the Port Phillip Heritage Review, Volume 1-6.

Non-contributory properties are buildings that are neither significant nor contributory. They are included in a Heritage Overlay and have no colour on the City of Port Phillip Heritage Policy Map in the Port Phillip Heritage Review, Volume 1-6. However any new development on these sites may impact on the significance of the Heritage Overlay, and should therefore consider the heritage characteristics of any adjoining heritage place and the streetscape as covered in this policy.

22.04-6 Incorporated Document

~~04/07/2019~~ -/-/----
~~C173port~~Proposed C186port

Port Phillip Heritage Review – Volumes 1 – 6 (~~Version 28, June~~C186port Exhibition Version, October 2019) (includes the City of Port Phillip Heritage Policy Map and the City of Port Phillip Neighbourhood Character Policy Map).

22.04-7 Reference Documents

~~18/10/2018~~ -/-/----
~~C122~~Proposed C186port

Port Phillip Design Manual, 2000 including:

- Fishermans Bend Guidelines (Updated 2010)
- Garden City Guidelines (Updated 2010)

- Dunstan Estate Guidelines (2007)
- Heritage Kerbs, Channels and Laneways Guideline (2006)

Review of Heritage Overlay 3, Heritage Alliance (2009) & Built Heritage (2010).

Review of Heritage Overlay 1 Port Melbourne – Outcomes and Recommendations (Lovell Chen, July 2011)

Review of Heritage Overlay 1 Port Melbourne – Stage 2 Review – Summary Report (Lovell Chen, December 2012)

Fishermans Bend Heritage Study (Biosis Pty Ltd, 2013)

Fishermans Bend additional heritage place assessments (Biosis Pty Ltd, 2015)

Review of Heritage Overlay 1 Port Melbourne – Stage 2 Review – Summary Report (Lovell Chen, December 2012)

Heritage Appraisal: 16-20A & 44 Wellington Street, St Kilda (Lovell Chen, May 2015)

Heritage Review – Wellington Street, St Kilda (Lovell Chen (Reivsed) March 2017)

Fishermans Bend Heritage Review: Montague Commercial Precinct (2019) (RBA Architects and Conservation Consultants, October 2019)

31/01/2019
C157port

SCHEDULE TO CLAUSE 43.01 HERITAGE OVERLAY

1.0 Application requirements

18/10/2018
C122

None specified.

2.0 Heritage places

~~15/08/2019~~ -/--/---
~~C170port~~Proposed C186port

The requirements of this overlay apply to both the heritage place and its associated land.

PS map ref	Heritage place	External paint controls apply?	Internal alteration controls apply?	Tree controls apply?	Outbuildings or fences not exempt under Clause 43.01-4	Included on the Victorian Heritage Register under the Heritage Act 2017?	Prohibited uses permitted?	Aboriginal heritage place?
HO1	*Port Melbourne* Area generally bound by Clark Street to the north, Ingles and Boundary Streets to the east, Pickles Street to the south and Graham Street to the west	Yes	No	Yes – but limited to the Port Melbourne Light Rail Reserve, area zoned PPRZ.	No	No	No	No
HO2	*The Garden City Housing Estates* Port Melbourne	Yes	No	No	No	No	No	No
HO4	*City Rd Industrial Area* South Melbourne	Yes	No	No	No	No	No	No
HO5	*St Kilda Hill* Area generally bound by Fitzroy St to the North, Barkly St to the east, Carlisle St to the south and Port Phillip Bay to the west	Yes	No	No	No	No	No	No
HO6	*St Kilda East* Area generally bound by Wellington Rd and Dandenong Rd to the north, varying degrees of Alma Rd to the south, St Kilda Rd to the east and Orrong Rd to the west	Yes	No	No	No	No	No	No

PS map ref	Heritage place	External paint controls apply?	Internal alteration controls apply?	Tree controls apply?	Outbuildings or fences not exempt under Clause 43.01-4	Included on the Victorian Heritage Register under the Heritage Act 2017?	Prohibited uses permitted?	Aboriginal heritage place?
	32 - 58 Nightingale St, 19 - 47 Nightingale St, 19 & 21 Woodstock St, 1 – 17 Gibbs St, 2 – 20 Gibbs St and 1 to 5 Railway Place, Balaclava.							
HO440	*Emerald Hill Residential Precinct* Area generally bound by Pickles St, York St and Kings Way to the north, Queens Rd to the east, Albert Rd to the south and Nelson and Ferrars St to the west	Yes	No	No	No	No	No	No
HO441	*St Vincent Place East* South Melbourne Bound By Park St, Cecil St, Albert Rd and Ferrars St	Yes	No	No	No	No	No	No
HO442	*Albert Park Residential Precinct / Part Montague Precinct* Area generally bound by Pickles St to the North, Ferrars St to the east, Kerferd Rd to the south and Beaconsfield Parade to the west~~ (including shops and dwellings along City Road / Montague Street)~~	Yes	No	No	No	No	No	No
~~HO442 Interim Control~~HO513 ~~Expiry date:~~ ~~31/01/2020~~	~~Albert Park Residential Precinct / Part Montague Precinct Extension~~*Montague Commercial Precinct* Land including 496-546 City Road and ~~496-510 City Road and 157-~~151-163 Montague Street, South Melbourne	~~Yes~~No	No	No	No	No	No	No
HO443	*Bridport Street / Victoria Avenue Commercial Precinct*	Yes	No	No	No	No	No	No

PORT PHILLIP PLANNING SCHEME

20/12/2018
C159port

SCHEDULE TO CLAUSE 72.04 DOCUMENTS INCORPORATED IN THIS PLANNING SCHEME

1.0 Incorporated documents

~~04/07/2019~~ -/-/---
~~C173port~~Proposed C186port

Name of document	Introduced by:
10, 11, 12 / 339 Williamstown Road, Port Melbourne, Transitional Arrangements, January 2017	C136
114-124 Albert Road, South Melbourne	NPS1
12 Acland Street, St Kilda	NPS1
12B Chapel Street, St Kilda, September 2013	C96
1-29 Albert Road, South Melbourne	NPS1
132-134 Bank Street and 223-227 Moray Street, South Melbourne	NPS1
14-16 The Esplanade, St Kilda	NPS1
167 Fitzroy Street, St Kilda	NPS1
29 Fitzroy Street, St Kilda	NPS1
315-317 Beaconsfield Parade and 109-111 Park Street, St Kilda	NPS1
360-370 St Kilda Road, Melbourne, Revised November 2001	C33
400 - 430 City Road, Southbank, December 2010	C85
400-410 City Road, 2-48 Cecil Street and 127-135 Whiteman Street, South Melbourne	NPS1
414-416 and 418 St Kilda Road, Melbourne	NPS1
582-584 St Kilda Road, Melbourne	NPS1
89 Fitzroy Street, St Kilda	NPS1
Acland Courtyard Development Plan	NPS1
Acland Street Upgrade Project Incorporated Document, December 2015	C124
Albert Park Master Plan	NPS1
Beacon Cove Development, Port Melbourne (revised) 2013 (including Beacon Cove Concept Plan No.1, Beacon Cove Precinct Plan No. 1, Beacon Cove Residential Component Guidelines No.1 and Plan named Beacon Cove Port Melbourne showing areas subject to an environmental audit)	C104
Becton, Port Melbourne Development Concept Plan and Building Envelope Plan	NPS1
City of Port Phillip Heritage Policy Map (~~Version 28, June~~C186port Exhibition Version, October 2019) (Part of Port Phillip Heritage Review)	~~C173port~~C186port
City of Port Phillip Neighbourhood Character Map (~~Version 28, June~~C186port Exhibition Version, October 2019) (Part of Port Phillip Heritage Review)	~~C173port~~C186port
Hospital Emergency Medical Services - Helicopter Flight Path Protection Areas Incorporated Document, June 2017	GC49
Incorporated Plan - Sea Wall and Promenade - September 2008	C70
Luna Park	NPS1
M1 Redevelopment Project, October 2006	C58
Major Promotion Signs – Permit Provisions December 2008	C100

PORT PHILLIP PLANNING SCHEME

Name of document	Introduced by:
Melbourne CityLink Project – Advertising Sign Locations, November 2003	VC20
Melbourne Convention Centre Development, Southbank and North Wharf redevelopment, Docklands, April 2006, Amended May 2016	GC44
Melbourne Metro Rail Project Incorporated Document, May 2018	GC82
Melbourne Metro Rail Project – Infrastructure Protection Areas Incorporated Document, May 2016	GC67
Melbourne Sports & Aquatic Centre, Albert Park	NPS1
Montague Community Park and associated Streetscape Works, August 2017	C135
Part 61 Bertie Street, Port Melbourne, November 2001	C33
Port Melbourne Mixed Use Area Development Contributions Plan (Streetscape Works) July 1999	C13
Port Phillip Heritage Review - Volumes 1-6 (~~Version 28, June~~C186port Exhibition Version, October 2019)	~~C173port~~C186port
Prince Apartments Stage 2 Development Plans – 29 Fitzroy Street, St Kilda (December 2013)	C94
Shrine of Remembrance Vista Controls, April 2014	C140
St Kilda Foreshore Urban Design Framework, 2002	C36
St Kilda Seabaths	NPS1
St Kilda Station Redevelopment plans prepared by Billard Leece Partnership dated July 1999	C9
State Sports Facilities Project Albert Park, September 2009 (amended May 2012)	C120
Stokehouse – 30 Jacka Boulevard, St Kilda, July 2014	C110
Tramway Infrastructure Upgrades Incorporated Document, May 2017	GC68
Victorian Cricket and Community Centre, St Kilda Cricket Ground, May 2016	C119
Victorian Pride Centre Incorporated Document, September 2018	C149port
West Beach Pavilion Precinct Incorporated Plan, 2004	C36
Statement of Significance: Montague Commercial Precinct, October 2019	C186port

Port Phillip Heritage Review

Volume 1 – ~~Version 28~~ C186port Exhibition Version

~~June 2019~~ October 2019

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Prepared for the City of Port Phillip by Andrew Ward, Architectural Historian

1. Introduction

1.1 Port Phillip Heritage Review[1]

The initial Review of the cultural heritage of the City of Port Phillip was commissioned in October, 1996. The consultant team was lead by Andrew Ward, architectural historian and supported by Francine Gilfedder, horticulturalist and garden historian. Data base management and map generation was undertaken by Ian Perry of Big Picture Software Pty. Ltd. and research assistance was provided by Jenny Dalrymple of Andrew Ward's office. The project was directed by Jim Holdsworth, manager, Urban Design and Strategic Planning at the City of Port Phillip and he was assisted during the early stages of the Study by Peter Boyle, architect, as project officer.

The project was undertaken simultaneously with the City of Port Phillip Urban Character Study and a joint project steering committee was established to give support to the consultant teams. The membership of the committee was as follows:

- Councillor Dick Gross (chair),
- Councillor Pat Browne,
- Councillor Liz Johnstone
- Jim Holdsworth, manager Urban Design and Strategic Planning,
- David Spokes, general manager, Community Planning,
- Steve Dunn, manager Business and Industry,
- Geoff Austin, Department of Infrastructure,
- Dale Wardlaw, Department of Infrastructure,
- Kim Dovey, University of Melbourne,
- Lyn Harrison, community representative,
- Adair Bunnett, community representative,
- Andrew Heslop, community representative, and
- David Brand, community representative.

The support of the members of this committee throughout the course of the Study is acknowledged with thanks, their knowledge of the Municipality, their expertise and commitment to the task being highly valued.

[1] The Port Phillip Heritage Review (Version 2) was gazetted as a part of Amendment C5 to the Port Phillip Planning Scheme in December 2000.

The City of Port Phillip, having been formed by the amalgamation of the Cities of Port Melbourne, South Melbourne and St. Kilda, had inherited several urban conservation studies. They had been prepared at different times, commencing in 1975 and using different criteria for the evaluation of the significance of places. Furthermore, the municipal boundaries represented discontinuities in the identified urban conservation areas, placing the integrity of the new City's conservation strategy at risk. The studies were as follows:

- Yuncken Freeman Ashton Wilson: South Melbourne Conservation Study (1975),
- Jacobs Lewis Vines: Port Melbourne Conservation Study (1979),
- Allom Lovell Sanderson Pty. Ltd.: South Melbourne Conservation Study (1987),
- Nigel Lewis and Associates: St. Kilda Conservation Study Area 1 (1982),
- David Bick: St. Kilda Conservation Study Area 2 (1985),
- Robert Peck von Hartel Trethowan with Henshall Hansen Associates: City of St. Kilda Twentieth Century Architectural Study (1992), and
- Allom Lovell and Associates: Port Melbourne Conservation Study Review (1995).

1.2 Updating the Port Phillip Heritage Review

Since the gazettal of the original Port Phillip Heritage Review in 2000, additional assessments of places and areas of heritage significance have been completed. The following heritage studies were commissioned:

- Graeme Butler and Associates: *Swallow Street (2004)*
- Heritage Alliance: *East St Kida Heritage Study (2004)*
- Heritage Alliance: *Elwood Heritage Review (2005)*
- Heritage Alliance: *Nightingale Street Heritage Study (2008)*
- Heritage Alliance & Built Heritage: *Review of Heritage Overlay 3 (2009 / 2010)*
- Lovell Chen: *Review of Heritage Overlay 1 (2011).*
- Lovell Chen: *Review of Heritage Overlay 1 Port Melbourne – Stage 2 Review (2012)*
- Peter Andrew Barrett: *Tiuna Grove, Elwood (2019)*
- *RBA Architects and Conservation Consultants: Fishermans Bend Heritage Review: Montague Commercial Precinct (2019)*

The resultant findings have been included in the Port Phillip Heritage Review through the Planning Scheme Amendment process.[2]

The assessment framework used in each of the above heritage assessments is based upon the framework developed by Andrew Ward as outlined in the following chapters.

[2] The Port Phillip Heritage Review is an incorporated document in the Port Phillip Planning Scheme. Planning Scheme Amendments C24, C29, C32, C46, C52, C54, C70, C72, C74, C89 and C103 enabled new information on heritage places and heritage areas within the municipality to be included in the Port Phillip Heritage Review.

2. Brief

The project brief was designed to address the inconsistencies inherent in the previous studies when viewed together. The objectives were stated in the brief as follows:

- *"to provide a consistent approach to building grading and the recording of building significance across the municipality, for all architectural/historical periods including the twentieth century;*
- *to identify and fill gaps in building records, e.g., to ensure that significant 20th century buildings across the municipality are identified;*
- *to ensure that building gradings are updated, e.g., some buildings have been demolished;*
- *to identify historically significant streetscapes, other public spaces, parks or elements within them worthy of protection;*
- *to provide the strategic basis for any future statutory heritage controls in the Planning Scheme using the new Heritage Place Control."*

The project tasks were to:

- Review the building gradings and assessments from the earlier studies.
- Assess 20th century buildings across the whole of the municipality to complement the work previously undertaken in the former City of St. Kilda.
- Investigate and complete building identification forms and citations for the commercial and industrial areas of Port Melbourne that were not included in the 1995 review.
- Review the Port Melbourne recommendations for area controls based on the new Model Heritage Place control.
- Prepare plans identifying the location of all graded buildings and existing and proposed urban conservation area boundaries.
- List those buildings recommended for inclusion in the Register of the National Estate and the Victorian Historic Buildings Register.
- Identify and assess the public spaces and parks within the City of Port Phillip and their contents including significant trees, monuments and sculptures.

3. Study Method

3.1 Thematic Environmental History

A working paper was prepared (no.1) summarising the findings of the environmental histories prepared by earlier consultants so as to establish an historical context for the forthcoming field work. It was, however, agreed at an early stage, that the Review should be founded in a new thematic history of the whole of the Municipality using the trial framework of themes contained in the report entitled "Principal Australian Historic Themes: A Guide for heritage agencies" (draft), being a document prepared under the Australian Heritage Commission's National Heritage Co-ordination Strategy. This work was carried out and constitutes section 4 of the Report. The work previously undertaken by the consultants in the reports noted above was used as a source of information in the thematic history which also drew on available published histories of the former Cities of Port Melbourne, South Melbourne and St. Kilda. This work was undertaken by Andrew Ward.

3.2 Field Survey

The Thematic Environmental History provided a basis for the identification and evaluation of the significance of places in the field. The criteria for the assessment of cultural heritage significance adopted by the Australian Heritage Commission in April, 1990 were used in conjunction with the history and the field inspections to provide preliminary assessments of significance for all properties in the Municipality. A working paper (no.4) was prepared to explain how these criteria would be applied and used in the generation of computerised maps. These maps recorded information according to a system of ranking which can be explained in the following terms:

> Levels of importance were simplified along traditional lines, assigning the letter A to places considered to be of national importance, B to those of regional importance and C to those of local importance. These levels of importance had implications for the introduction or confirmation of existing statutory control provisions in the Planning Scheme. Where a place was considered to have lesser importance than level C, it was ranked D, meaning that it was likely to be substantially intact but merely representative of an era. Places of lesser cultural value were ranked E, usually implying that the place had been defaced, but not irretrievably, or that it was aesthetically undistinguished. Finally, a place was ranked F if it was considered to have been important in the past but as a result of intervention now so compromised that it was likely to be of interest only. Places having for planning purposes no cultural value were ranked N.

It is important to note when interpreting the maps produced in this way that they represent a "picture" of the Municipality that is in many instances based upon imperfect data. A quick visual inspection of the exterior of a building, after all, cannot be said to constitute a thorough appraisal. By the same token, however, if a data sheet has been prepared for a place, then the recommendations arising from the review of this data sheet have been incorporated in the maps and may therefore be counted as a firm basis for future planning decisions. The maps are therefore of greatest value for their capacity to graphically present an overview of the Municipality, not only in terms of its evolution but also in terms of the cultural value of neighbourhoods. They have been used to assist the consultant to identify potential heritage overlay areas.

The maps themselves used a digital base supplied to Council by the State Government. One of the layers of this base consists of a series of polygons representing the boundaries of properties. The mapping software allows data fields to be attached to each property with the result that the map becomes a front end to a data base table. Data generated during this Review, however, was included on the map by adding a separate data base table, linked to the map table by a unique identifying

number. In this way, one can work on the data in the heritage table independently of the map. In its final form, the Review consists of data sheets for individual places linked to the map by the appropriate identifying numbers. The mapping software was Mapinfo, having the capability of linking with Microsoft Access97 for the storage of linked data.

3.3 Heritage Overlay Areas

These areas were identified using the maps in conjunction with the work of the previous consultants. Further inspection was then undertaken in the field to verify this Consultant's findings. There are important changes between the work of the earlier consultants and this Review that can be accounted for in the following ways:

- in some instances, places have been altered since the earlier surveys. In extreme circumstances, contributory buildings have been demolished. This was, not surprisingly, most evident in the areas that had not been protected by planning scheme control.
- given the new planning scheme provisions and more particularly the urban character provisions, it was determined that heritage controls should only apply to those areas where the fabric of the place was considered to be so important that it should not be demolished. In other words, the areas of lesser cultural value could not unreasonably be managed by the urban character provisions of the Scheme. It is for this reason that the proposed heritage overlay areas have been drawn with precision and form highly irregular patterns. Their focus, after all, is on the conservation of fabric as well as character. It is argued in this Review that discrete areas, bounded more or less neatly by streets and natural boundaries are best managed by the urban character controls with heritage overlay controls applying only to those areas within the urban character areas where demolition control is required. It is partly as a consequence, therefore, of the new planning provisions, that the approach to the identification of the heritage overlay areas has changed.
- finally, and as a consequence of the computerised mapping process, changes were made on the basis of data that had been prepared consistently over the whole of the Municipality, irrespective of past municipal boundaries. Consistency carries with it the fact that comparative evaluations were made for places in this Review over a much larger area than had previously been subject to consideration. In other words, some areas, which when assessed in terms of the former municipal boundaries, were arguably the most important of their respective types, were of much lesser importance when assessed comparatively over the wider municipality of Port Phillip.

Once identified, the areas were documented in terms of their present circumstances and the elements which give them distinction. Their history was then summarised and their position in the thematic framework identified prior to preparing statements of significance with consequent recommendations.

3.4 Data Sheets

Data sheets have been prepared for several additional places previously undocumented. They include the heritage overlay areas themselves, individually significant places situated outside of the areas and a number of additional places. A standard format has been used that is similar to the heritage overlay area data sheets. Big Picture Software Pty. Ltd. was engaged during the course of the Study period to prepare a data base incorporating the data sheets for the individual places undertaken as a part of this Study as well as the work of all previous consultants. The findings of the past consultants have been reviewed as a part of this Study using the same criteria, thereby introducing consistency to the assessments. This data base forms an additional four volumes of this report.

3.5 Schedule to the Heritage Overlay Table

This schedule was prepared using the assessments arising from the field survey and checking them wherever possible against the assessments of the earlier consultants. It includes the identified heritage overlay areas and all places of individual significance outside of those areas. Within the areas, only those places considered to be of regional or state importance have been listed. It follows that there are many places of individual significance at the local level within the identified heritage overlay areas that have not been separately listed.

Generally speaking, paint colour scheme controls have been proposed only in the retail streets of the heritage overlay areas. These controls are not proposed in the residential areas except where a place is individually listed. Interior controls for individually listed places have only been proposed where elements of the interior of a place are known to contribute to its significance in an important way. This may be on account of their architectural or aesthetic value or simply because a building of a certain type is expected to have rooms of a certain type, the absence of defacement of which would impact on its significance. By way of example, a post office would be expected to have a public space; a railway station, waiting rooms, and so on. Planning decisions impacting on the significance of the building should respect the integrity of these spaces, irrespective of their aesthetic values.

4. Recommendations

It is recommended that the findings of the Port Phillip Heritage Review Version 3, February 2005 be adopted by Council for application in the following ways:

4.1 Port Phillip Heritage Review

List the Heritage Review document as an Incorporated Document in Clause 81 of the Port Phillip Planning Scheme. This will have the effect of incorporating the Statements of Significance for the 8 heritage areas and the citations for individually significant heritage buildings into the Planning Scheme.

4.2 Heritage Place

(including heritage overlay areas and individually significant heritage buildings, structures, gardens and trees)

Inclusion of the recommendations of the Heritage Review in the schedule and maps to Clause 43.01 of the Port Phillip Planning Scheme. This would include the nominated heritage areas and the list of individual heritage places that have been identified and substantiated.

Organisation of all preliminary heritage gradings into the following categories:

- all places given a preliminary grading of A, B, C or D within a Heritage Overlay or A, B or C outside a Heritage Overlay should be collectively termed "Significant Heritage Places" and
- all places given a preliminary grading of E or F inside a Heritage Overlay or D, E or F outside a Heritage Overlay should be collectively termed "Contributory Heritage Places",

for the purpose of developing policy and administering the recommendations of the Heritage Review.

A map identifying significant, contributory and non-contributory buildings in Heritage Overlays is provided as a Heritage Policy map to assist the Council in interpreting how to apply Clause 22.04 'Port Phillip Heritage Policy' of the Port Phillip Planning Scheme. A Neighbourhood Character Policy Map is provided which identifies contributory buildings outside the Heritage Overlays.

Where a permit is required for demolition of a significant or contributory building, it should be policy to:

- Require all applications of significant or contributory buildings to be accompanied by an application for new development.
- Allow the demolition of part of a heritage place if it will not affect the significance of the place and the proposed addition is sympathetic to the scale and form of the place.
- Not support the demolition of a significant building unless and only to the extent that;
  - The building is structurally unsound or cannot be feasibly reused.
  - The replacement building and / or works displays design excellence which clearly and positively supports the ongoing heritage significance of the area.
- Not support the demolition of a contributory building unless and only to the extent that:
  - The buildings is structurally unsound or cannot be feasibly reused, and either
  - The replacement building and / or works displays design excellence which clearly and positively supports to the ongoing heritage significance of the area, or

- In exceptional circumstances the streetscape is not considered intact or consistent in heritage terms.

4.3 Conservation Principles and Guidelines

Integration of conservation principles and guidelines into the Port Phillip Heritage Policy, at Clause 22.04 of the Port Phillip Planning Scheme and the Port Phillip Design Manual, Version 3 August 2000, which will be a referenced document in the Port Phillip Planning Scheme.

4.4 Heritage Register Nominations

Nominate all 'A' graded heritage places (that have not previously been nominated) for inclusion by Heritage Victoria on the Victorian Heritage Register.

6.40 Montague Commercial Precinct – HO513

6.40.1 Montague Commercial Precinct

Existing designations:	
Heritage Council Register:	N/A
National Estate Register:	N/A
National Trust Register:	N/A

6.40.2 Location and extent

6.40.3 Thematic context

Victoria's framework of historical themes

5. Building Victoria's industries and workforce: 5.2 Developing a manufacturing capacity, 5.3 Marketing and retailing, 5.6 Entertaining and socialising, 5.8 Working

Port Phillip thematic environmental history

4. Industry: 4.2 South Melbourne, 4.5 Growth and prosperity

5. Settlement: growth and change: 5.1 Three settlements: Sandridge, St Kilda and Emerald Hill, 5.3 The late nineteenth century boom, 5.4 Depression and recovery: the inter-war years

6.40.4 History

Montague

The Montague area, bounded by City Road, Boundary Road, and the Port Melbourne and St Kilda Railway lines, was established in the 1880s as land was subdivided and sold.

The 1880s were a period of rapid growth in Emerald Hill with a population of 25,000 by 1880, rising to 43,000 at the end of the decade. Port Melbourne saw a similar growth, but from a smaller starting point. A number of the municipal councillors were prominent real estate developers and financiers including Matthias Larkin, James Page, J.R. Buxton and W. Thistlethwaite, or were land speculators such as William Buckhurst. As a result subdivision and street construction (although rudimentary) went ahead rapidly.

The Montague area was promoted as an area for 'persons of the artisan class', and this was reflected in the advertisements for houses for sale such as "neat two roomed cottage and land, plastered £110, Stoke Street, off Gladstone Place". By 1875, there were 560 households and by 1900, there were 1,000 in the district, with 200 in the lanes and little streets. Many of the people attracted to the low cost housing were labourers, fisherman, boilermakers, mariners and shipwrights, probably drawn to the area because of its proximity to the docks and metal works along the river, and the noxious trades on the Sandridge flats. Owner occupation was approximately 33 per cent. Most of the houses in the smaller streets were made of timber and had two or three bedrooms. Almost no houses had a bathroom or washroom.

A contributor to the *Argus* in 1881 described the Montague area, known colloquially as "Salt Lake City", as a poorly drained sector with a terrible stench in which typhoid was rife.

[It is] "wonderful how people can live there; yet new houses are going up there daily in thick clusters, evidently intended for persons of the artisan class. Children are being reared…in great numbers. Their chief amusement here is to play in the horrible liquid surrounding their homes." (Argus, 16 August 1884)

Floods exacerbated the problems with one description of the 1880 flood noting:

Pedestrians could proceed along the footpath in Flinders-street to a point a short distance beyond William-street, where the flood barred all further progress. The houses from this point to the corner of Spencer-street were flooded on the ground floors and cellars. The water could be seen stretching from a short distance below the Falls Bridge to Sandridge Bend on the one hand, and from Emerald Hill to Footscray on the other. ('The floods in Victoria', *South Australian Register*, 18 September 1880, p.6)

MMBW plans show the Montague area was almost fully developed by the end of the nineteenth century with rows of narrow terraced houses lining the streets and laneways. Non-residential uses included several hotels, some of which still exist today, the St Barnabas Church complex in Montague Street, but almost no factories – a 'wire mattress factory' at the rear of some houses in Thistlethwaite Street being one exception.

In the early twentieth century, however, industrial premises began to replace residential properties within the Montague area. These early industries were associated with the significant growth of manufacturing in Victoria after Federation in 1901 when free trade laws between the states led to the removal of all internal import duties and the Victorian manufacturing industry, particularly the clothing, boot & shoe and engineering sectors, expanded rapidly to supply Australia-wide markets. These industries were also encouraged by trade protection through tariffs and import duties on imported goods, which was a major component of Commonwealth Government policy in the first half of the twentieth century and played a 'decisive role' in developing manufacturing enterprises in the northern suburbs of Melbourne during the interwar period (Vines & Churchward, 1992:18, 20). By the late 1930s the impact of industry prompted the Montague branch of the A.L.P. to write to Council to prevent the further intrusion of factories into residential areas (*Record*, 27 April 1940, p.7).

By the 1920s, much of the housing stock was falling into disrepair due to regular flooding, inundation and little maintenance, particularly among the rental properties. However, Montague was renowned for its close knit community. The self-contained suburb had its own, school, church, police station, kindergarten, football team, hotels, post office, bank and shops.

It was areas like Montague that led to the first inquiry into the condition of housing in Victoria, which was conducted in 1913 by a Select Committee of the Legislative Assembly. This first slum commission paid special note to the Montague district, noting the area between Ferrars Street and Boundary Street, and from City Road to the Port Melbourne railway, "…was very flat and the drainage bad, … with very few exceptions the houses are all built of wood and iron…' where most did not have baths, and were small and in poor repair ('Suburban slums, evidence of Police, hovels and shelter sheds', *The Age*, 20 November 1916, p.6).

MMBW Detail Plan nos. 493 & 497 (1894) (Detail) showing part of the Montague area north of Sandridge (City) Road including the precinct at the intersection of Montague Street. Source: State Library of Victoria

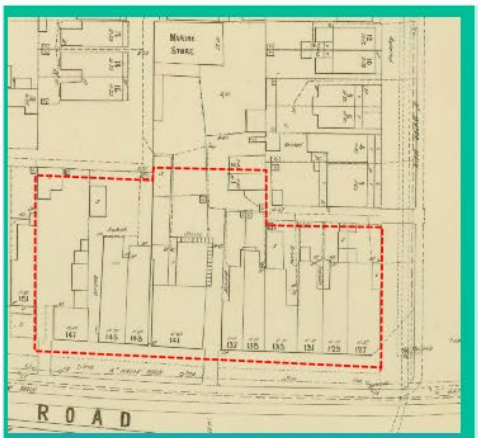
The Montague area was subsequently earmarked in the 1930s for demolition by the Slum Abolition Board. In 1936 the establishment of a Housing Investigation Board considered housing conditions in Victoria. The Board's found numerous slum pockets and narrow residential streets with poor houses, at times subject to flooding in South Melbourne. The resulting *Slum Reclamation and Housing Act* of 1938 facilitated the clearance of the majority of the houses and the relocation of the residents, many of whom eventually moved to new housing at Garden City (Allom Lovell 1995:4-20).

By the 1960s most of the small houses were gone and the area taken over by small factories, warehouses and show rooms. A few of the 19th century commercial premises on the periphery, particularly in City Road, Montague Street and Boundary Road, remained, as these were better quality buildings with viable businesses.

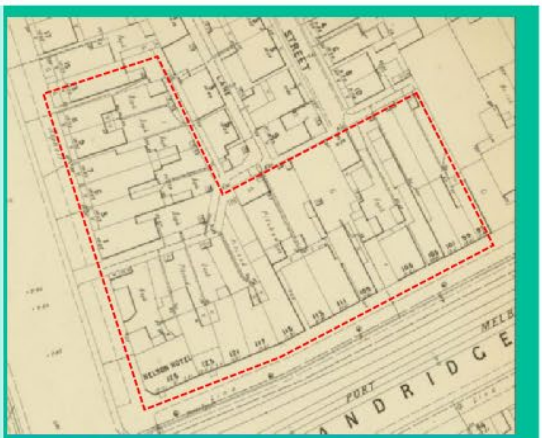
Precinct history

The opening in June 1890 of the cable tram to Port Melbourne, which crossed the Yarra at Queens Bridge then travelled down Sandridge (now City) Road to Bay Street, stimulated development along the route and by the end of the nineteenth century a small commercial centre had formed around the intersection of Sandridge Road and Montague Street on the edge of the Montague district.

Typically, the centre surrounded one of the early corner hotels that lined the route to Port Melbourne, the Hotel Nelson, which was built 1867/68 for Patrick Woulfe, a dairy farmer. The hotel was extended and upgraded in 1927 for then owner A. Carroll to plans prepared by the St Kilda architect, Harry R. Johnson (*Record* 4.12.1926, p7). The license lapsed in December 1970, and since then it has been used as a restaurant (Aizen 2004).



MMBW Detail Plan no. 492, dated 1894, showing the precinct west of Montague Street (approx. boundaries indicated). Source: SLV



MMBW Detail Plan no. 492, dated 1894, showing the precinct east of Montague Street (approx. boundaries indicated). Source: SLV

The MMBW detail plan of 1894 indicates the precinct had been fully developed by this time, including several of the extant two storey shops and residences. East of Montague Street adjacent to the Hotel Nelson, and also built for Patrick Woulfe, these included nos. 512 & 514 (built 1890-91, initially occupied by a baker and tailor), 516 & 518 and 163 Montague Street (built 1890-91). Nos 516 & 518 City Road may have been built as early as 1880 when tenders were called for 'brick story next Nelson Hotel, Sandridge-road' by John Box, architect, 156 Clarendon-street, Emerald-hill (*Argus* 14.01.1880, p3); otherwise they were built by 1893 at which time they were occupied by a pawnbroker and a butcher (RB). West of Montague Street, the group of three shops and residences at 524-28 City Road were built 1887-88, and were initially occupied by a draper, hairdresser and grocer.

The brick house at 506 Montague Street, meanwhile, was constructed 1914, as a replacement for a 4 roomed weatherboard house shown on the 1895 MMBW plan (RB). The house was built for Mrs Mary Cogan, feather dresser, and it was owned and occupied by members of the Cogan family until the mid-1960s (RB; SM). Although now an isolated residence, until at least the 1960s there had been several houses interspersed amongst the commercial buildings on City Road.

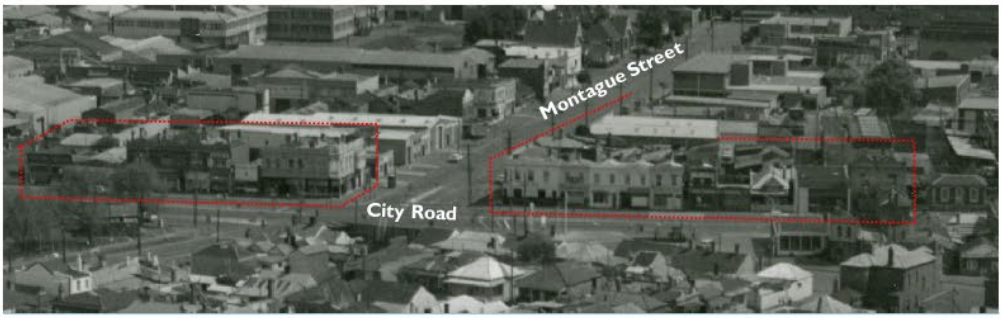
Also during the early twentieth century, the pair of shops and residences at nos 496-498 (occupied in 1905 by a fishmonger and bootmaker) and the group of shops and residences at 532-538 (occupied in 1910 by a chemist, grocer, pawnbroker and stationer) replaced earlier buildings shown on the MMBW plan.

During the Interwar period, several single storey shops replaced earlier buildings, including residences, within the precinct demonstrating the transition from residential to commercial and industrial that was occurring throughout Montague at that time. In Montague Street, no. 151, the pair at 153 & 155 and the group of three at 157-161 replaced earlier residences, while on City Road, the pairs at 540-42 and 544-46 replaced earlier shop buildings.

In 1921, nos 157-163 were occupied by Zmood & Co. (General, Drapers, Manufacturers & Importers), which were advertised as 'The Montague Stores' and promoted as 'The house of quality and cheapness'. In 1935, no.163 was in use by the Paramount Pram Factory with the other buildings being used for various purposes (Trethowan 2016:8).

The precinct is captured in a 1945 aerial photograph and 1969 photograph (refer below).

Aerial photograph, Dec. 1945. Source: Landata, Melbourne and Metropolitan Area Project, Proj. No. 5, Run 21, Frame 58553



View from Park Towers, 1969, showing buildings in the precinct fronting City Road. Earlier buildings at 500-502 and 508-510 City Road are evident. Source: Port Phillip City Collection, sm2819

6.40.5 References

Aizen, Becky, *Pots, Punks and Punters. A history of hotels in St Kilda and South Melbourne*, St Kilda Historical Society, 2004 viewed online http://skhs.org.au/SKHShotels/hotels.htm [10 Nov. 2016]

Allom Lovell, *Port Melbourne Conservation Study Review*, 1995

Andrew Ward & Associates, *Port Phillip Heritage Review*, 1998

Biosis Pty Ltd, *Fishermans Bend additional heritage place assessments*, 2015.

Biosis Pty Ltd, Fishermans Bend Heritage Study, 2013

City of South Melbourne Rate Books (RB) 1855-1900, accessed via ancestry.com

Melbourne & Metropolitan Board of Works (MMBW) Detail Plan nos. 493 & 497 (dated 1894)

Sands and McDougall's Street Directories (SM)

Trethowan, Bruce, *Expert Witness Statement – Heritage for 157-163 Montague Street, South Melbourne. Amendment C117 – Proposed heritage overlay & changes to the Port Phillip Planning Scheme*, 5 Aug. 2016

Vines, Gary & Churchward, Matthew, *Northern suburbs factory study*, 1992

6.40.6 Description

This precinct comprises a group of late nineteenth century and early twentieth century buildings, mostly commercial, situated around the intersection of City Road and Montague Street in South Melbourne.

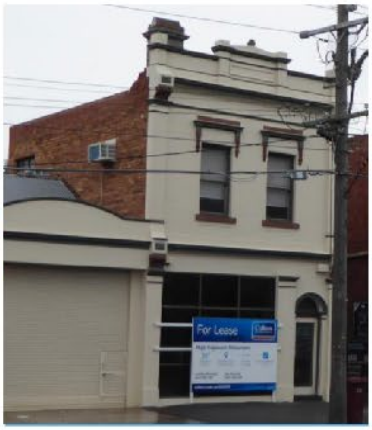
Victorian

The Victorian era buildings in the precinct include the two storey shops, with upper level residences, at nos. 512 & 514, 516 & 518, 524-28 City Road and 163 Montague Street, and the former Nelson Hotel at 520-522 City Road.

The buildings from this period are similar in form materials, finishes and detailing - all are of masonry construction and are smooth rendered with upper levels that are often enlivened by cement-rendered ornament such as stringcourses, scrolls, corbels, moulded architraves, bracketed cornices, and solid parapets with pediments. Windows are universally double-hung sashes. Some also retain brick and rendered chimneys. No original Victorian shopfronts survive, but some retain early twentieth century shopfronts.

Description	Image
512 & 514 City Road Built 1890-91 (RB). Pair of two storey shops with rendered facades and decorative elements (above windows, parapets). The upper façades are divided into narrow bays by pilasters and the windows have flat entablatures resting on scrolls. The shopfront to 512 has been altered, while 514 retains an elaborate early 20th century shopfront with recessed entry, tiling to stall-boards, decorative glass to highlight, and window framing manufactured by 'Duff'.	 *No. 512* *No. 514, shopfront*
516 & 518 City Road Built by 1895, possibly as early as 1880 Pair of two storey shops with relatively plain first floor façades except for cornice. The shopfront to 516 is altered, while 518 retains an early 20th century shopfront with recessed entry and tiling (some painted over).	

Description	Image
520-522 City Road, former Nelson Hotel. Built 1867-68 (RB), altered and expanded in 1927. Two storey Victorian period hotel with a splayed corner, but featuring prominent Interwar alterations with restrained classical detailing. The walls are rendered with tiling to the lower part. The 1927 makeover has resulted in a Stripped Classical appearance to the parapet, which features stepped pediments with recessed panels and discs above what may be the nineteenth century cornice. The corner pediment has the renovation date in raised numbers. Windows are timber with some on the first floor retaining the original six-pane upper sash, with larger almost square windows to the ground floor bar. There are Interwar label moulds over all the openings. Other details include the rendered band at mid-wall height with 'Hotel Nelson' in raised letters on both facades, and the tiled dado across the City Road elevation that returns partly along Montague Street.	

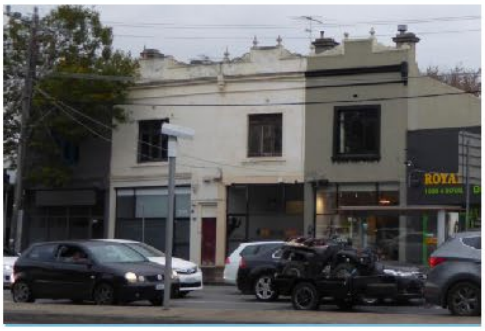
Description	Image
524-528 City Road Built 1887-1888 (RB) with some later Interwar alterations. Group of 3 two storey shops with chamfered corner. The rendered façade is divided by pilasters with Corinthian-like capitals. There are arched windows to the upper floor. Later Interwar details include Art Deco/Moderne style elements, including the parapet which is stepped at the corner and features diagonal metal numbering ('524'), and on the Montague Street side, the first floor projecting bay with curved corners and the horizontal mouldings between the floors. At ground floor, the Interwar period shopfronts have 'Duff' branded frames and feature stepped motifs at the corner of the doors and windows. There are decorative metal vent covers at the base of the walls. Original rear parts of the buildings survive and are visible from the rear lane. The brick chimneys are now rendered and feature three bands towards the top. Also at the rear, on the Montague Street boundary, is an unusual clinker brick wall (probably Interwar) with a dog-tooth band and projecting diaper pattern.	
163 Montague Street Built 1890-91 (RB) Two storey Victorian period building, rendered with decorative elements. The façade features hood mouldings, frieze, brackets, and panelled parapet, and was possibly partly remodelled circa 1920 (parapet) to integrate with the adjacent shops at nos 157-161. Probably urn and scroll ornaments have been removed. The roof is hipped and there is a chimney. At ground floor the arched residential entry survives and the original timber panelled door. There is a modern plate glass shop front.	

Federation

The Federation era buildings in the precinct include the shops (with upper level residences) at 496 & 498, 532, 534, 536 & 538 City Road, and the house at 506 City Road.

These buildings have a similar form and detailing as those of the preceding Victorian period. Window types to the upper floors of the shops are tripartite casements with highlights, resulting in a larger opening.

Description	Image
496 & 498 City Road Built c.1900-05. A pair of largely intact, two storey shops typical of the Federation period. The upper facades are rendered and retain the original triple casement windows with coloured toplights, which are framed by label moulds. The parapets are embellished with square pediments that contain a circular motif above a line and are flanked by scrolls, and at the base there are cornices set between vermiculated consoles. No. 496 has the name 'Nightingale' in raised lettering on the parapet. The end walls are expressed as pilasters that extend above the parapet and have pyramidal tops. The return walls are face brick (overpainted). The ground floor shopfronts appear to be original with some modifications. Original elements include recessed entrances, bullnose brickwork, shop window frames (the frame to no. 496 has a copper finish), remnant tuckpointing, pressed metal panels above doors, and battered stallboards. Sections of brick wall have been overpainted.	

Description	Image
506 City Road Built 1914. Single storey brick residence with Arts and Crafts influences, featuring a prominent gable end with rising sun motif and console brackets. The hip roof is clad in corrugated sheet metal and there are two red brick chimneys with rendered tops and caps and terracotta pots. The likely red brick walls have been overpainted and retain remnant tuckpointing. The verandah has original tiling to the deck, cast iron post and frieze, and exposed rafter ends. The balustrade is mid-twentieth century. There is a bay window with likely timber windows. The entrance is recessed and has a timber door (two panelled with upper glass panel) and decorative sidelight and toplight.	
532, 534, 536 & 538 City Road Built by 1910 (SM) Row of 4 two storey shops. The upper level is largely intact and features original elements characteristic of the Federation period - face brick (probably red, now painted, rendered to no. 532) with rendered elements (band, frieze, parapet, Queen Anne sills), casement windows (largely retained). There is some Victorian detailing also such as the brackets with vermiculated panels, urns, and the scroll brackets to the parapet. Altered ground floor shopfronts. A central door provides access to upper level residences.	

Interwar

The Interwar era buildings in the precinct include the single storey shops at 540-542 and 544-546 City Road, 151, 153 & 155 and 157-161 Montague Street. All of the Interwar examples in the precinct are single storey and most have relatively plain parapets.

Also during the Interwar period, the two Victorian era corner buildings (the former Nelson Hotel and the shops at 524-528 City Road) were partly remodelled.

Description	Image
540-542 City Road Probably Interwar (or mid-20th century) Single storey shop with stepped parapet (partly obscured) characteristic of the Interwar period. Ground floor shopfront has been altered. Rendered though possibly face brick originally.	
544-546 City Road Single storey paired shops with wide brick parapet with rendered panels. A pier divides the façade into two parts. The shopfront is largely intact with timber window frames and doors, and rendered stallboard with vents.	
151 Montague Street 1920s Single storey shop. Wide decorative parapet with central pediment, large keystones, central panel, roughcast render and dentillation. The shopfront is recent.	

Description	Image
153 & 155 Montague Street 1930s Single storey paired shops. Brick parapet (now painted) with plain divisions typical of period. The ground floor shopfront partly intact with stallboard but with later aluminium-framed openings.	
157-161 Montague Street Built c.1920. Group of 3 single storey shops with curved rendered parapet and pilasters with brackets. The roof is clad in corrugated sheet metal and is comprised of a transverse gable (visible) at the front with sawtooth sections at the rear. The two northern shops have modern plate glass shopfront windows and the southern shop facade has a full width roller door.	

Streets and Lanes

The streets have basalt kerbs and channels and there are nineteenth century pitched basalt lanes with central one-pitcher drain between the Hotel Nelson and 163 Montague Street (that returns along the rear of the Montague street shops) and at the rear of 524-28 City Road.

6.40.7 Comparative Analysis

This group of buildings comprises the largest relatively intact group of surviving commercial and residential buildings dating from the late nineteenth and early twentieth century in the former Montague area, which was a distinctive neighbourhood within the former City of South Melbourne. The buildings are notable surviving elements of the commercial periphery of the former Montague neighbourhood, the fabric of which has been almost entirely eradicated through slum clearance and industrial and commercial redevelopment from the early 20th century onwards.

6.40.8 Statement of Significance

What is significant?

The Montague Commercial Precinct, comprising 496-546 City Road and 151-163 Montague Street, South Melbourne is significant. This small precinct comprises a group of late nineteenth century and early twentieth century buildings (encompassing the Victorian, Federation and Interwar periods) situated around the intersection of City Road and Montague Street in South Melbourne. The

buildings mostly comprise two storey buildings originally constructed as shops and residences, and single storey shops. There is also a former hotel and a house.

The two storey Victorian and Federation era former shops and residences are similar in form materials, finishes and detailing. All are of masonry construction and are smooth rendered with upper levels that are often enlivened by cement-rendered ornament. Some retain early or original shopfronts (Nos. 496, 498, 514, 518, 524-28, 544-546 City Road). The Interwar period shops are all single storey and masonry. The former Hotel Nelson is a typical corner hotel with a splayed corner entrance and later Interwar alterations with restrained classical detailing. The only house in the precinct at 506 City Road is a single fronted terrace with a hip roof and a projecting gabled bay in the Queen Anne style with some Victorian detailing.

The streets have basalt kerbs and channels and there are nineteenth century pitched basalt lanes with central one-pitcher drain between the Hotel Nelson and 163 Montague Street and at the rear of 153-161 Montague Street and 524-28 City Road.

The buildings at 496 & 498 (shops & residences), 506 (house), 512 & 514 (shops & residences), 516 & 518 (shops & residences), 520-522 (former Hotel Nelson), 524-528 (shops & residences), 532 & 534 & 536 & 538 (shops & residences), 544-546 (shops) City Road and 151 (shop), 163 (shop & residence) Montague Street, and the basalt kerb and channel and laneways are Significant to the precinct.

The buildings at 540-542 (shop) City Road and 153 & 155 (shops), 157-161 (shops) Montague Street are Contributory to the precinct.

The buildings at 500-502, 508-510 and 530 City Road are Non-Contributory.

How is it significant?

The Montague Commercial Precinct of local historical, aesthetic, and representative significance to the City of Port Phillip.

Why is it significant?

The Montague Commercial Precinct is historically significant as a remnant of the former Montague neighbourhood, home to a tight knit working class community since the 1860s/70s, which was designated a slum by authorities and otherwise almost entirely demolished and replaced with industrial and commercial buildings from the early 20th century onwards. It is reflective of the earlier finer subdivision pattern in Montague, which has changed due to the redevelopment of land for industry during the mid-20th century. The precinct also includes a house dating to 1914, one of few surviving in the Montague area. As such, the precinct is associated with a now disappeared aspect of South Melbourne's history. (Criteria A & B)

The precinct is significant as a representative and largely intact example of a typical small local commercial centre surrounding an intersection and on a former tram route. The precinct is defined by two prominent corner buildings, the former Hotel Nelson at 520-522 City Road and the shops and residences at 524-528 City Road. It is also distinctive within the Montague area as a remnant group of late nineteenth and early twentieth century buildings, encompassing the late Victorian, Federation and Interwar periods, in an area that has otherwise been redeveloped. In addition, several early 20th century shopfronts survive. (Criteria D & E)

6.40.9 Recommendations

Include the Montague Commercial Precinct within the heritage overlay.

6.40.10 Assessment

RBA Architects & Conservation Consultants, *Fishermans Bend Heritage Review: Montague Commercial Precinct*, 2019

David Helms, *Montague Heritage Precinct Citation* 2016

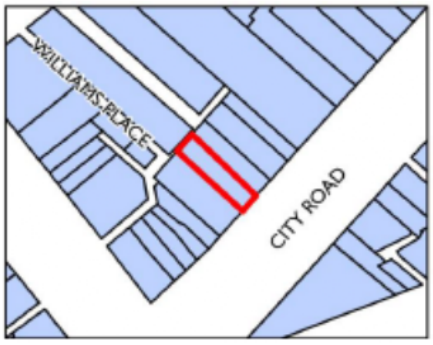
Biosis Pty Ltd, *Fishermans Bend additional heritage place assessments*, 2015.

Biosis Pty Ltd, Fishermans Bend Heritage Study, 2013

City of Port Phillip Heritage Review

Place name: Former Cogan Residence
Other names: -

Citation No: **2371**



Address: 506 City Road, South Melbourne

Category: Residential: House

Style: Federation (Arts and Crafts)

Constructed: 1914

Designer: Unknown

Amendment: C115, C186port

Comment: Revised citation

Heritage Precinct: Montague Commercial Precinct

Heritage Overlay: HO513

Graded as: Significant

Victorian Heritage Register: No

Significance

What is significant?

The Former Cogan Residence at 506 City Road, South Melbourne, which was built in 1914 for Mary Alice Cogan. Significant elements of the single storey brick house include the hip roof form, pair of red brick chimneys with rendered tops and terracotta pots, gable end with a rising sun motif (comprising battens and render, partly roughcast) and timber console brackets, presumed red brick walls (now overpainted) with remnant tuck pointing, wing walls with arched niches, verandah with cast iron column and remnant cast iron frieze, exposed rafters ends to verandah roof, tessellated tiling to deck, bay window with presumed timber window frames, timber entrance unit with panelled door with glazing to upper half, and decorative sidelight and toplight.

Non-original alterations and additions are not significant.

How is it significant?

The Former Cogan Residence at 506 City Road, South Melbourne, is of local historical and aesthetic significance to the City of Port Phillip.

Why is it significant?

The Former Cogan Residence is of historical significance as one of the few remaining examples of an early 20th century house associated with the former Montague neighbourhood. It is the only surviving house in this part of City Road, where previously there had been others interspersed among the commercial buildings. The house also has a strong historical association with the Cogan family, long-time Montague residents who owned and occupied the site for almost a century between 1868 and 1965. The three Cogan

siblings were closely involved with various local organisations and actively worked to improve the welfare of the Montague community during the first half of the 20th century. Robert Hennessey Cogan was a local councillor throughout the 1930s and served as mayor of South Melbourne between 1937 and 1938. (Criterion A)

The Former Cogan Residence is of aesthetic significance as a good and largely intact example of a Federation period residence. While the format is more typically associated with Victorian period row houses, the Arts and Crafts influenced design is characteristic of the Federation period, although the overpainting has diminished the original contrasting effect of the materials and finishes. With its prominent gable end and rising sun motif, it is the most distinctive of the few surviving Federation period houses in the Montague area. (Criterion E)

Thematic context

Victoria's framework of historical themes

6. Building towns, cities and the garden state: 6.3 Shaping the suburbs

Port Phillip thematic environmental history

5. Settlement: growth and change: 5.4 Depression and Recovery: the Inter-War Years

History

Contextual history

The Montague district was bound by Ferrars Street to the east, Boundary Road to the west, City Road to the south and the Port Melbourne railway line to the north.

In 1875, there were 560 households in the Montague area, and by 1900 there were 1,000, with 200 in the lanes and little streets. Many of the people attracted to the low cost housing were labourers, fisherman, boilermakers, mariners and shipwrights, probably drawn to the area because of its proximity to the docks and metal works along the river, and the noxious trades on the Sandridge flats. Owner occupation was approximately 33 per cent. Most of the houses in the smaller streets were made of timber and had two or three rooms. The land was low-lying however, and vulnerable to poor drainage and flooding.

MMBW plans show the Montague area was almost fully developed by the end of the nineteenth century with rows of narrow terraced houses lining the streets and laneways. Non-residential uses included several hotels, some of which still exist today, the St Barnabas Church complex in Montague Street, but almost no factories – a 'wire mattress factory' at the rear of some houses in Thistlethwaite Street being one exception.

In the early twentieth century, however, industrial premises began to replace residential properties within the Montague area. These early industries were associated with the significant growth of manufacturing in Victoria after Federation in 1901 when free trade laws between the states led to the removal of all internal import duties. These industries were also encouraged by trade protection through tariffs and import duties on imported goods. By the late 1930s the impact of industry prompted the Montague branch of the A.L.P. to write to Council to prevent the further intrusion of factories into residential areas (*Record*, 27 April 1940, p.7).

By the 1920s, much of the housing stock was falling into disrepair due to regular flooding and little maintenance, particularly among the rental properties. However, Montague was renowned for its close knit community. The self-contained suburb had its own, school, church, police station, kindergarten, football team, hotels, post office, bank and shops.

It was areas like Montague that led to the first inquiry into the condition of housing in Victoria, which was conducted in 1913 by a Select Committee of the Legislative Assembly. This first slum commission paid special note to the Montague district, noting the area between Ferrars Street and Boundary Street, and from City Road to the Port Melbourne railway, "…was very flat and the drainage bad, … with very few exceptions the houses are all built of wood and iron…' where most did not have baths, and were small and in poor repair ('Suburban slums, evidence of Police, hovels and shelter sheds', *The Age*, 20 November 1916, p.6).

Houses in Gladstone Street, 1930s
(Source: Port Phillip Heritage Collection, reg. no. sm0817.1-2)

The Montague area was subsequently earmarked in the 1930s for demolition by the Slum Abolition Board. In 1936 the establishment of a Housing Investigation Board considered housing conditions in Victoria. The Board found numerous slum pockets and narrow residential streets with poor houses, at times subject to flooding in South Melbourne. The resulting *Slum Reclamation and Housing Act* of 1938 facilitated the clearance of the majority of the houses and the relocation of the residents (Allom Lovell 1995:4-20).

By the 1960s most of the small houses were gone and the area taken over by small factories, warehouses and show rooms. A few of the 19th century commercial premises on the periphery, particularly in City Road, Montague Street and Boundary Road, remained, as these were better quality buildings with viable businesses.

House

The subject site formed part of Crown Allotment 11, Section 54, which was purchased by H Byrne in 1865.

The 1868 rate book records David Hennessey Cogan, a baker, as owner and occupier of a two-roomed weatherboard building (presumably a house) on the subject site. During the mid-1870s, the rate book descriptions of the building indicate it also included a shop.

About 1874, David Cogan had a second 2-roomed weatherboard building (house and shop) erected on the east part of the subject site, which he leased (RB).

In 1875, David Cogan attempted, apparently unsuccessfully, to sell the property, then numbered 127. The following auction notice was placed in the newspaper (*Argus* 8.12.1875 p2):

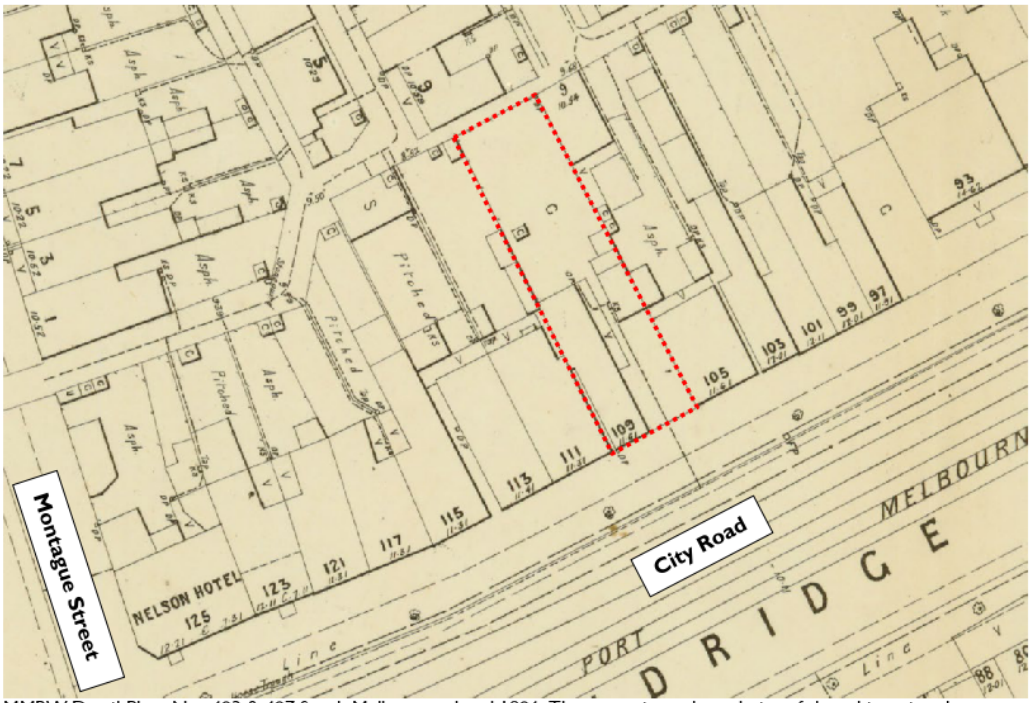
All that piece or parcel of land situate at Emerald-hill, and having a frontage to the Sandridge-road of 26ft, by a depth of 100ft, upon which is erected two shops with dwellings attached, being nos 127 and 127A.

In 1876, a fire broke out in the second building then tenanted by John Quorn, painter and paperhanger, and his family (*Leader* 16.09.1876 p12). The damaged building was removed - an auction notice advertised the sale of 'all the remains of a three-roomed weatherboard building, iron roof, salvage from late fire' (*Argus*

21.10.1876 p3). Thereafter the east part of the site, with a frontage of about 3.5 metres to City Road, remained vacant (RB).

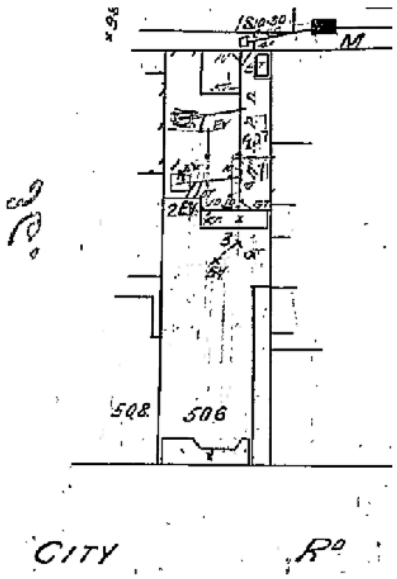
Following the death of David in 1885, his wife Mary Alice Cogan and their three children continued to live at the subject site. By the mid-1890s, the house is described as having four rooms (RB).

The MMBW plan of 1894 shows the rectangular footprint of the weatherboard house, as well as other nearby buildings fronting City Road east of Montague Street. At this time the street number for the subject site was 109 - the site acquired the current number, 506, in the early 1900s (RB).



MMBW Detail Plans Nos 493 & 497 South Melbourne, dated 1894. The approximate boundaries of the subject site, then numbered 109, are indicated (red dash), with the earlier weatherboard house aligned to the west side boundary.
(Source: State Library of Victoria)

In 1914, the weatherboard house was replaced with a new five roomed brick house (the extant house) (RB). A drainage plan prepared at the time of the house's construction shows the building footprint and some outbuildings at the rear.

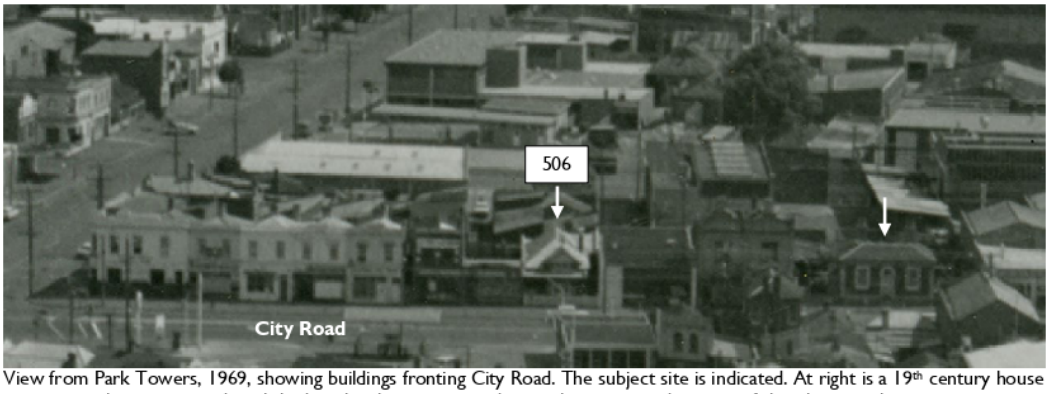


Property drainage plan no. 640, dated 1914. Showing the footprint of the extant subject building (main front part).
(Source: South East Water)

The three Cogan children, Martha Mackenzie, Robert Hennessey and David James, lived together at the subject site for more or less their entire adulthood (ER). From 1925, Robert's wife Elizabeth Emily Maud (née Tate) also lived at the house. Mary Cogan died in 1928 (*Record* 14.07.1928 p5).

In 1919, ownership of the property was transferred to Martha Mackenzie Cogan, then in 1933 it was transferred to Robert Hennessey Cogan (CT). Following Robert's death in 1961, probate was granted to Robert's widow Elizabeth and his brother David James Cogan who owned it until their deaths in 1963 and 1965 respectively (CT). The 1963 electoral roll records David and Elizabeth at 506 City Road.

Although the house is now an isolated residence, there had been several houses interspersed amongst the commercial buildings on City Road which survived until at least the 1960s.



View from Park Towers, 1969, showing buildings fronting City Road. The subject site is indicated. At right is a 19th century house surviving at the time, now demolished - other houses are evident in the uncropped version of this photograph.
(Source: Port Phillip City Collection, sm2819)

Cogan Family

The Cogan family were long-time Montague residents, with members of the family occupying the subject site in South Melbourne from 1868 until 1965.

David Hennessey Cogan (born 1845 in Melbourne) and Mary Alice Read (born c.1848) married in 1867. David worked as a baker, and together they had three children: Martha Mackenzie (born 1868), Robert Hennessey (born 1873) and David James (born 1876) (BDM).

David died in 1885, aged 40. Following her husband's death, Mary's occupation was variously recorded as a 'hat cleaner' and a 'feather dresser' (i.e. someone who cleaned and prepared feathers for sale). Mary was a devoted member of St Barnabas Church (now demolished), which was located in Montague Street at the corner of Thistlethwaite Street (*Record* 14.07.1928 p5). Mary died in 1928, aged about 80.

Martha was a music teacher (ER). The two brothers, Robert and David, were both coachbuilders and together they established Cogan Bros., a coach and motor body building business at 162 Montague Street which was listed in the Sands and McDougall's street directory between 1905 and 1922. Robert was president of the Victorian Coachbuilders' Association for three years (*Record* 11.09.1937 p2).

Robert was married in 1925, to Elizabeth Emily Maud Tate. Elizabeth was the daughter of the late Arthur Tate who had worked in the local abattoirs and lived in Ingles Street (*Record* 14.07.1928 p5). Martha and David never married, and none of the siblings had children.

All three Cogan siblings were actively involved in improving the welfare of the Montague community and were participants in various local organisations. A newspaper report in 1939 praised the family, declaring 'In Montague the name of Cogan is a household word for benevolence towards the afflicted' (*Record* 29.07.1939 p2).

Robert represented Normanby Ward in the South Melbourne Council for nine years, from 1930 until his retirement in 1939 (*Record* 29.07.1939 p2). He served as Mayor between 1937 and 1938, having been unanimously elected (*Record* 4.09.1937 p2). Robert was also a Justice of the Peace, a Guardian of Minors, a member of the South Melbourne Technical School Council and a member of the South Melbourne Australian Natives' Association. Robert and Elizabeth were described as 'pillars' of St Barnabas' Church, and were both actively involved in the work undertaken by the Montague Mission and the Montague Boys' Club (*Record* 29.07.1939 p2).

Martha was described as 'an ardent social worker' and during Robert's term as Mayor, assisted Elizabeth in her role as Mayoress (*Record* 23.07.1938 p6). She was a committee member of the South Melbourne branch of the Australian Women's Association (*Age* 31.12.1941 p6). Martha and David were also actively involved with the Montague Boys' Club.

Martha died in 1941, Robert in 1961 (his wife Elizabeth died in 1963) and David in 1965 (BDM).

References

Allom Lovell, *Port Melbourne Conservation Study Review*, 1995

Andrew Ward & Associates, *Port Phillip Heritage Review*, 1998

Biosis Pty Ltd, *Fishermans Bend additional heritage place assessments*, 2015.

Biosis Pty Ltd, *Fishermans Bend Heritage Study*, 2013

Birth Deaths and Marriages Index (BDM)

Certificates of Title (CT): Vol. 1238 Fol. 564; Vol. 8401 Fol. 929

Drainage Plans for 506 City Road South Melbourne, plan no. 640

Electoral Rolls (ER)

Newspapers, as cited

Record plan for City of South Melbourne Parish of Melbourne South: M333(36)

Sands and McDougall's Street Directories (SM)

South Melbourne Rate Books (RB) 1867-1900 and 1912-1915

Description

The single storey brick house is built to the front of the site. The footprint of the house is 'L'-shaped and it is built to the boundary on the west side, while on the east side it is set back at the front. The original extent of the 1914 house survives, with some single storey alterations/addition at the rear.

Typical of the Federation period the design of the house has an Arts and Crafts influence, however the overpainting has diminished the original contrasting effect of the materials and finishes. The overall format of the house however is of a Victorian period row house.

The hipped roof is clad in corrugated sheet metal, and has a relatively steep pitch. The two red brick chimneys have rendered tops and terracotta pots. The prominent gable end features a rising sun motif, roughcast rendering and timber console brackets to a wide rendered frieze. The rising sun motif, proudly representing the dawn of a new era in Australia, was commonly employed during the Federation period.

The brick walls (presumably red brick like the chimneys) are in stretcher bond with remnant tuck-pointing, but have now been overpainted. The wing walls feature arched niches and relatively plain mouldings (compared with the Victorian period).

Façade

Deck tiling

The verandah retains a cast iron post and a remnant section of cast iron frieze with a sunflower motif. Although most often associated with the Victorian period, the use of cast iron for decorative components remained common into the early 20th century. Late Federation examples like this tend to be characterised by wider friezes and more open or geometric designs. The exposed rafter ends are indicative of the Federation period. The tessellated tiling to the deck is reminiscent of the elaborate designs typical of the Victorian period, although the earthy colours are consistent with the Federation period. The deck edging and the steps are basalt. The balustrade is mid-twentieth century.

The bay window appears to have timber framed windows, probably double hung sashes, behind modern shutters and flyscreens. The entrance is recessed and has a timber door, two panelled with glazing to the

upper part and likely original, which is obscured by a screen door. The sidelight and toplight have decorative glass with a floral motif typical of the period.

Front entrance

Comparative analysis

The Montague area was predominantly a residential area during the Victorian and Federation periods, with hundreds of modest timber or brick houses. This changed however during the first half of the 20th century when houses were removed due to 'slum' clearance and industrial redevelopment. Today, 506 is one of only a few surviving houses in Montague.

Surviving Federation period houses in the Montague area include:

- 181 Gladstone Street, South Melbourne – Built 1913/14, although largely in a late Victorian format. Probably red brick (now painted), possibly with imitation tuckpointing. Rendered parapet and bullnose verandah with cast iron frieze.
- 34 Boundary Street, South Melbourne – Built c.1911. Single storey red brick house, characteristic of the Federation period. The façade has black tuck-pointing and a bullnose verandah with cast iron frieze and brackets with geometric fan-like/rising sun motifs.
- 126 & 128 Montague Street, South Melbourne – Built c.1909. Pair of attached, single storey, red brick houses with a materials palette and some detailing characteristic of the Federation period, although broadly in a late Victorian format. Some façade alterations.
- 125 Ferrars Street, South Melbourne (graded 'significant' within HO4 precinct) – Two storey brick residence with parapet.
- 130 Montague Street – Two storey brick residence with parapet.

In addition, surviving Victorian period houses in the Montague area include 171 Buckhurst Street (two storey, graded 'significant' within HO1 precinct), 190 Gladstone Street, and 183, 185 & 187 Gladstone Street, South Melbourne.

Of the surviving Federation period houses, 506 City Road is the most distinctive in terms of its design, particularly due to the prominent gable end with rising sun motif. It is also the only surviving house to City Road, where previously there had been other houses interspersed amongst the commercial buildings.

Assessment

This place has been assessed in accordance with the processes and guidelines outlined in the Australia ICOMOS *Charter for Places of Cultural Heritage Significance* (The Burra Charter) 2013, using the Hercon criteria.

Recommendations

Recommended for inclusion in the Heritage Overlay as a significant place within the Montague Commercial Precinct.

No specific HO controls are required.

Primary source

RBA Architects & Conservation Consultants, *Fishermans Bend Heritage Review: Montague Commercial Precinct*, 2019

Other studies

Biosis Pty Ltd, *Fishermans Bend additional heritage place assessments*, 2015.

Other images

None

Amendment C186port to the Port Phillip Planning Scheme

Proposed Changes to the City of Port Phillip Heritage Policy Map (Incorporated Document)

0 100 200 300 400 500 600 m

Map 3 of 9

Amendment C186port - Exhibited Version

Current
- Significant Heritage Place - inside HO
- Contributory Heritage Place - inside HO

Proposed
- Significant Heritage Place - inside HO
- Nil Graded or Non Contributory
- Non Contributory - inside HO

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Amendment C186port to the Port Phillip Planning Scheme

Proposed Changes to the City of Port Phillip Neighbourhood Character Map (Incorporated Document)

0 100 200 300 400 500 600 m

Map 3 of 9

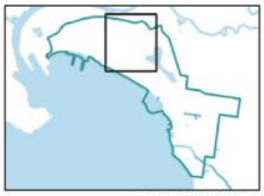
Amendment C186port - Exhibited Version

Current

Contributory Heritage Place - outside HO

Proposed

Non Contributory Heritage Place - outside HO



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Montague Commercial Precinct Statement of Significance

Address:	496-546 City Road and 151-163 Montague Street, South Melbourne	**Name:**	Montague Commercial Precinct
Place type:	Heritage precinct	**Grading:**	Significant (Precinct) Individual property gradings apply
PS ref no:	HO513	**Constructed:**	c.1865-c.1940

What is significant?

The Montague Commercial Precinct, comprising 496-546 City Road and 151-163 Montague Street, South Melbourne is significant. This small precinct comprises a group of late nineteenth century and early twentieth century buildings (encompassing the Victorian, Federation and Interwar periods) situated around the intersection of City Road and Montague Street in South Melbourne. The buildings mostly comprise two storey buildings originally constructed as shops and residences, and single storey shops. There is also a former hotel and a house.

The two storey Victorian and Federation era former shops and residences are similar in form materials, finishes and detailing. All are of masonry construction and are smooth rendered with upper levels that are often enlivened by cement-rendered ornament. Some retain early or original shopfronts (Nos. 496, 498, 514, 518, 524-28, 544-546 City Road). The Interwar period shops are all single storey and masonry. The former Hotel Nelson is a typical corner hotel with a splayed corner entrance and later Interwar alterations with restrained classical detailing. The only house in the precinct at 506 City Road is a single fronted terrace with a hip roof and a projecting gabled bay in the Queen Anne style with some Victorian detailing.

The streets have basalt kerbs and channels and there are nineteenth century pitched basalt lanes with central one-pitcher drain between the Hotel Nelson and 163 Montague Street and at the rear of 153-161 Montague Street and 524-28 City Road.

The buildings at 496 & 498 (shops & residences), 506 (house), 512 & 514 (shops & residences), 516 & 518 (shops & residences), 520-522 (former Hotel Nelson), 524-528 (shops & residences), 532 & 534 & 536 & 538 (shops & residences), 544-546 (shops) City Road and 151 (shop), 163 (shop & residence) Montague Street, and the basalt kerb and channel and laneways are Significant to the precinct.

The buildings at 540-542 (shop) City Road and 153 & 155 (shops), 157-161 (shops) Montague Street are Contributory to the precinct.

The buildings at 500-502, 508-510 and 530 City Road are Non-Contributory.

How is it significant?

The Montague Commercial Precinct of local historical, aesthetic and representative significance to the City of Port Phillip.

Why is it significant?

The Montague Commercial Precinct is historically significant as a remnant of the former Montague neighbourhood, home to a tight knit working class community since the 1860s/70s, which was designated a slum by authorities and otherwise almost entirely demolished and replaced with industrial and commercial buildings from the early 20th century onwards. It is reflective of the earlier finer subdivision pattern in Montague, which has changed due to the redevelopment of land for industry during the mid-20th century. The precinct also includes a house dating to 1914, one of few surviving in the Montague area. As such, the precinct is associated with a now disappeared aspect of South Melbourne's history. (Criteria A & B)

The precinct is significant as a representative and largely intact example of a typical small local commercial centre surrounding an intersection and on a former tram route. The precinct is defined by two prominent corner buildings, the former Hotel Nelson at 520-522 City Road and the shops and residences at 524-528 City Road. It is also distinctive within the Montague area as a remnant group of late nineteenth and early twentieth century buildings, encompassing the late Victorian, Federation and Interwar periods, in an area that has otherwise been redeveloped. In addition, several early 20th century shopfronts survive. (Criteria D & E)

Primary source

Biosis Pty Ltd, *Fishermans Bend Heritage Study*, 2013

Biosis Pty Ltd, *Fishermans Bend additional heritage place assessments*, 2015

David Helms, *Montague Heritage Precinct Citation 2016*

RBA Architects & Conservation Consultants, *Fishermans Bend Heritage Review: Montague Commercial Precinct*, 2019

Place schedule

Name	Address	Grading
Shop & residence	496 City Road, South Melbourne	Significant
Shop & residence	498 City Road, South Melbourne	Significant
-	500-502 City Road, South Melbourne	Non-contributory
Former Cogan House (Citation No. 2371)	506 City Road, South Melbourne	Significant
-	508-510 City Road, South Melbourne	Non-contributory
Shop & residence	512 City Road, South Melbourne	Significant
Shop & residence	514 City Road, South Melbourne	Significant
Shop & residence	516 City Road, South Melbourne	Significant
Shop & residence	518 City Road, South Melbourne	Significant
Former Hotel Nelson	520-522 City Road, South Melbourne	Significant
Shops & residences	524-528 City Road, South Melbourne	Significant
-	530 City Road, South Melbourne	Non-contributory
Shop & residence	532 City Road, South Melbourne	Significant
Shop & residence	534 City Road, South Melbourne	Significant
Shop & residence	536 City Road, South Melbourne	Significant
Shop & residence	538 City Road, South Melbourne	Non-contributory
Shop	540-542 City Road, South Melbourne	Contributory
Shops	544-546 City Road, South Melbourne	Significant
Shop	151 Montague Street, South Melbourne	Significant
Shop	153 Montague Street, South Melbourne	Contributory
Shop	155 Montague Street, South Melbourne	Contributory
Shops	157-161 Montague Street, South Melbourne	Contributory
Shop & residence	163 Montague Street, South Melbourne	Significant