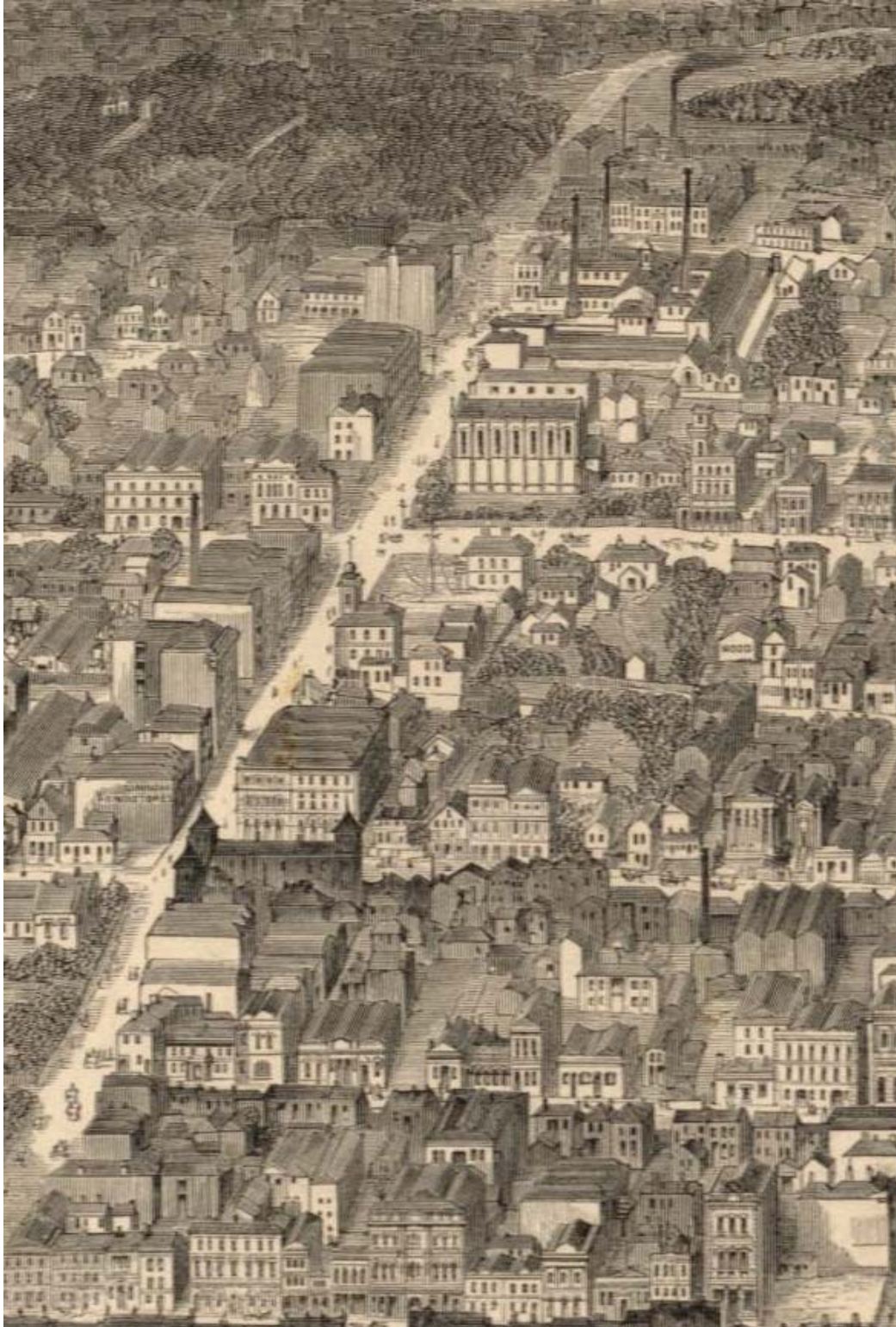


# Central City Heritage Review 2011- Heritage Assessments

For the City of Melbourne



*AC Cooke 1871 panorama of Melbourne (part, State Library of Victoria collection)*

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## Introduction

### Background to this report

In 2010 the City of Melbourne commissioned Graeme Butler & Associates to provide heritage assessments of 98 buildings in the Melbourne Capital City Zone<sup>1</sup>. Most of these buildings had been identified in the 1984-5 Central Activities District Conservation study as of potential cultural significance on a local, regional or State level. Subsequent reviews in 1993 and 2002 had typically affirmed this evaluation, with some upgrades identified to the existing heritage values of the places selected. The aim of the project was to examine these reviews and any subsequent data found on the selected places and make recommendations for inclusion or otherwise in the schedule to clause 43.01 of the Melbourne Planning Scheme on the basis of local heritage significance.

#### *City of Melbourne representatives*

**Robyn Hellman** Coordinator Local Policy Strategic Planning: project overview.

**Melanie Hearne** Policy Planner Strategic Planning: project management.

#### *Project study team*

- Graeme Butler (of Graeme Butler & Associates), Heritage architect and social historian: study coordinator, evaluation, management, assessment report, survey, and research;
- Beatrice Magalotti researcher.
- Lesley Butler (of Graeme Butler & Associates), project assistant

## Heritage assessment methodology

### *Introduction*

The assessments in **Error! Reference source not found.** are based in part on citations from the following with added footnotes and updated information as required:

- Graeme Butler, Central Activities District Conservation Study, prepared 1985-1987,

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<sup>1</sup> Places within the boundary of Victoria, William, Spring, and Latrobe Streets, Wurundjeri Way, Westgate Freeway and City Road, with emphasis on places north of the Yarra River.

- the Central City Heritage Study review of 1993 (Philip Goad, Miles Lewis, Alan Mayne, Bryce Raworth, Jeff Turnbull) , and
- Bryce Raworth Pty Ltd Review of Heritage Overlay Listings in the CBD (2000-2002)

### *Methodology details*

The following work was undertaken for this heritage assessment as required:

- Site visit and recording photographically,
- Appraisal of previous heritage reports, as supplied by the City of Melbourne, such as extracts from the Melbourne Central Activities District (CAD) Conservation Study 1985, and reviews of 1993 and 2002, with a check of cited data references;
- Brief appraisal of City of Melbourne heritage policies;
- Check of municipal rate book data for the site as required;
- Check of *The Argus* references, National Library of Australia;
- Search of City of Melbourne building permit indices, building files and plans, and heritage database, as required;
- Check of the National Trust of Australia (Vic) and Heritage Council of Victoria web-sites and Hermes database;
- Use of the Lewis, Miles (ed., 1994) *Melbourne- the City's history and development* (published by the City of Melbourne) as a thematic history of the Melbourne CBD, as a development context for the place;

Preparation of the written report with comparative analysis carried out within the Melbourne Central Business District context and a Statement of Significance in the Victorian Heritage Register format.

### **Criteria and thresholds**

(For more details see *Appendix 4: Assessment criteria used in this report*)

The places have been assessed using the National Estate Register criteria (NER) under the broad categories of aesthetic, historic, social and scientific significance, using a comparative geographic base of the 'locality'

(all or part of the Melbourne CBD or Capital City Zone) and the State of Victoria. A place must be at least of local significance to be included in the planning scheme heritage overlay.

### **National Estate Register criteria summary**

The VPP Practice Note, *Applying the heritage overlay* 1999 cites the criteria used for the National Estate Register and sub-criteria (developed by the Australian Heritage Commission) as appropriate for heritage assessment in Victoria. The relevant criteria used in this report are identified by their alphanumeric code and are briefly described as follows:

- A.3 richness and diversity of cultural features
- A.4 demonstrates well the course and pattern of history, important historic events
- B.2 rarity
- C.2 research potential, usually because of high integrity or good documentation of the place
- D.2 good example of a recognised type
- E.1 aesthetic importance to the community or cultural group, typically judged as representing an architectural style
- F.1 design or technological achievement, typically with emphasis on some technical or design achievement as apart from aesthetic compliance as E1
- G.1 social importance to the community, as demonstrated by documentation or sustained community expression of value for the place
- H.1 association with important person or.

### **Historical themes**

The historical themes that formed the background to this assessment derive in part from Central City Heritage Study review 1993 thematic history published by the City of Melbourne as Lewis, Miles and others (1995) *Melbourne- the City's history and development*. These themes are addressed within specific development periods. Although generic, the themes can be loosely associated with the Australian Historic Themes matrix.

The themes listed in that work within each key development period are as follows:

1. History
2. Social development

3. City Economy
4. Government
5. Town planning
6. Utilities
7. Public Works
8. Building
9. Architecture and Streetscape.

The key development periods are as follows:

1. Frontier Town: to 1852
2. Gold: 1952-1859
3. Boom and bust: 1860-1900
4. The City Beautiful: 1900-1929
5. The New Image: 1930-1956
6. The Urban Spurt: 1956-1975

### **Statement of Significance format**

Heritage Victoria's Statement of Significance format is used for the following assessments, in the form:

- What is significant?
- How is it significant?
- Why is it significant?

## **Study findings**

Most of the places assessed in this study had been previously identified as being of potential significance to the Melbourne Capital City Zone on the basis of an architectural appraisal, with historical background available for some sites only. This report has found that some of the assumed historical facts for places not individually researched in the 1985 Central Activities District Conservation Study are inaccurate while many fundamental historical aspects of these places were unknown.

The historical research from this study has revealed the designers, builders and main occupiers of many of these buildings for the first time, revealing associations with some of Melbourne's key businesses and personalities and designers. As a consequence, the heritage value of some assessed buildings has been elevated beyond that of the 1985 study.

There has also been recognition of the significance of the Melbourne Capital City Zone within the historical context of Victoria. This geographically small part of the City of Melbourne has been historically the centre of settlement within Victoria as well as its dominating economic engine over a long

period. Hence, buildings in the Melbourne Capital City Zone are typically much bigger, grander and more ornate than their suburban or rural counterparts and their functions are at a higher level than similar buildings outside of the Central Business District. Melbourne has also been for most of its history, the financial capital of Australia, with many head offices of major financial institutions within its boundaries, typically located in the south-west of the CBD on the Collins and Bourke Streets axes.

Similarly, key retailing icons such as Myer, Coles, Foy's, Norman's Corner stores, Ezywalkin, and Cann's were foremost in the shopping horizon of Victoria as well as in the local area in the inter-war period, until the advent of the drive-in shopping centre post Second War. Most buildings assessed have significance within the Melbourne metropolitan district as well as the local area for this reason; some are of State significance.

Of further interest is the number of buildings assessed that survive from the 1850s, the first major growth era of the Melbourne Capital City Zone and a direct expression of the huge impetus given the colony by key gold discoveries in 1851.

Although this heritage assessment has been confined to external fabric, contributory interior elements were identified where they interfaced with the public domain. The following places have been identified as possessing valuable or contributory interior elements and the protection of these elements should be examined further under clause 43.01 of the Planning Scheme.

Name	Address	Date
Exhibition Boot Company	160-162 Bourke Street	1904
Evans House, later Rochelle House	415-419 Bourke Street	1929-1930
Union Bank Chambers, later A.N.Z. Bank	351-357 Elizabeth Street	1926-1927
Alley Building	030-040 Exhibition Street	1923, 1936
Centenary Hall	104-110 Exhibition Street	1934-1935
Denniston & Co P/L clothing factory, later Rosati (1986-)	095-101 Flinders Lane	1907-1908, 1938, 1986
City West Telephone Exchange	434-436 Little Bourke Street	1929 design, 1935-7
Michaelis Hallenstein	439- Lonsdale	1924

Name	Address	Date
& Co building	445 Street	
Watson's warehouse, later Kelvin Club	014-030 Melbourne Place	1873-1874
Australasian Catholic Assurance (ACA) Building	118-126 Queen Street	1935-1936
Grant's warehouse	217-219 Queen Street	1904
Melbourne Democratic Club and shops & residences	401-403 Swanston Street	1890
Druids House	407-409 Swanston Street	1926-1927

### Summary

- Most buildings assessed have changed little since identified in the 1984-5 Central Activities District conservation study and hence the values identified then have remained, often with the addition of historical values hitherto unknown;
- Comparable places to those assessed have been reduced in number and hence has increased the relative significance of some of the buildings;
- The central role of Melbourne within the Colony, the State, and Australia in some aspects, has been recognised in the Miles Lewis and Context thematic histories, as expressed by some of the assessed places;
- A surprising number of 1850s gold-rush era buildings remain in the Capital City Zone and some of these are included in this assessment;
- The historical information in the City's *i-heritage* on-line database on Capital City Zone buildings is often based on rudimentary or inaccurate research and should be reviewed and revised as required to assist management of cultural assets in the City;
- There are many significant interiors in the Melbourne Capital City Zone that should be assessed.

### Study recommendations

The following table, arranged in street alphabetical order, shows recommendations for inclusion in:

- Melbourne Planning Scheme (M.P.S): heritage overlay: include in schedule to clause 43.01, being assessed as locally significant, and of MCC place grading of A, B, or C;

- Victorian Heritage Register (V.H.R.), being assessed as of State significance, and a typical MCC place grading of A.

Note that any place recommended for assessment for inclusion in the Victorian Heritage Register is automatically recommended for the Melbourne Planning Scheme heritage overlay and failure to achieve entry to the register should not prevent its inclusion in the heritage overlay. The heritage gradings from the 1985 Central Activities District conservation study are also included for comparison, with some upgrades evident on the basis of hitherto unknown historical information.

#### **Detailed recommendations**

This report recommends that:

- the buildings and associated land, where recommended below, should be added to the Schedule to the Heritage Overlay cited in Clause 43.01 of the *Melbourne Planning scheme*, as qualified by the detailed

recommendations in each assessment, **Error! Reference source not found.**,

- the buildings and associated land, where recommended below, should be nominated by Melbourne City Council for assessment by the Victorian Heritage Council for inclusion on the Victorian Heritage Register;
- the proposed MCC heritage grading in this report (A-D) should be applied in the context of the associated level of management outlined in the local policy (*Heritage Places Within The Capital City Zone*, Clause 22.04 of the *Melbourne Planning Scheme*) and the reference document *Urban Conservation in the City of Melbourne*.
- The contributory elements or fabric described in each assessment (typically those form the creation date or dates of the place) should be conserved and enhanced as in the objectives of clause 43.01.

Place name	Address		1985 Study grading (A-F)	2011 Study grading (A-D)	M.P.S.?	V.H.R.?
Hoffman's flour stores, later Henry Box & Son Company offices and warehouse	104	A'Beckett Street	C	B	Yes	No
Commonwealth Motors, former	111-125	A'Beckett Street	B	B	Yes	No
Grange Lynne Pty Ltd, later White & Gillespie Pty Ltd. Building	185-187	A'Beckett Street	B	B	Yes	No
Exhibition Boot Company	160-162	Bourke Street	C	C	Yes	No
Barnett Building	164-166	Bourke Street	B	C	Yes	No
Australia Felix Hotel, later Alhambra, Stutt's, Morells', and Richardson's Hotel, and National Australia Bank	168-174	Bourke Street	C	C	Yes	No
Bourke House	179-183	Bourke Street	C	C	Yes	No
Norman's Corner Stores, former	180-182	Bourke Street	C	C	Yes	No
Carlton Hotel	193-199	Bourke Street	C	C	Yes	No
Hoyts Mid-City Cinemas	194-200	Bourke Street	B	B	Yes	No
Commonwealth Bank of Australia	219-225	Bourke Street	B	A	Yes	yes
Evans House, later Rochelle House	415-419	Bourke Street	C	C	Yes	No
Gothic Chambers (City Proprietary Company building)	418-420	Bourke Street	C	C	Yes	No
London Assurance House, former	468-470	Bourke Street	B	B	Yes	No
Hardy Brothers Jewellery Store	338	Collins Street	E	C	Yes	No
Burke later Burns House	340-342	Collins Street	D	B	Yes	No

Central City (Hoddle Grid) Heritage Review 2011

Place name	Address	1985 Study grading (A-F)	2011 Study grading (A-D)	M.P.S.?	V.H.R.?
Atlas Assurance Co Ltd, later Guardian Royal Exchange Assurance building	404-406 Collins Street	C	C	Yes	No
Commercial Union Building, later AUC Office	409-413 Collins Street	C	B	Yes	No
Royal Insurance Group Building	430-442 Collins Street	B	A	Yes	yes
National Mutual Life Centre	435-455 Collins Street	C	C	Yes	No
Huddart Parker Ltd Building	464-466 Collins Street	C	C	Yes	No
State Savings Bank of Victoria, Western Branch	615-623 Collins Street	B	B	Yes	No
Sniders & Abrahams tobacco and cigar factory	009-013 Drewery Lane	C	C	Yes	No
Elizabeth Chambers	021-023 Elizabeth Street	B	B	Yes	No
Knight's shops and dwellings, later Hood and Co and Edinburgh Chambers	215-217 Elizabeth Street	C	B	Yes	No
Wilson's shop & residence	299 Elizabeth Street	C	C	Yes	No
Pynsent's store and warehouse	303-305 Elizabeth Street	C	B	Yes	No
Union Bank Chambers, later A.N.Z. Bank	351-357 Elizabeth Street	C	C	Yes	No
Pattinson's general store, later Prince of Wales and Federal Club hotels, later Bulley & Co. Building	380 Elizabeth Street	C	C	Yes	No
Bank of Australasia, former	384 Elizabeth Street	B	B	Yes	No
Royal Saxon Hotel, former	441-447 Elizabeth Street	C	B	Yes	No
English Scottish & Australian Banking Co., former	453-457 Elizabeth Street	B	C	Yes	No
Commonwealth Banking Corporation of Australia branch bank, former	463-465 Elizabeth Street	C	C	Yes	No
Currie & Richards showrooms & warehouses	473-481 Elizabeth Street	C	C	Yes	No
Alley Building	030-040 Exhibition Street	C	C	Yes	No
Kelvin Hall & Club, former	053-055 Exhibition Street	C	B	Yes	No
Centenary Hall	104-110 Exhibition Street	C	B	Yes	No
Fancy goods shop & residence	309 Exhibition Street	C	C	Yes	No
Sargood Gardiner Ltd warehouse	061-073 Flinders Lane	B*	B	Yes	No
Denniston & Co P/L clothing factory, later Rosati (1986-)	095-101 Flinders Lane	D	C	Yes	No
Higson Building	125-127 Flinders Lane	B	A	Yes	yes
Pawson House	141-143 Flinders Lane	D	C	Yes	No
Griffiths Bros Pty Ltd building	026-030 Flinders Street	E	B	Yes	No
Victorian Cricket Association Building (VCA)	076-080 Flinders Street	D	C	Yes	No
Schuhkraft & Co warehouse, later YMCA, and AHA House	130-132 Flinders Street	C	C	Yes	No
Cobden Buildings, later Mercantile & Mutual Chambers and Fletcher Jones building	360-372 Flinders Street	C	C	Yes	No

Central City (Hoddle Grid) Heritage Review 2011

Place name	Address		1985 Study grading (A-F)	2011 Study grading (A-D)	M.P.S.?	V.H.R.?
Waterside Hotel	508-510	Flinders Street	C	C	Yes	No
Coffee Tavern (No. 2)	516-518	Flinders Street	D	C	Yes	No
Savings Bank of Victoria Flinders St branch, former	520-522	Flinders Street	C	C	Yes	No
Prince of Wales Hotel, later Markillie's Hotel	562-564	Flinders Street	B	B	Yes	No
Cyclone Woven Wire Fence Co. factory	063-067	Franklin Street	C	C	Yes	No
Keep Bros & Wood workshop and showroom, later Stramit Building	096-102	Franklin Street	C	B	Yes	No
Penman & Dalziel's warehouse group, part	004-006	Goldie Place	B	B	Yes	No
Throstle's stores	106-112	Hardware Street	C-B	C	Yes	No
Barrow Brothers warehouse	012-020	King Street	C	C	Yes	No
Union Bond Melbourne Storage Company Ltd	115-129	King Street	C	B	Yes	No
Peoples Palace	131-135	King Street	C	B	Yes	No
Argus Building, former	284-294	La Trobe Street	C-B	C	Yes	No
Russell's building	361-363	Little Bourke Street	C	C	Yes	No
Marks' warehouse	362-364	Little Bourke Street	C	B	Yes	No
Warburton's shops & warehouses	365-367	Little Bourke Street	C	C	Yes	No
Drayton House	373-375	Little Bourke Street	C	C	Yes	No
City West Telephone Exchange	434-436	Little Bourke Street	B	B	Yes	No
Bayne's shops and residences, later Little Reata restaurant	068-070	Little Collins Street	A	A	Yes	yes
Briscoe & Co warehouse, later EL Yencken & Co P/L	392-396	Little Collins Street	C	B	Yes	No
McCracken City Brewery malt store, later Ebsworth House	538-542	Little Collins Street	C	B	Yes	No
Porta and Sons, Steam Bellows Works	025	Little Lonsdale Street	C	C	Yes	No
Collie, R & Co warehouse	194-196	Little Lonsdale Street	C	C	Yes	No
Cavanagh's or Tucker & Co's warehouse	198-200	Little Lonsdale Street	B	A	Yes	yes
Women's Venereal Disease Clinic	372-378	Little Lonsdale Street	C	C	Yes	No
Cleve's Bonded Store, later Heymason's Free Stores	523-525	Little Lonsdale Street	B	B	Yes	No
Blessed Sacrament Fathers Monastery, St Francis	326	LONSDALE STREET	C	C	Yes	No
Michaelis Hallenstein & Co building	439-445	Lonsdale Street	C	B	Yes	No
Watson's warehouse, later Kelvin Club	014-030	Melbourne Place	B	C	Yes	No
Yorkshire House	020-026	Queen Street	C	C	Yes	No



Place name	Address		1985 Study grading (A-F)	2011 Study grading (A-D)	M.P.S.?	V.H.R.?
Provident Life Building	037-041	Queen Street	B	B	Yes	No
Royal Automobile Club of Victoria (R.A.C.V.) Building	111-129	Queen Street	D	C	Yes	No
Australasian Catholic Assurance (ACA) Building	118-126	Queen Street	A	A	Yes	yes
Clarke's Shops & Dwellings	203-205	Queen Street	D	B	Yes	No
Grant's warehouse	217-219	Queen Street	C	B	Yes	No
Royal Bank of Australia Ltd, later English Scottish & Australian Bank Ltd,	042-044	Russell Street	D	C	Yes	No
Union Hotel, later Tattersalls Hotel	288-294	Russell Street	C	C	Yes	No
Sir Charles Hotham Hotel	002-008	Spencer Street	B	B	Yes	No
McCaughan's Coffee Palace, later Great Southern Private Hotel	010-022	Spencer Street	C	C	Yes	No
Batman's Hill Hotel	066-070	Spencer Street	C	C	Yes	No
Hotel Alexander, later Savoy Plaza Hotel	122-132	Spencer Street	D	B	Yes	No
Elms Family Hotel	267-271	Spring Street	C	C	Yes	No
Cann's Pty. Ltd. building	135-137	Swanston Street	C	C	Yes	No
Swanston House, Ezywalkin Boot shoe and Slipper Store	163-165	Swanston Street	C	C	Yes	No
George Evans shop and residence row	309-325	Swanston Street	C	B	Yes	No
Melbourne Democratic Club and shops & residences	401-403	Swanston Street	C	C	Yes	No
Druids House	407-409	Swanston Street	C	B	Yes	No
W.D. & H.O. Wills (Aust) Ltd tobacco warehouse	411-423	Swanston Street	D	C	Yes	No
County Court Hotel , later Oxford Hotel, Oxford Scholar Hotel	427-433	Swanston Street	C	B	Yes	No
State Electricity Commission of Victoria building, later Lyle House	022-032	William Street	D	C	Yes	No
Dillingham Estates House, Former	114-128	William Street	C	B	Yes	No
Spier and Crawford, warehouse	259	William Street	B	B	Yes	No
James White's hay and corn store, part of Metropolitan Hotel	261	William Street	C	C	Yes	No

## Management

The following are existing heritage management policies set out in the *Melbourne Planning Scheme*.

### **MCC heritage management policies**

The management policies applied by Council when considering relevant permit applications are dependent on the particular building and streetscape grading. These performance standards are set out in the "Heritage Places

Within The Capital City Zone" local policy at Clause 22.04 of the Melbourne Planning Scheme. This local policy only applies to places within the Heritage Overlay Area that are situated within the Capital City Zone.

### **MCC heritage policy reference**

The heritage policy references for the Capital City Zone are as follows, including the Central Activities District Conservation Study 1985.

***Relevant heritage policy references in the Melbourne Planning Scheme***

- *Urban Conservation in the City of Melbourne 1985*
- *Central Activities District Conservation Study 1985*
- *Harbour, Railways, Industrial Conservation*
- *South Melbourne Conservation Study 1985.*

**Acknowledgements**

- City of Melbourne strategic planning and building department officers.
- Bryce Raworth Pty Ltd. for retrieval of assessments from the 2000-2002 review.

## Appendix 2 Historical context

### Statement of Significance for the City of Melbourne

Lewis, Miles and others, 1994. *Melbourne the city's history and development*.

Melbourne's 'Golden Mile', the central one and a half mile grid identified today as the Central Activities District, or CAD, is one of the great colonial city centres of the nineteenth century, distinguished by its Victoria architecture, characterised by its regularity of layout and defined by its relationship to the Yarra River, Eastern Hill, and the former Batman's Swamp.

Founded by free settlers from Tasmania in 1835, several decades after the establishment of Sydney and Hobart, six years after Perth, one year before Adelaide and seven before Brisbane, Melbourne's centre quickly became the quintessential expression of early nineteenth century planning, with an emphasis upon broad, rectilinear streets with little provision for gardens and public space. Colonial Surveyor Robert Hoddle's arrangement of one and a half chain (30m) streets and ten chain (200m) blocks bisected by half chain (10m) lanes is unique among Australian capitals. The layout establishes a character quite unlike that associated with the more picturesque cities of the old world, though not so grand as some of the newly founded or redeveloped quarters of the late nineteenth and early twentieth centuries in Europe and North America. The uniform street and footpath widths and the deciduous trees contribute to a coherent and predictable streetscape, and the grid must be seen as the most important and obvious relic of Melbourne's earliest years.

The surviving architecture dates essentially from 1855 onwards. While the number and prominence of public buildings proclaim the independence brought by Victoria's separation from the colony of New South Wales in 1851, the architectural wealth of the city stems largely from the influence of other forces. It reflects first of all the rapid evolution of a wealthy society from the mid-century gold rushes, through the era of protection of native industry, to the financial boom of the late 1880s, when buildings of an eclectic High Victorian character and principally British provenance dominated. This architecture continues to show the diversity of scale and

activity contained within the central grid in the nineteenth century, and establishes the city's distinctive, though intermittent, Victorian character. Other elements of the city fabric reflect the hiatus of the 1890s depression, followed by tentative developments from 1905-10 when an austere version of the American Romanesque prevailed as the major commercial architectural expression, most noticeable in the warehouses and emporia of Flinders Street and Flinders Lane.

This period saw Melbourne act as Australia's first capital while a permanent site was being determined and prepared, but the presence of the Federal Government had little impact upon the fabric of the city other than to encourage progress on various large nineteenth century public buildings, such as the Parliament House and State Library.

Later buildings began to reflect the 132 foot (40m) height limit and the architectural sensitivity to street context which applied from the Great War until the 1950s, with buildings ranging in expression from Edwardian Baroque to Moderne. The result was a much admired coherence of scale and articulation throughout much of the CAD.

While these stages created the city's distinctive visual characteristics, the post-1950s development had significant impact. It included much of individual quality, but did much to erode the specific character of Melbourne.

The Yarra River has always been critical to Melbourne. In the period of first settlement it provided a major avenue of access to the small township and the site of the city was largely determined by falls, since demolished, which separated the tidal, salt Yarra from the fresh water above. It was from the south bank that the characteristic views of the town were taken until the 1890s, by which time the consolidation of the belt of railway stations and viaduct largely destroyed that visual link. It remained from the south that continual waves of immigrants first approached the town until, in the late 1950s, air travel superseded the sea as the main means of arrival. While late nineteenth and then twentieth century developments gradually built up a visual barrier between the Yarra and the city, the river has remained the southern boundary of the CAD in the collective consciousness of Melburnians. The early removal of Batman's Hill and the draining of the West Melbourne Swamp largely eliminated the topographical

limit to the town to the west, but the Spencer Street Railway Station has since maintained an arbitrary boundary at this point. Eastern Hill, however, has remained a pivotal feature and has had its role as the religious acropolis reinforced by the establishment of a series of faiths and denominations. Government steadily consolidated the Spring Street boundary, and Melbourne's first glass skyscraper, ICI House of 1956 broke the 132 foot height limit, superseding the spires of St Patrick's Cathedral as the eastern punctuation mark.

Sited at the north west boundary to the CAD, relatively distant from the centres of commerce and government, Flagstaff Hill does not retain the same topographical and visual significance. It nevertheless, has strong historical associations and is one of a series of landmarks which cumulatively define Melbourne's identity, including the Queen Victoria Market, the major nineteenth century public buildings, Flinders Street Station and the Royal and Block Arcades. The trams, though not a fixed element, are rendered even more significant by their rattling omnipresence throughout the CAD.

Melbourne's character has also been positively affected by the manner in which various groups and activities have positioned themselves within its matrix, as happens in many cities. The Chinese in and around Little Bourke Street, the mercantile zone near the Customs House in Flinders Street, the rag trade in Flinders Lane, the legal community centred upon the Law Courts in William Street and the medical profession at the east end of Collins Street - the tendency for these and other groups and activities to perpetuate themselves has contributed noticeably to the social and architectural identity of their respective areas. The wave of European immigration in the post-war period had a less noticeable impact upon the specifically physical, architectural character of the city, while nonetheless, clearly transforming its cultural identity, most especially in terms of restaurants, shops and cafes.

It is the sum of all these qualities, rather than any individual aspect, which gives Melbourne its unique identity. While the rigour of the grid and the quality and prominence of the architectural fabric of the nineteenth century and the first half of the twentieth century are the most distinctive and frequently hailed aspects of its physical presence, it is the marriage of these with a strong and diverse cultural persona which sets Melbourne apart as a distinctive post-colonial city within its

immediate Australasian context and the rest of the world.

## **Summary of Statement of Significance**

The Central Activities District, or CAD, is one of the great colonial city centres of the nineteenth century, distinguished by its Victoria architecture, characterised by its regularity of layout and defined by its relationship to the Yarra River, Eastern Hill, and the former Batman's Swamp.

### ***Significant elements***

Melbourne's significance lies in the combination of the following significant and contributory qualities with outstanding elements being:

- the rigour of Hoddle's grid as the quintessential expression of early nineteenth century planning
- the quality and prominence of the architectural fabric of the nineteenth century and the first half of the twentieth century
- Melbourne is a distinctive post-colonial city, within the Australasian context and the rest of the world.

### ***Contributory factors to this significance***

- Emphasis upon broad, rectilinear streets with little provision for gardens and public space.
- Surveyor Robert Hoddle's arrangement of one and a half chain (30m) streets and ten chain (200m) blocks bisected by half chain (10m) lanes is unique among Australian capitals
- an architectural wealth that reflects first of all the rapid evolution of a wealthy society from the mid-century gold rushes, through the era of protection of native industry, to the financial boom of the late 1880s, when buildings of an eclectic High Victorian character and principally British provenance dominated.
- Edwardian-era development when an austere version of the American Romanesque prevailed as the major commercial architectural expression, most noticeable in the warehouses and emporia of Flinders Street and Flinders Lane.

- Limit height buildings of the inter-war period that reflected the 132 foot (40m) height limit and the architectural sensitivity to street context, with buildings ranging in expression from Edwardian Baroque to Moderne and a resulting much admired coherence of scale and articulation throughout much of the CAD.
- post-1950s development that included individual quality if not contribution to the prevailing architectural character
- The Yarra River's influence on Melbourne's development as a boundary and entry point for immigrants
- The Yarra south bank as a point of characteristic views of the town were taken at intervals through its history
- Eastern Hill as a pivotal physical and cultural feature as the religious acropolis reinforced by the establishment of a series of faiths and denominations.
- Flagstaff Hill's strong historical associations, for early burial and navigation;
- Grouping of specific ethnic groups and activities positioned within the City's matrix-the Chinese in and around Little Bourke Street, the mercantile zone near the Customs House in Flinders Street, the rag trade in Flinders Lane, the legal community centred upon the Law Courts in William Street and the medical profession at the east end of Collins Street- all groups and activities that perpetuate themselves and contribute noticeably to the social and architectural identity of their respective areas and the City.

### **Implications of the Statement of Significance for each building**

The implications from the Statement of Significance include conservation and enhancement of places that express the above key findings and themes.

## Appendix 3: Previous heritage assessments within the Capital City Zone

### Historic Buildings Preservation Council Melbourne Central Business District (CBD) urban conservation studies

The Historic Buildings Preservation Council of Victoria commissioned eight Melbourne Central Business District urban conservation studies in the years 1975-6 with an aim to identify places that might be included on the Historic Buildings Register or protected as historic places under the Third Schedule of the *Town & Country Planning Act*. Their purpose was to survey and evaluate all buildings, streetscapes and environmental areas within the CBD in terms of architectural and historical importance, so that comprehensive action could be taken to secure the preservation of culturally significant parts of the city.

The heritage places assessed in these studies were graded on their potential for addition to the Historic Buildings register. Little if any reference was made to *local* significance in the study recommendations. Similarly the research that accompanied these recommendations was often minimal, on many occasions inaccurate, and the assessments based on architectural merit only.

### Central Activities District Conservation Study 1985

Buildings were assessed in the Central Activities District Conservation Study 1985 (Graeme Butler) and graded on an A-F individual building scale and a streetscape level (scale of 1-3).

Citations were created typically for A and B graded places in this study mainly during the period 1985-1987 by Graeme Butler using the existing 1970s data where possible. Some of this data proved to be inaccurate.

### Definitions of the MCC heritage grading system published 1985

The following, drawn from the Melbourne Planning Scheme Incorporated document, *Heritage Places Inventory July 2008*, explains the grading or evaluation system used in the 1985 CAD study.

Each building with cultural heritage significance located within the City of Melbourne has been assessed and graded according to its importance. Streetscapes, that is complete collections of buildings along a street frontage, have also been assessed and graded. Individual buildings are graded from A to E, while streetscapes are graded from Level 1 to 3, both in descending order of significance.

The following definitions are provided in the inventory of what each heritage grading level means.

#### ***Buildings heritage gradings***

The definitions used for each of the building gradings are as follows:

#### ***'A' Graded Buildings***

These buildings are of national or state importance, and are irreplaceable parts of Australia's built form heritage. Many will be either already included on or recommended for the Victorian Heritage Register.

#### ***'B' Graded Buildings***

These buildings are of regional or metropolitan significance, and stand as important milestones in the architectural development of the metropolis. ....

#### ***'C' Graded Buildings***

These buildings demonstrate the historical or social development of the local area and/ or make an important aesthetic or scientific contribution. These buildings comprise a variety of styles and buildings types. Architecturally they are substantially intact, but where altered, it is reversible. In some instances, buildings of high individual historic, scientific or social significance may have a greater degree of alteration.

#### ***'D' Graded Buildings***

These buildings are representative of the historical, scientific, architectural or social development of the local area. They are often reasonably intact representatives of particular periods, styles or building types. In many instances alterations will be reversible. They may also be altered examples which stand within a group of similar period, style or type or a street which retains much of its original character. Where they stand in a row or street, the collective group will provide a setting which reinforces the value of the individual buildings.

### **'E' Graded Buildings**

These buildings have generally been substantially altered and stand in relative isolation from other buildings of similar periods. Because of this they are not considered to make an essential contribution to the character of the area, although retention and restoration may still be beneficial.

The reference document *Urban Conservation in the City of Melbourne* 1985 further qualifies the grading system as follows.

**Outstanding Building**, *outstanding in its own right* – a grade **A** or **B** building anywhere in the Municipality

**Contributory Building** *contributory to the street and the area's character* – a grade **C** building anywhere in the municipality and a **D** building in a Level 1 or 2 streetscape in an Urban Conservation Area.

### **Streetscapes**

The definitions used for each of the streetscape gradings are as follows:

#### **Level 1 Streetscape**

These streetscapes are collections of buildings outstanding either because they are a particularly well-preserved group from a similar period or style, or because they are highly significant buildings in their own right.

#### **Level 2 Streetscape**

These streetscapes are of significance either because they still retain the predominant character and scale of a similar period or style, or because they contain individually significant buildings.

#### **Level 3 Streetscape**

These streetscapes may contain significant buildings, but they will be from diverse periods or styles, and of low individual significance or integrity.

### **Central City Heritage Study Review 1993**

The Central City Heritage Study Review 1993 reviewed all heritage gradings from the 1985 study and provided citations for selected places (see following Comparative heritage gradings from heritage studies 1985, 1993, 2002).

### **Review of Heritage overlay listings in the CBD 2000-2002**

Bryce Raworth Pty Ltd undertook a review of selected places previously identified to be of potential individual heritage merit in the CAD or CBD in 2002<sup>2</sup>

#### **2002 review criteria**

The criteria used for the assessment was as follows:

In the initial stage of the study, the following criteria were taken into account in sifting through the vast number of graded buildings in the CBD and determining which should be included in the proposed list..:

- Buildings of state significance not presently covered by a heritage overlay
- Buildings of high local significance (**A, B or C** grade in the 1985 study) not presently protected by a heritage overlay
- Buildings that contribute to an important precinct or small group that is not presently protected by a heritage overlay
- Buildings that are particularly prominent (e.g. located on corners, or relatively large and visible) and that remain good and relatively intact examples of the period and type.

The heritage grading system used was based on the previous system of 1985 and 1993 (A, B and C grade buildings are important at the local level) but had expanded definitions as follows:

**A Buildings** are of national or state importance, and are irreplaceable parts of Australia's built form heritage. ....

**B Buildings** are of regional or metropolitan significance, and stand as important milestones in the architectural development of the metropolis. ....

**C Buildings** demonstrate the historical or social development of the local area and/or make an important aesthetic or scientific contribution. These buildings comprise a

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<sup>2</sup> Raworth 2002 (draft) Review of Heritage overlay listings in the CBD, supplied by MCC to Graeme Butler 2010 (ref Docs 993580)

variety of styles and building types. Architecturally they are substantially intact, but where altered, it is reversible. In some instances, buildings of high individual historic, scientific or social significance may have a greater degree of alteration.

**D Buildings** are representative of the historical, scientific, architectural or social development of the local area. They are often reasonably intact representatives of particular periods, styles or building types. In many instances alterations will be reversible. They may also be altered examples which stand within a group of similar period, style or type or a street which retains much of its original character. Where they stand in a row or street, the collective group will provide a setting which reinforces the value of the individual buildings.



## **Comparative heritage gradings from heritage studies 1985, 1993, 2002**

The following are comparative heritage gradings from heritage studies 1985, 1993, 2002: on an A,B,C,D,E scale

- Central Activities District Conservation Study 1985<sup>3</sup>:
- Central Activities District Conservation Study 1993<sup>4</sup>
- Review of Heritage overlay listings in the CBD 2002
- Capital City Zone Heritage Gaps Study 2011.

Most gradings are uniform across the four assessments.

### **Definitions**

(Taken from both the 1985 policy document, *Urban Conservation in the City of Melbourne: 21- 24*, and the 2008 *Heritage Places Inventory*, with references to the National Estate Register removed).

#### **'A' Graded Buildings**

1985- Buildings of national or state importance, irreplaceable parts of Australia's built heritage. ....

2008- These buildings are of national or state importance, and are irreplaceable parts of Australia's built form heritage.

#### **'B' Graded Buildings**

1985- Buildings of regional or metropolitan significance, and stand as important milestones in the development of the metropolis. ....

2008- These buildings are of regional or metropolitan significance, and stand as important milestones in the architectural development of the metropolis.

#### **'C' Graded Buildings**

1985- Buildings make an important aesthetic or scientific contribution that is important in the local area. This includes well-preserved examples of particular styles of construction, as well as some individually significant buildings that have been altered or defaced.

2008- These buildings demonstrate the historical or social development of the local area and/ or make an important aesthetic or scientific contribution. These buildings comprise a variety of styles and buildings types. Architecturally they are substantially intact, but where altered, it is reversible. In some instances, buildings of high individual historic, scientific or social significance may have a greater degree of alteration.

#### **'D' Graded Buildings**

1985- Buildings are either reasonably intact representatives of particular periods or styles or they have been substantially altered but stand in a row or street which retains much of its original character.

2008- These buildings are representative of the historical, scientific, architectural or social development of the local area. They are often reasonably intact representatives of particular periods, styles or building types. In many instances alterations will be reversible. They may also be altered examples which stand within a group of similar period, style or type or a street which retains much of its original character. Where they stand in a row or street, the collective group will provide a setting which reinforces the value of the individual buildings.

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<sup>3</sup> Referenced in the Melbourne Planning Scheme clause 22.04

<sup>4</sup> Referenced in the Melbourne Planning Scheme clause 22.04

**'E' Graded Buildings**

1985- Buildings have generally been substantially altered, and stand in relative isolation from other buildings of similar periods. Because of this they are not considered to make an essential contribution to the character of the area, although retention and restoration may still be beneficial

2008- These buildings have generally been substantially altered and stand in relative isolation from other buildings of similar periods. Because of this they are not considered to make an essential contribution to the character of the area, although retention and restoration may still be beneficial.

STREET	NUMBER	NAME	1985 value	1993 value	2002 value	2011 value
A'Beckett Street	104	Hoffman's flour mills, later Henry Box & Son Company offices and warehouse	C	C	C	B
A'Beckett Street	111-125	Commonwealth Motors, former	B	C	-	B
A'Beckett Street	185-187	Grange Lynne Pty Ltd, later White & Gillespie Pty Ltd. Building	B	B	B	B
Bourke Street	160-162	Exhibition Boot Company	C	C	C-D	C
Bourke Street	164-166	Barnett Building	B	C	B	C
Bourke Street	168-174	Australia Felix Hotel, later Alhambra, Stutt's, Morells', and Richardson's Hotel, and National Australia Bank	C	B	C	C
Bourke Street	179-183	Bourke House	C	C	-	C
Bourke Street	180-182	Norman's Corner Stores, former	C	C	C	C
Bourke Street	193-199	Carlton Hotel	C	C	C	C
Bourke Street	194-200	Hoyts Mid-City Cinemas	B	C	B	B
Bourke Street	219-225	Commonwealth Bank of Australia	B	B	B	A
Bourke Street	415-419	Evans House, later Rochelle House	C	C	C	C
Bourke Street	418-420	Gothic Chambers (City Proprietary Company building)	C	C	C	C
Bourke Street	468-470	London Assurance House, former	B	B	B	B
Collins Street	338	Hardy Brothers Jewellery Store	E?	C	-	C
Collins Street	340-342	Burke later Burns House	D	C	-	B
Collins Street	404-406	Atlas Assurance Co Ltd, later Guardian Royal Exchange Assurance building	C	C	C	C
Collins Street	409-413	Commercial Union Building, later AUC Office	C	B (N)	-	B
Collins Street	430-442	Royal Insurance Group Building	B	B	B	A
Collins Street	435-455	National Mutual Life Centre	C	C	-	C
Collins Street	464-466	Huddart Parker Ltd Building	C	C	C	C
Collins Street	615-623	State Savings Bank of Victoria, Western Branch	B	B	B-C	B
Drewery Lane	009-013	Sniders & Abrahams tobacco and cigar factory	C	C	C	C
Elizabeth Street	021-023	Elizabeth Chambers	B	B	B	B
Elizabeth	215-217	Knight's shops and dwellings, later Hood and Co	C	C	B-C	B

Central City (Hoddle Grid) Heritage Review 2011

STREET	NUMBER	NAME	1985 value	1993 value	2002 value	2011 value
Street		and Edinburgh Chambers				
Elizabeth Street	299	Wilson's shop & residence	C	C	C	C
Elizabeth Street	303-305	Pynsent's store and warehouse	C	C	-	B
Elizabeth Street	351-357	Union Bank Chambers, later A.N.Z. Bank	C	C	C	C
Elizabeth Street	380	Pattinson's general store, later Prince of Wales and Federal Club hotels, later Bulley & Co. Building	C	C	C	C
Elizabeth Street	384	Bank of Australasia, former	B	B	B	B
Elizabeth Street	441-447	Royal Saxon Hotel, former	C	C	B-C	B
Elizabeth Street	453-457	English Scottish & Australian Banking Co., former	B	B	B	C
Elizabeth Street	463-465	Commonwealth Banking Corporation of Australia branch bank, former	C	-	C	C
Elizabeth Street	473-481	Currie & Richards showrooms & warehouses	C	C	C	C
Exhibition Street	030-040	Alley Building	C	C	C	C
Exhibition Street	053-055	Kelvin Hall & Club, former	C	C	B-C	B
Exhibition Street	104-110	Centenary Hall	C	C	C	B
Exhibition Street	309	Fancy goods shop & residence	C	C	C	C
Flinders Lane	061-073	Sargood Gardiner Ltd warehouse	B*	-	-	B
Flinders Lane	095-101	Denniston & Co P/L clothing factory, later Rosati (1986-)	D	C	-	C
Flinders Lane	125-127	Higson Building	B	B	B	A
Flinders Lane	141-143	Pawson House	D	C	-	C
Flinders Street	026-030	Griffiths Bros Pty Ltd building	E	C	-	B
Flinders Street	076-080	Victorian Cricket Association Building (VCA)	D	C	-	C
Flinders Street	130-132	Schuhkraft & Co warehouse, later YMCA, and AHA House	C	C	-	C
Flinders Street	360-372	Cobden Buildings, later Fletcher Jones building	C	C	C	C
Flinders Street	508-510	Waterside Hotel	C	C	C	C
Flinders Street	516-518	Coffee Tavern (No. 2)	D	C	-	C
Flinders Street	520-522	Savings Bank of Victoria Flinders St branch, former	C	C	C	C

Central City (Hoddle Grid) Heritage Review 2011

STREET	NUMBER	NAME	1985 value	1993 value	2002 value	2011 value
Flinders Street	562-564	Prince of Wales Hotel, later Markillie's Hotel	B	B	B	B
Franklin Street	063-067	Cyclone Woven Wire Fence Co. factory	C	C	C	C
Franklin Street	096-102	Keep Bros & Wood workshop and showroom, later Stramit Building	C	C	C	B
Goldie Place	004-006	Penman & Dalziel's warehouse group, part	B	B	B	B
Hardware Street	106-112	Throstle's stores	C-B	C	B-C	C
King Street	012-020	Barrow Brothers warehouse	C	C	C	C
King Street	115-129	Union Bond Melbourne Storage Company Ltd	C	C	C	B
King Street	131-135	Peoples Palace	C	C	C	B
La Trobe Street	284-294	Argus Building, former	C-B	C	C	C
Little Bourke Street	361-363	Russell's shop & offices	C	C	C	C
Little Bourke Street	362-364	Marks' warehouse	C	C	C	B
Little Bourke Street	365-367	Warburton's shops & warehouses	C	C	C	C
Little Bourke Street	373-375	Drayton House	C	C	C	C
Little Bourke Street	434-436	City West Telephone Exchange	B	B	B	B
Little Collins Street	068-070	Bayne's shops and residences	A	A	A-B	A
Little Collins Street	392-396	Briscoe & Co warehouse	C	C	C	B
Little Collins Street	538-542	McCracken City Brewery malt store, later Ebsworth House	C	C	C	B
Little Lonsdale Street	025	Porta and Sons, Steam Bellows Works	C	C	C	C
Little Lonsdale Street	194-196	Collie, R & Co warehouse	C	C	C	C
Little Lonsdale Street	198-200	Cavanagh's or Tucker & Co's warehouse	B	B	B	A
Little Lonsdale Street	372-378	Women's Venereal Disease Clinic	C	C	C	C
Little Lonsdale Street	523-525	Cleve's Bonded Store, later Heymason's Free Stores	B	B	B	B
LONSDALE STREET	326	Blessed Sacrament Fathers Monastery, St Francis	C	C	D	C
Lonsdale Street	439-445	Michaelis Hallenstein & Co building	C	C	C	B
Melbourne	014-030	Watson's warehouse, later Kelvin Club	B	C	C	C

Central City (Hoddle Grid) Heritage Review 2011

STREET	NUMBER	NAME	1985 value	1993 value	2002 value	2011 value
Place						
Queen Street	020-026	Yorkshire House	C	C	C	C
Queen Street	037-041	Provident Life Building	B	A	B	B
Queen Street	111-129	Royal Automobile Club of Victoria (R.A.C.V.) Building	D	C	D	C
Queen Street	118-126	Australasian Catholic Assurance (ACA) Building	A	A	A	A
Queen Street	203-205	Clarke's Shops & Dwellings	D	C	-	B
Queen Street	217-219	Grant's warehouse	C	C	C	B
Russell Street	042-044	Royal Bank of Australia, later English Scottish & Australian Bank Ltd,	D	C	C-D	C
Russell Street	288-294	Union, later Tattersalls Hotel	C	C	B-C	C
Spencer Street	002-008	Sir Charles Hotham Hotel	B	B	B	B
Spencer Street	010-022	McCaughan's Coffee Palace, later Great Southern Hotel	C	C	C	C
Spencer Street	066-070	Batman's Hill Hotel	C	C	C	C
Spencer Street	122-132	Hotel Alexander, later Savoy Plaza Hotel	D	B	D	B
Spring Street	267-271	Elms Family Hotel	C	C	C	C
Swanston Street	135-137	Cann's Pty. Ltd. building	C	C	C	C
Swanston Street	163-165	Swanston House, Ezywalkin Boot shoe and Slipper Store	C	C	C	C
Swanston Street	309-325	George Evans shop and residence row	C	B	C	B
Swanston Street	401-403	Melbourne Democratic Club and shops & residences	C	C	C	C
Swanston Street	407-409	Druids House	C	C	C	B
Swanston Street	411-423	W.D. & H.O. Wills (Aust) Ltd warehouse	D	C	D	C
Swanston Street	427-433	County Court Hotel , later Oxford Hotel, Oxford Scholar Hotel	C	C	C	B
William Street	022-032	State Electricity Commission of Victoria building, later Lyle House	D	C	D	C
William Street	114-128	Estates House, Former	C	C	C	B
William Street	259	Spier and Crawford, warehouse	B	B	B	B
William Street	261	James White's hay and corn store, part of Metropolitan Hotel	C	C	C	C

## Appendix 4: Assessment criteria used in this report

### Planning and Environment Act - heritage values and thresholds

Section 4(1)(d) of the *Planning and Environment Act 1987* lists the following heritage values for use in heritage assessment within the Municipality Planning Scheme:

- scientific,
- aesthetic,
- architectural or
- historical interest or
- other special value (includes social or spiritual interest.)

The thresholds applied in any assessment of significance are:

- State Significance and
- Local Significance.

*Local Significance* includes those places that are important to a particular community or locality.

### MCC gradings

Buildings graded A, B, or C under the Melbourne City Council definitions are proposed as locally significant with at least one of the above values being assessed as significant within the local context. Buildings graded A are significant at State level, with B graded places have potential, but not confirmed, State significance.

### Assessment criteria used in this report

This Report uses the above heritage values, as assessed under the National Estate Register criteria, as guided by the *Application Guidelines* 1990 (Australian Heritage Commission).

The National Estate Register criteria consist of eight criteria that cover *social, aesthetic, scientific, and historic* values for future generations as well as for the present community.

The criteria for addition to the National Estate Register (NER), as evolved by the Australian Heritage Commission, have been used nationally in heritage assessment over a long period and have become the de-facto standard in Heritage Victoria study briefs (see also

*Applying the Heritage Overlay VPP Practice Note*).

In the past, inclusion of places in the National Estate Register (NER) was based on meeting at least one of the criteria. Places are assessed within the context formed by comparison, under the criteria headings, with other similar places in a defined, typically geographic area.

### National Estate Register

The National Estate Register is a Commonwealth statutory list of natural, indigenous and historic heritage places throughout Australia. Following amendments to the *Australian Heritage Council Act 2003*, additions or changes to the National Estate Register (NER) ceased 19 February 2007. The National Estate Register has a statutory role until February 2012, guiding the Minister for the Environment, Heritage and the Arts (the Minister) when making some decisions under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act). This transition period also allows states, territories, local and the Australian Government to complete the task of transferring places to appropriate heritage registers where necessary and to amend any legislation that refers to the National Estate Register. The NER will be maintained after this time on a non-statutory basis as a publicly available archive<sup>5</sup>.

### Burra Charter

In addition to the National Estate Register criteria, the ICOMOS *Burra Charter* sets out broad heritage assessment considerations. The *Burra Charter* 1999 (1.2) defines *Cultural significance* as aesthetic, historic, scientific, social or spiritual value for *past, present or future generations*, adding an extra cultural group (or groups) to qualify the significance of the place when compared with the NER criteria's present or future generations. Cultural significance is defined as embodied in the *place* itself, its *fabric, setting, use, associations, meanings, records, related places and related objects*.

The *Local Government Heritage Guidelines* 1991 added Architectural Value to the above values, under the Aesthetic Value heading.

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<sup>5</sup> See <http://www.environment.gov.au/heritage/places/rne/index.html>

## National Estate Register criteria summary

The National Estate Register sub-criteria used are identified by their alpha-numeric code and briefly described broadly as follows:

- A.3 richness and diversity of cultural features
- A.4 demonstrates well the course and pattern of history, important historic events
- B.2 rarity
- C.2 research potential, usually because of high integrity or good documentation of the place
- D.2 good example of a recognised type
- E.1 aesthetic importance to the community or cultural group, typically judged as representing an architectural style
- F.1 design or technological achievement, typically with emphasis on some technical or

design achievement as apart from aesthetic compliance as E1

G.1 social importance to the community, as demonstrated by documentation or sustained community expression of value for the place

H.1 association with important person or group, where the place reflects in some way the significance of the person or group.

## Application of the NER criteria

The table below sets out the relevant National Estate Register (NER) criteria and the relevant Application Guideline in column 1. In the second column is the interpretation used in this report of how that National Estate Register criterion is relevant in the context of the assessment at the local level.

### National Estate Register criteria *Application Guideline* 1990 extract

#### HISTORIC VALUE

#### **A.4 Importance for association with event, developments or cultural phases which have had a significant role in the human occupation and evolution of the nation, State, or community**

##### ***Explanatory notes***

This criterion applies where the contribution of an event, development or phase to the broad patterns of Australian history or prehistory can be clearly demonstrated, or where the place epitomises elements of those patterns.

##### ***Inclusion guidelines***

Places associated with events or developments which contributed to or reflect long-term changes in prehistory or history.

Places representing 'landmark' cultural phases in the evolving pattern of prehistory and history.

A place eligible for its association with a significant scientific theory must have a clear and important relationship to the development of that theory or its early application in Australia.

A place eligible for its history of science associations must have a strong connection with the work of a historically significant scientific figure or with a historically significant scientific exploration/undertaking, or methodological development.

##### ***Exclusion guidelines***

Places which do not demonstrate a particular contribution to, or allow an understanding of, the broad evolutionary patterns of Australia's natural history, prehistory or history.

Places where claimed associations with events, development or phases cannot be verified.

Places are not eligible if they have been altered so that the aspects of the environment important to the association have been seriously degraded.

The contribution a place might make to the public understanding of the historical development of the localities and the Municipality.

The property must reflect closely the period in which it was created and the associated phase of historical development in the Municipality.

<p><b>B.2 Importance in demonstrating a distinctive way of life, custom, process, land use, function or design no longer practised, in danger of being lost, or of exceptional interest.</b>  <b>Explanatory notes</b>                  This criterion applies particularly to places which characterise past human activities which are rare, endangered or uncommon by virtue of their being:</p> <ul style="list-style-type: none"> <li>• few in number originally;</li> <li>• few in number due to subsequent destruction;</li> <li>• susceptible to rapid depletion due to changed practices or other threats; or</li> <li>• outstanding example of uncommon human activity.</li> </ul> <p><b>Inclusion guidelines</b>                  Scarcity may be the result of historical process (i.e. few of such places were ever made) or of subsequent destruction or decay. However, rarity must be demonstrated to be more than simply absence of survey information.</p> <p>Rarity in some cases may apply to the survival of the combination of characteristics and the place as a whole may lack integrity.</p> <p>Rarity at a regional or State level must be assessed in the context of its distribution and abundance in other regions or States. Rarity in one location when compared with abundance in another may or may not give the place national estate significance, depending on the cultural context.</p> <p><b>Exclusion guidelines</b>                  Rarity at local, regional or State level does not necessarily confer national estate value, unless such rarity has particular cultural significance.</p> <p>Places deemed to be uncommon due to lack of research/survey may subsequently be found not to be eligible under this criterion. Evidence of rarity will normally be required.</p>	<ul style="list-style-type: none"> <li>• Rarity within an established cultural phase;</li> <li>• Rarity because of great age and the small number of surviving places representing an early phase for the region or locality;</li> <li>• Rarity because of the use of uncommon building materials, such as carved and dressed stone, which represent a now rare skill of execution within a recognised vernacular or style for the region or locality;</li> <li>• Rarity as an unusual combination of linked types (say garden and house design) within an established style or vernacular (i.e. Arts and Crafts design)..</li> </ul>
<p><b>D.2 Importance in demonstrating the principal characteristics of the range of human activities in the Australian environment (including way of life, custom, process, land-use, design or technique).</b>  <b>Explanatory notes</b>                  A place must clearly represent the period, method of construction, techniques, way of life, etc of its Type... as determined by comparison of the place to its Type as a whole, analysing such factors as:</p> <ul style="list-style-type: none"> <li>• Condition and integrity, including consideration of minimum area for long term viability;</li> <li>• Abundance and distribution of the Type;</li> <li>• Degree of homogeneity or variability of the Type over its range.</li> <li>• The presence of unusual factors (which may be assessable against other criteria) may be relevant in determining significance under this criterion.</li> </ul> <p><b>Scope</b>  <b>Historic</b>                  Places representative of the diversity of historic places, both by Type and by region.</p> <p><b>Inclusion</b>                  A place may be entered in the register for its representative value if one or more of the following apply:</p>	<p>The use in this report has been aimed at:</p> <ul style="list-style-type: none"> <li>• a Type of building design, or</li> <li>• Type of building use, as qualified by the style name and the use definition (medium sized 19th century suburban villa, tennis club pavilion, stylistic representative).</li> </ul> <p>The place had to clearly represent the period, method of construction, techniques, way of life, etc involved with the defined Type... as determined by comparison of the place to other examples of its Type in terms of condition and most importantly, integrity.</p>



<ul style="list-style-type: none"> <li>• It can be regarded as a particularly good example of its Type, or a significant variant of the Type equally well;</li> <li>• It is one of a number of similar places which are all good examples of the Type, but has a higher national estate value by virtue of its integrity, condition, association with other significant places or setting;</li> <li>• It is part of a group of places which collectively include a range of variation within the Type;</li> <li>• It represents the seminal or optimal development of the Type.</li> </ul> <p><b>Exclusion</b> A place may not be eligible under this criterion if it is not representative of the characteristics which make up the established Type</p>	<p>Relative high integrity within a recognised Type was a prerequisite for significance under this criterion, the high integrity (compared to others of the Type) yielding the most visual information about the physical appearance of the type and hence its understanding within the overall scope of cultural Types That the Type should be recognised culturally is the main factor, the significance of the Type itself under other criterion (such as A4) being a consideration.</p>
<p><b>E.1 Importance for a community for aesthetic characteristics held in high esteem or otherwise valued by the community.</b></p> <p><b>Explanatory notes</b> The aesthetic values of the place must be able to be assessed with sufficient rigor to allow the basis for registration to be stated clearly.</p> <p><b>Inclusion guidelines</b> A place is eligible if it articulates so fully a particular concept of design that it expresses an aesthetic ideal (e.g. a place which epitomises the design principles of an architectural style, landscape ideal, etc.) or if the place, because of its aesthetic characteristics, is held in high esteem by the community.</p> <p>To be eligible, a place must have a high degree of integrity so that it fully reflects the aesthetic qualities for which it is nominated.</p> <p>The values of landscapes, townscape and streetscapes must be demonstrated using accepted standards of assessment in those fields. Places which contribute to such values in a wider area might also be eligible.</p> <p><b>Exclusion guidelines</b> A place is not eligible if the design concepts or aesthetic ideals are not expressed in a way that is better than that of other places within its Type, i.e. if it is not outstanding.</p> <p>A place is not eligible simply because it is the work of a highly regarded architect, artist or engineer. It must be outstanding for aesthetic reasons.</p>	<p>Used to denote a successful design within a recognized style, within the accepted community stylistic framework. Recognition in established architectural magazines or by professional criticism adds another facet to the significance, that of recognition by a community group.</p> <ul style="list-style-type: none"> <li>• The place expresses a particular concept of design, epitomizing the design principles of an architectural style, landscape ideal, or</li> <li>• because of its aesthetic characteristics, is held in high esteem by the community (as demonstrated by inclusion in a national architecturally based periodical, recognition by the National Trust of Australia (Vic) or within a professional assessment).</li> <li>• To be eligible, the place must have a high degree of integrity to a major or key design phase.</li> </ul>
<p><b>F.1 Importance for its technical, native, design or artistic excellence innovation or achievement</b></p>	<p>Used to denote a design that is considered now to be an</p>

<p><b>Explanatory notes</b>  Creative or technical achievement can mean artistic excellence or technical excellence, innovation or achievement in many fields. Such achievements can only be judged by comparison with contemporary and subsequent developments in the same fields. Some creative or technical achievement may be apparent in virtually any type of humanly created or influenced place or structure.</p> <p><b>Inclusion guidelines</b>  A place is eligible if it demonstrates clearly a particularly appropriate solution to a technical problem using or expanding upon established technology, or developing new technology, that solution being outstanding due to its conceptual strength. This might occur, for example, in the fields of engineering, architecture, industrial design, landscape design, etc.</p> <p>A place may be considered to be outstandingly creative if it results from the innovative departure from established norms in some field of design or the arts.</p> <p>To be eligible, a place must have a high degree of integrity so that it fully reflects the aesthetic or technical qualities for which it is nominated</p> <p><b>Exclusion guidelines</b>  A place is not eligible simply because it is work of a highly regarded architect, or engineer. It must be outstanding for creative or technical reasons.</p>	<p>early or successful or innovatory creation, potentially within the framework of a recognized style: this does not include popular recognition at the time of creation as in Criterion E as a good example of a style. Technical significance can be expressed by similar innovatory achievement outside aesthetic achievement.</p>
<p><b>G.1 Importance as a place highly valued by a community for reasons of religious, spiritual, symbolic, cultural, educational or social associations.</b></p> <p><b>Explanatory notes</b>  This criterion applies to natural, semi-natural, Aboriginal and historic places which the community holds in special and high regard. The community attachment to the place must be demonstrable, enduring, broadly-based and out of the ordinary. Such long-term special regard may be based on associations of a religious, social, recreational or community history nature.</p> <p>The value of a place to a very small section of the community (e.g. a voluntary conservation organisation, a church parish council, Aboriginal Land Council) may not in itself be sufficient to demonstrate national estate significance, unless a much wider part of the community accepts that such associations have wider cultural significance. Such special associations must be demonstrated not assumed.</p> <p>Scope The nature of the community regard might include: ° religious or spiritual associations, including Aboriginal sacred sites and burial sites; ° community history landmarks and places of special value; ° traditional or special educational value; ° landscape or townscape associations critical to a communities sense of place or of community.</p> <p>Such associations exist in relation to Aboriginal, historic and natural places.</p> <p><b>Inclusion guidelines</b>  Places which are held in high esteem by the Australian community or a segment of it, that esteem being demonstrated and special. The value to the community must be beyond normal regard felt by a community for its familiar surroundings.</p> <p>It is necessary to demonstrate that the strong association between a community and a place is of a social or cultural nature, and not simply a local assessment of some other value more correctly</p>	<p>Places that have been demonstrated as public gathering places over an extended period, say 10 years or more, have implicit associations with a large number of persons particularly if this is underscored by further evidence such as news paper reports, illustrations, written accounts or advertising. These associations may be negative or positive but constitute public recognition of the place.</p>

<p>assessed against another criterion (e.g. historical association, rarity of Type, endangered species, etc).</p> <p>A place is eligible that has spiritual, religious or symbolic significance to at least a small group of Aboriginal people, that has been nominated by, or with the approval of, a local Aboriginal group, and where there is anthropological or historic evidence that the place has been, or is, of considerable significance to that group.</p> <p><b>Exclusion guidelines</b></p> <p>Places where community concern or regard is: ° not clearly demonstrated as being held by a community; or ° not held very strongly by an identifiable group within the community.</p> <p>The association between a group within the community and a place may not be accepted as significant by any other section of the community, and may therefore not be eligible.</p> <p>A place for which there is a strong local regard on the grounds of the place's value within other criteria (e.g. its historical, archaeological, architectural, botanical or faunal importance) will be assessed within the relevant criteria before its social value is considered, as the outcome of that assessment may alter long-term community feeling about the place.</p> <p>Examples of places which are or might be registered using this criterion</p> <p>Aboriginal</p> <ul style="list-style-type: none"> <li>° Uluru (Ayers Rock ) (NT) - high spiritual significance to the Aboriginal community.</li> <li>° Mumbulla Mountain (NSW) - a place of extreme importance to the Aboriginal community.</li> <li>° Sir Edward Pellew Islands (NT) - dreaming pathways.</li> </ul>	
<p><b>H.1 Importance for close associations with individuals whose activities have been significant within the history of the nation, State or region (or locality<sup>6</sup>).</b></p> <p><b>Explanatory notes</b></p> <p>The individuals might be important in the arts, sciences, politics, public life and many other areas of the life of the nation and its history.</p> <p>The association should be with the person's productive life only, unless there are few other places available which illustrate the person's contribution, or unless their formative or declining years are of particular importance to their contribution. This applies to birthplaces and graves as well.</p> <p><b>The length of association of person and place is usually important<sup>7</sup></b>, especially if the association has been transitory or incidental, or if other places exist with longer and more meaningful associations. The association of the place with a particularly important and short-term event affecting the person may be one of the exceptions to this condition.</p> <p>The extent to which the association affected the fabric of the place, and the extent to which the place affected the person or events associated with the person, can be important.</p> <p>This criterion also applies to places which have been used by historically important scientists. The scientists may be important for</p>	<p>The importance or prominence of the associated person must extend within a defined locality such as the Melbourne Central Business District or across more than one locality (Municipality or as defined) to extend to a defined `region' or group of localities.</p> <p>Association with the noted designer has been on the basis of it being a key example of his/her work, not an incidental or minor commission.</p> <p>The historical association with residents or owners (including designers if they have this status) is taken on the basis of:</p> <ul style="list-style-type: none"> <li>• them commissioning the design, this being a key indication of</li> </ul>

<sup>6</sup> my inclusion

<sup>7</sup> my bold

<p>their continuing standing in their disciplines or for their importance in Australian scientific history generally. For example, a number of pioneering Australian scientists were better known as explorers, e.g. Leichhardt, Cunningham. In view of this perception, places identified with such historic figures will usually be significant against Criterion A4.</p> <p><b><i>Inclusion guidelines</i></b> The person's contribution must be established sufficiently by historical documentation or other firm evidence, and the association of person with place established clearly in a similar way.</p> <p>A building designed by a prominent architect may be eligible under this criterion if it expresses a particular phase of the individual's career or exhibits aspects reflecting a particular idea or theme of her/his craft. It is possible that several places may represent different aspects of the productive life of an important person. Similarly, several examples of a person's work may be registered because a different combination of criteria are satisfied, e.g. Criteria A4, B.2, D.2, E, F.</p> <p>In general, the association between person and place needs to be of long duration, or needs to be particularly significant in the person's productive life. Places which contain fabric that is a direct result of the person's activity or activities, or where the place can be demonstrated to have influenced the person's life or works, are eligible, and such places are more eligible than places which lack such direct and personal associations.</p> <p>For a place to be eligible for its association with a prominent scientist:</p> <ul style="list-style-type: none"> <li>• the importance of the scientist must be established, scientifically or historically;</li> <li>• the place must have a clear, direct and important link to the work of that scientist; it cannot be simply a campsite or collecting locality.</li> </ul> <p>The scientist may be an amateur naturalist, providing that person does have a confirmed historical standing.</p> <p><b><i>Exclusion guidelines</i></b> A place is not eligible if it associated with relatively undistinguished persons within a given theme, or a person whose importance did not extend beyond the local context.</p> <p>A place is not eligible if the association with the prominent person is tenuous or unsubstantiated.</p> <p>A building is not eligible simply because it was designed by a prominent architect.</p> <p>A place is not eligible simply because a prominent scientist worked there.</p> <p>In general, brief, transitory or incidental association of person and place, for which there is little surviving direct evidence, would not make a place eligible for the Register.</p>	<p>the person's tastes and public status, or</p> <ul style="list-style-type: none"> <li>• a long term occupation (not an incidental or <i>fortuitous</i> association) in a period when they were active in their prescribed field.</li> </ul> <p>What the fabric may tell you of the person may be simply that the house fits your preconceptions of the person but, even if this is so, it is still vital evidence of the lifestyle of the person, whether predictable or not.</p>
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## Appendix 5: Identified interiors

### Recommendations in the Central City Heritage Review 2011-Heritage Assessments report

Although Central City Heritage Review 2011 assessments have been confined to external fabric, contributory interior elements were identified for places where they interfaced with the public domain. The following places have been identified as possessing valuable or contributory interior elements and the protection of these elements should be examined further under clause 43.01 of the Planning Scheme.

#### Scope of work

The following table lists the existing interior identified elements plus a short significance statement. There are 14 sites identified, with three of these requiring further inspections. It is possible that more significant elements are in the buildings so the recommendations must be qualified as confined to ground level interior elements and known large public spaces at upper levels. Ongoing management of these interiors requires an incorporated plan for each place to allow for permit exemptions for non significant parts of the building interiors.

Three future site visits are proposed to be arranged by Melbourne City Council.

#### Proposed sites

Street	Number	Name	Interior elements and significance	Value 2011	Type	Owner	Architect or designer	Date
Bourke Street	160-162	Exhibition Boot Company	<p>Description</p> <p>Coved and glazed roof lantern over the main ground floor shop area.</p> <p>Significance</p> <p>Roof lanterns such as this were common in retail shops to allow natural lighting for goods throughout the shop not just at the display window: they are now rare, particularly in the central City.</p>	C	Retail	Melbourne Total Abstinence Society and Mrs Tucker	Webb, William H	1904
Bourke Street	415-419	Evans House, later Rochelle	<p>Description</p> <p>Entry foyer, ground floor stair and lift</p>	C	Offices, Factory,	Evans, Thomas Pty. Ltd.	Hare Alder Peck & Lacey	1929-1930

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		House	lobbies: patterned and panelled polished stone linings, parquet flooring, polished terrazzo and metal joinery. Pendant light fittings are either as original or visually related to the period.  Significance  These elements are well executed and relate to the exterior of the building and are publicly visible		Retail			
Bourke Street	468-470	London Assurance House, former	Description  The transparency to the street of this ground floor foyer makes it part of the building's external significance: the elements include stainless steel balustrading, white marble to stairs and lobby floor, green marble and travertine to entry lobby walls. The sliding door is an addition but related.  Significance  These elements are well executed and being publicly visible, relate well to the exterior of the building as contributory elements in its significance.	B	Offices	London Assurance Co	Evans, Bernard & Partners	1957-1959
Elizabeth Street	351-357	Union Bank Chambers, later A.N.Z. Bank	Description  The ground floor lobby walls are marble lined (2 colours) as is the staircase and a polished copper directory case remain on the lobby wall ('ANZ Bank Chambers'). The stair has a wreathed blackwood handrail with restrained panelled metal balusters  Significance  These elements are well executed and	C	Bank, Offices	Union Bank of Australia Ltd.	Butler, W & R & Martin Architects	1926-1927

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			being publicly visible, relate well to the exterior of the building as contributory elements in its significance.					
Exhibition Street	030-040	Alley Building	<p>Description</p> <p>The ground floor foyer entered from the lane is timber panelled with early brass fittings, original lift lobby door, and a jarrah main stair protected by use of pressed metal sheeting on the stair and landing soffit.</p> <p>Significance</p> <p>These elements are well executed and being publicly visible, relate well to the exterior of the building as contributory elements in its significance. The lobby is also of note within the context of inter-war city commercial building.</p>	C	Offices	Alley Bros P/L	Oakley, Percy A (1923) Oakley & Parkes (1936)	1923, 1936
Exhibition Street	104-110	Centenary Hall	<p>Description</p> <p>Exhibition Street ground floor and hall lobbies with:</p> <ul style="list-style-type: none"> <li>• Two-coloured Buchan marble dadoes;</li> <li>• Lacquered timber entry door joinery with etched glass and building name to doors and top lights;</li> <li>• Door glazing and brass fittings;</li> <li>• Coloured and patterned terrazzo in the foyer flooring with the Orange order star motif, and</li> <li>• A cascading stepped, entry stair to the first level hall with streamlined metal balustrading.</li> </ul> <p>(inspection of the hall is required)</p> <p>Significance</p>	B	Offices, Public Hall	Victorian Protestant Hall Co. Ltd	Philp, Hugh & Bottoms, Geoffrey	1934-1935

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			<p>These elements are well executed and being publicly visible, relate well to the exterior of the building as contributory elements in its significance. The quality of finish and design is also of individual note within the inter-war commercial city building context.</p>					
Flinders Lane	095-101	Denniston & Co P/L clothing factory, later Rosati (1986-)	<p>Description</p> <p>Mosaic-tiled ground floor, and timber central bar.</p> <p>Significance</p> <p>These elements are well executed and being publicly visible, relate well to the desired Mediterranean imagery of the building when recreated as Rosati. They are contributory elements to the significance of this phase of the building's history.</p>	C	Factory, restaurant	Denniston & Co P/L	Wilson, Sydney Herbert	1907-1908, 1938, 1986
Little Bourke Street	434-436	City West Telephone Exchange	<p>Description</p> <p>The ground-level lobby retains valuable tiled wall and patterned terrazzo floor finishes.</p> <p>Significance</p> <p>These elements are well executed and being publicly visible, relate well to the exterior of the building as contributory elements in its significance. The quality of finish and design is also of individual note within the inter-war city utility building context.</p>	B	Offices, Public	Post Master General Department	Murdoch, JS Commonwealth Director-general of Works	1929 design, 1935-7
Lonsdale Street	439-445	Michaelis Hallenstein & Co building	<p>Description</p> <p>The ground level main entry has original lacquered joinery (inner and</p>	B	Offices	Michaelis Hallenstein & Co Pty Ltd.	Tompkins, HW & FB	1924



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			<p>outer door suites), a grand white marble stair and polished marble wall or dado linings.</p> <p>Significance</p> <p>These elements are well executed and being publicly visible, relate well to the exterior of the building as contributory elements in its significance. The quality of finish and design is also of individual note within the inter-war commercial city building context.</p>			tanners		
Melbourne Place	014-030	Watson's warehouse, later Kelvin Club	Inspect	C	Warehouse	Watson, J B	Watts, Thomas?	1873-1874
Queen Street	118-126	Australasian Catholic Assurance (ACA) Building	<p>Description</p> <p>Brooks Robinson shopfronts and ground level lift lobby floor and wall cladding, detailing, lighting, black marble, and chrome.</p> <p>Significance</p> <p>These elements are well executed and being publicly visible, relate well to the exterior of the building as contributory elements in its significance. The quality of finish and design is also of individual note within the inter-war commercial city building context</p>	A	Offices	Australasian Catholic Assurance Company Ltd	Hennessy & Hennessy & Co.	1935-1936
Queen Street	217-219	Grant's warehouse	<p>Description</p> <p>The Traegerwellblech corrugated iron vaulted fire-proof roofing to the ground level main chamber.</p> <p>Significance</p>	B	Warehouse	Grant, Alexander	Gibbs & Finlay	1904

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			This form of early fire-proof ceiling lining is now rare within Victoria.					
Swanston Street	401-403	Melbourne Democratic Club and shops & residences	Inspect hall	C	Retail, Club, Residential	Melbourne Democratic Club	Watts, Thomas & Sons	1890
Swanston Street	407-409	Druids House	<p>Description</p> <p>The ground floor lobby has original entry foyer and shopfront with terrazzo and tiled floors, lift lobby, three colour Buchan marble wall facing, a significant stairway with significant pedestal newel-post lights, ornate metalwork, wall mounted directory cases, bronze and brass joinery.</p> <p>Significance</p> <p>These elements are well executed and being publicly visible, relate well to the exterior of the building as contributory elements in its significance. The quality of finish and design is also of individual significance within the inter-war commercial city building context</p>	B	Offices	United Ancient Order of Druids Grand Lodge	Gibbs Finlay, Morsby & Coates	1926-1927