QUEEN VICTORIA MARKET WAYFINDING HERITAGE IMPACT STATEMENT July 2025 Prepared for CITY OF MELBOURNE Prepared by LOVELL CHEN

ACKNOWLEDGEMENT OF COUNTRY
This report was prepared, and the Queen Victoria Market is located on the lands of the Wurundjeri People who have been custodians of this land for thousands of years. We acknowledge their stories, connection to land, water and culture which is embedded in Country. We pay our respects to their Elders past and present and acknowledge that this report includes a post-contact history that forms only a small part of the ongoing story.

Quality Assurance Register

The following quality assurance register documents the development and issue of this report prepared by Lovell Chen Pty Ltd in accordance with our quality management system.

Project no.	Issue no.	Description	Issue date	Approval
9419	1	Draft Heritage Impact Statement	09/08/2024	SZ
9419	2	Updated Draft Heritage Impact Statement	10/06/2025	МК
9149	3	Heritage Impact Statement	15/072025	МК

Referencing

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Cover image: Queen Victoria Market Sheds

Source: Lovell Chen, 2022

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1.0 INTRODUCTION

This Heritage Impact Statement has been prepared on behalf of the Queen Victoria Market (QVM) and the City of Melbourne in relation to a permit application to Heritage Victoria to update the program of informational and wayfinding signage within the Victorian Heritage Register (VHR) extent for QVM (H0734) (Figure 1). Also included is a proposal for renaming works to the open sheds in the Upper and Lower markets at QVM.



Figure 1 The Queen Victoria Market site, with approximate boundaries outlined Source: Basemap, Nearmap 23 July 2024

1.1 Documentation

In consideration of the proposed works, this HIS refers to the following documentation:

- Queen Victoria Market Signage & Wayfinding Guidelines Draft Issue 06, 11 November 2024
- Queen Victoria Market, 513 Elizabeth St, Melbourne Conservation Management Plan April 2017, prepared by Lovell Chen for City of Melbourne and Queen Victoria Market

1.2 Background

Pre-application discussions with regard to the wayfinding works were held with Heritage Victoria in March and June 2022, with comments provided in an email from Heritage Victoria in June 2022. These comments confirmed that Heritage Victoria agrees that a new QVM signage suite is required, but concerns were raised in relation to the total number of signs within the market and potential for visual clutter. The comments provided included the following advice:

- Signs should not clutter the landscape or reduce vistas; signs should be attractive and fit well in the historic site.
- They should be good quality signage that reflects the history and signals a sense of pride and care about the area.
- Fit for purpose, adaptable to be easily updated or changed.
- Lighting should be carefully considered for nighttime viewing.
- There should be a logical connection and progression between signs to the market halls.
- Limit the number of signs to the minimum necessary.

Comment on an appropriate signage type for the specific areas and building types throughout the market was also provided, as well as confirmation that digital signage could be contemplated. An indication of an approach that Heritage Victoria would support was provided as follows:

- A more detailed and considered approach to security with well positioned bollards. Heritage
 Victoria suggested that these are removable and can be replaced through a renewal program if
 required.
- Event type information could be captured on flagpoles and wayfinding directional information and digital signage at pedestrian level.
- Upgrade pavements, street furniture and lighting to standards appropriate for high-priority pedestrian precincts in the CBD.
- Freestanding branding/materials that are consistent under a new signage suite.
- Consideration of removing signage attached to historic fabric.
- Ensure there is sense of logic and hierarchy to all new signage.
- Only incorporate sculpture and art considered where reasonable, feasible and add value, as the market fabric should be the feature element.¹

Subsequently, separate discussions were held with Heritage Victoria in February 2025 in relation to a proposal for a sequential renaming strategy for the open sheds at QVM. This proposal was developed in response to the current ad hoc arrangement to shed naming, and to assist in wayfinding within the place. Pre-application comments provided by Heritage Victoria following these discussions are reproduced below.

- [It is] understood the basic rationale is to make the shed lettering clear and consistent and that Sheds A-F will be retained as is.
- There is general comfort with the proposal provided it is fully considered as part of a wayfinding strategy application.
- It was agreed that an audit.... on existing approvals and 'active' guidelines would be undertaken to provide a clear picture of the administrative impacts and changes via minor amendments that will be required.

Email correspondence from Heritage Victoria (Ann Gove) to Lovell Chen (Charlotte Jenkins), 1 June 2022.

• [It is] noted that there is precedence with the re-numbering of the Royal Botanic Gardens gates, which may provide some guidance.²

2.0 HERITAGE CONTROLS AND LISTINGS

2.1 Victorian Heritage Register

The Queen Victoria Market is included on the VHR as H0734 with the mapped extent of registration as indicated in Diagram 734 (Figure 2).

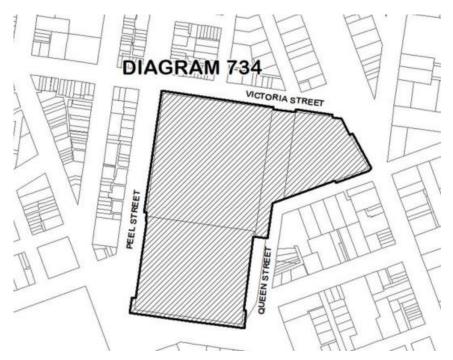


Figure 2 Diagram 734 indicating the mapped extent of registration for the Queen Victoria Market (H0734)

Source: Heritage Victoria

The VHR statement of significance for QVM is as follows (full citation in Appendix A):

What is significant?

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

How is it significant?

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

Criterion A: Importance to the course, or pattern, of Victoria's cultural history.

Criterion C: Potential to yield information that will contribute to an understanding of Victoria's cultural history.

Email correspondence from Heritage Victoria (Fiona Stevens) to Lovell Chen (Michelle Knehans), 13 February 2025.

Criterion D: Importance in demonstrating the principal characteristics of a class of cultural places and objects.

Criterion G: Strong or special association with a particular present-day community or cultural group for social, cultural or spiritual reasons.

Why is it significant?

The Queen Victoria Market is of historical significance as one of the great nineteenth century markets of Victoria and the only one surviving from a group of important central markets built by the corporation of the City of Melbourne. It has been in continual operation as a retail market since the 1870s. The Queen Victoria Market is of historical significance as the site of Melbourne's first official cemetery, which was in use between 1837 and 1854, and intermittently from 1854 until its final closure in 1917. [Criterion A]

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

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

The Queen Victoria Market is of social significance for its ongoing role and continued popularity as a fresh meat and vegetable market, shopping and meeting place for Victorians and visitors alike. [Criterion G]³

The VHR registration includes a suite of specific permit exempt works and activities (appended to this report). The exemptions most relevant to this permit application are reproduced below:

Surface and subsurface works

Former cemetery site

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

Other areas

All maintenance, repair and resurfacing of existing hard landscaping elements.
 Subsurface works involving the installation, removal or replacement of existing services such as water, drainage, electrical and communications services.
 Existing surface treatment should be reinstated at the conclusion of works

Victorian Heritage Database Report, Queen Victoria Market (H0734), https://vhd.heritagecouncil.vic.gov.au/places/1211 accessed 3 April 2025.

Signage

- The erection of temporary non-illuminated signage for the purpose of ensuring public safety and wayfinding.
- Removal or replacement of external directional signage provided the size, location and material remains the same.

Trading and Market Operations

 The display, installation and removal of temporary promotional elements such as banners, billboards, flagpoles in existing locations.

Queen Street and Deli Lane roadways

 Installation of City of Melbourne/Queen Victoria Market specific public furniture, including seats, bins, signage, bollards, lights, planter boxes, temporary free-standing street trading cafe screens and drinking fountains.⁴

2.2 Melbourne Planning Scheme

The Queen Victoria Market is identified as a site-specific Heritage Overlay (HO496) in the Schedule to the Heritage Overlay (HO) of the Melbourne Planning Scheme (Figure 3). The mapped extent of HO496 is consistent with the extent of registration identified in the VHR. In accordance with Clause 43.01 of the Melbourne Planning Scheme, a permit is not required under the HO to develop a heritage place which is included in the Victorian Heritage Register, other than an application for subdivision.



Figure 3 The extent of Queen Victoria Market (HO496) in the Melbourne Planning Scheme Source: Vicplan

Victorian Heritage Database Report, Queen Victoria Market (H0734), https://vhd.heritagecouncil.vic.gov.au/places/1211 accessed 2 August 2024.

QVM is also included in the larger Queen Victoria Market Precinct (HO7) (Figure 4). Within that precinct external paint controls apply, as do solar energy system controls. Internal alteration and tree controls do not apply.



Figure 4 Extent of Queen Victoria Market Precinct (HO7) in the Melbourne Planning Scheme Source: Vicplan

The statement of significance for the Queen Victoria Market Precinct is as follows:

10.1 Statement of Significance

The Queen Victoria Market precinct is of historic and social significance as Melbourne's premier market in operation for over 130 years (since the late 1870s), with origins dating back to 1859. It is the last surviving 19th century market established by the City of Melbourne, and has been an important hub of social life in the city. The Meat Hall, the oldest extant building, was constructed in 1869. It is one of the earliest, purpose-built market complexes in Australia, with its single span roof only the second of its type when erected. The market has evolved throughout its history in line with changing requirements, with several phases of expansion.

The Queen Victoria Market precinct is of aesthetic significance as a fine example of a Victorian era market which retains much of its original 19th century fabric intact. Its present configuration is largely that which was established by the end of the Interwar period. Architecturally, there is a mixture of utilitarian buildings – the sheds – and more elaborate brick buildings, with the most exuberant being the 1884 façade of the Meat Hall, by noted architect William Salway. The later but more intact Dairy Produce Hall (1929) features a distinctive Georgian Revival style to the upper part of the façade in combination with Art Deco style to the lower part (canopy, tiling and shop fronts). The groups of shops to Victoria and Elizabeth Streets are rare examples of such extensive, intact rows of Victorian period commercial buildings, as are the Interwar period shops to Franklin Street.

10.2 Key Attributes

- The historic character of the precinct as a retail area.
- The generally simple, low-scale and remarkably intact example of a utilitarian form from the period of its construction. Taken as a whole, the Market and its component buildings are substantially intact in its 1923 form.
- o The visual dominance of the Queen Victoria Market in the surrounding area.⁵

2.3 National Heritage List

The Queen Victoria Market is included on the National Heritage List (NHL) as Place ID 106277 with official values satisfying Criterion C 'Research' and Criterion D 'Principal characteristics of a class of places'. The NHL boundary matches the VHR extent of registration and mapped HO extent for the individual place (Figure 5). The NHL Summary Statement of Significance is as follows:

The Queen Victoria Market has outstanding heritage value to the nation as an outstanding example of an Australian metropolitan food market established in the nineteenth century. The Market contains a substantially intact array of Victorian era buildings and structures, which is unique in its demonstration of all four key building typologies of a market from this period, including open sheds, enclosed market halls, warehouses, and perimeter shops. Together with its continued functioning as a modern day marketplace with a particular emphasis on produce, the layout and integrity of these features are significant aspects of the Market which strengthen its historic value.

Operating for almost 140 years as a food market, and prior to that as a meat market, the Queen Victoria Market has borne witness to the huge changes in food science, technology, transport and communications that have revolutionised the production, distribution and retailing of food. While evidence of these changes can be seen in modern market day practices, the Queen Victoria Market still retains many of its original attributes, liveliness and character.

Nineteenth century markets played a vital role in establishing the colonies of Australia, allowing population expansion and growth. The Queen Victoria Market contributed to the wealth of the early colony, provided opportunities for newly arrived immigrants, as well as introducing the colony to new varieties and cultural diversity of foods.

Prior to its operation as a market, part of the land on which the Upper Market now lies was the Old Melbourne Cemetery. The site was, aside from several early burials, the original burial ground for the entire population of the original settlement of Melbourne. As the Cemetery was multi-denominational and reflected the cross section of society, it has outstanding heritage value to the national because it could yield further information on the diet and lifestyle of

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City of Melbourne, *Melbourne Planning Scheme Incorporated Document: Heritage Precincts Statements of Significance* February 2020 (Amended April 2022), p. 12.

Colonial settlements at that time through the estimated 6,500 burials still remaining at the site and associated records.⁶

The NHL Official Values for QVM are reproduced below:

Criterion C Research

The Queen Victoria Market is of national significance for its research potential as the site of the Old Melbourne Cemetery. As an early colonial multi-denominational and Aboriginal cemetery which represents the founding population of a major state capital, it offers rare potential for study into matters such as the diet, lifestyle, wealth, pathology and burial customs of the full cross-section of early Melbourne society.

The anticipated number of burials that remain at the site make it the largest single example of an early 19th century colonial cemetery in Australia, and in particular, one that contains a population not founded as a convict settlement. Although the site has been disturbed and a number of burials exhumed over time, numerous investigations have demonstrated that the level of disturbance is less than at comparable sites and that there is a relative prevalence of complementary documentary evidence, making it the pre-eminent example of such a site in Australia.

Features expressing this value include but are not limited to the relatively undisturbed sub-surface remains within the footprint of the former Old Melbourne Cemetery, the results of earlier archaeological investigations and the existing burial records, particularly those held at St James Old Cathedral. The memorial to John Batman and the remaining section of the 1878 cemetery wall are significant as the only remaining above ground evidence of the Cemetery.

Criterion D Principal characteristics of a class of places

The Queen Victoria Market demonstrates the principal characteristics of a metropolitan produce market in nineteenth century Australia. Allocated as a market site since 1859 and formally opened as the Queen Victoria Market in 1878, the Market demonstrates the importance of fresh produce markets to Colonial settlements as a primary means of acquiring food at the time. The Market played an important role in the wholesale and later retail trade of meat, fruit and vegetables. It provided vital income for the colony, and opportunities for recently arrived migrants.

The Queen Victoria Market represents the important role fresh produce markets have played in the development of Australia as an urbanised nation in both the nineteenth and twentieth centuries, allowing the colonies to grow and prosper. It is representative of an era before major changes in transport, science and communications revolutionised the distribution of fresh produce in Australia's metropolitan areas. Developments such as refrigeration, the widespread use of cars and other modes of mass transport, electricity and improved hygiene have all influenced food distribution in Australia. While evidence of these changes can be

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DCCEEW, Queen Victoria Market, Australian Heritage Database, https://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;place_id=106277 accessed 3 April 2025.

seen in modern day market practices, the Queen Victoria Market still retains much of its original nineteenth century character.

The Queen Victoria Market is the only nineteenth century market to display all of the building typologies of a market of this time, and is the largest and most intact nineteenth century market in Australia. It continues to operate as a city produce and general market, and exhibits a high degree of social interaction, mixture of cultural experiences and authenticity in its practices, providing a tangible link to the Market's origins in the nineteenth century.

Features expressing these values include but are not limited to the collection of open sheds in upper and lower markets, enclosed market halls, stores and perimeter shops. Significant features of the market sheds include their open design to allow accessibility and circulation, absence of permanent stall structures, layout in regular row pattern flanked by laneways, and construction of post and beam system, with exposed triangulated trusses supporting a gabled roof (sheds A-E) or other original construction design (sheds F, K, L and M).

The enclosed Market Halls are significant as demonstrating another nineteenth century market building typology, and include the Meat Hall and Dairy Produce Hall. Specifically, the Classical façade of the Meat Hall with its regular pattern of brickwork and arch headed openings, as well as the rendered animal relief reflect the building's nineteenth century origins. The wide aisles and other elements of the Meat Hall demonstrating early butchery practice are also significant. Original twentieth century fittings and internal elements of the Dairy Produce Hall designed for food display, including the sawtooth roof form over the hall designed to enhance natural lighting through clerestory windows, vertically balanced sash shutters, unified wall tiling and marble counters are significant, and reflect the market's evolution into the twentieth century.

The Elizabeth Street and Victoria Street Shops are significant as demonstrating the nineteenth century principles associated with perimeter shops, while the Franklin Street Stores illustrate the utilitarian aspect of market buildings as well as the wholesale function of the Market in the early twentieth century. In relation to both the shops/terraces and stores, their uniformity of alignment in row pattern, consistency of features, orientation and original features such as shopfronts and verandahs, are all significant contributory attributes.

The remnant original gate with municipal emblem and Dairy Produce Hall arch are also significant as evidence of the nineteenth century origins and early twentieth century features of the Market, and the associated importance of food markets to society at this time.

The Market's continued operation as a produce market in its original location provides further representation of these values. The intangible and experiential qualities of the Market, including its distinctive character and open setting, cultural variety, liveliness and traditional interactions between customers and traders all contribute to the authenticity and readability of the site as a marketplace with its origins in the nineteenth century.⁷

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DCCEEW, Queen Victoria Market, Australian Heritage Database, https://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail:place_id=106277 accessed 3 April 2025.



Figure 5 Extent of inclusion of Place ID 106277 Queen Victoria Market on the National Heritage List Source: DCCEEW

3.0 BRIEF DESCRIPTION AND HISTORY

This section provides a brief description and history of the Queen Victoria Market. This history is based on the 2017 Conservation Management Plan (CMP) prepared by Lovell Chen for the City of Melbourne and Queen Victoria Market.

3.1 Brief History

The area now occupied by the Queen Victoria Market initially served as Melbourne's first official cemetery gazetted 1839 (though burials began in 1837) and it continued to be Melbourne's only major cemetery until the second was established in Carlton in 1853. The Old Melbourne Cemetery was officially closed in 1854 though those who had already purchased plots continued to be buried within its grounds between 1864 and 1917.

In 1859 the Melbourne Town Council granted land to the east of the Old Melbourne Cemetery and bounded by Elizabeth, Victoria, Therry and Queen Streets as the Lower Market site. The north-east area was designated for a wholesale meat market and the first of the buildings that now make up the Queen Victoria Market, the Meat Market Building commenced construction in 1868. This was followed by an 1873 proposal to establish a fruit and vegetable market to the west of the site. Beginning in 1877, moves were made to extend the market into the footprint of the Old Melbourne Cemetery (particularly impacting on Aboriginal, Society of Friends, or 'Quakers', and Jewish burial sites). Despite some public protests, this extension proceeded and facilitated the construction of the A-E sheds. This area was known as the Upper Market but at this time, the site officially named the Queen Victoria Market, and a formal opening took place in March 1878.

In 1884 shops were constructed along Elizabeth Street which also served to create a formal entrance arch to the fruit and vegetable sheds. Three years later, construction commenced on terraced shops (some with residences above) along Victoria Street. Throughout the remainder of the nineteenth and early twentieth century the market continued to grow, sheds were expanded, and additional terraces built on the perimeter streets.

In the early 1920s, the cemetery was formally closed and the land transferred to the market. Following the formal expansion of granted land, additional sheds and shops were constructed. The Dairy Produce Hall was constructed in 1928, and the Franklin Street Stores and market square (associated with the Fruit and Vegetable market) were constructed in 1929-1930.

By the mid-1950s plans were afoot to move the wholesale market to Footscray and use the entirety of the Queen Victoria Market site for retail only. The Footscray Market commenced construction in 1967 and was opened in 1969. Plans to redevelop the site possible into a hotel or residential complex were contemplated in the late 1960s early 1970s but were ultimately abandoned. The first recognition of the heritage value of the site by the National Trust occurred with the listing of Sheds A-F in 1970 and the Meat Market in 1973.

3.2 Description

Located on the eastern edge of Melbourne's CBD, Queen Victoria Market is bordered to the north by Victoria Street, the west by Peel Street, the south by Franklin Street. Queen Street extends along the eastern boundary until Therry Street. Therry Street then runs to the south of the complex until intersecting with Elizabeth Street which marks the remainder of the eastern boundary.

The north-east corner of the Queen Victoria Market, known as the 'Lower Market' is a complex of internal shops and stalls anchored around the Meat Market and the Dairy Hall and bordered by terraced shops addressing Elizabth Street to the east and Victoria Street to the north. Two open-air roofed sheds (currently H and I) extend west from the Dairy Hall.

The 'Upper Market' presents as a rectangular block to the west of the Lower Market and extending from Victoria Street to Franklin Street. The north end of the Upper Market consists of parallel rows of openair roofed sheds running largely east-west with removable stalls within; Shed F is partly enclosed and divided to create individual shops. Though there is some variation in length and form, the open-air sheds and Shed F each feature an identifying letter painted on the gable-ends (Figure 7, Figure 8) (refer below). Terraced shops extend along Victoria Street. To the south of what is currently identified as Shed M is a large uncovered at-grade paved carpark. On the southern boundary are the Franklin Street Stores which are the remnant structures of the larger wholesale fruit market, market square and stores.

A description of the signage currently in place at QVM is provided at Section 5.0 of this HIS.



Figure 6 The current shed names, uses and layout of QVM, 2025 Source: QVM Website, https://qvm.com.au/visit-us/, accessed 10 April 2025

3.3 Shed naming timeline

From their earliest construction in 1877-1887 the open-air roofed sheds at QVM employed an alphabetical naming strategy, complimented by numeric identification of individual stalls. The following historical timeline provides detail into this naming tradition.

1877-9	Construction of market buildings on the appropriated cemetery ground to the north of the site commenced in 1877. Five sheds, opened in 1878, were alphabetically labelled A-E commencing from Victoria Street, and were constructed parallel to each other, open on all sides and divided by a roadway running north-south across the site (Figure 7). The A-E sheds were also referred to as the Upper Market. Upon opening in 1878, a description of the A-E sheds was provided in the <i>Leader</i> whereby the rationale for the naming of the sheds provided that bays within the sheds were 'marked by numerals, so that a gardener whose stand is at No. 8 in shed E will have no more difficulty in finding his place than a person would who had secured a seat in the dress circle of a theatre'. ¹⁰
	Between 1877-79 sheds H and I, which incorporated both wholesale and retail traders were constructed on the Lower Market site. 11 It is thought that G Shed had already been constructed on this Lower Market site. 12
	Construction of a sixth shed (F Shed) on the Upper Market site was also completed in 1878, which ran parallel to E Shed. 13
1904	From 1904, sheds A to E were extended to Queen Street (Figure 8). ¹⁴ The G Shed which had been located on the Lower Market site was dismantled from the Meat Market and re-erected along Queen Street. ¹⁵ G Shed was later demolished in c. 1980-82. ¹⁶
1911	A set of butcher stalls along Therry Street (which were constructed in 1885) and referred to as 'The Shambles' were partially demolished to construct a new shed (J Shed) along Therry Street extending from Queen Street to the rear of the Elizabeth Street shops (Figure 9). ¹⁷ The butcher stalls consisted of a long narrow wooden building parallel to H Shed with a solid brick wall along Therry Street and individual stalls open to the north. ¹⁸ The J Shed along with the remaining sections of the butcher stalls were later demolished in a number of phases, commencing in 1928 with the construction of the Dairy Hall and Therry Street substation. ¹⁹
1922	Transferral of markets site to Melbourne City Council. First stage of expansion of D and E sheds west to Peel Street in 1922. ²⁰ Sheds D, E and F were extended west to Peel Street over the former cemetery. ²¹
1923	The wall of F Shed was opened up in several places to provide access through to K and L sheds, which were constructed at this time. K and L sheds were wholesale fruit and vegetable seller areas. The K and L sheds run parallel with the Upper Market sheds A to E and were originally separated from F shed by an internal roadway which is now covered by the new J Shed (Figure 10 - Figure 12).
1936	M Shed was constructed alongside K and L Sheds for the pea and bean merchants (Figure 11). N and O Sheds were also built for growers (Figure 11), but were later demolished in 1986 to make way for car parking within the market site. ²²
1968	Figure 13 shows a site plan of QVM with alphabetical naming of sheds prior to major developments to the QVM sheds and buildings in the 1970s and 1980s.
1978	Therry Street plaza, which included the remaining extant sections of the J Shed, was demolished and replaced in 1980/82 with a new Therry Street plaza.

Gould HV File No. 605271, part 1 cited in Lovell Chen, Queen Victoria Market Conservation Management Plan, 2017, p. 10.

- Lovell Chen, Queen Victoria Market Conservation Management Plan, 2017, p. 10.
- Lovell Chen, Queen Victoria Market Conservation Management Plan, 2017, p. 10.
- 14 Age, 7 April 1904, p. 6.
- Lovell Chen, Queen Victoria Market Conservation Management Plan, 2017, p. 11.
- Lovell Chen, Queen Victoria Market Conservation Management Plan, 2017, p. 11.
- Dennis Flack, *The Development of the Queen Victoria Market*, University of Melbourne Thesis, 1968, pp. 17-18; Robert Sands Pty Ltd, *Dairy Produce Hall Queen Victoria Market Melbourne Conservation Management Plan Volume 1*, October 1993, p. 9; 'Melbourne Markets', *The Herald*, 7 June 1911, p. 4; 'Melbourne Markets: Necessary Improvements', *The Herald*, 8 June 1911, p. 3.
- Dennis Flack, *The Development of the Queen Victoria Market*, University of Melbourne Thesis, 1968, pp. 17-18; Robert Sands Pty Ltd, *Dairy Produce Hall Queen Victoria Market Melbourne Conservation Management Plan Volume 1*, October 1993, p. 9; 'Queen Victoria Market: Improvements to Cost 16,000 Pounds', *The Age*, 17 January 1911, p. 7.
- Dennis Flack, *The Development of the Queen Victoria Market*, University of Melbourne Thesis, 1968, pp. 17-18; Robert Sands Pty Ltd, *Dairy Produce Hall Queen Victoria Market Melbourne Conservation Management Plan Volume 1*, October 1993, p. 9; Lovell Chen, *Queen Victoria Market Conservation Management Plan*, 2017, Datasheet 07 Therry Street Plaza, p. 4.
- Lovell Chen, Queen Victoria Market Conservation Management Plan, 2017, p. 13.
- Lovell Chen, Queen Victoria Market Conservation Management Plan, 2017, p. 19.
- Lovell Chen, Queen Victoria Market Conservation Management Plan, 2017, Appendix B, p. 24.

Our New Markets', *The Herald*, 20 March 1878, p. 3; Lovell Chen, *Queen Victoria Market Conservation Management Plan*, 2017, p. 10.

¹⁰ *Leader*, 23 March 1878, p. 10.

Lovell Chen, *Queen Victoria Market Conservation Management Plan*, 2017, p. 10 citing Colin Cole, *Melbourne Markets*, 1841-1979, 1980, p. 48.

1982	K and L sheds were refurbished and no longer used as a fruit and vegetable wholesaler but more for general market trade. 23
1980-85	G Shed converted to become meat delivery and offal building, located between H Shed and the Meat and Fish Hall. ²⁴ G shed label no longer used after these works were undertaken.
1986	N and O Sheds demolished with the creation of the Upper Market carpark. ²⁵
1992	New J Shed was constructed over the former internal roadway between F Shed and K Shed and is the most recent addition to the market shed structures. It is currently used for general merchandise trading. ²⁶

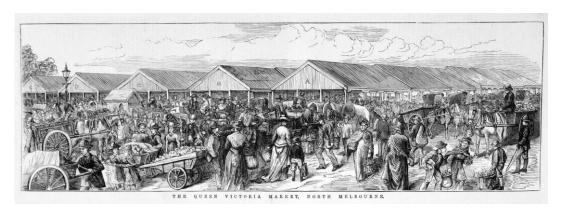


Figure 7 The Queen Street elevations of A to E sheds at the QVM, 1878 Source: State Library Victoria, Accession No. IAN15/04/78/61

Lovell Chen, *Queen Victoria Market Conservation Management Plan*, 2017, Appendix B, p. 20.

²⁴ 'Market Infrastructure', Queen Victoria Market website, accessed 14 October 2024 via https://qvm.com.au/market-infrastructure-works/.

Lovell Chen, *Queen Victoria Market Conservation Management Plan*, 2017, p. 15.

Lovell Chen, *Queen Victoria Market Conservation Management Plan*, 2017, Appendix B, p. 24.



Figure 8 A-E sheds seen as open sheds from Queen Street, c. 1907 Source: State Library Victoria, Accession No. H92.290/31

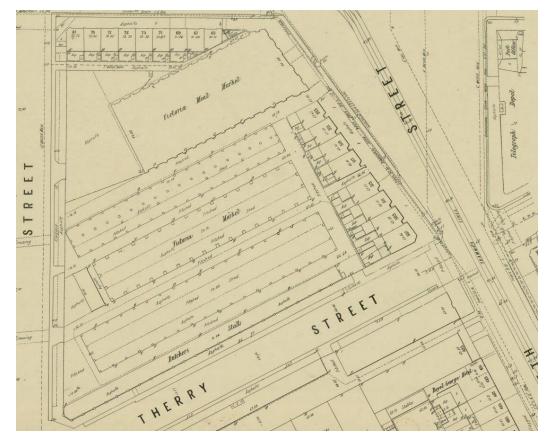


Figure 9 Detail, MMBW plan of lower market site with Butchers Stalls (former J Shed) visible along
Therry Street, 1895
Source: State Library Victoria



Aerial of A-F sheds, G, H and I sheds, internal roadway (later J Shed) and K and L Sheds at Figure 10 QVM, 1931

Source: Lovell Chen Archives

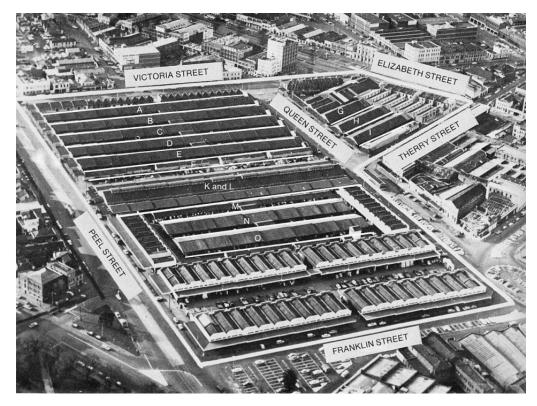


Figure 11 Aerial view of QVM fully developed with original shed names shown, 1936 Source: Melbourne Markets 1841 – 1979: the Story of Fruit and Vegetable Markets in the City of Melbourne



Figure 12 Detail, aerial view of QVM showing shed names, c. 1943-67 Source: State Library Victoria, SLV H2016.22

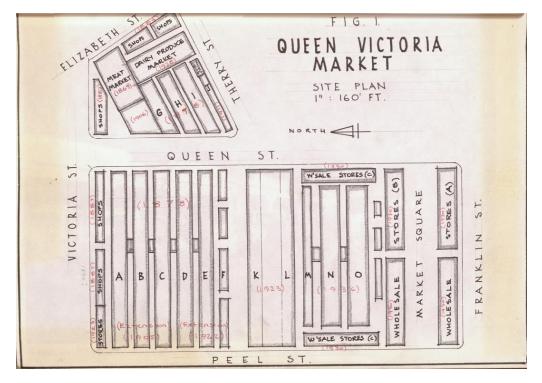


Figure 13 Site plan of Queen Victoria Market with shed names (with construction dates in brackets) in 1968

Source: Dennis Flack, *The Development of the Queen Victoria Market*, University of Melbourne Thesis, 1968



Figure 14 Current QVM shed naming arrangement Source: Nearmap (base image), captured 4 August 2024

4.0 PROPOSED WORKS

4.1 Wayfinding signage

As described in the *Queen Victoria Market Signage & Wayfinding Guidelines*, it is proposed to undertake a program of replacement and consolidation of wayfinding signage within the extent of Queen Victoria Market.

The works will entail replacing existing wayfinding signage with a hierarchy of signage that is consistent in colouring, size (for within categories/subcategories), placement and height, typeface and amount of information provided across the market. No heritage signs will be removed or covered in these works. Sizing of signs is dependent on both type and location and are responsive to placement; refer to *Queen Victoria Market Signage & Wayfinding Guidelines* for detail.

The new signs will fall into four main categories. These are as follows:

- Identification signs
 - Signs which label things and indicate arrival, typically located at major arrival points.
 - New Building/Shed ID signs will use the font Frontage
 - Subcategories include:
 - Site ID Large pylon
 - Site ID Wall mounted

- o Site ID Inlay
- o Building information
- Shed Information
- Directional signs
 - Signs which label things and indicate arrival, typically located at major arrival points
 - New wayfinding signage will use the font Barlow Medium.
 - Subcategories of signage include:
 - Wall mounted wayfinding
 - Suspended wayfinding/Shed ID
 - Small suspended wayfinding
 - Cantilevered wayfinding
- Amenity signs
 - Signs which identify facilities or label things. Subcategories include:
 - Amenities
 - o DDA compliant
 - Safety strip
- Marketing signs
 - o Campaign driven content. Subcategories include:
 - o Digital Directories with maps for trader locations
 - Event information.²⁷

The proposed program of works will entail a staged delivery, coinciding with the completion timelines of the Market renewal works. When completed the works will result in 111 fewer signs across the Queen Victoria Market Site. ²⁸

4.2 Renaming of sheds

It is proposed to rename the sheds to the south of F Shed in the Upper Market as well as the Lower Market Sheds. This would run sequentially from north-south in the Upper Market (Sheds A-F naming retained), (see Figure 6 and Figure 14 for current naming) with the balance of the Upper Market sheds to be identified as sheds G, H I and J, and then continue to the Lower Market sheds to be identified as K and L from north-south (Figure 15).

The renaming will maintain the established placement and application method in which the corresponding shed letter is painted on the gable ends of each shed (Figure 16); only the sequencing of the letters will be amended.

Queen Victoria Market Signage & Wayfinding Guidelines Draft Issue 04, 17 April 2023 p.22.

Queen Victoria Market Signage & Wayfinding Guidelines Draft Issue 04, 17 April 2023 p.52.



Figure 15 Proposed revised naming strategy Source: Nearmap (base image) captured 1 February 2024



Figure 16 Gable ends of market sheds with painted letter names

5.0 REASON FOR THE WORKS

5.1 Wayfinding signage

QVM, as an operating commercial marketplace and public facility, has advertising and branding signage, wayfinding signage, amenities and parking signage, and some banner signage (refer Figure 17 for some examples of recent signage on display at QVM). On market days, traders and stallholders also display their own stall signage. There is not a consistent application of design principles and approach which has created a wide variety of signage types and an ad hoc wayfinding offer. This has resulted in signage of varied visual appearance which is neither clear nor consistent. This variety can be confusing to visitors, particularly non-frequent visitors, both in general navigation and in locating specific offerings or facilities within the market site. Additionally the multiple signs may impinge on accessibility as not all signage meets requirement in ensuring accessible visibility.

The proposed renewal of signage is required for the following reasons:

- Reduction of redundant and intrusive infrastructure including better placement of signs in order to reduce overall number of signs
- Greater consistency of presentation and streamlining of content to allow clearer communication and enhance user experience
- Ensure signage meets Australian Standards for accessibility. This particularly affected decisions
 with regard to optimal placement and choices of the colour palette with regard to colour
 contrast/luminance contrast.
- Create an environment and user experience that is more respectful of the heritage significance of the place and allows for greater pre-eminence of heritage fabric including heritage signage.
- Create a clearly defined market footprint that is nonetheless consistent with the broader City of Melbourne wayfinding approach.
- Transition of some information to digital delivery.

5.2 Renaming of sheds

With the demolition of the G shed and the former J Shed on the Lower Market site, the ordered alphabetical sequencing of sheds has been somewhat lost. The proposed renaming to return to a consistent alphabetical sequencing will increase clarity and assist users in navigating the site.









Figure 17 Example of recent (varied) signage and branding on display at QVM, including different colours, fonts and formats

6.0 ASSESSMENT OF HERITAGE IMPACTS

6.1 Information to support an assessment against sections 101(2) of the Heritage Act 2017

Section 101 of the *Heritage Act 2017* sets out the considerations which must be made in determining permit applications. As relevant to the proposal, the primary considerations of the Executive Director in determining a permit under Section 101(2) are:

- (a) The extent to which the application, if approved, would affect the cultural heritage significance of the registered place or registered object:
- (b) The extent to which the application, if refused, would affect the reasonable or economic use of the registered place or object;
- 6.1.1 The extent to which the cultural heritage significance of the place or object is affected by the proposal [s 101(2)(a)]

As noted above, QVM is of historical (Criterion A), archaeological (Criterion C), architectural/aesthetic/representative (Criterion D) and social significance (Criterion G). The extent to which each of these would be impacted by the proposed works is discussed below.

Criterion A: Historical

The historical significance of the Queen Victoria Market is as follows:

The Queen Victoria Market is of historical significance as one of the great nineteenth century markets of Victoria and the only one surviving from a group of important central markets built by the corporation of the City of Melbourne. It has been in continual operation as a retail market since the 1870s. The Queen Victoria Market is of historical significance as the site of Melbourne's first official cemetery, which was in use between 1837 and 1854, and intermittently from 1854 until its final closure in 1917.²⁹

The historical and continued operation of Queen Victoria Market as a retail market will not be altered or affected by the proposed works. The historical fabric of the market that indicates this long-standing use will remain legible and unchanged. Remaining heritage signage will not be removed or covered as part of the proposed works. The works are designed to facilitate the continued use and accessibility of the market to patrons consistent with its historical significance. I

In contemplating the renaming of some sheds, it is noted that Sheds A-F sheds will not be renamed and that the evidence of evidence of the earliest shed naming arrangement at the market will be retained. Additionally the traditional means of identifying the sheds through letters painted to the gable ends will be retained providing continuity with the historical shed naming approach.

Accordingly, there will not be an adverse impact to the historical significance of QVM arising from the proposed works.

Criterion C: Archaeological

Archaeological significance at the Queen Victoria Market is as follows:

The former cemetery site is of archaeological significance because it contains an estimated 6,500 to 9,000 burials. The site has the potential to yield information about the early population of Melbourne, including Aboriginal and European communities, and their burial practices and customs.³⁰

The proposed works will, for the most part, not entail subsurface works which could impact upon the cemetery material. The possible exception will be the large pylons that may entail fixing below current surface grade. Of the proposed locations for the large pylons, four (signs 1, 15,16 and 24) are proposed for the 'Lower Market' area to the east, and are beyond the extent of the footprint of the Old Melbourne Cemetery (Figure 18, Figure 19). One (sign 65) is proposed for Victoria Street, to the east of Peel Street and is also beyond the extent of the cemetery. Only one pylon (sign 29) is proposed for the south-west corner of the sheds addressing Peel Street (Figure 20). This placement would locate the pylon just within the eastern extent of the cemetery. In considering the possibility for subsurface disturbance, it is acknowledged that at this location an alternative installation methodology may need contemplated.

Victorian Heritage Database Report, Queen Victoria Market (H0734), https://vhd.heritagecouncil.vic.gov.au/places/1211 accessed 2 August 2024

Victorian Heritage Database Report, Queen Victoria Market (H0734), https://vhd.heritagecouncil.vic.gov.au/places/1211 accessed 2 August 2024.

At all locations, it is recognised that any unexpected finds will trigger appropriate responses under the *Heritage Act 2017* and, depending on the nature of the find, other relevant legislation such as the *Aboriginal Heritage Act 2006* or the *Cemeteries or Crematoria Act 2003*.

The potential for adverse impacts on the archaeological significance of QVM is minimal. Any potential impacts will be addressed through amended installation or mitigation strategies.



Figure 18 Diagram indicating the extent of the former cemetery outlined in yellow Source: Heritage Victoria

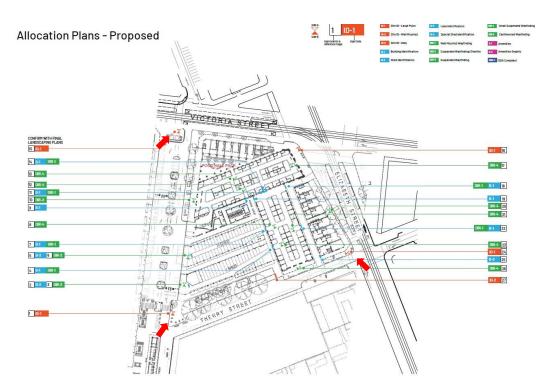


Figure 19 Proposed plans for placement of some of the signage; pylon locations are arrowed Source: Queen Victoria Market Signage & Wayfinding Guidelines Draft Issue 04, 17 April 2023

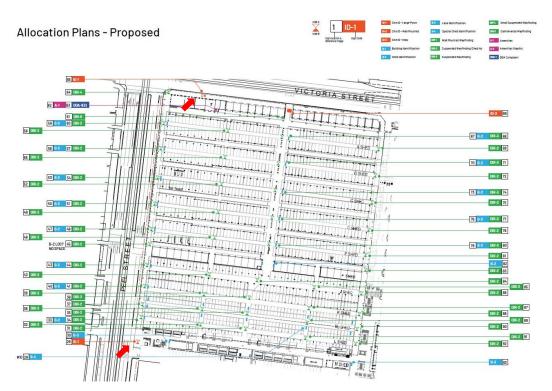


Figure 20 Proposed plans for placement of some of the signage; pylon locations are arrowed Source: Queen Victoria Market Signage & Wayfinding Guidelines Draft Issue 04, 17 April 2023

Criterion D: Architectural/Aesthetic/Representative.

The architectural significance of the Queen Victoria Market is as follows:

The Queen Victoria Market is of architectural significance as a notable example of the class of produce market. It is a remarkably intact collection of purpose built nineteenth and early twentieth century market buildings, which demonstrate the largely utilitarian style adopted for historic market places combined with the later attempt to create a more appealing 'public' street frontage through the construction of rows of nineteenth century terrace shops along Elizabeth Street and Victoria Street.³¹

Consideration of the architectural significance of the Queen Victoria Market has been a factor in the determination of placement and design of the program of signage. The proposed signage hierarchy which will promote clearer interactions between signage and market users will create a more recessive communication layer that allows greater attention to be paid to the architecture and aesthetics of the place. The proposed signage program will reduce the number of signs overall and transition some forms of communication to digital delivery. This will result in fewer intrusive elements within the buildings and sheds as well as in the liminal spaces that define the relationship between buildings and sheds. Additionally, the use of signage to create a clear market footprint, as is the intent of this program, will aid in the understanding of the market aesthetics as a distinct expression rather than simply an extension of nineteenth century Melbourne.

In relation to the fixing methodology, there is the limited potential for some penetrations into heritage fabric such as trusses for fixing of signs to be required. However, these will be the minimum size as required and employed only when alternate methods, such as applying to contemporary glazing or other non-heritage fabrics, are not viable. With consideration to the scale and extent of the market and its built fabric, if required these incursions are considered to be negligible and of no substantive impact.

As noted with regard to Criterion A, the established placement and approach with regard to painted shed lettering on the gable ends will be maintained in regard to the amended order of sheds. There will therefore be no impact to the architectural significance from the proposed sequential renaming on the open sheds.

There will be no adverse impact to the architectural significance of QVM from the proposed works.

Criterion G: Social

The social significance of the Queen Victoria Market is as follows:

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

QVM continues to serve in its original function as an urban market frequented by both residents of Melbourne/Victoria and those from further afield. The proposed signage program will have no adverse impact on the social significance of QVM and seeks, rather, to enhance the relationship between the Market and its users by creating a better user experience. It does this by providing more effective information that will allow users to locate intended destinations and pathways more easily, providing

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Victorian Heritage Database Report, Queen Victoria Market (H0734), https://vhd.heritagecouncil.vic.gov.au/places/1211 accessed 2 August 2024.

more accessible information that caters to a broader user group, and utilising a recognisable system of communication that reflects broader Melbourne wayfinding communication with the expressed aim of allowing users to feel more comfortable within the setting and their journey.

The proposed reordering of the sheds to restore an alphabetical sequence will additionally provide further clarity and ease of use.

The proposed works will not have an adverse impact on the social significance of the site.

6.1.2 Reasonable or economic use [s 101(2)(b)]

Section 101(2)(b) of the *Heritage Act 2017* allows for consideration of 'reasonable or economic use' of the registered place by the Executive Director of Heritage Victoria when determining an application for a heritage permit. The Policy Statement on Reasonable or Economic Use (June 2021) states:

When determining a permit application, the Executive Director balances the consideration of the extent to which approval would affect cultural heritage significance (s101(2)(a)) against the consideration of the extent to which refusal would affect reasonable or economic use (s101(2)(b)), in addition to other mandatory and discretionary considerations.

The discussion below is made specifically with a view to the 'reasonable' use of the place. No submissions are made in relation to the issue of economic use.

In relation to the Executive Director's considerations under Section 101(2)(b), the proposed works to be implemented will facilitate the ongoing and purposeful use of the Queen Victoria Market by enhancing user experience through more inclusive communication that meets accessibility standards to allow easier navigation of the site. The proposed works are considered to support the reasonable use of the Queen Victoria Market and refusal would detrimentally impact on this ease of use.

6.2 Assessment Against CMP Policies

The 2017 CMP prepared by Lovell Chen for the City of Melbourne and the Queen Victoria Market includes several policies relevant to the proposed wayfinding signage works.³²

6.2.1 Adaptation of buildings (CMP s6.3)

[Adaptation] to sustain market operations (CMP s6.3.1)

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

Lovell Chen, Queen Victoria Market, 513 Elizabeth St, Melbourne Conservation Management Plan April 2017, prepared for City of Melbourne and Queen Victoria Market.

Comment

The proposed works reflect the necessity for the market to continue to respond to commercial and public needs while maintaining its heritage significance. The proposed works will retain significant fabric and entail a program of signage which is sympathetic to the existing form and placement.

The proposed shed reordering/renaming is an adaptation which reflects the evolution of the market through previous construction and demolition of sheds in response to the commercial needs at the time. The new order maintains the names and order of some of the earliest sheds (Sheds A-F) and will maintain the placement of painted naming signage on the gable ends for the remainder of the sheds. The approach is one which is sensitive to the presentation of the significant form and fabric within the heritage place.

6.2.2 Boundaries, curtilage and setting (CMP s6.4)

Market laneways and streetscape (CMP s6.4.3)

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

Comment

The proposed program of wayfinding signage maintains the functional and character of the laneways. Placement has been chosen to allow views of the working market spaces to be preserved while facilitating a positive customer experience through better communication of information and directions.

As the proposed shed renaming will maintain signage in the current placement, laneways and streetscape will not be impacted.

6.2.3 Market development (CMP s6.5)

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

Comment

The proposed works seeks to support the ongoing function of the heritage place as an urban market through facilitating positive user interactions with the space. In addressing this need, the signage is designed to be present, clear and visible but not compete with the historical signage or architecture.

The proposed shed renaming will enhance market amenity by reinstating a logical alphabetical progression of sheds. This will assist customers and traders with locating specific areas within the larger market site.

6.2.4 Archaeology (CMP s6.6)

Archaeology statutory compliance (CMP s6.6.1)

Policy: All sub-surface and below ground works to the QVM, including on the site of the Old Melbourne Cemetery, should be undertaken in compliance with the requirements of the *Heritage Act 1995* and other relevant statutes.³³

Disturbance of human remains (CMP s6.6.4)

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

Other archaeological material (CMP s6.6.5)

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

Comment

The proposed works do not contemplate subsurface ground works with the exception of the large pylon signs. Of these, all but one sign are to be located outside the extent of the original cemetery; the one sign within the former extent of the cemetery is sign 29 proposed for Peel Street to the south of Shed K. It is recognised that given the proximity of the sign to an area of known burials, an alternative fixing method may need to be explored for this area to avoid ground disturbance, or an appropriate methodology for managing archaeological potential implemented. In all areas, as previously noted, should the installation of pylons entail the uncovering of unexpected finds, will be responded to in accordance with the *Heritage Act 2017* and other relevant legislation.

6.2.5 Signage (CMP s6.7)

Advertising signage (CMP s6.7.1)

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

Information and wayfinding signage (CMP s6.7.2)

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

Comment

The works proposed are required, in part, to ensure that the delivery of signage is more consistent in size, colour and placement throughout the market site. The proposed works have a greater focus and emphasis on wayfinding and information rather than advertising but, as noted in Section 4.0 of this HIS, some provision for marketing and advertising signage is made within the overall approach. The design of the signage is intended to be recessive so as to provide information but not distract from the historical elements which contribute to the significance of the Queen Victoria Market.

Note that this policy was prepared prior to the *Heritage Act 2017*.

In considering the naming signage for the sheds, this will be consistent in placement with the existing naming strategy and will in present as a cohesive approach.

6.2.6 Code Compliance (CMP s6.8)

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

Comment

The proposed program of works will assist in ensuring that there is equitable access to the site and facilities in compliance with the DDA requirements. Decisions in relation to placement, colouring, typography and pictograms reflect compliance with this code. It is intended that the proposed signage will also limit impacts upon significant buildings, and attempt within the constraints of compliance to ensure that extraneous or additional signage is not installed.

6.2.7 Market Experience (CMP s6.10)

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

Comment

As discussed, the design, placement and quantity of signs is intended to enhance and improve the relationship between the market and the users, recognising that the historical character and the continuation of its role as an urban market are key components of that relationship. The proposed signage will ensure that a broad cross-section of patrons will be able to experience the services provided by the market while appreciating its historical and aesthetic qualities.

7.0 CONCLUSION

The proposed program of signage and the shed renaming strategy are designed to provide an enhanced user experience within the Queen Victoria Market heritage place. In doing so, they seek to create a communication layer that is respectful of the historical heritage environment through a more unified and recessive typology and typography, better placement of signs, fewer overall signs to reduce intrusive elements, a transition of some information provision to digital delivery and a more logical progression of shed names to allow ease of navigation and location.

The proposed signage program and shed renaming strategy take into consideration the Statements of Significance for the market as wells policies expressed in the CMP. As demonstrated, the proposed works will not have an adverse impact on the historical, archaeological, architectural or social significance of the heritage place. They also respond to the policies established within the CMP. The proposed program of signage and shed renaming strategy will support the continued reasonable use of the site as an urban market, continuing the century and a half of this function.