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Heritage Impact Statement

Queen Victoria Market (H0734) – Place making art installation

65-159 Victoria Street, Melbourne

Prepared for

Document Information

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Document Control

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1. Project overview

1.1 Introduction

This Heritage Impact Statement (HIS) has been prepared on behalf of Queen Victoria Market (QVM) in support of an application for a heritage permit for a place making art installation in Little Victoria Street.

QVM is of national, state and local heritage significance. It is included on the National Heritage List as Place ID 106277, the Victorian Heritage Register as H0734 and the Melbourne Planning Scheme Heritage Overlay individually as HO496 and as precinct HO7.

1.2 Background

Queen Victoria Market is currently undergoing a five-year renewal program. Through the renewal of the Queen Victoria Market and surrounding precinct, the market's heritage will be restored while delivering modern facilities to make the market work better for traders, customers and visitors, and revitalising this growing part of the city. The renewal will create new open spaces, provide more places to sit and relax, and showcase the best local produce, specialty goods and local makers.

This permit application is one of a suite of applications being submitted to Heritage Victoria for minor works supporting the market renewal program.

Little Victoria Street is one of the spaces within QVM renewal program that has been created as a distinct precinct to provide visitors with a quiet haven space, for people of all ages to enjoy, promoting dwell time in the market. The area is currently distinguished by its synthetic green turf and seating. However, additional place making identifiers, such as the proposed hanging art installation, are needed to further highlight the space and create an interesting area for visitors to relax and engage with the market through.

1.3 Supporting documents

The following documents are included to provide contextual information:

- The place agency -Queen Victoria Market, Little Victoria Street Hanging Installation, concept design dated August 2024.

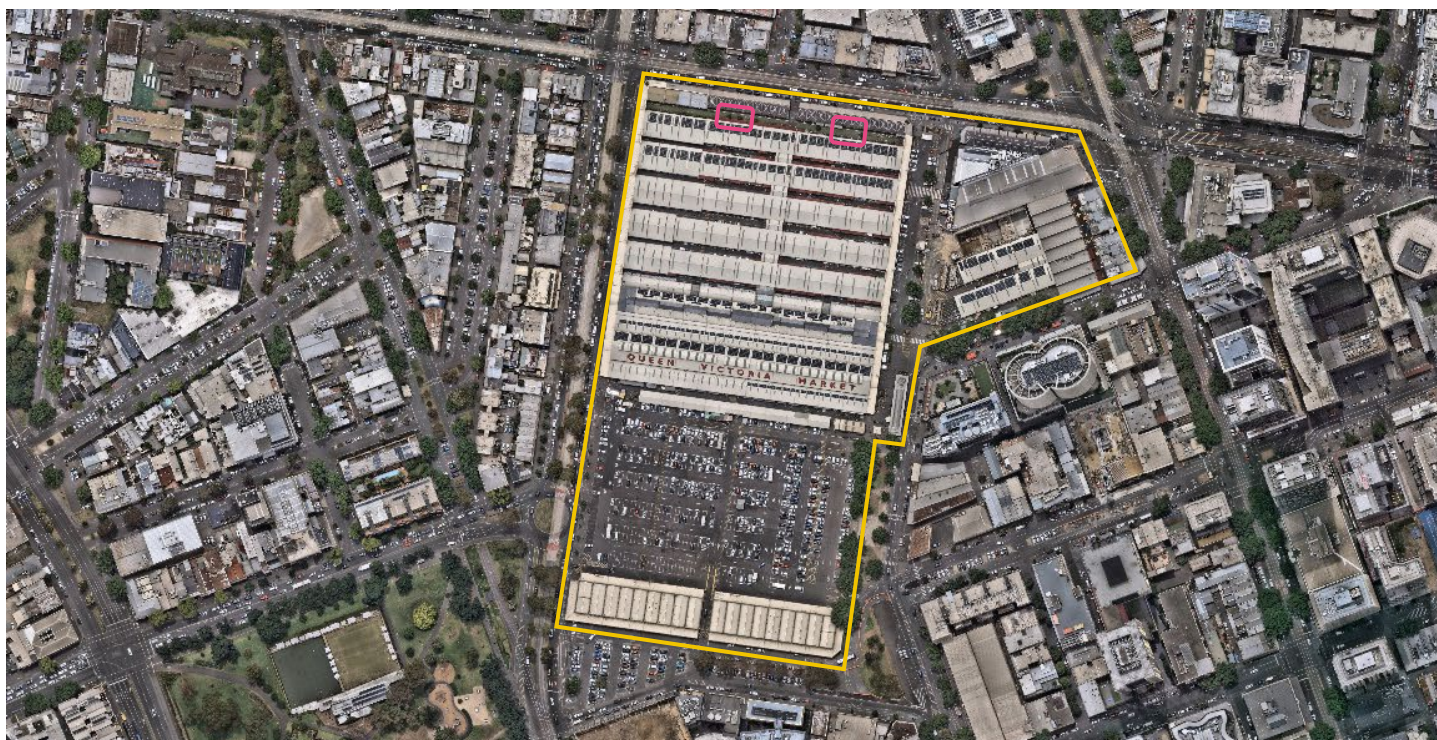


Figure 1

Aerial Image indicating location of QVM (yellow) in relation to proposed hanging art installation location within Little Victoria Street (pink). Source: Nearmap.

1.4 The subject site

1.4.1 Location

The subject site is QVM, which is located on the northern fringe of Melbourne's central business district on Victoria Street at its intersection with Elizabeth Street. The site is bounded by Victoria Street to the north, Peel Street to the west, Franklin and Therry Streets to the south and Elizabeth Street to the east.

For the purposes of this HIS, the proposed works are limited to two areas of Little Victoria Street around 20m x 4m in size.

1.4.2 Description

The following description is taken from the NHL Citation.

The site consists of an upper market surrounded by Victoria, Queen, Franklin and Peel Streets and a lower market surrounded by Victoria, Elizabeth, Therry and Queen Streets. The two areas operate together with pedestrian and vehicular connection between the upper and lower markets. The open-

sided sheds are laid out parallel to one another with connecting lanes between each shed. The site includes a large car park bordered by open-sided sheds to the north and market store buildings to the south. Rows of shops border the site on Victoria and Elizabeth Streets and the Meat Market occupies a dominant place at the corner of Victoria and Elizabeth Streets.

The Queen Victoria Market includes open sheds to sell produce, market halls for meat, fish and dairy produce, rows of shops along Victoria and Elizabeth Streets for retail, a car park, stores and other administration buildings. The former Old Melbourne Cemetery lies under the market stores, car park and market sheds. A remnant brick wall and Memorial to John Batman are evidence of the site's former use as a cemetery.

Little Victoria Street

Little Victoria Street is the connecting laneway between the Victoria Street shops and the upper market sheds, running east west between Peel Street and Queen Street.

Many of the Victoria Street shops have a rear opening onto Little Victoria Street, from which they trade. These shops also utilise the space for visitors to sit, relax and enjoy their offerings. It also provides views of, and access to, the adjacent upper market sheds.

It is a distinct precinct of the market that aims to provide a quiet haven, creating a space for people of all ages to enjoy, promoting dwell time in the market. The area is distinguished by its synthetic green turf and seating.



Figure 2
View west along Little Victoria Street.



Figure 3
View southeast along Little Victoria Street.

2. Heritage considerations

2.1 Overview

Name	Authority	Identifier	Statutory Controls
Statutory Controls Apply			
Queen Victoria Market	Victorian Heritage Register	H0734	Yes
Queen Victoria Market	National Heritage List	106277	Yes
Queen Victoria Market	Melbourne Planning Scheme	HO496	Yes, superseded by listing on the VHR
Queen Victoria Market Precinct	Melbourne Planning Scheme	HO7	Yes
Non-statutory listings			
Queen Victoria Market & Old Melbourne Cemetery	National Trust of Australia (Victoria)	B02282	No
Queen Victoria Market	Register of the National Estate	15040	No

2.2 Statutory controls

The following statutory controls apply to the subject site.

2.2.1 Victorian Heritage Register

QVM is listed on the Victorian Heritage Register (VHR) as H0734, and includes the following extent of registration:

NOTICE OF REGISTRATION

As Executive Director for the purpose of the Heritage Act 2017, I give notice under section 53 that the Victorian Heritage Register is amended by modifying a place in the Heritage Register:

Number: H0734

Category: Registered Place

Place: Queen Victoria Market

Location: 65-159 Victoria Street Melbourne

Municipality: Melbourne City

All of the place shown hatched on Diagram 734 encompassing all of Crown Allotments 4, 5, 6, and 7, Section F Parish of Melbourne North, Township of

Melbourne at West Melbourne, part of the road reserve of Queen Street and the land forming the

footprint of the permanent verandahs and awnings on Victoria, Elizabeth, Therry, Queen, Franklin and Peel Streets.

Dated 17 October 2019

STEVEN AVERY

Executive Director

This registration is subject to the provisions of the Heritage Act 2017, and a permit is required to undertake works on the site – including the interior and exterior of the building and all the land that forms the extent of registration for the place.

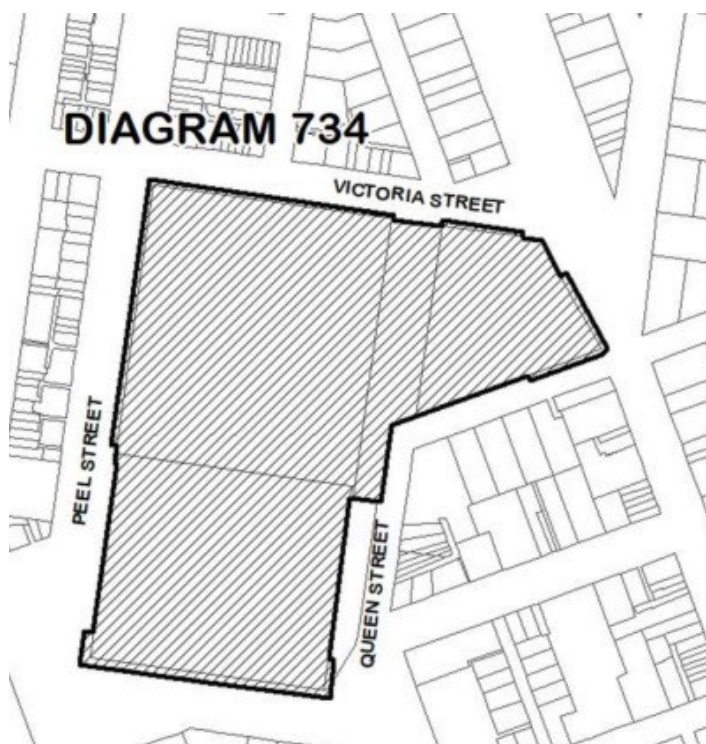


Figure 4
VHR extent of registration.

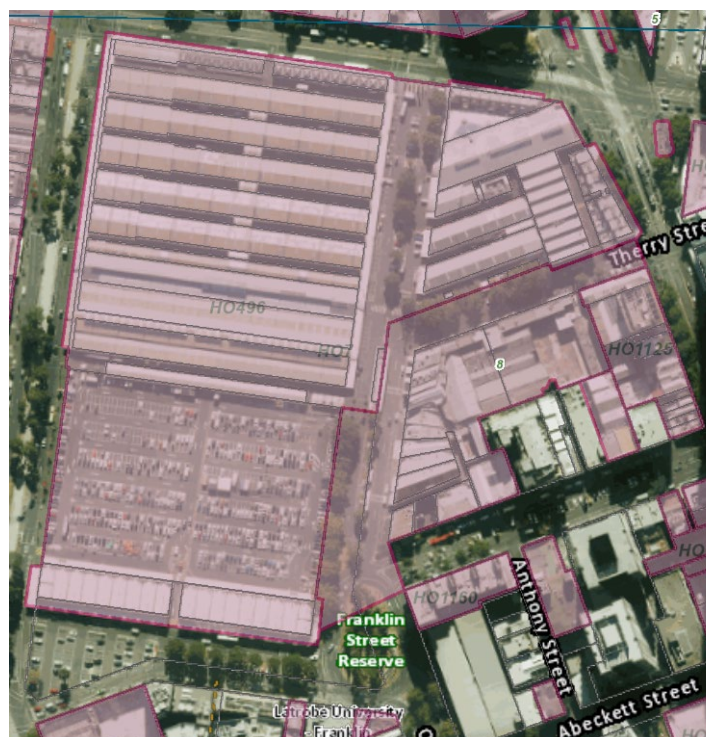


Figure 5
Melbourne Planning Scheme Heritage Overlay showing relationship between HO496 and HO7.

2.2.2 National Heritage List

QVM is included on the National Heritage List (NHL) as a place ID 106277. This registration appears to echo that of the VHR extent of registration.

The National Heritage List is a list of places with outstanding heritage value to our nation. These places are protected under the Australian Government's national environment law — the Environment Protection and Biodiversity Conservation Act 2003 (EPBC Act).

Site which are included on the National Heritage List, which are not under Commonwealth Management are subject to the bilateral agreement between the States and Commonwealth under the provisions of the Environment Protection Biodiversity Conservation Act (EPBC).

In October 2014, the Victorian and Australian governments signed the Victorian Assessment Bilateral Agreement under Section 45 of the EPBC Act. This means that assessments are assessed in accordance with Part 4, Division 1 of the Heritage Act (Vic) which enables the Executive Director of Heritage Victoria to undertake the assessment for National Heritage places. Excluding places under Commonwealth jurisdiction and places included on the National Heritage List.

As such assessment of the works or any permit application for works can be assessed by the Executive Director, Heritage Victoria or can be assessed against any state authority-based policy documents published by the Executive Director, Heritage Victoria.

2.2.3 Melbourne Planning Scheme

QVM is individually identified in the Schedule to the Heritage Overlay of the City of Melbourne Planning Scheme as HO496 and as precinct HO7. The HO496 listings mirror that of the VHR extent of registration, while the HO7 precinct extent covers that of HO496 plus an area between Therry and Franklin Streets and a small area on the opposite side of Elizabeth Street.

The provisions of Clause 43.01 – Heritage Overlay in the City of Melbourne Planning Scheme is superseded by the inclusion of the Heritage Place on the Victorian Heritage Register under the Heritage Act 2017 in accordance with Clause 43.01-2 of the Planning Scheme. The Executive Director, Heritage Victoria may refer the application to the responsible municipality.

2.2.4 Victorian Heritage Inventory

QVM is not included on the Victorian Heritage Inventory. All historical archaeological sites, whether listed on the VHI or not, are protected by the Heritage Act 2017. As the proposed works will not impact ground surfaces, no assessment of archaeological potential is included in this HIS.

2.3 Non-statutory listings

The following non-statutory listings apply to the subject site. The non-statutory listings recognise the heritage value of the subject site but provide no statutory protection or controls.

2.3.1 National Trust of Australia (Victoria)

QVM is classified by the National Trust of Australia (Victoria) as Property No. B2282.

2.3.2 Register of the National Estate

QVM is included on the Register of the National Estate (RNE) as Place ID 15040.

The Register of the National Estate was closed in 2007 and is no longer a statutory list. All references to the Register of the National Estate were removed from the Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act) on 19 February 2012.

2.4 Permit exemptions

The VHR Citation includes a number of specific exemptions for works to the place. These typically relate to landscaping, signage, maintenance, safety and security, and ongoing use of trading and market operations. While the proposed works support the ongoing use of the market, they are not permit exempt, and therefore a permit is required from Heritage Victoria for works to proceed.

2.5 Significance

QVM has five Statements of Significance associated with its various heritage registrations. These statements concur in their assessment of the place's heritage values, and identify the place to be of historical, archaeological, social, architectural and aesthetic significance.

These values largely stem from the place being the only one of the major 19th century markets in Australia to survive intact and operating. Its archaeological value is associated with it being the site of the Old Melbourne Cemetery, the

largest single example of an early 19th century colonial cemetery in Australia.

2.5.1 Victorian Heritage Register

The following Statement of Significance for the place is taken from the VHR Citation.

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.

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]

2.5.2 National Heritage List

The following Statement of Significance for the place is taken from the NHL Citation.

Summary Statement of Significance

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 nation because it could yield further information on the diet and lifestyle of Colonial settlements at that time through the estimated 6,500 burials still remaining at the site and associated records.

Official Values

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 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.

2.5.3 Melbourne Planning Scheme

As the listing of QVM within the Heritage Overlay of the Melbourne Planning Scheme is superseded by its VHR listing, no Statement of Significance exists for HO496. However, the following Statement of Significance for QVM precinct, HO7, has been taken from the Melbourne Planning Scheme Citation.

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.

2.5.4 National Trust of Australia (Victoria)

The following Statement of Significance for the place is taken from the NTAV Citation.

The Queen Victoria Market is of historical significance as the only one of the major 19th century markets in Australia to survive intact and operating. It is also the only one of a group of important central markets built by the corporation of the City of Melbourne in the 19th century to survive. It provides a still-vibrant sense of how a 19th century market functioned, while the many additions to the fabric over the years demonstrate the growth and changes in market functioning. As the principal wholesale market for fresh fruit and vegetables from 1878 to 1975, the market had a profound effect on the system of growing, selling and distribution in the State.

The Queen Victoria Market is of social significance as a record of change and continuity in market activity over a long period and as an important shopping, leisure and meeting place for generations of Victorians. The complex of enclosed food halls, open sheds, shops and stores perpetuates distinctive forms of trading which have their origin last century and earlier, providing a very tangible continuity between 19th and 20th century Melbourne. The market has become one of the key identifying symbols of Melbourne for locals and tourists alike, its popularity reflected in community and union campaigns to prevent its redevelopment during the 1970s.

The Queen Victoria Market is of architectural significance for the range of unique structures

necessary for a market that survive intact. The large span open-sided sheds with heavy timber posts, iron trusses and timber pedimented facades are impressive, and the last remaining example of such market structures from the 19th century in Victoria. The two storey and single level shops on Victoria Street are finely detailed, and both are unusually long rows of matching facades, complete with intact timber shopfronts. The produce hall arch between the two groups of shops on Elizabeth Street is unusual, and the facade of the Meat Market is a very impressive and elaborate design, by noted architect William Salway.

The Meat Market features a highly modelled facade, with unusual thermal windows, between paired Roman Doric pilasters, each topped by a projecting entablature, cornice and balustrade. In the central raised arch over the entrance, there is a pastoral scene of sheep and cattle, a device which has delighted generations of visitors.

The Dairy Hall is in a restrained stripped classical style, with an interior that is notable for the intact stall fronts, with their timber surrounds and marble counters.

Market Classified: 'State' 05/03/1970

Revised: 'National' 13/11/2000

Most of the block bounded by Victoria, Peel, Franklin and Queen Streets is significant as the site of Melbourne's first official cemetery, established in 1837. Closed in 1854, but not completely taken over for market purposes until the 1920s, many burials (possibly thousands) remain on the site, including many early Melbourne settlers.

Cemetery Classified: 'State' 13/11/2000

2.5.5 Register of the National Estate

The following Statement of Significance for the place is taken from the RNE Citation.

The Queen Victoria Markets, between Franklin, Elizabeth, Peel and Queen Streets, is of architectural and historic significance. It is the last surviving market of a group of metropolitan markets built by the Corporation of the City of Melbourne in the nineteenth century and one of the last great nineteenth century metropolitan markets in Australia.

It perpetuates distinctive forms of trading which have their origins in trading practices last century and earlier. It comprises a collection of important commercial and other buildings with a distinct range of functions, demonstrating municipal enterprise and development over a long period (Criterion B.2). It reflects and has encouraged rich and diverse patterns of human cultural activity over a long period and is a powerful human symbol of centralisation in metropolitan commerce and social activity in Melbourne over a long period (Criterion G.1). The Market also has important historical associations as the site of Melbourne's original cemetery (Criterion A.4).

This place is entered in the Victorian Heritage Register.

The Australian Heritage Commission recognises the standards of historic assessment of Heritage Victoria and acknowledges that this place has national estate historic values. Enquiries concerning the assessment or conservation of this place should be directed in the first instance to Heritage Victoria.

Commonwealth authorities and bodies should contact the Australian Heritage Commission directly if any Commonwealth action is proposed in relation to this place.

3. Assessment of Impact

3.1 Proposed works

The proposed works comprise the installation of a hanging art installation in two 20m long areas above Little Victoria Street. The art installation would be placed above the seating areas and would comprise alternating orange and red umbrellas hung from fishing wire stretched across the top of the laneway. The wire would be secured to existing fixtures on the Victoria Street shops and A Shed. Orange and red have been selected for maximum visual effect as these colours are on the opposing side of the colour wheel to green, which demarcates the space on the ground.

The concept is inspired by the hugely successful “Umbrella Sky Project” that has been temporarily installed on an annual basis in Águeda, Portugal since 2012. Colourful umbrellas are suspended overhead, creating the illusion of a ‘sky’ made from umbrellas, bringing both colour and protection to public spaces. The project has been on display in several countries and stands out for its public interaction that has attracted the attention of bloggers, photographers, and the press, contributing to the increase of tourism and consequently the increase of local economies.¹

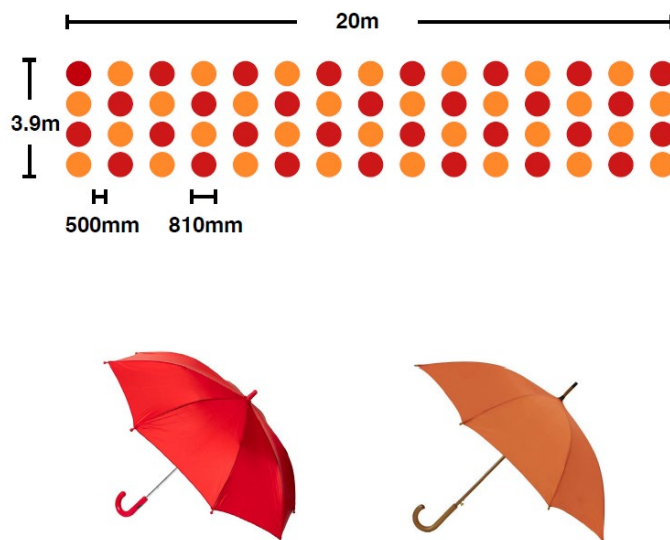


Figure 6
Proposed colour combination and umbrella layout above Little Victoria Street.



Figure 7
Umbrella Sky Project, Águeda, 2019. Source: Impactplan.

¹ Impactplan, The Umbrella Sky Project, <https://www.impactplan.pt/en/umbrella-sky-project/>, accessed 11 March 2025.



Figure 8

Proposed overhead art installation locations on Little Victoria Street. Note: the image shows two colour combination options; it is the red and orange combination that will be proceeded with in both locations.

3.2 Reason for the works

The proposed place making art installation relates to economic use by attracting greater numbers of visitors to QVM and creating a space in which they will dwell. Dwell time is a direct measure of customer engagement and has been demonstrated to be linked with increased visitor expenditure, resulting in increased revenue for the market traders.

Place-making refers to the interaction of people and place. It involves creating and enhancing public spaces to improve the quality of life, create beauty and foster a sense of community. The goal is to transform public spaces into vibrant, inclusive, and engaging environments. Socially, this generally involves creating spaces that accommodate various activities, providing seating and areas for socialising to enable people to come together.

The proposed art installation is part of the wider market renewal program, which aims to activate underutilised areas and provide more places for people of all ages to engage and enjoy the market. Little Victoria Street provides a quiet haven, and space for people of all ages to relax and dwell in the market. Currently the area has public seating,

plantings and some line marking games. However, the space requires revitalization and place making initiatives to make it an engaging space. Introducing an art installation, particularly one that has become globally renowned, will help bring a sense of place to the space, increase visitor numbers, and provide a beautiful, engaging space in which visitors will want to dwell in.

3.3 Impact assessment

Firstly, it is important to reiterate the identified significance of the place. QVM is of historical, archaeological, social, architectural and aesthetic significance. These values largely stem from the place being the only one of the major 19th century markets in Australia to survive intact and operating. Most importantly, the continued popularity of the market as a fresh meat and vegetable market, shopping and meeting place for Victorians and visitors alike.

3.3.1 Impacts on cultural heritage significance

This Section assesses the proposed works against Section 101(2)(a) of the Heritage Act 2017 – the extent to which the application affects the cultural heritage significance of the place or object.

The proposed hanging art installation will have a negligible impact on the cultural heritage significance of the place. The proposed works will not impact significant fabric. The umbrellas will be strung using existing fixings to both the Victoria Street shops and A Shed. The installation will clearly be visible as a modern art installation. It will not detract from the historical market setting but will help define the laneway as a separate precinct from the adjacent market sheds. It will promote continued use of the market, dwell time, and increased visitor interaction, all of which support the social and historical significance of the place.

It is recognised that the installation will enclose small sections of the laneway, which has traditionally been an open area. However, this is a negligible impact on the place as it will provide shelter from the elements and encourage use of the area in various weather conditions, increasing customer use and continued use of the space in line with the place's primary values of significance. The installation is also removeable, meaning the space can be returned to an 'open' laneway in future.

3.3.2 Alternative proposals

This Section assesses the proposed works against Section 101(2)(a),(b),(d) and (f) and Section 101(3) of the Heritage Act 2017 – alternative proposals that were considered and reasons why these were dismissed.

Leaving the space as is was considered and dismissed as this area of the market is underutilised and requires place making initiatives to fully activate the space. Little Victoria Street is a designated quiet haven, and to encourage visitor use of this area it needs installations and activities to attract visitors to use and dwell in the space, which the current arrangement does not do.

The alternate colour option for the umbrella's (i.e. purple and yellow) was considered and dismissed as it was felt that red and orange harmonised better with the heritage surroundings of the market than purple and yellow.

Other installations were considered for the space but dismissed in favour of the proposed due to the universal success of the 'Umbrella Sky Project' and how this initiative could boost visitation numbers to QVM.

3.3.3 Management of detrimental impacts

This section assesses the proposed works against Section 101(2)(f) of the Heritage Act 2017 – measures proposed to avoid, limit, or manage the detrimental impacts.

There are no perceived detrimental impacts resulting from the proposed hanging art installation. The installation will not impact significant fabric, nor will it impact the historical setting and use of the market. The installation is fully reversible and can be removed in future.

3.3.4 Conservation Management Plan

A Conservation Management Plan (CMP) was prepared by Lovell Chen in April 2017 to complement the precinct wide Master Plan. The CMP identifies the significance levels of elements across the site. Shed A and Little Victoria Street are identified as being of primary significance to the understanding of the cultural heritage values of the QVM.

The CMP provides several specific policies related to the conservation of the market and its ongoing use. The following policies are related to, and support, the works proposed by this HIS:

6.2.1 Conservation of fabric

Policy: Conservation of the Queen Victoria Market should be carried out in accordance with the principles of the Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013.

The proposed works align with this policy as demonstrated in Section 3.3.5 below.

6.4.3 Market laneways and streetscapes

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.

The proposed works align with this policy in that the installation will help turn Little Victoria Street into an active and vibrant laneway with its overhead bright and colourful umbrellas, which will increase customer enjoyment and experience of the market, encouraging them to explore further and engage more.

6.10 Market experience

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

The proposed installation aligns with this policy as the historical market experience will be retained. The installation is proposed to aid in the revitalization of Little Victoria Street, and will not alter the character, use or function of the market. Additionally, the physical characteristics of the Little Victoria Street shops and A Shed will be maintained and highlighted against the modern art installation.

3.3.5 Australia ICOMOS Burra Charter

Since 2010 the Executive Director, Heritage Victoria and the Heritage Council Victoria have recognised *The Australia ICOMOS Charter for Places of Cultural Significance* (the Burra Charter) as the document guiding best practice heritage management in Victoria. The following articles are relevant to the works proposed in this HIS and are discussed accordingly.

Article	Comments
<p><i>Article 3 - Cautious approach</i></p> <p><i>3.1 Conservation is based on a respect for the existing fabric, use, associations and meanings. It requires a cautious approach of changing as much as necessary but as little as possible.</i></p> <p><i>3.2 Changes to a place should not distort the physical or other evidence it provides, nor be based on conjecture.</i></p>	<p>The addition of an overhead art installation to Little Victoria Street will not distort the physical evidence of the place nor impact significant fabric. The installation will be contained to two 20m long areas of the laneway and the physical characterises of the historical Little Victoria Street shops and Shed A will remain clearly visible. The function and use of the space, and the wider market will also not be altered.</p>
<p><i>Article 7 - Use</i></p> <p><i>7.1 Where the use of a place is of cultural significance it should be retained.</i></p> <p><i>7.2 A place should have a compatible use.</i></p>	<p>The historical and social significance of the place are related to its ongoing use and continued popularity as a fresh meat and vegetable market, shopping and meeting place for Victorians and visitors alike since 1870. The addition of a hanging art installation to Little Victoria Street will help define the space as an area to dwell in, which supports the ongoing use of the place.</p>
<p><i>Article 8 - Setting</i></p> <p><i>Conservation requires the retention of an appropriate setting. This includes retention of the visual and sensory setting, as well as the retention of spiritual and other cultural relationships that contribute to the cultural significance of the place.</i></p> <p><i>New construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate.</i></p>	<p>The proposed installation retains the setting of the market as a fresh produce market. While it will enclose small sections of Little Victoria Street, which has traditionally been an open laneway, it will provide shelter from the elements and encourage use of the area in various weather conditions, increasing customer use of the space and wider market. The installation is also removeable, meaning the space can be returned to an 'open' laneway in future.</p>
<p><i>Article 15 - Change</i></p> <p><i>15.1 Change may be necessary to retain cultural significance, but is undesirable where it reduces cultural significance. The amount of change to a place and its use should be guided by the cultural significance of the place and its appropriate interpretation.</i></p> <p><i>15.2 Changes which reduce cultural significance should be reversible, and be reversed when circumstances permit.</i></p> <p><i>15.3 Demolition of significant fabric of a place is generally not acceptable. However, in some cases minor demolition may be appropriate as part of conservation. Removed significant fabric should be reinstated when circumstances permit.</i></p> <p><i>15.4 The contributions of all aspects of cultural significance of a place should be respected. If a place includes fabric, uses, associations or meanings of different periods, or different aspects of cultural significance, emphasising or interpreting one period or aspect at the expense of another can only be justified when what is left out, removed or diminished is of slight cultural significance and that which</i></p>	<p>The proposed hanging art installation protects and enhances the significant values of the place.</p> <p>Significant fabric will not be impacted as the umbrellas will be strung using existing fixings to both the Victoria Street shops and A Shed. The installation will clearly be visible as a modern art installation, and while it will enclose small sections of the laneway, the installation is also removeable, meaning the space can be returned to an 'open' laneway.</p> <p>Further, the installation will enhance the ongoing use of the market by attracting additional customers, encouraging them to dwell and further explore and engage with the market.</p>

Article	Comments
<i>is emphasised or interpreted is of much greater cultural significance.</i>	
<p><i>Article 22 - New work</i></p> <p><i>22.1 New work such as additions or other changes to the place may be acceptable where it respects and does not distort or obscure the cultural significance of the place, or detract from its interpretation and appreciation.</i></p> <p><i>22.2 New work should be readily identifiable as such, but must respect and have minimal impact on the cultural significance of the place.</i></p>	<p>The addition of a hanging art installation to Little Victoria Street will not distort the physical evidence of the place. Its addition will enhance the place's interpretation and appreciation by attracting visitors to dwell in the space and enjoy the atmosphere of the market.</p>
<p><i>Article 27 - Managing change</i></p> <p><i>27.1 The impact of proposed changes, including incremental changes, on the cultural significance of a place should be assessed with reference to the statement of significance and the policy for managing the place. It may be necessary to modify proposed changes to better retain cultural significance.</i></p> <p><i>27.2 Existing fabric, use, associations and meanings should be adequately recorded before and after any changes are made to the place.</i></p>	<p>As previously discussed, the proposed hanging installation will not impact the cultural heritage significance of the place and is removeable. Its installation, and any future removal, will not impact significant fabric or detract from the market's use or atmosphere. Therefore, no measures are required to manage this change to the place.</p>

3.3.6 Principles for considering change to places on the Victorian Heritage Register

The Executive Director made and published a set of guiding principles under Section 19(1)(f) of the Heritage Act 2017 in December 2022 to inform statutory decision-making under Part 5 of the Act. The proposed works are consistent with these guidelines and discussed under each principle below.

Principle 1. Understand why the place is significant

As discussed in Section 2.5 above, the place is of historical, archaeological, social, architectural and aesthetic significance.

These values largely stem from the place being the only one of the major 19th century markets in Australia to survive intact and operating, and for its ongoing role and continued popularity as a fresh meat and vegetable market, shopping and meeting place for Victorians and visitors alike.

Principle 2. A cautious approach

The proposed hanging installation is cautious in its approach in that it will be confined to two small areas of Little Victoria Street, will not impact significant fabric and is reversible. It will not distort the physical evidence of the place as both the Little Victoria Street shops and Shed A will remain clearly visible. The function and use of the place will also be retained.

Principle 3. Protect significant settings and views

There are no significant views identified with the place. The setting of the place as a market will not alter from the addition of the hanging art installation.

However, it is acknowledged that the installation will enclose small sections of Little Victoria Street, which has traditionally been open. The installation is removeable, though, meaning the space can be returned to an 'open' laneway in future.

Principle 4. Respectful change and new built form

The proposed installation is limited to two small sections of Little Victoria Street. The overall footprint in relation to the wider place is miniscule and will not distort the physical evidence of the place. The installation will not impact significant fabric and is reversible.

The installation will enhance the place's social significance through increased customer engagement and interaction as it will encourage visitors to dwell in the space and enjoy the atmosphere of the market.

Principle 5. Provide for upkeep

Queen Victoria Market is currently undergoing a five-year renewal program, which will create new open spaces, provide more places to sit and relax, and showcase the best local produce, specialty goods and local makers. The proposed art installation is part of the market renewal program to activate the underutilised area of Little Victoria Street and create an inviting space customers can dwell in.

Dwell time is desirable as it is a direct measure of customer engagement and has been demonstrated to be linked with increased visitor expenditure, resulting in increased revenue for the market traders.

Little Victoria Street provides a quiet haven and space for people of all ages to relax and dwell in the market. Currently the area has public seating, plantings and some line marking games. However, the space requires revitalization and place making initiatives to make it an engaging space. Introducing an art installation, particularly one that has become globally renowned, will help bring a sense of place to the space, increase visitor numbers, and provide a beautiful, engaging space in which visitors will want to dwell in.

4. Conclusion

The addition of a hanging art installation in Little Victoria Street will support the ongoing use of QVM whilst retaining the place's cultural heritage significance.

The installation will not detrimentally impact on the significance of the place, instead, it will enhance its social significance through creating of an inviting space for customers to engage with the market and dwell in. There will be no impact to significance fabric, and the installation can be removed in future. Therefore, the proposed place making hanging art installation should be supported.

On this basis, it is requested that these works be approved by way of a heritage permit and allowed to proceed.

