

Hesse Street Commercial Precinct Heritage Review

Final Report

Prepared for Borough of Queenscliffe

DAVID HELMS HERITAGE PLANNING & LANDMARK HERITAGE

DRAFT FOR CONSULTATION | 28 MAY 2026

We respectfully acknowledge the Wurundjeri Woi wurrung and Boon wurrung peoples of the Kulin Nation as the traditional owners of the land where we live and work and pay my respects to elders past and present.

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Draft for consultation
28 May 2026

The cover shows the Post Office and the Former Craig's General Store. The Morton Bay Fig at Bay View is visible in the background, 2026.

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Acknowledgment of Country

We acknowledge the Wadawurrung People of the Kulin Nation as the traditional owners of the land and waters now known as the Borough of Queenscliffe and pay our respects to elders past and present.

We acknowledge the traditional owners have cared for and maintained their ongoing connection to Country through cultural practices, land management, language preservation and education, and cultural heritage management.

Cultural advice

This heritage study draws on historic records. Some material contains terms that reflect creators' views, or those of the period in which the item was written, created or recorded, but may not be considered appropriate today. While the information may not reflect current understanding, it is provided in an historical context.

Aboriginal people may find some terms to be insensitive or upsetting.

1. INTRODUCTION

1.1 Purpose

The Hesse Street Commercial Precinct Heritage Review (the Review) has been prepared for the Borough of Queenscliffe (the Council). The purpose of the Review is to review and update the heritage citations, controls, policy and guidelines that apply to the HO7 Hesse Street Commercial Heritage Precinct (the Precinct), and individual heritage places with site-specific Heritage Overlay (HO) controls within it. Specifically, this includes:

- A comprehensive review and assessment of all buildings and other elements such as trees within the Precinct.
- Updating, as required, the heritage statuses (Significant, Contributory, Non-contributory) recommended for each property in the Precinct by the *Borough of Queenscliffe Planning Scheme Review* (Lovell Chen 2021) (the 2021 heritage review).
- Identifying individual places that justify retention of a site-specific HO control and those that should be transferred to the Precinct HO.
- Preparing a new Precinct citation, and new citations for individual places that justify retention of a site-specific HO with new statements of significance (SoS) in the Planning Practice Note 1: *Applying the heritage overlay* (PPN1) format to provide a sound basis for future management.
- Reviewing and updating the current local heritage policy and Precinct guidelines to provide appropriate guidance for the assessment of development applications.
- Preparation of planning scheme amendment documentation to enable the Review to be implemented into the Queenscliffe Planning Scheme.

This draft of the final report has been prepared for the purposes of community consultation. It contains:

- The methodology (Section 2).
- The key findings (Section 3).
- Draft statutory recommendations arising from the Review (Section 4).
- Draft updated heritage citations for the Precinct and individual places (Appendix A).
- A site-by-site precinct survey (Appendix B).
- Draft updates to local heritage policy and guidelines (Appendix C).

This draft final report will be reviewed and updated, as required, following community consultation.

Background

The *Queenscliffe Urban Conservation Study* was prepared in 1984. The 1984 study was reviewed in 2009 (with amendments in 2011) and again in 2021. In October 2021 Council adopted the *Borough of Queenscliffe Planning Scheme Review* and determined to undertake to a peer review of the document on a precinct-by-precinct basis to identify appropriate detail and any required changes to the planning scheme.

The first precinct to be reviewed was the Fisherman's Flat Urban Conservation Precinct (HO1). The HO1 precinct review was implemented by Amendment C40 to the Queenscliffe Planning Scheme, which was approved in June 2025.

Following completion of the HO1 review Council identified that the Hesse Street Commercial Urban Conservation Precinct (HO7) would be the next precinct to be reviewed.

1.2 Acknowledgements

The assistance of the Project Steering Committee (see section 2.2) and the following people and organisations, who assisted with access to heritage places and/or provided information about them is gratefully acknowledged:

- The owners of Bay View, 27 & 27A Hesse Street.
- Queenscliff Community Association.
- Queenscliff Historical Museum.
- National Trust of Australia (Victoria), Geelong & Region Branch.

1.3 Study team

The Review was jointly prepared by David Helms and Natica Schmeder. Together, they carried out the fieldwork and review of the Precinct and individual buildings, and the detailed assessment including comparative analysis and preparation of the statements of significance. Specific tasks included:

- David was responsible for historic research, review of the local heritage policy and Precinct guidelines and preparing the statutory recommendations.
- Natica Schmeder prepared the descriptions for the Precinct and individual places.

2 APPROACH AND METHODOLOGY

2.1 Introduction

The Review has been prepared in accordance with the Australia ICOMOS *Charter for Place of Cultural Significance*, 2013 (the Burra Charter) and its guidelines using the recognised local criteria in PPN1 (see Table 2.1). All terminology is consistent with the Burra Charter.

The methodology and approach to the Review and its recommendations was also guided by:

- PPN1,
- Comments made by relevant Planning Panel reports and, in particular, the Advisory Committee report for the *Review of Heritage Provisions in Planning Schemes* (the Advisory Committee Report), completed in August 2007, and the *Heritage Issues: Summaries from recent Panel reports*, 2024 prepared by Planning Panels Victoria (the 2024 PPV Heritage Issues report).

In accordance with PPN1:

- The threshold to be applied in the assessment of significance is Local significance. Local significance includes those places that are important to a particular community or locality.
- To apply a threshold, comparative analysis will be carried out to substantiate the significance of each place. The comparative analysis will draw on other similar places within the study area, including those previously included in a heritage register or overlay.

Table 2.1 – Recognised heritage criteria (PPN1)

Criterion A: Importance to the course or pattern of our cultural or natural history – historical significance.
Criterion B: Possession of uncommon, rare or endangered aspects of our cultural or natural history – rarity.
Criterion C: Potential to yield information that will contribute to understanding our cultural or natural history – research potential.
Criterion D: Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments – representativeness.
Criterion E: Importance in exhibiting particular aesthetic characteristics – aesthetic significance.
Criterion F: Importance in demonstrating a high degree of creative or technical achievement at a particular period – technical significance.
Criterion G: Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons. This includes the significance of a place to Indigenous peoples as part of their continuing and developing cultural traditions – social significance.
Criterion H: Special association with the life or works of a person, or group of persons, of importance in our history – associative significance.

2.2 Project plan and Project Steering Committee

The Review was guided by a project plan and overseen by a Project Steering Committee (PSC).

The project plan set out projected timelines, key outputs, PSC meeting schedule and the approach to stakeholder engagement, which identified key stakeholders, and the approach to consultation (see below).

The PSC comprised:

- Anne Maree Roberts, Strategic Planner, Borough of Queenscliffe.
- Brydon King, Senior Planner, Borough of Queenscliffe.
- Tim Crawford, Manager, Community & Regulatory Services, Borough of Queenscliffe.

2.3 Stakeholder engagement

Two stages of stakeholder engagement were undertaken:

Stage 1: Initial notification

Stage 1 consultation included:

- Notifying all property owners within the precinct, the Queenscliffe Historical Museum (QHM) and the Queenscliffe Community Association (QCA) that the Review was underway.
- Specific notification of properties that required an internal inspection. This included an initial notification and a follow-up letter to arrange an appropriate inspection time.

Stage 2: Consultation on draft heritage citations and guidelines

Stage 2 consultation will include:

- Notification of all place owner/managers who will be provided with a copy of (or links to) the draft updated heritage citations, local policy and guidelines.
- Notification of the key community groups contacted in Stage 1 who will be invited to provide feedback on the draft documentation.
- An internal inspection of the Vue Grand Hotel, and an external, but on-site inspection of Oceania, 61 Hesse Street (if owner's permission can be obtained).
- One community 'drop in' session.

2.4 Document review

Prior to carrying out the fieldwork the consultants reviewed relevant information including:

- Previous heritage studies (see section 5, References).
- Information gathered by the Borough of Queenscliffe including historic planning and building files and images.
- Information provided by local community groups including the QCA.

The purpose was to familiarize themselves with the historic development of the precinct, and to begin to identify key issues including potential gaps in information and changes to heritage statuses.

2.5 Fieldwork

The Precinct and all buildings and elements within it were inspected and documented. Most of the inspections were external only of the places as viewed from the public realm.

There was one on-site and internal inspection of the residence Bay View, 27 & 27A Hesse Street (HO28) with the assistance of the owners. The ground floor publicly accessible areas of the Vue Grand Hotel (HO29) were also inspected by the consultants.

The purpose was to determine the spatial, visual, and thematic coherence of the Precinct having regard to the intactness and integrity of the building stock, and to review the heritage status (Significant, Contributory, Non-significant) of each property.

For individual places, the purpose was to identify the buildings and other features that contribute to the heritage significance of the place, and to assess the intactness and integrity of the place.

For Contributory places within the Precinct the 'integrity' rather than 'intactness' was a primary consideration: that is, while the Contributory places may not be completely 'intact' (that is, retaining all original fabric) any repairs or maintenance have been carried out using the same or similar materials, details, and finishes, thus ensuring that they are 'whole' (that is, have good integrity). In many cases in the Precinct, current high integrity is due to the accurate reinstatement of previously removed or altered elements, such as shop verandahs.

For Significant places, on the other hand, the 'intactness' of the building or feature was a primary consideration; however, comparative analysis could determine that a building/feature with lower 'intactness', but good 'integrity' is of local significance if, for example, it is rare.

2.6 Place assessment and documentation

Part 1 - Preliminary assessment

Following the fieldwork a preliminary assessment was carried out. The purpose was to identify:

- Places that should retain a site-specific HO with an updated individual citation. Currently, there are 16 places with a site-specific HO within the precinct. Current best-practice in accordance with PPN1 is to only separately list a place within a heritage precinct if it is required due to the need for specific control (for example, internal alteration controls), if the heritage values are different to the Precinct (for example, a postwar Modernist house within a Victorian precinct) or if the site is large and complex and requires a detailed citation. Where possible, places with current site-specific HOs will be transferred into the HO7 precinct overlay and the information about the significance of the place will be contained with the Precinct citation and SoS. The purpose is to avoid, wherever possible, owners or managers of heritage places having to consider more than one heritage citation to understand the significance of their property.

- Potential changes to heritage statuses of properties as recommended by the *Borough of Queenscliffe Planning Scheme Review* (Lovell Chen, October 2021) (the 2021 heritage review). These statuses are:
  - *Significant*. A site or element of individual significance at the local level, which may also contribute to a heritage precinct.
  - *Contributory*. A site or element that contributes to the significance of a heritage precinct but is not significant in its own right.
  - *Non-contributory*. A site or element that has no heritage significance.
- Potential changes to HO schedule controls and boundaries, as required.
- Potential updates and changes to place and precinct histories and descriptions, as required.

The findings were presented to the PSC, which provided feedback. The findings of this Part 1 assessment provided the basis for undertaking Part 2.

Part 2 - Detailed assessment

The Precinct and individual places proposed to retain a site-specific HO identified by Part 1 were assessed and documented in accordance with the Burra Charter, and PPN1. This included updating, expanding upon, and sometimes replacing elements of the existing Precinct and individual place citations:

- Historic research using selected primary (Council building and planning files, land title information, newspaper, historic photos, and journal articles) and secondary (local histories and heritage studies) and other sources. Generally, a place history will document when the place was created, for what purpose, for and by whom (including the architect, if possible), and major changes in its physical form and/or use over time.
- A description of the place, indicating the extent of the significant fabric, highlighting any features of note, intactness and integrity, and recording contributory features (for example, buildings, early and original fences, outbuildings, and trees) as well as those features that have no heritage significance (for example, recent outbuildings and extensions).
- A comparative analysis. The purpose of comparative analysis is to establish a benchmark to understand which places clearly meet the threshold for local significance. To facilitate comparative analysis assessment of the places was undertaken in four typological groups: residential, hotels and guest houses, commercial and retail, and community and civic.

  Places were compared with other examples in the HO within the Precinct and in the Borough of Queenscliffe.
- A statement of significance (SoS). The new SoS have been prepared in accordance with PPN1:
  - The recognised heritage criteria (see Table 2.1) have been used in the assessment of significance,
  - The SoS is in the 'What?' 'How?' and 'Why?' format with the reasons why a place is significant expressed in relation to the recognised heritage criteria.

The outcome was a draft heritage citation for the Precinct and the places that will retain a site-specific HO. Each draft citation was reviewed by the PSC and revised, as required.

The draft citations will be updated, as required, in response to feedback received following community consultation and a final citation prepared.

2.7 Review of local heritage policy and guidelines

The purpose of this task was to identify updates to the local heritage policy and guidelines to ensure they provide appropriate strategies and guidelines to protect and manage the heritage values of the Precinct and individual places with site-specific HOs within it.

This review of the local heritage policy and guidelines considered:

- Relevant Department of Transport & Planning (DTP) guidelines including PPN1 and the *Practitioner's Guide to Victoria's Planning Schemes*, and the Burra Charter.
- Recent examples of heritage guidelines in other municipalities including City of Port Phillip (prepared in 2021), and Mt Alexander Shire.
- Preliminary feedback on form and content provided by DTP South West/Grampians Regional Planning Services.

The policy review has also been informed by the research and analysis carried out for the review and update of the Precinct citation and SoS, and the updated citations and SoS for three individual places (Bay View, Vue Grand Hotel and Oceania).

2.8 Review of heritage overlay schedule controls

The review of the HO schedule controls for the Precinct, and individual heritage places followed the guidance set out in PPN1. Specifically:

- Where a specific HO schedule control currently applies (External paint, Internal alteration, Tree controls, Solar Energy system, Outbuildings or fences, Prohibited uses), the need or justification for the control was reviewed having regard to the significance of the place and then retained, amended or removed, as required.
- When internal alteration, trees or outbuildings and fences controls are proposed to be retained or added the relevant citation and SoS clearly identifies the element or detail subject to the control and why it is justified.

Prohibited uses control

The 'Prohibited uses may be permitted' control currently applies to several places with a site-specific HO within the Precinct. The purpose of this control is to allow a wider range of permissible uses than are allowed under the zoning, provided the use will not adversely affect the significance of the heritage place and the benefits obtained from the use can be demonstrably applied towards the conservation of the heritage place (PPN1).

This control is particularly useful in rural areas, where the zoning may restrict many uses (such as residential) that could assist with the adaptive re-use of a heritage place (such as a redundant church).

However, in discussion with the PSC it was decided that the application of the Prohibited Uses control is unnecessary and does not provide any benefit as the Commercial 1 zone that applies to the Precinct:

- Allows a wide range of uses either as of right or with a permit.
- Has only a very small number of prohibited uses, most of which would not be suitable in an urban context such as animal production, corrective institution, major sports and recreation facility, and motor racing track.

Council officers could not identify any instances of when a prohibited use has been permitted to enable the conservation of a building within the Precinct.

Because of this, it is recommended that the 'Prohibited uses may be permitted' control be removed from all places within the Precinct.

3 KEY FINDINGS

3.1 Hesse Street Precinct and individual places

The table in Appendix B provides the findings and recommendations for each property within the Precinct including places with site-specific HOs. This section provides a summary of the key findings in relation to:

- Significant places that should retain a site-specific HO (see Table 3.1 for the current list) with an updated individual citation.
- Changes to heritage statuses (Significant, Contributory and Non-contributory) of properties as recommended by the 2021 heritage review.
- New Precinct citation.
- Changes to HO boundaries.
- Stokes Street residential buildings.
- Victorian Heritage Register sites.

Table 3.1 Significant places with site-specific HOs

HO number	Heritage place	Current HO controls
HO28	Sea View House 27 & 27A Hesse St	External paint Internal Trees Solar
HO29	Vue Grand 46-48 Hesse St	External paint Internal Trees Solar Prohibited uses
HO30	Library 49-55 Hesse St	External paint Trees Solar Prohibited uses
HO31	Former Methodist Church 79 Hesse St	External paint Trees Solar Prohibited uses
HO32	Former Methodist Sunday School 81 Hesse St	External paint Trees Solar Prohibited uses
HO36	Athelstane Guest House 4 Hobson Street	External paint Solar Prohibited uses

HO number	Heritage place	Current HO controls
HO103	Queenscliffe Post Office 47 Hesse St	External paint Trees Solar
HO104	Shop and dwelling (Former Victoria House) 58 Hesse St	External paint Solar
HO105	Queenscliffe Inn (Olinda Guest House) 59 Hesse St	External paint Trees Solar
HO106	Shop and dwelling (Former T. Arkins Butcher Shop) 60 Hesse St	External paint Solar
HO107	Oceania (House) 61 Hesse St	External paint Trees Solar
HO108	House (Doongara) 62 Hesse St	External paint Solar
HO109	Shop (Former AJ Donnelly Draper & Clothier) 72 Hesse St	External paint Solar
HO110	Former Bank of Victoria 76 Hesse St	External paint Solar
HO111	Shop & dwelling 80 Hesse St	External paint Solar
HO145	House (Bon Accord) 18 Stokes St	External paint Solar

Site specific HO places

Three places should retain an individual HO with an updated citation and SoS:

- HO28 Bay View, 27 & 27A Hesse St. Internal and tree controls are justified and should be applied to the specific features identified in the SoS.
- HO29 Vue Grand Hotel, 46-48 Hesse St. Internal controls are justified based on the inspection of the publicly accessible areas. Tree controls are not required. A follow up internal inspection to view the non-publicly accessible areas and to understand how the property boundary reflects the current building layouts is recommended. See also 'Changes to HO boundaries' in relation to recommended changes to the HO29 boundaries.
- HO107 Oceania, 61 Hesse St. Tree controls are not required. This property is almost land-locked, and the recent two-storey addition has blocked views of the house from Hesse Street and the surrounding precinct, except for at the end of the north-south lane that leads off the south side of Hobson Street. In terms of management this means that any future development on this site (which is now extremely limited) would be unlikely to have an impact upon the HO7 precinct. The existing site specific HO107 should be retained and for simplicity the property should be excluded from the HO7 precinct.

Appendix A contains the new citations for these places, which have been updated as described in Appendix B.

The balance of places with a site-specific HO listed in Table 3.1 should be transferred into the HO7 precinct, as they have the same schedule controls as the precinct, have a prohibited uses control (which will be removed) or have features such as trees that can be readily identified in the HO schedule entry for the Precinct.

Except for two places (76 and 80 Hesse St, see Table 3.2) these places will retain their 'Significant' heritage status.

The deletion of these site-specific HOs will also resolve some issues with incorrect mapping (for example, HO30, which applies to only part of 49-55 Hesse Street and cuts through the middle of the historic library building).

Review of heritage status

The majority of places will retain their current heritage status as recommended in the 2021 heritage review. Table 3.2 provides a summary of recommended changes. Please refer to Appendix B for further details.

Table 3.2 Recommended changes to heritage status

Address	Current grading	Proposed grading	Rationale
Hesse St (Bluestone kerb and channel - whole length)	Not listed	Contributory	Historic images show single bluestone kerbs were extant by the 1860s and the spoon drains north of Hobsons St had been installed by the 1880s. This infrastructure contributes to the historic and aesthetic character of the precinct.
17-19 & 17A Hesse St	NC	Contributory	As a Victorian-era shop with interwar shopfronts and a reconstructed verandah this is consistent with other contributory shops in the precinct.
43 & 45 Hesse St	Contributory	Significant	Research by David Rowe confirms this is an early shop (pre-1866) within the precinct. It has good integrity including original timber shopfronts, an early painted sign and a reconstructed verandah.
50-52A Hesse St	Contributory	Significant	This is a very early (pre-1863, possibly c.1850s) building, which includes a rare early timber section at the rear.
67 & 69 Hesse St	NC	Contributory	Despite alterations, this is an early shop (1868) in the precinct and retains some original and early fabric including an interwar shopfront.
71A Hesse St	Not listed	NC	Recently constructed building at rear of property.
76 Hesse St	Significant (HO110)	Contributory	This building has very low integrity and the alterations are very unsympathetic.

Address	Current grading	Proposed grading	Rationale
78 Hesse St	Contributory	NC	Modern shops – appears to be a clear error.
80 Hesse St	Significant (HO111)	Contributory	Unsympathetic alterations (including removal and replacement of original cast iron balcony details with intrusive modern elements) carried out in 2011 have adversely impacted upon the integrity of this building. As such, it no longer satisfies the threshold of local significance when compared to similar places.
Little Hesse St (laneway)	Not listed	Contributory	Bluestone pitcher drain is a contributory element.
2 Little Hesse St	Not listed	Contributory	A relatively intact house built in two distinct stages in the Victorian and IW periods. Comparable to other houses in the precinct.
10 Little Hesse St	Not listed	NC	Modern house.
3 Hobson St	Not listed	NC	Modern house, constructed on land formerly part of the Post Office site.
10 Stokes St	Not listed	NC	New house built at rear of former Wesleyan Church Hall (81 Stokes St)
20 Stokes St	NC	Contributory	An intact interwar bungalow complemented by an early front fence. Comparable to other houses in the precinct.
Symonds Street laneway (adjacent to 11A)	Not listed	NC	Does not contain any heritage fabric (e.g. bluestone).

New Precinct citation

Appendix A contains the new precinct citation, which has been updated as described in Appendix B.

For Significant places that have been transferred from site-specific HOs the new Precinct citation contains historic and updated descriptive information about these places, which are mentioned specifically in the SoS, as required.

The three Significant places that will retain a site-specific HO are briefly mentioned in the new Precinct citation, as required, and readers are instructed to refer to the individual citation for each place for further details.

For Contributory places the new Precinct citation:

- Identifies contributory buildings generally by era and type in the history.
- Includes general descriptions of contributory buildings by era and type (including key details such as shopfronts) in the description.
- Identifies contributory buildings generally by era and type, as required, in the SoS.

Changes to HO boundaries

The Precinct boundaries will be changed by:

- The inclusion of the places transferred from site-specific HOs.
- The realignment of the Precinct boundary along the centre of Little Hesse Street to ensure the historic bluestone drain is wholly within the Precinct (see Appendix B).

Apart from these, there are no other changes to the Precinct boundaries arising from this Review.

Vue Grand Hotel

Due to redevelopment and subdivision the original Vue Grand Hotel complex is now spread across three separate sites and is subject to differing HOs:

- Most of the original hotel is contained within 46-48 Hesse Street. This is mostly included within HO29, and partly within HO37.
- The former ballroom, now apartments, is contained within 13 Hobson St. This is included mostly within HO37 and partly within HO11 Central Queenscliff Precinct.
- Parts of the rear service wings, now a residence, are contained within 23 Learmonth Street. This included partly within HO37 and HO11.

The current HO boundaries do not always align with property boundaries and some cut through the middle of buildings. This has led to confusion as to which is the correct HO to consider.

To resolve these issues, it is proposed to amend the HO boundaries to ensure that HO29 is consistently applied to the whole of the Vue Grand Hotel complex, excluding the former ballroom, which retains its own site-specific HO37 that applies only to 13 Hobson Street. As shown on the diagram below, this requires the following changes:

- The area outlined in yellow (part of 23 Learmonth Street) is removed from HO37 and added to HO29.
- The balance of 23 Learmonth Street (outlined in green) is removed from HO11 and added to HO29.



Recommended changes to Vue Grand HO extent.

Residential buildings in Stokes Street

The three houses in Stokes Street west of Hesse Street (nos. 16, 18 & 20) more logically form part of the residential area that surrounds HO7. In this section of Stokes there are currently two precincts:

- HO6 Hesse Street Residential, which includes nos. 15 & 17 (directly opposite 16, 18 & 20)
- HO11 Central Queenscliffe, which includes the properties on both sides of Stokes St immediately to the west of nos. 20 and 17.

Nos. 16, 18 & 20 Stokes Street should remain in the Precinct for now. However, as part of the future review of HO6 and HO11 consideration should be given as to whether they could be transferred to a new consolidated residential precinct that surrounds HO7.

The case for transfer of the house at 8 Stokes Street (east of Hesse St) is less clear as it is bounded to the east by the VHR-listed Lathamstowe (HO23) and is not within a consistent residential streetscape like the houses to the west. However, it should also be considered as part of the broader review.

Victorian Heritage Register places

There are two Non-contributory properties that logically form part of the Precinct, but are currently in site specific HOs due to their inclusion on the VHR:

- 25 Hesse Street (Queenscliff Hotel, VHR H1141, HO19)
- 77A & 77B Hesse Street (Ozone Hotel, VHR H1142, HO22)

Including these places within the Precinct would require the support of Heritage Victoria.

3.2 Review of the local heritage policy and guidelines

The purpose of this task is to review the *Hesse Street Commercial Urban Conservation Precinct Heritage Design Guidelines* 2021 (the Guidelines), which are an incorporated document in the Queenscliff Planning Scheme, to ensure they provide appropriate high-level advice to manage new development in the Precinct.

In accordance with DTP guidelines and best practice heritage management the updated Guidelines:

- Should directly derive from an objective or strategy in a policy (at the state, regional or local level) and set out a clear expectation of how an objective or strategy can be met.
- Should not repeat or contradict other provisions of the planning scheme.
- Should be sufficiently flexible to allow for alternative solutions to achieve the outcome sought
- Should not include mandatory controls or attempt to prohibit alternative outcomes that meet policy objectives.
- Should be specific to the heritage outcomes sought in the Precinct and not general guidelines that would apply in other heritage precincts (and should be included in the local policy or general heritage guidelines).

Current heritage management framework

In addition to the Guidelines, the heritage management of the Precinct and places with site-specific heritage controls within it is currently guided by:

- Clause 15.03-1 – State (15.03-1S) and local (15.03-1L) heritage policy.
- Clause 43.01 – Heritage Overlay (HO).
- Clause 43.02 – Design and Development Overlay, Schedule 1 (DDO1)

Table C.1 in Appendix C provides an overview of the guidance currently provided by the Guidelines in relation to the key heritage guideline and other matters when compared to Cl. 15.03-1, the HO and DDO1. In summary:

- Clause 15.03-1 provides broad, over-arching strategies in relation to the protection, conservation and management of all heritage places.
- The HO provides objectives, permit requirements and decision guidelines that apply to all heritage places included in the HO.
- DDO1 applies to most of Queenscliff town, including some areas that are not included in the HO. It provides permit requirements and development controls, guidelines, application requirements and decision guidelines for new development including landscaping and front fences. It includes mandatory height controls, while other controls are discretionary and may be varied with a permit.
- The Guidelines apply to the Precinct and the places with site-specific HO controls within it. There are guidelines for Conservation, Building siting, design and form, and Signs. Some are specific to the Precinct, and some are not.

Discussion of key issues

Table C.1 in Appendix C identifies the key issues with the current heritage management framework. In summary:

- The Conservation and Development strategies in Cl. 15.03-1L essentially repeat the strategies in Cl. 15.03-1S and very similar to (or the same as) the Design objectives in DDO1.
- The Conservation and Development strategies in the Guidelines include some that are specific to the Precinct, and others that are generic and duplicate Cl. 15.03-1L and DDO1.
- There are no specific guidelines in any of the documents for conservation and management of heritage fabric.
- The Guidelines provide strategies for signage and bluestone kerb and channels, but they are not supported by overarching signage policy in Clause 15.03-1L or DDO1.
- The expression of the Cl. 15.03-1L policies in relation to demolition, subdivision, trees, sustainability and services could be improved.
- The decision guidelines in the HO and DDO1 are adequate.
- Specific application guidelines for heritage places could be added to the HO.

Recommended changes

The focus of this Review is the heritage controls and policy that apply to the Precinct and while the review of the current heritage management framework has identified broader issues that apply to all heritage places in Queenscliff such as overlapping/duplicate policy in Clause 15.03-1L, these cannot all be resolved at this time.

The recommended changes therefore are those that are specifically required to support the conservation and management of the contributory heritage buildings and elements in the Precinct.

Within this scope the recommended changes aim to ensure:

- Clause 15.03-1L contains the overarching heritage strategies that apply to all heritage places and precincts that:
    - Complement but do not duplicate Cl. 15.03-1S and DDO1.
    - Support the specific strategies set out in the Guidelines.
- DDO1 contains the primary policy and guidelines for new development.
- The Guidelines are limited to those matters that:
    - Are specific to the Precinct
    - Directly derive from current or new/amended policy in Cl. 15.03-1L
    - Do not duplicate or contradict 15.03-1 and DDO1.

Not included are:

- Potential inclusion of application guidelines in the schedule to Clause 43.01.
- Changes to other sections of Cl. 15.03-1L, which require further consideration as part of a future review.

Tables C.2 and C.3 in Appendix C show the recommended changes to the Precinct guidelines and local heritage policy, respectively. The key changes are:

Precinct guidelines

- Deletion of two Conservation guidelines and one Building siting, design and form guideline that duplicate policy, objectives or controls in Cl. 15.03-1L, DDO1 or elsewhere in the scheme.
- Deletion of one Signs guideline that will be replaced by new Signs policy in Cl. 15.03-1L.
- Replacement of one Conservation guideline with a new guideline that aims to encourage development that responds to the distinctive character of the historic commercial and retail section of Hesse St (generally extending from Stokes St to just north of Hobson St) and the northern section that has more diversity of setbacks and built form.
- Addition of one specific guideline for 20-26 Hesse Street to encourage development that reflects the history of the site.
- Minor edits to improve expression.
- Deletion of the Policy Map, as it is out of date and will be superseded by the precinct schedule forming part of the *Hesse Street Commercial Precinct Statement of Significance*, which will be an incorporated document.

Local heritage policy

For the reasons discussed above, as well as updating the Guidelines it is also necessary to amend Cl. 15.03-1L to:

- Replace the current Conservation strategies (which simply repeat strategies in Cl. 15.03-1S and the Design objectives in DDO1) with new strategies that support the conservation of heritage buildings and elements in the Precinct (and elsewhere in Queenscliff)
- Update the policies for demolition and trees and add new policies for fences and gates, signs, and public realm infrastructure to support the conservation and management of heritage buildings and elements in the Precinct (and elsewhere in Queenscliff).

DDO1

Table 3.3 shows the minor changes to the DDO1 design objectives, which are recommended to ensure that they focus upon new development, complement rather than duplicate the updated local policy and Guidelines, and to correct some minor and grammatical errors.

Table 3.3 – Recommended DDO1 changes

DDO1 Design objective	Rationale for change
To ensure new development maintains, protects and enhances the distinguishing elements of the urban character of the Queenscliff township, such as:	No change
The substantial and intact groupings of historic one and two storey Victorian, ~~and~~ Edwardian *and interwar* buildings.	Interwar buildings contribute to the heritage significance of Queenscliff as individual places and contributory places within precincts. The Precinct contains several interwar buildings including one Significant place.
The ~~unique~~ *distinctive* mix of historic building scales and types, varying from grand free-standing hotels and landmark buildings to ~~intimate~~ *simple* single storey cottages.	While some aspects of Queenscliff are unique (as in, not found elsewhere), the specific mix of building types described here is not. 'Distinctive' is a more appropriate descriptor. Similarly, 'simple' is a more appropriate descriptor for buildings than 'intimate'.
The informality of streetscape materials and finishes, including front fences.	No change
The broad, straight streets with buildings abutting or close to the street frontage, and side boundaries, which creates a distinctive and relatively high density urban environment.	No change
The opportunities for long views towards Swan Bay or Port Phillip Bay and shorter views to intact historic buildings and streetscapes.	No change
The townscape views of Queenscliff along Bethune Street and its surrounds, which are	No change

DDO1 Design objective	Rationale for change
created by the undulating topography and predominantly single storey built form. The heritage values of the foreshore and adjoining land, coastal areas and public parks, in recognition of their links with the historic development of the area. The established exotic street tree planting and private gardens that frame views to building facades and reinforce the formality and historic appearance of the township.	No change No change
To ensure the height, form, mass, siting, style and materials of new development is responsive to the heritage qualities of the ~~town of~~ Queenscliff *township*.	For consistency.
To protect the townscape skyline upon the main approach into the Queenscliff township.	No change
~~To protect the heritage values of buildings, sites or objects listed in the Heritage Overlay.~~	Delete entirely as this is a generic statement that duplicates Cl. 15.03-1.
To ~~ensure that~~ *maintain* an appropriate setting and context for buildings~~, sites or objects~~ *or elements* ~~listed~~ *included* in the Heritage Overlay.	These changes are recommended: • To ensure the current objective is grammatically correct. • To replace 'objects' (which cannot be protected by the HO) with 'elements', which is a better descriptor that includes all features such as trees, fences, memorials etc. • To replace 'listed' with 'included' as the former implies the building or element should be individually listed.
To require all new development to have regard to the urban character policies contained in the Municipal Planning Strategy and to the Building Siting and Design Guidelines contained in the Borough of Queenscliffe Urban Character Study.	No change

3.3 Stakeholder consultation

[This section to be added following the community consultation]

4. RECOMMENDATIONS

4.1 Planning scheme changes

The recommended changes to the HO schedule and maps are summarised as follows:

HO schedules and maps

Update the HO schedule by:

- Deleting HO30, HO31, HO32, HO36, HO103, HO104, HO105, HO106, HO108, HO109, HO110, HO111, and HO145, and adding these properties to HO7.
- Updating the HO schedule for HO7, HO28, HO29, and HO107 as set out in Table 4.1.

Table 4.1 – HO schedule updates

Heritage place	HO schedule updates
HO7 Hesse Street Commercial Precinct	• In 'Heritage place' replace 'Hesse Street Commercial Urban Conservation Precinct' with: *Hesse Street Commercial Precinct* *Hesse Street, Hobson Street, Stokes Street, Symonds Street*. • In the 'Tree controls apply' column, change 'No' to 'Yes – Port Jackson fig, 49-55 Hesse St'. • In the 'Outbuildings and fences not exempt under Clause 43.01-4' column, change 'No' to 'Yes – front fences, 34 & 59 Hesse St, 18 & 20 Stokes St'
HO28 Bay View	• In 'Heritage place' change the place and address to: *Bay View* *27 & 27A Hesse Street* • Change 'Internal alteration controls apply' to: *Yes, timber panelled ceilings & staircase.* • Change 'Tree controls apply' to: *Yes – Moreton Bay fig and Canary Island palm*.
HO29 Vue Grand Hotel	• In 'Heritage place' change the place and address to: *Vue Grand Hotel* *46-48 Hesse Street & 23 Learmonth Street* • Change 'Internal alterations controls apply' to 'Yes – 46-48 Hesse St only'. • Change 'Tree controls apply' to No. • Change 'Prohibited uses permitted?' to No.
HO107 Oceania	• In 'Heritage place' change the place and address to: *Oceania* *61 Hesse Street* • Change 'Tree controls apply' to No.

- Update Map 4HO by:
  - Deleting HO30, HO31, HO32, HO36, HO103, HO104, HO105, HO106, HO108, HO109, HO110, HO111, and HO145, and adding these properties to HO7.
  - Including the whole of Little Hesse Street within HO7.
  - Amending HO11, HO29 and HO37 as shown in Table 4.2.

Table 4.2 - Recommended changes to Vue Grand Hotel HO extent.

	The area outlined in yellow (part of 23 Learmonth Street) is removed from HO37 and added to HO29. The balance of 23 Learmonth Street (outlined in green) is removed from HO11 and added to HO29.

Local heritage policy and guidelines

Amend Clause 15.03-1L and the Heritage Street Commercial Urban Conservation Precinct Heritage Design Guidelines as shown in Appendix C.

Other planning scheme changes

The other changes to the Queenscliffe Planning Scheme are:

- Adding the new statements of significance to the schedule of Incorporated Documents at Clause 72.04:
  - Hesse Street Commercial Heritage Precinct Statement of Significance
  - Bay View, 27 & 27A Hesse Street, Queenscliff Statement of Significance
  - Vue Grand Hotel, 46-48 Hesse Street, 13 Hobson Street & Learmonth Street, Queenscliff Statement of Significance
  - Oceania, 61 Hesse Street, Queenscliff Statement of Significance
- Adding the *Hesse Street Commercial Precinct Heritage Review (David Helms Heritage Planning & Landmark Heritage, 2026)* as a Background Document in Clause 72.08.

4.2 Future work

Council should:

- Contact Heritage Victoria to discuss the potential to remove the following properties from the VHR and add to the HO7 Precinct:

  - 25 Hesse Street (Queenscliff Hotel, VHR H1141, HO19)
  - 77A & 77B Hesse Street (Ozone Hotel, VHR H1142, HO22)
- Ensure the verandah details are reinstated to 38 Hesse Street and 59 Hesse Street.
- Consider whether the residential buildings in Stokes Street should form part of the adjoining residential precincts as part of a future heritage review.

5 REFERENCES

Local heritage studies

Allom Lovell & Associates, *Queenscliffe Urban Conservation Study*, 1984

Lovell Chen & John Patrick Landscape Architects, *Queenscliffe Heritage Review*, 2009

Lovell Chen, *Borough of Queenscliffe Planning Scheme Review*, 2021

Other references

Assessing the cultural heritage significance of places and objects for possible state heritage listing: The Victorian Heritage Register Criteria and Threshold Guidelines, Heritage Victoria, 2022

Heritage Issues: Summaries from recent Panel reports, Planning Panels Victoria, 2024

Review of Heritage Provisions in Planning Schemes. Advisory Committee Report. The way forward for heritage, August 2007

Planning Practice Note 1: *Applying the Heritage Overlay*

Victorian Framework of Historical Themes, Heritage Victoria.