Amendment C143
To the Port Phillip Planning Scheme
Documentation

1. Explanatory Report
2. Instruction Sheet
3. Planning Scheme Maps
4. Planning Scheme Ordinances
5. Incorporated Documents, including:
   a. Port Phillip Heritage Review (Version 24, 2017) – Volumes 2-6 (Citations) (extract)
   b. City of Port Phillip Heritage Policy Map (updated November 2016) (part of Port Phillip Heritage Review) (extract)
6. Reference Documents, including:
   a. Biosis, 2015 – Fishermans Bend additional heritage place assessments (extract)
Who is the planning authority?
This amendment has been prepared by the City of Port Phillip, who is the planning authority for this amendment.

Land affected by the Amendment
The amendment affects land within Fishermans Bend, known as the Rootes/Chrysler factory. The affected properties (shown in Figure 1 outlined in blue) are:

- 19 Salmon Street, Port Melbourne (Lot S3 on PS728869)
- 19 Salmon Street, Port Melbourne (Lot S2 on PS728869).
- 299 Williamstown Road, Port Melbourne (Lot 6 on PS617506C).

Figure 1 - Location of subject property
What the amendment does

The Amendment implements the recommendations of the Fishermans Bend Heritage Study (Biosis, 2013) and the Fishermans Bend additional heritage place assessments (Biosis, 2015).

Specifically, the Amendment makes the following changes to the Port Phillip Planning Scheme:

1. Updates the Port Phillip Planning Scheme Map 2HO and the Schedule to Clause 43.01 – Heritage Overlay to apply HO472 to 19 Salmon Street (Lot S2 and S3 on PS728869) and 299 Williamstown Road, Port Melbourne (Rootes/Chrysler factory site) on a permanent basis.

2. Amends the Incorporated Document Port Phillip Heritage Review (inclusive of the City of Port Phillip Heritage Policy Map) to revise the site’s heritage citation and update its grading on a permanent basis.

3. Updates Clause 21.07 - Incorporated Documents, Clause 22.04 - Heritage Policy and the Schedule to Clause 81.01 – Table of Documents Incorporated in this Scheme, to reflect the updated version of the Port Phillip Heritage Review, and update the reference document Fishermans Bend additional heritage place assessment (Biosis, 2015) to correct the property address for the Rootes/Chrysler factory.

Strategic assessment of the Amendment

Why is the Amendment required?

The amendment is required to formally protect the Rootes/Chrysler Factory, identified as a place of local heritage significance.

The Rootes/Chrysler Factory was identified as having heritage significance in the Fishermans Bend Heritage Assessments undertaken by Biosis Pty Ltd in 2013 and 2015. The amendment proposes to apply an individual Heritage Overlay (HO472) to three-two properties on a permanent basis and revise the heritage citation for the site to the Port Phillip Heritage Review (an Incorporated Document in the Port Phillip Planning Scheme). It also makes minor updates to the City of Port Phillip Heritage Policy Map (which forms part of the Port Phillip Heritage Review) to grade the properties as ‘Significant Heritage Places’ on a permanent basis.

Under the Heritage Overlay, a permit is required for demolition and development. External paint controls are proposed to apply. The amendment also proposes to apply internal alteration controls to the tower element of 19 Salmon Street (Lot S3 on PS728869).

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

The amendment implements the following objectives of planning in Victoria, under section 4 of the Planning and Environment Act 1987:

- 4(1)(d) - to conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value;
- 4(1)(f) - to facilitate development in accordance with the objectives set out in paragraphs (a), (b), (c), (d) and (e);
- 4(1)(g) - to balance the present and future interests of all Victorians.

These objectives are implemented through the identification and protection of the Rootes/Chrysler Factory in Fishermans Bend that has aesthetic, social, architectural and historic interest, and through the reuse of existing building stock.

How does the Amendment address any environmental, social and economic effects?
The amendment has positive environmental impacts by protecting a place of historic significance and allowing the reuse and recycling of existing building stock. The Victorian heritage strategy *Victoria’s Heritage, Strengthening our Community* (DSE, 2006) details the environmental benefits of conservation in Chapter 2, specifically “Heritage policies and programs can help achieve the broader goals of sustainability. Conserving heritage places and giving them new life supports sustainability. It recognises the embodied energy and life-cycle value of traditional materials, and reduces the waste associated with demolition and new buildings” (p.21).

The amendment has a positive social effect through the preservation of historically significant place which reflects social history, for the benefit of current and future generations.

The amendment does not have significant economic impacts, although it may impose some additional costs on the owners or developers as a planning permit will now be required. The economic effects of requiring a planning permit may be reduced through the availability of advice from the City of Port Phillip’s heritage advisor and planning officers, free of-charge at any time prior to, during, or following the planning permit application process.

**Does the Amendment address relevant bushfire risk?**
The municipal area of Port Phillip does not have any designated bushfire prone areas.

**Does the Amendment comply with the requirements of any Minister’s Direction applicable to the amendment?**
The amendment is consistent with Minster’s Direction No. 9 – Metropolitan Strategy (as amended 30 May 2014) pursuant to Section 12 of the *Planning and Environment Act 1987* - that requires planning authorities to have regard to the Metropolitan Strategy (Plan Melbourne).

Direction 4.7 seeks to “Respect our heritage as we build for the future”.

The amendment is consistent with this policy direction, as it proposes to make changes to the planning scheme to identify and protect significant heritage fabric within the FBURA.

The amendment is also consistent with the Ministerial Direction on the Form and Content of Planning Schemes under Section 7(5) of the Act.

**How does the Amendment support or implement the State Planning Policy Framework and any adopted State policy?**
The amendment supports the following aspects of State Planning Policy Framework:

Clause 15.03-1 Heritage Conservation:

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

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

Provide for the protection of natural heritage sites and man-made resources and the maintenance of ecological processes and biological diversity.

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

Encourage appropriate development that respects places with identified heritage values and creates a worthy legacy for future generations.

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

Encourage the conservation and restoration of contributory elements.

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

Support adaptive reuse of heritage buildings whose use has become redundant.
The amendment ensures that the policy direction for heritage conservation can be met through the identification, assessment and protection of the Rootes/Chrysler Factory in Fishermans Bend. The protection of this site will encourage appropriate development and the conservation and restoration of the contributory elements of the heritage place.

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

This amendment is consistent with the objectives and strategies outlined in the Local Planning Policy Framework of the Port Phillip Planning Scheme.

In accordance with Clause 21.05-1 of the Municipal Strategic Statement, the vision is to conserve and enhance the architectural and cultural heritage of Port Phillip with policy seeking to:

- Protect, conserve and enhance all identified significant and contributory places, including buildings, trees and streetscapes.
- Protect the original subdivision patterns within heritage places.
- Support the restoration and renovation of heritage buildings and discourage their demolition.
- Encourage high quality design that positively contributes to identified heritage values.
- Ensure that new development respects and enhances the scale, form and setbacks of nearby heritage buildings.
- Encourage urban consolidation only where it can be achieved without affecting heritage significance.
- Ensure that development in public spaces is consistent with the identified heritage characteristics of Port Phillip’s heritage places.
- Maintain the visual prominence of historic buildings, local landmarks and icons.

To achieve this vision, Clause 22.04 – Heritage Policy (Local Planning Policies) outlines the objectives that are relevant to the conservation and protection of heritage places, as follows:

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

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

The Schedule to the Heritage Overlay is the appropriate Victoria Planning Provision tool for the introduction of heritage controls over the properties identified to be of heritage significance.

Application of the Heritage Overlay in the Port Phillip Planning Scheme is consistent with
How does the Amendment address the views of any relevant agency?

The Department of Environment, Land, Water and Planning through the Fishermans Bend Taskforce is leading planning and infrastructure co-ordination in Fishermans Bend. The Taskforce and DELWP regional officers were consulted prior to the drafting of Amendment C143.

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

The amendment is not likely to have a significant impact on the transport system, as defined by section 3 of the Transport Integration Act 2010, as the amendment applies to three additional properties in Fishermans Bend. Transport priorities, including road widening are not proposed in the Fishermans Bend Strategic Framework Plan for properties affected by this amendment.

Resource and administrative costs

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

The Amendment will marginally increase the extent of properties affected by the Heritage Overlay on a permanent basis and therefore increase the number of permits triggered under the Heritage Overlay provision. Ensuring the currency of heritage controls provides improved and more streamlined decision-making by Council, thereby reducing resource and administrative costs over the long term. The amendment is therefore not expected to have a significant impact upon the resources and administrative costs of Council.

Where you may inspect this Amendment

The Amendment is available for public inspection, free of charge, during office hours at the St Kilda Town Hall (99a Carlisle Street, St Kilda).

The amendment may also be viewed online at the City Port Phillip website: http://www.portphillip.vic.gov.au/planning-scheme-amendments.htm

The Amendment can also be inspected free of charge at the Department of Environment, Land, Water and Planning website at www.delwp.vic.gov.au/public-inspection
The planning authority for this amendment is the City of Port Phillip.
The Port Phillip Planning Scheme is amended as follows:

Planning Scheme Maps
The Planning Scheme Maps are amended by a total of 1 attached map sheet.

Overlay Maps
1. Amend Planning Scheme Map No 2HO in the manner shown on the 1 attached map marked “Port Phillip Planning Scheme, Amendment C143”.

Planning Scheme Ordinance
The Planning Scheme Ordinance is amended as follows:
4. In Overlays – Clause 43.01, replace the Schedule with a new Schedule in the form of the attached document.
5. In Incorporated Documents – Clause 81.01, replace the Schedule with a new Schedule in the form of the attached document.

End of document
INCORPORATED DOCUMENT

St Kilda Foreshore Urban Design Framework (2002)
Port Phillip Heritage Review - Volumes 1-6 (Adoption Version 24, June November 2017)
(Includes the City of Port Phillip Heritage Policy Map and the City of Port Phillip Neighbourhood Character Policy Map).

Reference documents

General

Community Plan (2007)
Council Plan 2009 - 2013
Health and Wellbeing Strategy (2007)

Environmental sustainability

Toward Zero Sustainable Environment Strategy (2007)
Sustainable Design Policy (2006)
Sustainable Transport Policy and Parking Rates (Ratio, 2007)

Land use

Port Phillip Housing Strategy (2007)
Port Phillip Activity Centres Implementation Plan (2007)
Port Phillip Activity Centres Strategy (2006)
Open Space Strategy (2006, Revised 2009)

Built form

Port Phillip Housing Strategy (2007)

Neighbourhoods

South Melbourne Central Structure Plan (2007)
Carlisle Street Activity Centre Structure Plan (2009)
Carlisle Street Urban Design Framework (2009)
Design Guidelines 1-7 Waterfront Place, Port Melbourne (2014)
St Kilda Road North Precinct Plan (2013 – Updated 2015)
Bay Street Activity Centre Structure Plan – Parts 1 and 2 (2014)
HERITAGE POLICY

This policy applies to all land within a Heritage Overlay.

Policy Basis

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

Objectives

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

Policy General

It is policy to:
- Encourage the restoration and reconstruction of heritage places (including the accurate reconstruction of original streetscape elements such as verandahs) in all areas, and in particular, in intact or substantially consistent streetscapes in the South Melbourne, Albert Park, Middle Park and St Kilda West Heritage Overlay areas (HO440, HO441, HO442, HO443, HO444, HO445 or HO446).
- Encourage the removal of alterations and additions that detract from the heritage significance of a heritage place.
- Encourage new development to be respectful of the scale, form, siting and setbacks of nearby significant and contributory buildings.
- Disregard the impact of buildings that are obviously atypical to the character of the streetscape when determining the appropriate mass and scale for new buildings or extensions or upper storey additions.
- Encourage a contextual design approach for additions and/or alterations to a heritage place or for new development. A contextual approach is where the alteration, addition or new development incorporates an interpretive design.
approach, derived through comprehensive research and analysis. New development should sit comfortably and harmoniously integrate with the site and within the streetscape and not diminish, detract from or compete with the significance of the heritage place or streetscape character. This approach can include

- Contemporary architecture and innovative design which is an important part of the contextual approach because it adds to the existing diversity and layering of styles through time. This layering is a defining feature in a number of areas and is therefore an important component of Port Phillip’s heritage.

- Accurate reproduction architecture may be employed in limited instances where detailed evidence, such as photographic evidence, exists for that alteration, addition or new development. This approach may be more appropriate in the South Melbourne, Albert Park, Middle Park and St Kilda West Heritage Overlay areas (HO440, HO441, HO442, HO443, HO444, HO445 or HO446), but may have limited application elsewhere.

Additions and/or Alterations to Heritage Places

It is policy that:

- Additions and alterations:
  - Do not change the original principal facade(s) or roof.
  - Are distinguishable from the original parts of the heritage place to be conserved, if a contemporary architectural approach is used.
  - Are based on research that can identify the elements, detailing and finishes originally employed.
  - Do not obscure or alter an element that contributes to the significance of the heritage place.
  - Maintain an existing vista or viewlines to the principal facade(s) of a heritage place.

- An upper storey addition is sited and massed behind the principal facade so that it preferably is not visible, particularly in intact or consistent streetscapes (see Performance Measure 1).

Performance Measure 1

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

- They are sited within an “envelope” created by projecting a sight line from 1.6 metres above ground level (this being the eye level of an adult person of average height) to the front parapet or gutter on the main façade and taken from a point where the footpath meets the property line directly opposite the site, where the property has a frontage to a narrow street (5 metres or less) or laneway (illustration 1), or

- They are sited within an “envelope” created by projecting a line of 10 degrees from the height of the base of the front parapet or gutter line on the main façade and extending to the rear of the heritage place (illustration 2 or 3), or

- In exceptional cases where the heritage place is located in a diverse streetscape and the design of the proposed addition is considered to be an appropriate contextual response, they are sited within an “envelope” created by projecting a line of up to 18 degrees from the height of the base of the front parapet or gutter line on the main façade of the heritage place.
If visible from the front (principal) street, the roof of any addition is related to that of the heritage place in terms of form, pitch and materials.

Where the property is located on a corner site, the upper storey addition is sited and massed so it is visually recessive from the front of the building, so that the scale of the heritage place is the dominant element in the front (principal) streetscape.

In cases where the original heritage place has been altered, the previous alterations and additions are retained and conserved where they help to interpret the history of its development and they contribute to the significance of the heritage place.

New openings in the principal facade(s) visible from the street are avoided, or if openings are visible, they are proportionally related to those of the heritage place.

Walls, windows, roofs and fences are complementary to the heritage place in terms of materials, finishes, textures and paint colours and are appropriate to its architectural style.

New development achieves environmentally sustainable outcomes, including upgrading existing fabric to reduce operational environmental impact of existing buildings, which is balanced with protecting the heritage significance of the site.

### New Development in Heritage Overlay Areas

It is policy that:

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

### Performance Measure 2

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

- New development, with a significant or contributory heritage place on one adjacent site, has an equivalent frontage setback to the heritage place or a setback configuration that maintains a reasonable vista to the heritage place.

- New development, with a significant or contributory heritage place on both adjacent sites with differing setbacks, has a setback no greater than the largest setback and no less than the smaller setback.

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

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

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

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

**Demolition**

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

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

**Car Parking**

It is policy to:

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

**Laneways, Kerbs and Channels**

It is policy that:

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

**Street Furniture**

It is policy that:

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

**Application Requirements**

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

A written report that explains:

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

Plans showing the following:

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

**22.04-5 Definitions**

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

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

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

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

**22.04-6 Incorporated Document**

Port Phillip Heritage Review – Volumes 1 – 6 (Adoption Version 24, June - November 2017) (includes the City of Port Phillip Heritage Policy Map and the City of Port Phillip Neighbourhood Character Policy Map).
Reference Documents

Port Phillip Design Manual, 2000 including:
- Fishermans Bend Guidelines (Updated 2010)
- Garden City Guidelines (Updated 2010)
- Heritage Kerbs, Channels and Laneways Guideline (2006)

Review of Heritage Overlay 1 Port Melbourne – Outcomes and Recommendations (Lovell Chen, July 2011)
Fishermans Bend Heritage Study (Biosis Pty Ltd, 2013)
Fishermans Bend additional heritage place assessments (Biosis Pty Ltd, 2015)
SCHEDULE TO THE HERITAGE OVERLAY

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

<table>
<thead>
<tr>
<th>PS Map Ref</th>
<th>Heritage Place</th>
<th>External Paint Controls Apply?</th>
<th>Internal Alteration Controls Apply?</th>
<th>Tree Controls Apply?</th>
<th>Outbuildings or fences which are not exempt under Clause 43.01-3</th>
<th>Included on the Victorian Heritage Register under the Heritage Act 1995?</th>
<th>Prohibited uses may be permitted?</th>
<th>Name of Incorporated Plan under Clause 43.01-2</th>
<th>Aboriginal heritage place?</th>
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<tbody>
<tr>
<td>HO1</td>
<td>Port Melbourne</td>
<td>Yes</td>
<td>No</td>
<td>Yes – but limited to the Port Melbourne Light Rail Reserve, area zoned PPRZ.</td>
<td>No</td>
<td>No</td>
<td>No</td>
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<td>HO2</td>
<td>The Garden City Housing Estates</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
<td>No</td>
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<td>HO4</td>
<td>City Rd Industrial Area</td>
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<td>No</td>
<td>No</td>
<td>No</td>
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<td>No</td>
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<td>HO5</td>
<td>St Kilda Hill</td>
<td>Yes</td>
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<td>HO6</td>
<td>St Kilda East</td>
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04/09/2017
C111
Proposed
CT43
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<th>PS Map Ref</th>
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<th>Internal Alteration Controls Apply?</th>
<th>Tree Controls Apply?</th>
<th>Outbuildings or fences which are not exempt under Clause 43.01-3</th>
<th>Included on the Victorian Heritage Register under the Heritage Act 1995?</th>
<th>Prohibited uses may be permitted?</th>
<th>Name of Incorporated Plan under Clause 43.01-2</th>
<th>Aboriginal heritage place?</th>
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<tbody>
<tr>
<td>HO471</td>
<td>Horse Trough, Ingles Street, near intersection of Ingles Street and Williamstown Road</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
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<td>HO472</td>
<td>Rootes Group Automobile Factory Former Commonwealth WWII Facility and Rootes Factory 19 Salmon Street &amp; 299 Williamstown Road, Port Melbourne</td>
<td>Yes</td>
<td>Yes - tower component only; 19 Salmon Street only</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
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<tr>
<td>HO449</td>
<td>Former WJ Carr Warehouse, 95 Bay Street, Port Melbourne</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
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<td>HO451</td>
<td>Exchange Hotel, 39 Bay Street, Port Melbourne</td>
<td>Yes</td>
<td>No</td>
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<td>HO456</td>
<td>Former Australasian Sugar Refining Company complex Land bounded by Beach, Rouse, Dow Streets and Esplanade West except the north western corner</td>
<td>Yes (10 Beach Street only)</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
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<td>HO457</td>
<td>Former Army and Navy Hotel, 95 Dow Street Part 100-128 Bay Street, Port Melbourne - fronting Dow Street</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
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<tr>
<td>HO459</td>
<td>Four shops, 90 Four shops, 90 Four shops - Port Melbourne - fronting Dow Street</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
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<td>10, 11, 12 / 339 Williamstown Road, Port Melbourne, Transitional Arrangements, January 2017</td>
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<td>14-16 The Esplanade, St Kilda</td>
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<td>315-317 Beaconsfield Parade and 109-111 Park Street, St Kilda</td>
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<td>(including Beacon Cove Concept Plan No.1, Beacon Cove Precinct Plan No. 1, Beacon Cove Residential Component Guidelines No.1 and Plan named Beacon Cove Port Melbourne showing areas subject to an environmental audit)</td>
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<td>Melbourne CityLink Project – Advertising Sign Locations, November 2003</td>
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City of Port Phillip Heritage Review

Place Name: Rootes Ltd factory and Commonwealth Department of Munitions (former) Former Commonwealth WWII Facility and Rootes Factory

Other names: Chrysler Australia, Experimental Tank Depot, Department of Aircraft Production Maintenance Division

Address: 19 Salmon Street & 299 Williamstown Road, Port Melbourne

Category: Industrial

Style: Interwar Moderne

Constructed: 1941, 1943, 1945, 1955

Designer: Unknown Commonwealth Department of Works

Amendment: C143

Comment: Exhibition Version Amendment C143

Heritage Precinct Overlay: None

Heritage Overlay(s): HO472

Graded as: Significant

Victorian Heritage Register: No

Significance

What is Significant?

[Image of the factory and a map of the area]
The former Rootes Ltd factory is a large complex of steel and timber framed, and fibre cement and corrugated iron clad factory buildings located on Plummer, Tarver, Smith and Salmon Streets in Fishermans Bend. The first stage of the complex was constructed initially in the 1940s for the Department of Munitions as an armoured vehicle factory for the war effort, and was then occupied by the Department of Aircraft Production Maintenance Division from 1943 to 1946. In 1946 British car manufacturer Rootes Ltd leased the complex and began manufacturing cars (Hillman, Humber, Singer, Sunbeam, Talbot, Karrier, Commer). The complex was substantially enlarged in the mid-1950s, and later used for the manufacture of Chrysler vehicles.

The significant features are the two storey administration and amenities wing with Art Deco elements and, large single level sawtooth roof production line buildings, the tall foundry building, parts store and engine plant buildings. The interior of the former administration and amenities wing including all of the original fabric and finishes and the room layout including, on the ground floor, the large square entrance hall, lobby and stairwell and the former typists room, and on the first floor, the former library, board room and telephone equipment room opening off the central corridor.

**How is it Significant?**

The former Rootes Ltd factory complex is of historical and aesthetic significance at the local level.

**Why is it Significant?**

It is significant for its association with the top secret Commonwealth Department of Munitions manufacturing programme during the Second World War as the experimental tank depot from 1941 and then the Department of Aircraft Production Maintenance Division from 1943 to 1946. The complex demonstrates the role of wartime manufacturing and the aviation industry which were important in Fishermans Bend in the mid-20th century. (Criterion A)

It is of historical significance as the site of Australian tank design during World War Two, and as one of three major automotive factories established in Port Melbourne and Fishermans Bend in the mid twentieth century in response to growing demand for private motor vehicles and government policy to restrict imports in favour of locally produced manufacture. The complex is notable as the first place in Australia where British-designed vehicles were manufactured, as a direct consequence of government sponsorship and the self-sufficient and protective economic policies of the post-war period. (Criterion A)

It is also significant for the scale and form of the buildings, reflecting both the post war austerity in their design, and the vast spaces needed for vehicle manufacture on production line systems. (Criterion D)

Together with the port, the motor industry sustained the area's working class population residing to the south of the Williamstown Road at Garden City, Port Melbourne, Montague and further afield. (Criterion A)

The office and administration building at the north corner of Salmon and Tarver streets is of aesthetic and architectural significance for the Moderne elements (sometimes referred to as Art Deco) notably the bays of vertical strip windows with fin-like piers, banded corners, flagstaff and integrated clock face. This significance is enhanced by the high degree of intactness, which includes original interior fabric and finishes and room layout. (Criterion E)

**Levels of Significance**

Primary significance — Buildings constructed up to 1946 including the Salmon Street office block (including the interior) and original sawtooth factory section extending 50m to the east of this block; foundry and 3 bays of original sawtooth factory east of Smith St & south of Tarver St.
Secondary significance—Post 1947 additions including eastern part of Salmon Street block; two bays east of Smith Street north of Williamstown Road.

No or limited significance—post 1960s additions and internal alterations, window shades, external alterations such as recladding (but not original structural framing).

Levels of significance are shown in Figure 1.

![Figure 1 - Levels of Significance](image)

**Thematic Context**

*Victoria’s framework of historical themes*

7. Governing Victorians: 7.4 Defending Victoria and Australia
5. Building Victoria’s industries and workforce: 5.2 Developing a manufacturing capacity

*Port Phillip thematic environmental history*

5.4 Industry: 5.4.2 South Melbourne, 5.4.5 Growth and prosperity

**History**

*Experimental Tank Works*

Early in World War Two, the Australian government commenced a program to establish an armoured division and provide locally made tanks. British artillery officer, Colonel W D Watson, advised the Defence Department from December 1940 and by February 1941, the Australian Cruiser Mark 1, tank was designed to a mock-up stage. An experimental tank depot was constructed around July 1941 on a 9½ acre site at Fishermen’s Bend. (Reeves, 2015) However, production was very slow and only a few tanks were built.
before the local tank manufacturing programme was ultimately stopped in July 1943 in favour of imported tanks from America.

The Department of Aircraft Production (DAP) then took over the factory for expansion of the existing aircraft production in the area at the Commonwealth Aircraft Corporation (CAC) works on Lorimer Street, which commenced in 1937, and the Beaufort bomber factory was built on Lorimer Street in 1940. The Salmon St factory became DAP Maintenance Division and then the Maintenance & Disposals Division in August 1945. At the end of the war it was re-named the DAP Supply & Disposals Branch (and, later still, the Disposals Branch), from where surplus materials were sold off. (Reeves, 2015)

Car Manufacture in Australia

The Rootes car factory had its origins in an incipient local auto industry which developed in the 1920s when a company called Eclipse Motors was established as an importer and distribution company. In the 1930s, it erected a plant at the southern end of Salmon Street, Fishermans Bend, with the assistance of Standard-Triumph and the Victorian Government.

In 1937, the State government and American motor manufacturers were negotiating regarding the establishment of a major automobile factory in Port Melbourne. Three of the four US majors, including both Ford and Chrysler, were considering this option (Courier Mail, 1937) although Chrysler emphatically denied rumors that it was negotiating to start Australian Manufacture. (SMH, 1937)

In 1941, the Australian Prime Minister Robert Menzies, travelled to Britain to consider collaborative wartime vehicle production. He spent a considerable time with Billy Roote, head of the Rootes Manufacturing Group. (RMG) In January 1946, the Minister for Post War Reconstruction Mr. John Dedman (who succeeded Ben Chifley) announced the establishment of two new industries, one the Bruck silk mills in Wangaratta, and the other the manufacture of cars by the Rootes Ltd in the Fisherman's Bend factory that had previously been used for armored fighting Vehicle production during the war. (Advocate, 1946)

Richard Watney was appointed general manager and initially the factory assembled Hillman Minx vehicles from 1946. This was the first instance of a British motor manufacturer establishing a production line in Australia.

Further expansion of the works was underway within a few years and by 1955, production capacity had increased to 3800 vehicles per year and the work force had grown to 1500.

In December 1965, Rootes Australia Ltd. merged with Chrysler Australia and assembly was gradually moved from Port Melbourne to the latter’s existing facilities in Adelaide, South Australia. In 1955 Chrysler had erected the Tonsley Park factory in South Australia, which eventually covered 170 acres. This was subsequently taken over by Mitsubishi and became their main manufacturing works in Australia (Western Herald, 1955) until they ceased building cars in Australia in 2000. Chrysler Australia ceased production of Hillmans in 1973.
Figure 12 – Rootes factory in 1950s looking west, showing recent extensions with light roofs (Source: The Supreme Sunbeam)

Primary References

Land Victoria, Certificate of titles


Rootes Archive Centre Trust Photograph Albums Bob Allan Rootes Archive Centre Trust. April 9, 2012
http://tardis.dl.ac.uk/ARCC/Albums/albums.pdf

Newspaper articles


Secondary References


Daley, Charles, The History of South Melbourne: From the foundation of settlement at Port Phillip to the year 1938, Melbourne, 1940


‘Port Melbourne Walk’, booklet produced by the Art Deco & Modernism Society PMHS Blog, Friday, January 10, 2014

Milner, P., Melbourne University technical publication – Southbank industrial seedbed.

Rootes Manufacturing Group - Wartime Vehicle Productions etc. Photograph Album No 1, Series number A5954 634/1, http://tardis.dl.ac.uk/ARCC/catalogue.html


The Supreme Sunbeam – Fishermans Bend http://www.sunbeam.org.au/?page_id=1119


Description

Large factory complex of single level sawtooth roofed assembly buildings and two storey administrative block on Salmon Street. Separate sawtooth roof buildings for the engine plant and vehicle assembly are on the west side of Smith Street north of Tarver Street, which becomes an internal factory road on the eastern part of the site. The buildings have south-facing welded and bolted steel truss framed and sawtooth-roofed with timber purlins and wall joists, timber steel and some reinforced concrete posts, clad primarily in corrugated asbestos cement sheets. Brick lower walls for impact resistance, support hopper-sash steel-framed windows in continuous bands around most external walls. The interior space is mostly uncluttered by partitions and has reinforced concrete floors throughout.

The two storey office and amenities wing on Salmon Street has a hipped roof of corrugated asbestos sheet and a feature main entrance tower of rendered brick on the south end. This has elaborate brickwork around the main entrance doors and plinth along the lower walls, and vertical window strips above a projecting concrete porch, surmounted by a stylised clock, as well as rusticated quoins to the main bays. Around the corner, the vertical window strips are repeated to double storey height with a finned flagpole above. Matching geometric pattern iron gates on tall brick posts once complemented the building, but have been removed in recent years. Lettering from the former company name ‘ROOTES AUSTRALIA LTD’ can just be discerned, painted on the roof.

Internally, much of the interior and layout of the former office and amenities wing appears to remain intact. Original fabric and finishes includes architraves, skirtings and door joinery in varnished timber, inlaid parquetry floors in a bordered basket weave pattern, plaster walls incorporating moulded panels, cornices and Art Deco style fluted piers, built in furniture such as cupboards in the former board room, and original staircases with either metal railings or solid balustrade with moulded timber handrail and cylindrical newels. Some examples of original light switches, light fittings and door hardware also remain. The ground floor contains a large square entrance hall, lobby and stairwell and the former typists room. These rooms largely remain in their original format. On the first floor, the former library, board room and telephone equipment room open off the central corridor. These three original rooms have been subdivided by partition walls, which could be removed to reveal the original spaces. The library also retains an original skylight.1

Condition and integrity

Apart from minor internal alterations such as installation of partition walls, replacement of some glazing on the eastern elevation of the main office, replacement of some cladding, overpainting of some windows and the addition of window shades on the north elevations, the buildings are highly intact and in sound condition.

1 Information about the interior is drawn from Former Rootes Factory, 19 Salmon Street, Port Melbourne Conservation Management Plan (2016) and Rootes Ltd Factory (former), 19-25 Salmon Street, Port Melbourne Heritage Assessment (2015)
Comparative Analysis

Australian Motor Industries (AMI) was established in 1954 as the successor to the Standard Motor Company, a Melbourne based vehicle assembler for "Rambler" cars and the British "Triumph". This took over the former Felton Grimwade building in Ingles Street around this time and was still there in 1973. It also carried out some finishing operations on "Mercedes Benz" cars and was the first to make a connection with a Japanese manufacturer with a view to assembling Japanese vehicles. The Japanese partner was Toyota, which was ultimately to absorb AMI and continues to occupy the Ingles Street offices and manufacturing plant.

The GMH Fishermans Bend Plant and Ford Geelong, present the car factory as US import, Ford almost certainly being an off-the-shelf design by Albert Kahn. The scale of fibre cement sheeted Art Deco has probably not been matched in any surviving factory building. James Hardy in Brooklyn had a comparable plant including a showroom featuring the whole range of shapes and forms of their product in its design, but has been entirely demolished.

Assessment

This place has been assessed in accordance with the processes and guidelines outlined in the Australia ICOMOS Charter for Places of Cultural Heritage Significance ("The Burra Charter") 2013, using the HERCON criteria. The relevant criteria are set out below:

Criterion A: Importance to the course, or pattern, of our cultural or natural history.

Criterion E: Importance in exhibiting particular aesthetic characteristics.

Recommendations

Biosis Pty Ltd, Fishermans Bend additional heritage place assessments, 2015 recommendations:

- Nominate to Port Phillip Planning Scheme with a site specific heritage overlay.
- Retain the primary significant elements which relate to the original Defence Department factory and Rootes car factory dating up to 1946:
  - the two storey Salmon Street office block with main entrance tower.
- the north and south elevations of the original sawtooth factory section extending for 50m to the east of this block.
- the foundry and three bays of original sawtooth factory east of Smith St & south of Tarver Street;
- Retain and adapt representative elements and elevations of secondary significant buildings in any new redevelopment:
  - the Plummer and Smith Streets elevations of the eastern part of Salmon Street block;
  - the two bays east of Smith Street north of Williamstown Road.
- Incorporation of structural elements such as roof trusses and framing, as design and landscape features in future development is encouraged.
- Design future development of the site so that it is informed by the character of the existing buildings including use of sympathetic materials, scale, roof forms and fenestration, and maintain the verticality and reference to former rooflines.
- Maintain existing setbacks from retained parts of the building.
- Prepare an archival photographic and structural drawing record to be prepared and lodged with Port Phillip Council and the State Library Victoria prior to demolition of any buildings or elements.

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**Primary heritage study**

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

**Other heritage studies**

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

Fishermans Bend additional heritage place assessments.

Prepared for the City of Port Phillip

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Cover image – President of Vietnam, Mr Ngo Dinh Diem and delegation inspecting Rootes factory 1957 (National Archives of Australia A1672:VNP5/19)

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Summary

City of Port Phillip has engaged Biosis Pty Ltd to undertake a heritage assessment of several places in the Fishermans Bend Urban Renewal Area (initially identified by Biosis Pty Ltd, in work prepared for Places Victoria in 2013), primarily to determine whether the places identified warrant further recognition and protection under the VHR or the City of Port Phillip planning scheme and if so, to prepare citations that would support the introduction of planning provisions.

The Fishermans Bend Urban Renewal Area (FBURA) is located in the City of Melbourne and City of Port Phillip, extending from the foot of Emerald Hill to Todd Road and from Williamstown Road and the Westgate Freeway. It includes parts of Port Melbourne known as Fishermen's Bend, and other regions such as Montague and the old South Bank industrial area in the former cities of Port Melbourne and South Melbourne.

The Fishermans Bend Heritage Study, which was undertaken for Places Victoria, identified a number of places for which further historical and comparative assessment was considered warranted. The study identified three places for potential inclusion on the Victorian Heritage Register and nine places for consideration for inclusion on the Port Phillip Planning Scheme Heritage Overlay.

The potential VHR places identified were:

- Dunlop factory, 227 Normanby Road, South Melbourne
- Laconia Blanket Mills, 181 Normanby Road, Southbank
- Johns & Waygood, 400-430 City Road, Southbank

The potential Heritage Overlay places include:

- Holvex Pty Ltd, 144 Ferrars Street cnr. Thistlethwaite Street South Melbourne (No recommendation has been made to include this site in a HO),
- Shop & residences, 125-127 Ferrars Street, Southbank (This site is already in precinct heritage overlay HO4)
- Post war factory, 185 Ferrars Street Southbank (previously listed as Meaden Street) (This site is already in precinct heritage overlay HO4)

Places recommended for further investigation with a view to inclusion on the Heritage Overlay

- Electricity substation, cnr. Munro & Johnston Streets, South Melbourne
- Horse trough, Ingles Street, cnr. Williamstown Road, Port Melbourne
- Rootes/Chrysler factory, 19 Salmon Street, 291 & 299 Williamstown Road, 332 Plummer Street, 7-9 & 21 Smith Street, Port Melbourne
- Two storey shops, 496-498 City Road, South Melbourne
- House, 506 City Road, South Melbourne
- Shops, 157-163 Montague Street, South Melbourne

(Note that 125-127, 144 and 185 Ferrars Street are within the Heritage Precinct covered by HO4. These, however, may warrant individual citations and heritage overlays. Similarly, Johns & Waygood is within the HO4 precinct overlay, but may warrant separate citations and overlays, whether or not it is added to the VHR)

Further investigations were carried out in 2015 in order to develop citations for two of the places, namely:
• Johns & Waygood (400-430 City Road) – This site was determined to encompass three parcels of land, for which individual citations were prepared for each.

• Rootes/Chrysler factory (19 Salmon Street, 291 & 299 Williamstown Road, 332 Plummer Street, 7-9 & 21 Smith Street, Port Melbourne) – A separate citation was prepared for this site.

Summary of Recommendations

The study identified significance values for the nominated sites as follows:

In order to conserve and enhance the heritage character of the Fishermans Bend Urban Renewal Area, future development must be respectful of the built form, streetscapes and urban design as well as the intangible values of the former natural landscape and potential buried Aboriginal cultural heritage, which demonstrate the significant heritage and history of the area. Therefore in preparing future planning and policy frameworks, strategic designs and proposals for new buildings and works, a number of matters should be addressed as follows:

Table 1: Summary of recommendations

<table>
<thead>
<tr>
<th>Place and address</th>
<th>Significance level</th>
<th>Proposed protection</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dunlop Factory 227 Normanby Road, South Melbourne</td>
<td>State</td>
<td>Victorian Heritage Register</td>
</tr>
<tr>
<td>Laconia Blanket Mills 181 Normanby Road. South Melbourne.</td>
<td>State</td>
<td>Amend Individual place Heritage Overlay</td>
</tr>
<tr>
<td>Johns &amp; Waygood, 400-430 City Road</td>
<td>State</td>
<td>New individual place Heritage Overlay &amp; Victorian Heritage Register</td>
</tr>
<tr>
<td>Electricity Substation, cnr. Munro &amp; Johnson Streets</td>
<td>Local</td>
<td>Individual place Heritage Overlay</td>
</tr>
<tr>
<td>Horse Trough, Ingles Street, cnr. Williamstown Rd.</td>
<td>Local</td>
<td>Individual place Heritage Overlay</td>
</tr>
<tr>
<td>Rootes/ Chrysler factory, 19 Salmon Street, 291 &amp; 299 Williamstown Road, 332 Plummer Street and 7-9 &amp; 21 Smith Street, Port Melbourne</td>
<td>Local</td>
<td>Individual place Heritage Overlay</td>
</tr>
<tr>
<td>Two storey shops, 496-498 City Road South Melbourne</td>
<td>Local</td>
<td>New precinct Heritage Overlay</td>
</tr>
<tr>
<td>House, 506 City Road South Melbourne</td>
<td>Local</td>
<td>New precinct Heritage Overlay</td>
</tr>
<tr>
<td>Shops, 157-163 Montague Street South Melbourne</td>
<td>Local</td>
<td>New precinct Heritage Overlay</td>
</tr>
<tr>
<td>Holvex Pty Ltd, 144 Ferrars Street cnr. Thistlethwaite Street South Melbourne</td>
<td>Local interest</td>
<td>No action</td>
</tr>
<tr>
<td>Place and address</td>
<td>Significance level</td>
<td>Proposed protection</td>
</tr>
<tr>
<td>--------------------------------------------------------</td>
<td>-----------------------------------------</td>
<td>----------------------------------------------------------</td>
</tr>
<tr>
<td>Shop &amp; Residences, 125-127 Ferrars Street</td>
<td>Contributory local place</td>
<td>Amend HO4 citation include as 'Contributory'</td>
</tr>
<tr>
<td>South Melbourne</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Post war factory, 185 Ferrars Street</td>
<td>Contributory local place</td>
<td>Amend HO4 citation to include as 'Contributory'</td>
</tr>
<tr>
<td>(previously Meaden Street) South Melbourne</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
1 Background and Purpose

City of Port Phillip has engaged Biosis Pty Ltd to undertake heritage assessment of several places in the Fishermans Bend Urban Renewal Area (FBURA).

1.1 Assessment Objectives

A number of places were identified in the Fishermans Bend Urban Renewal Area Heritage Study (Vines 2013) as deserving further historical and comparative assessment with a view to upgrading their level of significance and recommending statutory protection. The objectives of the present study are to undertake a detailed investigation of places identified in the FBURA which were nominated for further heritage protection; to identify the cultural significance values of these places, document their history and physical condition, and prepare citations where necessary for inclusion in future nominations to the relevant statutory registers.

The study identified three places for potential inclusion on the Victorian Heritage Register and nine places for consideration for inclusion on the Port Phillip Planning Scheme Heritage Overlay.

The potential VHR places are:

- Dunlop Factory, 66 Montague Street & 223-229 Normanby Road, South Melbourne
- Laconia Blanket Mills, 179-185 Normanby Road, Southbank, Plan CP163199
- Johns & Waygood:
  - 400-406 City Road Southbank, Lot 2 PS421775
  - 408-410 City Road Southbank, Lot 4 LP81733
  - 412-430 City Road Southbank, Lot 2 LP80418

The potential Heritage Overlay places include:

- Electricity Substation cnr. Munro & Johnston Streets (98 Johnson Street), South Melbourne
- Horse Trough, Ingles Street road reserve, near corner Williamstown Road, Port Melbourne
- Rootes / Chrysler Factory, 19 Salmon Street, 291 & 299 Williamstown Road, 332 Plummer Street, 7-9 & 21 Smith Street, Port Melbourne
- Two storey shops, 496-498 City Road, South Melbourne, Lots 1 and 2 PS408183
- House, 506 City Road, South Melbourne, Lot 1 TP319840
- Shops, 157-163 Montague Street, South Melbourne, Lots 6, 7, 8 & 9 LP8265
- Holvex Pty Ltd, 144-148 Ferrars Street (cnr. Thistlethwaite Street), South Melbourne (note this site is not in HO4)
- Shops and Residences, 125-127 Ferrars Street, Southbank
- Post War Factory, 185 Ferrars Street (previously listed as Meaden Street), Southbank, Lot 1 PS431184

(Note the last two places are already within the Heritage Precinct covered by HO4. These, however, warrant individual citations and heritage overlays. Similarly, Johns & Waygood is within the HO4 precinct overlay, but warrants a separate citation and overlay, whether or not it is added to the VHR)
2.6  Rootes/ Chrysler factory

Address – 19 Salmon Street, 291 & 299 Williamstown Road, 332 Plummer Street, 7-9 & 21 Smith Street, Port Melbourne -37.833565, 144.92413

Heritage Overlay(s) - none; Heritage Precinct Overlay – none; City of Port Phillip Heritage Review Citation No: none

Summary - Include on Port Phillip Heritage Overlay. Large Automotive assembly factory commenced 1945-6. Architectural values – Art Deco style. This was the first of a number of automotive works in the area, attracted to the availability of large manufacturing sites close to rail and sea transport. Local Significance.

Figure 59: location of Rootes factory, with proposed HO extent

Figure 60: Tower feature at south end of main office building.
Significance

What is Significant?
The Rootes factory is a large complex of steel and timber framed, and fibre cement and corrugated iron clad factory buildings located on Plummer Smith and Salmon Streets in Fishermans Bend. It features a two story administration and amenities wing with art deco elements and large single level sawtooth roof production line buildings. The first parts of the buildings complex were constructed initially in 1941 (probably comprising the Salmon Street office wing and about 50 metres of the seven bays of sawtooth roof behind) as an armored vehicle factory for the war effort, and expanded in 1946 to accommodate manufacturing capacity for Rootes Group cars (Hillman, Humber, Singer, Sunbeam, Talbot, Karrier, Commer). It was substantially enlarged in the mid 1950s, and later used for manufacture of Chrysler vehicles.

How is it Significant?
The Rootes factory is of historical and aesthetic significance at the local level.

Why is it Significant?
The site is significant for its association with the top secret Commonwealth Department of Munitions manufacturing programme during the Second World War as the experimental tank depot from 1941 and then the Department of Aircraft Production Maintenance Division from 1943 to 1946. The complex demonstrates the role of wartime manufacturing and the aviation industry which were important in Fishermans Bend in the mid-20th century.

The complex is notable as the first place in Australia where British-designed vehicles were manufactured, as a direct consequence of government sponsorship and the self-sufficient and protective economic policies of the post-war period. It is also significant for the scale and form of the buildings, reflecting both the post war austerity in their design, and the vast spaces needed for vehicle manufacture on production line systems.

Together with the port, the motor industry sustained the area's working class population residing to the south of the Williamstown Road at Garden City, Port Melbourne, Montague and further afield. The place is of aesthetic and architectural significance for the Modernism of its Salmon Street office buildings in an international style with some Moderne elements (sometimes referred to as Art Deco)

The place therefore meets the HERCON heritage criteria as follows:

- Criterion A: Importance to the course, or pattern, of our cultural or natural history – as an important post-war industrial development
- Criterion E: Importance in exhibiting particular aesthetic characteristics – for the Art Deco elements of the main office building

Levels of significance

Primary significance – Buildings constructed up to 1946 including the Salmon Street office block and original sawtooth factory section extending 50m to the east of this block; foundry and 3 bays of original sawtooth factory east of Smith St & south of Tarver Street.

Secondary significance – Post 1947 additions including eastern part of Salmon Street block; factory blocks west of Smith St. and extension towards Williamstown Road.

No or limited significance – post 1960s additions and internal alterations, window shades, external alterations such as recladding (but not original structural framing.

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79 Ward 2011.
Description

Large factory complex of single level sawtooth roofed assembly buildings and two storey administrative block in modernist style on Salmon Street. Separate sawtooth roof buildings for the engine plan and vehicle assembly are arranged either side of Smith Street, and on Tarver Street which becomes an internal factory road on the eastern part of the site. The buildings have south-facing welded and bolted steel truss framed and sawtooth-roofed with timber purlins and wall joists, timber steel and some reinforced concrete posts, clad primarily in corrugated asbestos cement sheets. Brick lower walls for impact resistance, support hopper-sash steel-framed windows in continuous bands around most external walls. The interior space is mostly uncluttered by partitions and has reinforced concrete floors throughout.

The two storey office and amenities wing on Salmon Street has a hipped roof of corrugated asbestos sheet and a feature main entrance tower of rendered brick on the south end. This has elaborate brickwork around the main entrance doors and plinth along the lower walls, and vertical window strips above a projecting concrete porch, surmounted by a stylised clock, as well as rusticated quoins to the main bays. Around the corner, the vertical window strips are repeated to double storey height with a finned flagpole above. Matching geometric pattern iron gates on tall brick posts once complemented the building, but have been removed in recent years. Lettering from the former company name ‘ROOTES AUSTRALIA LTD’ can just be discerned, painted on the roof.
Figure 62: Rootes Main office buildings on Salmon St.

Figure 63: East elevation of office block with flagpole
Figure 64: Main entrance, south elevation. Note clock above first floor windows

Figure 65: Main entrance with former gates (removed)\textsuperscript{80}

\textsuperscript{80} David Thompson, via Art Deco Society, \url{http://www.flickr.com/photos/dct66/5455360888/} (accessed 1.9.15)
Figure 66: North elevation of main Salmon St block

Figure 67: Former foundry and engine works, with reclad walls and roof.
Figure 68: Assembly buildings west of Smith Street looking north west

Figure 69: Plummer Street elevation
Figure 70: Rooflights of western assembly building (west of Smith St)

Figure 71: Roof trusses of main assembly buildings
Figure 72: Interior of main assembly building looking west

Background History

Experimental Tank works

Early in World War Two, the Australian government commenced a program to establish an armoured division and provide locally made tanks. British artillery officer, Colonel W D Watson, advised the Defence Department from December 1940 and by February 1941, the Australian Cruiser Mark 1, tank was designed to a mock-up stage. An experimental tank depot was constructed around July 1941 on a 9½ acre site at Fishermen’s Bend. However, production was very slow and only a few tanks were built before the local tank manufacturing programme was ultimately stopped in July 1943 in favour of imported tanks from America.

The Department of Aircraft Production (DAP) then took over the factory for expansion of the existing aircraft production in the area at the Commonwealth Aircraft Corporation (CAC) works on Lorimer Street, which commenced in 1937, and the Beaufort bomber factory was built on Lorimer Street in 1940. The Salmon St factory became DAP Maintenance Division and then the Maintenance & Disposals Division in August 1945. At the end of the war it was re-named the DAP Supply & Disposals Branch (and, later still, the Disposals Branch), from where surplus materials were sold off.

Car Manufacture in Australia

Australia’s automotive industry evolved from carriage builders and engineers of the 19th century, who manufactured and maintained transport vehicles and small engines. The concentrations of these works were around Southbank, where early foundries and engineers served maritime industry from the 1850s, and North Melbourne, where connections with the horse markets provided the local impetus. While auto showrooms spread along Elizabeth Street, the importers and manufactures such as Kellow Fawkner and Holden ran down City Road through South

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82 Reeves (2015), Rootes Ltd Factory
83 Milner P. Melbourne University technical publication – Southbank industrial seedbed.
Melbourne. Other related manufacturers such as BALM Paints (later Dulux) were also located in the area.

The prospect of full Australian car manufacture was first raised by Prime Minister Bruce in 1927 and in 1930, the Scullin government introduced tariffs on imported motor vehicle mechanical parts, such as gears, axles, bearings and motor parts, encouraging local assembly of cars so that by 1937 vehicles assembled in Australia comprised up to 40 per cent local content.

A company called Eclipse Motors was established in the 1920s as an importer and distribution company. In the 1930s, it erected a plant at the southern end of Salmon Street, Fishermans Bend, with the assistance of Standard-Triumph and the Victorian Government.

Five proposals for the manufacture of complete cars were received, from Ford (US), General Motors (US), The Nuffield Group (BMC), Standard-Triumph and Chrysler-Dodge (US). With government support, it was hoped that 45,000 vehicles would be manufactured in Australia each year to supply an estimated market of 75,000. The Cabinet decided to support

Only the Holden and Ford proposals were supported, but the three unsuccessful proposals all went ahead with both vehicle assembly and full manufacture. BMC built a factory for its Austin, Morris, Wolseley and MG cars at Zetland, Sydney from 1950; Chrysler acquired the South Australian motor body builder TJ Richards at Keswick, Adelaide; Standard-Triumph) built a new plant at Port Melbourne.

Following the establishment of GMH in the 1930s, and Standard Motors/ AMI a little later, Rootes was the third large car manufacturer in Fishermans Bend.

In 1937, the State government and American motor manufacturers were negotiating regarding the establishment of a major automobile factory in Port Melbourne. Three of the four US majors, including both Ford and Chrysler, were considering this option although Chrysler emphatically denied rumors that it was negotiating to start Australian Manufacture.

Import tariffs on vehicles encouraged the growth of the Australian vehicle body building industry from the early 1920s. The tax concessions varied with the degree of local content. Changes within the industry saw the consolidation of the principal manufacturers and the demise of the smaller body builders. The Port Melbourne assembly plants, of both the Rootes group and Standard Motors were among many new facilities set up to meet the post war demand for new vehicles and avoid the import tariffs. The post-war labor governments of Curtin and Chiffley pursued a program of economic centralism and industry protection, seeking out or encouraging manufacturers to set up local plants with offers of assistance with land and other subsidies.

In 1941, the Australian Prime Minister Robert Menzies, travelled to Britain to consider collaborative wartime vehicle production. He spent a considerable time with Billy Roote, head of the Rootes Manufacturing Group. In January 1946, the Minister for Post War Reconstruction Mr. John Dedman (who succeeded Ben Chifley) announced the establishment

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90 Rootes Manufacturing Group - Wartime Vehicle Productions etc. Photograph Album No 1, Series number AS954 634/1 http://tardis.dl.ac.uk/ARCC/catalogue.html (retrieved 1 June 2015)
of two new industries, one the Bruck silk mills in Wangaratta, and the other the manufacture of cars by the Rootes Ltd in the Fisherman's Bend factory that had previously been used for armored fighting Vehicle production during the war.91

Initially the Australian division of the British Rootes Group assembled Hillman Minx vehicles at Port Melbourne in 1946. This was the first instance of a British motor manufacturer establishing a production line in Australia.

After the war, Standard-Triumph bought into the Eclipse Motor Company, built a new factory and began assembling cars from imported parts in the new assembly plant in 1952. Standard changed its name to Australian Motor Industries Limited (AMI), adding Rambler and Toyota to its assembly in the 1960s, and constructing new plant on Graham Street Port Melbourne.

In 1950 Chrysler's Australian subsidiary came under the direct control of the US parent company and the number of Dodge, De Soto and Chrysler cars assembled at Adelaide was greatly increased. In 1962, Chrysler made it a three-way contest with Ford and Holden with the introduction of the Valiant range.

Meanwhile, in 1963, Australian Motor Industries Ltd, formed in 1952 from Standard Cars Ltd, the Australian distributor since 1938 of Triumph and Standard cars, arranged to assemble in Melbourne cars for Japan's Toyota company.

In 1966, with the USA acquisition of the British Rootes Group, Chrysler Australia took over the Rootes brands in Australia as well as its interests in the AMI Port Melbourne factory. In 1973, Chrysler Australia sold its interests in the Port Melbourne factory, focusing its Australian production at their Tonsley Park plant in Adelaide.

Rootes in Fishermans Bend

During the war, an extensive plant was erected in Fisherman’s Bend for military production. It covered almost an entire block and became the headquarters for manufacture of aircraft (principally the Beaufort bomber) by the Department of Aircraft Production during WWII.92 The factory spread over 35,000 square feet covering a whole block.93

The early relationship bore further fruit after the war when new uses were found for the plant, when in 1946:

...The Victorian Premier, John Cain, announced what would be the first British car manufacturing company to establish in Australia ...when the ROOTES automobile factory would be built at Port Melbourne. The State Government would give this highly reputable English firm every co-operation and assistance.

Victoria had been selected after assessing alternative sites from Brisbane to Adelaide. All production operations would be carried out in Victoria, and co-operation of allied trades would be sought in increasing the Australian content of vehicles progressively and economically.

Mr. Cain said he felt sure that the Government's plan to develop on a huge scale the power and fuel resources of Victoria had played no small part in the final decision of ROOTES Ltd to establish in this state. Victoria offered many natural advantages for industrial expansion. The Government would continue its vigorous policy for attracting secondary industries.94

Negotiations were completed between Rootes and the Commonwealth Government and the Victorian Government for the acquisition of the former tank factory at Fisherman's Bend, South Melbourne to produce Humber, Hillman, and

92 Port Melbourne Walk booklet produced but the Art Deco & Modernism Society Friday, PMHS Blog, January 10, 2014
93 Rootes Archive Centre Trust Photograph Albums Bob Allan Rootes Archive Centre Trust. April 9, 2012
http://tardis.dl.ac.uk/ARCC/Albums/albums.pdf (retrieved 1 June 2015)
Sunbeam-Talbot cars along with Commer and Karrier commercial vehicles.  

Figure 73: View of Garden City and Williamstown Road Esquire factory on right distance. (General Motor-Holden's Ltd, Fishermans Bend, 1939 Port Melbourne Centenary Celebrations Committee)

**Place history**

The first industrial activity in the Salmon Street, Plummer Street and Williamstown Road Block was for works associated with the Eclipse Motor co. It is unclear where exactly this works was located, but it is likely to be the same as that listed for the Australian Ball Bearing Co Pty Ltd, in 1941.

The State Public Works depot occupied an adjacent site. In 1942-3, the Department of Munitions (experimental works) was listed along with the Ball Bearing Co and in 1944-6 Fireproof Tanks Ltd. and the Department of Air Production factory joined them.

‘Rootes Ltd (incorporated in England) motor cars’, is first listed in 1957, along with the Queens Bridge Motor and Engineering Co. P/L. These two are the only listings for the next decade, when Rootes changes to Chrysler Australia Ltd motor car manufacturers in 1968, continuing as sole occupant of the block until the last issue of the directories 1974, when it is simply "no listing".

Most evidence points to commencement of construction works for the new Rootes factory in 1945-46, although one image at the State Library Victoria, suggests a 1935 data. It is presumed this is an error.

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96 *Sands & McDougall*, Melbourne and Suburban Directory 1941.

The press detailed the arrangements for the new factory:

**Big Firm’s Project at Fishermen’s Bend CANBERRA**

ROOTES Ltd. of London are to establish their Australian motorcar factory at Fishermen's Bend, Port Melbourne. There, they will produce Humber, Hillman, and Sunbeam-Talbot motorcars and Commer and Karrier trucks, and they will be the first British motor manufacturers to establish themselves in Australia.

The Victorian Government assisted in the negotiations between the firm and the Commonwealth. The Commonwealth property acquired, when suitably re-constructed by the company will have cost about £300,000. Labour will be recruited from the area. Full use will be made of Australia’s existing manufacturing facilities, and the company will co-operate with established engineering and allied industries. Announcing the decision today,

Mr. Dedman, Minister for Postwar Reconstruction, said it was a practical example of the confidence of British manufacturers in Australia’s industrial development, and it was gratifying that an organisation which had materially assisted Britain’s war effort should take the lead. Sir William ROOTES and Mr. R. E. C. ROOTES, deputy chairman of the group, had thanked the Commonwealth and Victoria for their help. The Fishermen’s Bend factory would be producing vehicles with a minimum of delay as many materials as possible would be bought from Australian sources, thus benefiting

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both Commonwealth and British industry and stimulating employment in both countries.\textsuperscript{99}

Mr Richard Watney, a former British motor racing driver and managing director of Lagonda Ltd., was appointed general manager of the Fishermans Bend plant, and a director of Rootes Ltd.\textsuperscript{100} Watney unfortunately was killed in a car accident three years later.\textsuperscript{101} G A W Laird returned to Australia in December 1949 to replace Watney. Laird was also a motor racing driver, and had originally moved from America, to supervise aircraft production in Britain during the war and was responsible for establishing the Fishermans Bend Plant.\textsuperscript{102}

\begin{figure}[h]
\centering
\includegraphics[width=\textwidth]{image75.png}
\caption{Rootes Factory shortly after construction c.1946, National Archives A1200, L1849}
\end{figure}

Further expansion of the works was underway within a few years and by 1955, production capacity had increased to 3800 vehicles per year and the work force had grown to 1500. The builder was E A Watts of Hoddle Street, Richmond. The opening of the new plan by the Victorian Governor was described as follows:

\begin{quote}
A £1,000,000 extension to the factory was opened by the Governor Sir Dallas Brooks, The new plant including equipment intended to give "...the company the most modern synthetic paint plant in the Southern Hemisphere, accounts for £250,000. The main assembly building has been increased by 117,000 sq. ft., and other additions include a canteen seating 800 a new replacement parts building and a medical centre with modern surgical and X-ray equipment. Service division offices have also been erected, with accommodation for regular technical training schools.\textsuperscript{103}
\end{quote}

The paint plant may refer to the separate but adjacent Glazebrook Paints & Chemicals Ltd factory which was built the corner of Williamstown Road west of Smith Street, in 1945 at a cost of £18,933.\textsuperscript{104}

The factory became one of the major motor assembly works in Australia, possibly coming third after Holden and Ford in the 1950s. It was visited by a number of dignitaries, both as part of the post war skills training programs to get ex-

\textsuperscript{104} Miles Lewis Architectural Index. Record No. 68272. & No. 63985, cited in Raworth, B. Expert Witness Statement 7-9 Smith Street & 219 Williamstown Road.
servicemen back into the work-force, and for diplomatic purposes, developing ties with allies for both defence and economic co-operations. The following images from the National Archives show some of these activities.

Figure 76: Training ex-servicemen for car assembly work at one of the Rootes Group factories Fishermens Bend 1945 National Archives Image no.: A1200, L1647 L1655 L1654, L1653
Figure 77: President of Vietnam, Mr Ngo Dinh Diem views the Rootes automotive factory, Victoria, Australia, 1957 National Archives Image no.: A1672, VNP5/21
In December 1965, Rootes Australia Ltd. merged with Chrysler Australia and assembly was gradually moved from Port Melbourne to the latter’s existing facilities in Adelaide, South Australia. In 1955 Chrysler had erected the Tonsley Park factory in South Australia, which eventually covered 170 acres. This was subsequently taken over by Mitsubishi and became their main manufacturing works in Australia\textsuperscript{105} until they ceased building cars in Australia in 2000. Chrysler Australia ceased production of Hillmans in 1973.

In 2006 the site was underutilised, but subsequently self-storage, paintball and several other businesses moved into the various buildings and cosmetic renovations have been carried out.\(^{107}\)


Comparison

Australian Motor Industries (AMI) was established in 1954 as the successor to the Standard Motor Company, a Melbourne based vehicle assembler for “Rambler” cars and the British “Triumph”. This took over the former Felton Grimwade building in Ingles Street around this time and was still there in 1973. It also carried out some finishing operations on “Mercedes Benz” cars and was the first to make a connection with a Japanese manufacturer with a view to assembling Japanese vehicles. The Japanese partner was Toyota, which was ultimately to absorb AMI and continues to occupy the Ingles Street offices and manufacturing plant.

The GMH Fishermans Bend Plant and Ford Geelong, present the car factory as US import, Ford almost certainly being an off-the-shelf design by Albert Kahn. The scale of fibre cement sheeted Art Deco has probably not been matched in any surviving factory building. James Hardy in Brooklyn had a comparable plant including a showroom featuring the whole range of shapes and forms of their product in its design, but has been entirely demolished.

Thematic Context

3. Developing local, regional and national economies.
3.12 Developing an Australian manufacturing capacity.
5.2 Developing a manufacturing capacity

Recommendations

Include in Port Phillip Planning Scheme with site specific Heritage Overlay to the extent indicated in Figure 59

Include a citation in the Port Phillip Heritage Review and ‘significant’ grading, the citation to identify the hierarchy of significance and to provide specific guidance for redevelopment.

110 Sands & McDougall Directory
3 Conclusion

3.1 Recommendations

General recommendations
The study has identified significance values for the nominated review sites as follows:

Table 2: Summary of recommendations

<table>
<thead>
<tr>
<th>Place and address</th>
<th>Significance level</th>
<th>Proposed protection</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dunlop Factory 227 Normanby Road, South Melbourne</td>
<td>State</td>
<td>Victorian Heritage Register</td>
</tr>
<tr>
<td>Laconia Blanket Mills 181 Normanby Road. South Melbourne.</td>
<td>State</td>
<td>Amend Individual place Heritage Overlay</td>
</tr>
<tr>
<td>Johns &amp; Waygood, 400-430 City Road</td>
<td>State</td>
<td>New individual place Heritage Overlay &amp; Victorian Heritage Register</td>
</tr>
<tr>
<td>Electricity Substation, cnr. Munro &amp; Johnson Streets</td>
<td>Local</td>
<td>Individual place Heritage Overlay</td>
</tr>
<tr>
<td>Horse Trough, Ingles Street, cnr. Williamstown Rd.</td>
<td>Local</td>
<td>Individual place Heritage Overlay</td>
</tr>
<tr>
<td>Rootes/ Chrysler factory, 19 Salmon Street, 291 &amp; 299 Williamstown Road,</td>
<td>Local</td>
<td>Individual place Heritage Overlay</td>
</tr>
<tr>
<td>332 Plummer Street and 7-9 &amp; 21 Smith Street, Port Melbourne</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Two storey shops, 496-498 City Road South Melbourne</td>
<td>Local</td>
<td>New precinct Heritage Overlay</td>
</tr>
<tr>
<td>House, 506 City Road South Melbourne</td>
<td>Local</td>
<td>New precinct Heritage Overlay</td>
</tr>
<tr>
<td>Shops, 157-163 Montague Street South Melbourne</td>
<td>Local</td>
<td>New precinct Heritage Overlay</td>
</tr>
<tr>
<td>Holvex Pty Ltd, 144 Ferrars Street cnr. Thistlethwaite Street South Melbourne</td>
<td>Local interest</td>
<td>No action</td>
</tr>
<tr>
<td>Shop &amp; Residences, 125-127 Ferrars Street South Melbourne</td>
<td>Contributory local place</td>
<td>Amend HO4 citation include as 'Contributory'</td>
</tr>
<tr>
<td>Post war factory, 185 Ferrars Street (previously Meaden Street) South Melbourne</td>
<td>Contributory local place</td>
<td>Amend HO4 citation to include as 'Contributory'</td>
</tr>
</tbody>
</table>