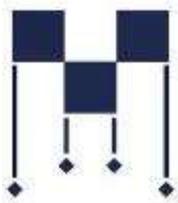


Port Phillip Planning Scheme Amendment C161 (Part 2)

Statement of evidence by
Natica Schmeder

Prepared for the **City of Port Phillip**



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1. Introduction

1. This statement of expert evidence has been prepared in accordance with the Planning Panels of Victoria Guide to Expert Evidence, dated April 2019, in relation to Amendment C161 Part 2 to the Port Phillip Planning Scheme.

1.1 Qualifications, experience and area of expertise

1.1.1 Qualifications

MSc (Building Conservation); Grad Dip (Architectural Conservation); BA (Architectural & Urban History)

2. I am an architectural historian and buildings conservator with some 20 years' experience in architectural research and assessment, materials conservation, heritage studies, conservation management plans and heritage advice, in Australia, the United States, England and Poland. I am a Member of the Heritage Council of Victoria, past chair of the Built Environment Committee of the National Trust of Australia (Victoria) 2012-17, and served as Membership Secretary for the Executive Committee of Australia ICOMOS (International Council on Monuments and Sites) 2009-12.

1.1.2 Relevant experience

3. I worked at Context from 2005 until June 2018 and was an Associate of that company. At Context I worked on numerous municipal heritage studies and reviews, many of which I led and/or acted as the architectural historian, including the Boroondara Municipal-Wide Heritage Gap Study, Mornington Peninsula Heritage Review (Areas 1 & 2), Central Richmond Heritage Gaps Study, Yarriambiack Shire Heritage Study, Moonee Valley Thematic Gaps Study, Moonee Valley Heritage Study 2015, City of Yarra Review of 17 Precincts, City of Yarra Central Richmond Gaps Study, Lygon Street Heritage Study, Cardinia Shire Heritage Studies Review, City of Manningham Heritage Study Review, Baw Baw Shire Heritage Study, Murrindindi Shire Heritage Study, Yarra Ranges Shire Heritage Study Review, Moreland North of Bell Street Heritage Study, Stonnington Victorian Houses Study, Stonnington Federation Houses Study, Stonnington Churches and Halls Study, Stonnington Residential Flats Study, and Hawthorn Heritage Precincts Study.
4. Since July 2018 I have been the Principal of Landmark Heritage Pty Ltd, and have continued to carry out work in heritage assessment, heritage impact assessment, and building materials conservation. During this time, I have also continued to act as a heritage expert witness before VCAT and Planning Panels Victoria (both for heritage studies that I was involved with, and as a peer reviewer).
5. I have acted as the peer reviewer and expert witness at planning panels for municipal councils for the following studies:
- City of Yarra C149 – peer review of methodology and a select number of places and precincts recommended for the Heritage Overlay by the 'Review of Heritage Places and Precincts' (G Butler & Assoc., 2012).
 - City of Boroondara C177 – review of the 'Surrey Hills South Residential Precincts Heritage Study (Lovell Chen, 2014) which recommended inclusion in the Heritage Overlay of 10 individual places and three precincts.

- City of Boroondara C276 – peer review of place and precincts recommended for the Heritage Overlay by the ‘Balwyn and Balwyn North Heritage Study (incorporating Deepdene and Greythorn)’ (Built Heritage, 2015).
 - City of Maroondah C116 – peer review of place and precincts recommended for the Heritage Overlay by the ‘Jubilee Park: Heritage and neighbourhood character study’ (Context Pty Ltd, 2018; NB: While I worked at Context during the preparation of this study, I was not a team member for the study.)
6. I have been retained by a number of councils to appear as an expert witness on heritage-related matters at Independent Panel Hearings, including: City of Boroondara (Amendments C116, C177, C178, C183, C236, C243, C263 Pt 2, C266, C274, C284, C294, C305, C306, C308 & C318), City of Brimbank (Amendments C125 & C200), Shire of Cardinia (Amendment C161), City of Maroondah (C116), City of Moonee Valley (Amendments C142, C143, C164 & C200), City of Moreland (Amendment C149), Shire of Mornington Peninsula (Amendment C214), City of Stonnington (Amendments C233, C238, C248 & C249) and City of Yarra (Amendments C149, C173, C177, C183 & C198), as well as by the National Trust (City of Yarra Amendment C163).

1.1.3 Area of expertise

7. My area of expertise relevant to this Panel hearing is the assessment of the cultural heritage significance of buildings, structures and precincts in the Melbourne metropolitan area and country Victoria, with reference to current heritage assessment criteria and within the framework of local historical themes.

1.2 Instructions

8. This statement of evidence was prepared in accordance with the following instructions issued by Maddocks on behalf of the Port Phillip City Council:
- provide a general peer review of the PPHR Update (the Helms Review), the Blanche and Barkly Street Update (the Context Assessment) and the Queens Road Assessment (the Barrett Assessment), and the methodology used in preparing these documents;
 - consider the Amendment C161port – Part 2 documentation generally, including whether the amendment documentation appropriately implements the PPHR Update (the Helms Review), the Blanche and Barkly Street Update (the Context Assessment) and the Queens Road Assessment (the Barrett Assessment);
 - respond to issues raised by the objecting submissions relating to the properties subject to the PPHR Update (the Helms Review), the Blanche and Barkly Street Update (the Context Assessment) and the Queens Road Assessment (the Barrett Assessment) and note the matters raised in supporting submissions, as appropriate;
 - consider the Council’s proposed post-exhibition changes to Amendment C161port - Part 2; and
 - outline any recommended changes to Amendment C161port – Part 2 in response to submissions.

1.3 Preparation of this statement

9. This statement has been prepared by myself, Natica Schmeder, of Landmark Heritage Pty Ltd.

1.4 Documents and materials relied upon

10. In preparing this report, I have relied upon the following documents:

- Port Phillip Heritage Review Update, David Helms Heritage Planning, Feb. 2019 (the “Helms Review”);
- Heritage assessment – 2-6 Blanche and 110-118 Barkly Street, St Kilda, Context Pty Ltd, Dec. 2017 (the “Context Assessment”);
- 58-60 Queens Road, Melbourne Heritage Assessment, Peter Andrew Barrett, Nov. 2017 (the “Barrett Assessment”);
- Australia ICOMOS *Burra Charter* (rev. 2013);
- Victorian Planning Practice Note 1 ‘Applying the Heritage Overlay’ (rev. 2018);
- Previous Planning Panel and VCAT reports, architectural history texts, and historical sources as cited in my evidence.

11. In preparing this evidence and coming to my opinions on the statutory recommendations made by the three heritage assessment documents listed above, I relied on the historical research contained within those documents. I have, however, conducted a small amount of additional research and comparative analysis to answer questions that arose during my peer review and in response to submissions under review. This work is detailed further in Chapter 2 of this evidence.

1.5 My prior involvement in relation to C161port – Part 2

12. At the time the Context Assessment was prepared, I was working at Context Pty Ltd as an Associate. I was not, however, a member of the project team nor do I recall discussing or hearing about this project when it was in progress.

13. I have not had any involvement in the preparation of the Helms Review or the Barrett Assessment.

1.6 Summary of opinions

14. In reviewing the methodologies of the Helms Review, the Context Assessment and the Barrett Assessment, I note that all three have followed guidance from key documents the Australia ICOMOS *Burra Charter* (rev. 2013) and the Victorian Planning Practice Note 1 ‘Applying the Heritage Overlay’ (rev. 2018) in their investigations, heritage assessment and formatting of citations. In consider the approach of the Helms Review in considering appropriate grades for properties in HO precincts to be appropriate, that is, considering them in light of the precinct statement of significance, and in comparison to other properties within the precinct. While the application of the methodologies was generally sound, I identified the following areas for improvement:

- The Helms Review would have benefitted from inclusion of a discussion of the manner of the application of Significant and Contributory grades in the Port Phillip Heritage Overlay. This same discussion would be useful to add in the future to the introductory text in Volume 1 of the Port Phillip Heritage Review.
- The Barrett Assessment comparative analysis of the flats complex at 58-60 Queens Avenue, Melbourne, should have provided examples of flats buildings of a similar style throughout Port Phillip, including examples in the Heritage Overlay.

15. On the whole, having considered the Amendment C161port – Part 2 documentation, I consider it to appropriately implement the recommendations of the Helms Review, the Contexts Assessment and the Barrett Assessment. The only exception to this is in regard to one place from the Helms Review:
- HO260 Elwood Primary School, 161 Mitford Street and 49 Scott Street, Elwood – As there are a number of trees noted in the statement of significance, Tree Controls should be triggered for the entire site in HO260. Some of these trees are located in the part of the Mitford Street roadway that sits between 49 Scott Street and 161 Mitford Street, so this land should be included in the HO260 polygon. (Note: As these recommendations go beyond the statutory controls exhibited as part of Amendment C161port, I recommend that Council seek to implement them as future work.)
16. In regard to Council’s proposed post-exhibition changes to Amendment C161port - Part 2, I support all proposed changes with the exception of the following:
- 293 The Boulevard, Port Melbourne – This property should be regraded from Significant to Contributory in HO2, in keeping with the original recommendation of the Helms Review.
 - 29A Albert Road Drive, Albert Park - The principal place name in Port Phillip Citation 2152 should be change to that of the VHR listing: *Former Royal Australian Corps of Signals Drill Hall*.
 - 350-370 Kings Way, Melbourne – The southern part of the site (Allotment 2103) should be regraded from Non-contributory/Nil to Significant in HO466, in keeping with the original recommendation of the Helms Review.
 - 161 Mitford Street, Elwood – Instead of the reduced HO polygon around the former Infants’ School recommended by the submitter, include a larger curtilage as follows: 10 metres from the north and west sides of the Infants’ School building, along the southern and eastern boundaries of Parcel 2B~4/PP3416C.
17. In response to the written submissions made in regard to Amendment C161port – Part 2 and my investigations, I recommend the further *statutory* changes to the amendment:
- 207 Little Page Street, Middle Park – This property should not be regraded to Significant in HO444, as proposed by the Helms Review, but remain Non-contributory on the basis of the structural engineering material provided on its current condition.
 - 206 Page Street, Middle Park – This property should remain Non-contributory in HO444 (instead of being regraded to Significant as proposed by the Helms Review).
 - 291 The Boulevard, Port Melbourne – This property should be regraded from Significant to Non-contributory in HO2 (instead of the Contributory grade proposed by the Helms Review).
 - 137-139 Fitzroy Street, St Kilda – This property should be regraded from Non-contributory to Contributory in HO5 (instead of the Significant grade proposed by the Helms Review).
18. In response to the written submissions made in regard to Amendment C161port – Part 2 and my investigations, I recommend the further *non-statutory* changes to the amendment:

- H0512 58-60 Queens Parade, Melbourne – Statement of significance should be revised to remove the reference to developers O’Donohue and Lynch in regard to Criterion A.
- 110-118 Barkly Street and 2-6 Blanche Street, St Kilda – Add to the citation history genealogical research confirming that James Downie Senior’s was the contractor for these houses.
- 161 Mitford Street, Elwood – Revise the statement of significance to remove reference to the pair of Italian Cypress trees at the porch of the 1926 Infants’ School.

19. Finally, I recommend the following further investigation and statutory changes as part of future work by the City of Port Phillip:

- The c.1930s commercial building at 329-331 Ferrars Street, South Melbourne, should be assessed in the future to determine if it is of heritage significance.
- 194 Richardson Street, Middle Park - Port Phillip Council may wish to investigate the potential significance of the trees on the southwestern half of the school site in the future, to determine if any are of heritage significance.
- Port Phillip Council should alert Heritage Victoria to the mapping error and request that they enlarge the VHR H1641 extent to cover the entire State-significant school building.

20. I have made all the inquiries that I believe are desirable and appropriate and no matters of significance which I regard as relevant have to my knowledge been withheld from the Panel.

Signed,



Natica Schmeder

2. Peer review methodology

2.1 Engagement

21. In early November 2020 I was asked by Maddocks if I was willing and available to peer review the Helms Review, consider the objecting submissions, and provide evidence at this panel hearing.
22. Before formally agreeing to provide evidence at the panel hearing, I had an opportunity to make a preliminary review of the Helms Review, Amendment material, submissions, and Port Phillip Council's responses to the submissions. Following this review, I was engaged as Port Phillip Council's heritage expert witness in regard to the Helms Review.
23. In late November 2020, Maddocks asked if I would also be willing to act as Council's heritage expert in regard to the Context Assessment and the Barrett Assessment. Before agreeing to do so, I carried out a preliminary review of the two assessments, and the submissions and responses in regard to them.
24. These preliminary reviews have formed part of my overall peer review of the three assessment reports and their recommendations, and of Council's post-exhibition changes to Amendment C161port – Part 2. As such, this work is discussed below along with the rest of the methodology of my peer review.

2.2 Review of assessment reports

25. The first step of my review of the three assessment reports (Helms Review, Context Assessment, Barrett Assessment) was to read the place and precinct assessments for the contested places, in conjunction with the objecting submissions. This allowed me to consider how strongly the citations supported the heritage significance (or contributory value) of the contested places, what issues I should look for during site visits, and whether any other further investigation was required to me to reach my final position on the matter.
26. A later step, following the site visits, was consideration of the methodology of the three assessment reports, both as presented in those reports by their authors, and my opinion about how well and consistently the methodologies had been applied. In considering the appropriateness of the methodologies I referred both to the Planning Practice Note 'Applying the Heritage Overlay' (2018) and my understanding of current best-practice as shaped by the findings of previous panel reports.

2.3 Site visits

27. As noted in section 2.1, I visited all places that are the subject of objecting submissions to Amendment C161port – Part 2, whether or not the submission had been resolved by Council's proposed post-exhibition changes. I made these site visits on 24 November 2020 and 13 January 2021, in relation to the Helms Review places, and on 16 December 2020 in relation to the Context Assessment and Barrett Assessment places. I viewed the buildings in question from the public realm (generally the footpath). The only exception to this was the St Kilda Sea Baths, 10-18 Jacka Boulevard, which I viewed from within the Sea Baths' carpark.
28. In the case of places within larger Heritage Overlay (HO) precincts, I also walked the surrounding precinct area to gauge the level of architectural quality and intactness of

other buildings as related to their current gradings in the HO (Individually Significant, Significant, Contributory, Non-contributory/Nil).

2.4 Further research

29. Apart from the investigation set out above, there were three places that I concluded would benefit from additional research, to clarify issues raised in objecting submissions:

- 96 Grey Street, St Kilda (Sub. 143) - Provide further background on the Bungalow Court phenomenon, both its California antecedents and occurrence in Victoria/Australia.
- 58-60 Queens Road, Melbourne (Subs. 3, 10 & 132) – Seek additional comparative examples in the Port Phillip Heritage Overlay that are more similar to this place than those provided in the Barrett Assessment. Provide further discussion regarding the application of architectural style terms ‘Moderne’ and ‘Functionalist’ and how they relate to this place.
- 2-6 Blanche Street & 110-118 Barkly Street, St Kilda (Sub. 141) – As builder James Downie was recorded as retiring 18 years before this group of houses was built, confirm his authorship or whether they were constructed by a James Downie Junior.

30. Port Phillip also provided me with building permit plans for two properties – 293 The Boulevard, Port Melbourne, and 137-139 Fitzroy Street, St Kilda – so I could better understand the alterations to these two buildings. I was also provided with further material concerning 293 The Boulevard, Port Melbourne: the VCAT report (Coluccio v Port Phillip, VCAT 1302).

31. My findings from this research have been included in the section regarding the pertinent place, in chapters 4 and 5 of this evidence.

2.5 Heritage grades

32. In reviewing the current and proposed grades for places within Port Phillip’s Heritage Overlay precincts, it is clear to me that the way in which defined terms are used differs from what I have seen in most other Victorian municipalities.

33. That said, this difference is not explicit in the formal grade definitions found in Clause 22.04 Heritage Policy of the Port Phillip Planning Scheme:

***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.

34. In my experience of making precinct assessments, and working with existing precinct assessments, in other municipalities, the large majority of properties are graded Contributory, with the Significant-graded properties that stand-out in a municipality-wide context (i.e. those that meet the threshold of local significance) making a small minority. These proportions are noticeably different on the Port Phillip grading maps, with the majority of properties graded Significant in most areas and a minority graded Contributory (those that are quite altered, but considered recoverable). An example of this contrast is provided on the precinct grading maps below, one from the City of Boroondara and the other from Port Phillip.



Figure 1. Grading map for HO838 Boulevard Estate, Kew East, in the Boroondara Heritage Overlay.



Figure 2. Port Phillip Heritage Policy Map as Amended for C161port, showing the HO5 St Kilda Hill area. As with the Boroondara map, Significant is red, and Contributory is green.

35. To better understand and be able to review the application of grades in the Helms Review, I have looked at several other documents.
36. As expressed by the *Port Phillip Heritage Review*, Vol. 1 (Andrew Ward, 1998, version 32, July 2020), the first Port Phillip heritage studies used letter grades, as was standard in the 1980s and '90s:

Levels of importance were simplified along traditional lines, assigning the letter A to places considered to be of national importance, B to those of regional importance and C to those of local importance. These levels of importance had implications for the introduction or confirmation of existing statutory control provisions in the Planning Scheme. Where a place was considered to have lesser importance than level C, it was ranked D, meaning that it was likely to be substantially intact but merely representative of an era. Places of lesser cultural value were ranked E, usually implying that the place had been defaced, but not irretrievably, or that it was aesthetically undistinguished. Finally, a place was ranked F if it was considered to have been important in the past but as a result of intervention now so compromised that it was likely to be of interest only. Places having for planning purposes no cultural value were ranked N. (page 7)

37. It then goes on to describe how the letter grades were later converted to the current grading system:

... all places given a preliminary grading of A, B, C or D within a Heritage Overlay or A, B or C outside a Heritage Overlay should be collectively termed "Significant Heritage Places" and all places given a preliminary grading of E or F inside a Heritage Overlay or D, E or F outside a Heritage Overlay should be collectively termed "Contributory Heritage Places" (page 10).

38. These two extracts draw out several important aspects of Port Phillip's current heritage grading system:

- A site-specific Heritage Overlay is applied to places of national, regional and local significance (i.e. A, B & C grades). This is in accordance with most other municipalities in Victoria.
- Within a Heritage Overlay precinct, however, there is a wider range of places graded "Significant": those of national, regional and local significance, as well as those that are 'substantially intact but merely representative of an era' that do not individually reach the threshold of local significance (i.e. D grade).
- Within a Heritage Overlay precinct, a Contributory grade is generally applied to places that are noticeably altered: either 'the place had been defaced, but not irretrievably, or that it was aesthetically undistinguished' (i.e. E grade), or 'been important in the past but as a result of intervention now so compromised that it was likely to be of interest only' (i.e. F grade).

39. The distinction between places of national, regional and local significance (i.e. those that meet the threshold of local significance or higher) and those that are only graded Significant if within a Heritage Overlay precinct is discussed in the Amendment C142port Panel Report (13 Dec. 2019):

Mr Helms [Port Phillip’s heritage expert] considered that the building does not meet the threshold of individual significance but does contribute to the significance of the precinct and justifies a Significant grading ... Mr Helms considered that a separate citation for the site was not required as it was not individually significant ... (pages 31-32)

The Panel notes the comments of Mr Briggs [the submitter’s heritage expert] relating to his concerns about the appropriateness of using both Significant and Contributory gradings within precincts but notes this is a reasonably established practice within the Port Phillip Planning Scheme and needs to be read in the context of the definitions of Clause 22.04. (pages 32-33)

40. In summary, the above extracts from the panel report indicate that:

- Places that meet the threshold of local significance, and thus warrant a site-specific Heritage Overlay if outside a precinct, are referred to as “Individually Significant” and are further differentiated from the merely Significant in a precinct as they each have their own place citation.
- While the application of the terms Significant and Contributory in Port Phillip differs from the norm, it is established and accepted practice for this municipality, which has been consistently applied for a number of decades.

41. The closest parallel to Port Phillip’s use of heritage grades that I am aware of is seen in the City of Stonnington. In their Clause 22.04 Heritage Policy, ‘Significant Places’ are defined as those that formerly had A1 (State significance), A2 (high local significance) or B (significance to the local area). However, only former A1 and A2 places warrant a site-specific Heritage Overlay. While former B-grade places are graded Significant in an HO precinct, they do not warrant protection outside of a precinct.

42. While the application of gradings differs in Port Phillip from other Victorian municipalities, as noted by the C142port Panel report, there is a long precedent for this and the most important thing is consistency in applying the grades as defined, and the establishment of the threshold of local significance in keeping with PN01. For this reason, I have followed the differentiation used in Port Phillip between “Individually Significant” places (which meet the threshold of local significance and have their own citation) as opposed to those identified as “Significant in a precinct” when considering what grades are appropriate for the places affected by this amendment.

3. Peer review findings

43. As I have been asked to review the methodology and findings of three different heritage reports, by three different authors, I have addressed each of them separately in this chapter. In all three cases, I have compared the methodologies against key heritage planning guidance, such as the Australia ICOMOS *Burra Charter* (rev. 2013) which established significance-based heritage assessment and the Victorian Planning Practice Note 1 ‘Applying the Heritage Overlay’ (PN01, 2018), as well as my understanding of best-practice heritage assessment and statutory controls based on my experience carrying out heritage studies and appearing before planning panels in relation to heritage amendments.

44. In keeping with the guidance documents cited above and my professional experience, the key steps in carrying out a heritage assessment and recommending appropriate statutory controls (if warranted) are the following:

- Understand the Place. As set out in the Burra Charter Process ('Steps in planning for and managing a place of cultural significance'), the very first step is to Understand the Place. This is done by defining the place and its extent, and investigating the place: its history, use, associations, and fabric (*Burra Charter*, 2013, p. 10).
- Investigating, as concerns a municipal heritage study, includes both a site inspection (typically from the public domain, unless Internal Controls may be applied) and research into the history of the place. In my professional experience, key questions to be sought when researching a place are: When was it created, for whom, by whom, and for what purpose? How has its use or physical fabric changed since then? What is the historical context of its location and of this place-type? The answers to these questions are then set out in the citation in the form of a place history, which should document the primary and secondary sources it refers to.
- The site visit provides the basis for preparation of a description of the place, which sets out all elements of significance as well as alterations.
- Assess Cultural Significance. As set out in the Burra Charter Process, the second step is to Assess Cultural Significance which entails: assessing all values of the place using relevant criteria, and then developing a statement of significance (*Burra Charter*, 2013, p. 10).
- PN01 defines the relevant criteria, when assessing places for a Victorian municipal heritage overlay, to be the 'model criteria ... broadly adopted by heritage jurisdictions across Australia', set out in PN01 and also referred to as the HERCON Criteria. These eight criteria, A-H, have been formulated to assist in examining and expressing a range of heritage values that a heritage place might embody. These values are based on the *Burra Charter*, but are named differently, comprising historical significance, rarity, research potential, representativeness, aesthetic significance, technical significance, social significance, and associative significance.
- While a place may embody any number of these values to different extents, the key question is whether it embodies one or more of them at the *local* level (or higher). If it does, then the place can be said to meet the *threshold* of local significance.
- Whether a place meets the threshold of local significance for one or more values (i.e. against one or more model criteria) is established by the key step of comparative analysis. On this matter, PN01 advises:
To apply a threshold, some comparative analysis will be required to substantiate the significance of each place. The comparative analysis should draw on other similar places within the study area, including those previously included in a heritage register or overlay.
- Having determined that a place meets the threshold of local significance for one or more values, this key information is summarised in a statement of significance. The format of statements of significance for heritage overlay places in Victoria is standardised, but the information in it is precisely tailored to the place in question and should provide key points to guide its future management. As defined by PN01 the three parts of a statement of significance are written in answer to three questions:

- *What is significant?* ‘The paragraph should identify features or elements that are significant about the place, for example, house, outbuildings, garden, plantings, ruins, archaeological sites, interiors as a guide to future decision makers. Clarification could also be made of elements that are not significant.’
- *How is it significant?* This names the types of values the place meets at the local level (or higher), and also indicates the overall level of significance (e.g. the place is of local significance to the City of Port Phillip, or the place is of significance to the State of Victoria).
- *Why is it significant?* ‘A separate point or paragraph should be used for each criterion satisfied.’ This text summarises the reason the place is considered to meet the threshold of local (or higher) significance for a given value/criterion.
- Make statutory recommendations. PN01 provides advice for determining if planning scheme (statutory) controls are warranted, to what extent, and what type. For example:
 - *Should the place be included in the Heritage Overlay?* ‘An appropriate test for a potential heritage place to pass in order to apply the Heritage Overlay is that it has “something” to be managed. This “something” is usually tangible ...’
 - *How much land should be included in the Heritage Overlay?* ‘The land surrounding the heritage item is known as a ‘curtilage’ and will be shown as a polygon on the Heritage Overlay map. In many cases, particularly in urban areas and townships, the extent of the curtilage will be the whole of the property (for example, a suburban dwelling and its allotment).’

45. In the case of heritage areas, the precinct is considered the “heritage place”, so the assessment is carried out – as set out above – to determine if the precinct as a whole meets the threshold of local significance. There is often little or no mention of specific properties within a precinct, though reference might be made to key properties within the precinct (e.g. earliest building, a visual landmark) and/or to representative examples of common place-types within the precinct.

46. The most important determination for properties within an existing or proposed HO precinct is their grade. The key question is whether a given property *contributes* to the significance of the precinct, that is, does it illustrate the locally significant values of the precinct as expressed in the precinct statement of significance? If the answer is no, either because the place-type is unrelated to the precinct’s significance or it has been so altered as to be unrecognisable, then the place is graded Non-contributory/Nil. If the answer is yes, then the next step is to determine whether the property is Significant or Contributory. This is in relation to the definitions of these grades for the given municipality, and also comparison with other properties already graded in the precinct.

3.1 Helms Review methodology

47. The Helms Review makes two types of assessments and subsequent statutory recommendations. The first is in regard to places that are located within or are proposed to be added to existing Heritage Overlay precincts. The second are individual places that are assessed to see if they meet the threshold of local significance, with a new place citation prepared.

48. In regard to properties currently within an HO precinct or proposed to be added to one, they key questions are: 1) whether the property would contribute to the significance of

the precinct as defined in the current statement of significance; and 2) considering its architectural quality, place-type, intactness and integrity, what grade it warrants within the precinct.

49. Mr Helms notes in his methodology (page 2), that for each of these cases, he made a site inspection, reviewed existing documentation in relation to that precinct, and reviewed its grade in relation to the definitions of Significant, Contributory and Non-contributory in Clause 22.04 Port Phillip.
50. While not discussed in his methodology, Mr Helms also refers to comparative analysis when determining appropriate grades within a precinct. These are found as notes in the Appendix C table (pages 31-60). For example, rationale for regrading 23 Union Street, South Melbourne, from Nil to 'Significant inside HO' is given as: 'This is an intact Edwardian/interwar warehouse/factory building, which is comparable to other Significant buildings in HO440. A Significant grading is appropriate' (page 58).
51. In my expert opinion, the Helm Review methodology for places within HO precincts is appropriate. As the precinct as a whole has already been assessed in the past, there is no need to prepare a new assessment of the precinct against the HERCON (or Model) Criteria. Instead, the key step of comparative analysis has been employed to determine the appropriate grade of properties within the precincts.
52. In addition to the brief description of the methodology, in my professional opinion, it would have been very useful to include a discussion in the Helms Review about how gradings are applied within and outside HO precincts, as the approach used in the City of Port Phillip differs from the standard seen in Victoria. This same discussion could then be added to introductory text in Volume 1 of the Port Phillip Heritage Review (as revised following this panel hearing).
53. In regard to assessments of Individually Significant places in the Helms Review, I am satisfied that the key steps have been carried out to a good standard. In particular, a history based on primary and secondary sources, a description of the place noting key elements as well as alterations, a comparative analysis with similar places in the municipality to determine the level of significance as well as discussion of the place-type or style in a wider context, and a summation of this information in a three-part statement of significance.

3.2 Context Assessment methodology

54. Description of the methodology used in the Context Assessment is very brief, with the important information noting a site visit (viewing from the public domain), and following the guidance of the *Burra Charter* and PN01. In my professional experience, single assessments (of a place or precinct) that are not part of a larger heritage study are often provided without any description of methodology. While the level of information provided in the Context Assessment would be insufficient for a heritage study, it is acceptable in the case of a one-off assessment, particularly as the key guidance documents are noted.
55. The history prepared for the Context Assessment draws upon a wide range of primary sources, as well as a number of secondary sources to provide context. My only

reservation about the history is that an apparent contradiction is not dealt with. While James Downie is recorded as having retired from his work as a building contractor in 1892, and moving to Longwarry, he is then noted as building the group of houses in St Kilda in 1910.

56. This raised the question: Did James Downie come out of retirement, 18 years later, for this project, or were the houses built by a son (James Downie Junior)? To answer this question, I carried out some genealogical research, summarised in section 5.4 of this evidence. I was able to confirm that the Context Assessment was, indeed, correct: semi-retired James Downie was the contractor for this project.
57. The description notes original elements and alterations seen in this grouping.
58. The comparative analysis section for the place is extensive and well-illustrated, looking at a number of contemporary housing developments both in Port Phillip and the neighbouring City of Stonnington. It adequately establishes that the grouping is of local significance in Port Phillip.
59. The statement of significance is set out in the standard three-part format and summarises the key reasons for significance, as demonstrated by the place history and comparative analysis.
60. In summary, the Context Assessment has followed current guidance, and has clearly substantiated the local significance of the place.

3.3 Barrett Assessment methodology

61. The Barrett Assessment is another assessment of a single place, and not a broad heritage study. In keeping with this, the explanation of methodology is fairly brief though somewhat more detailed than that in the Context Assessment. Like it, the key guidance documents – the *Burra Charter* and PN01 – are cited.
62. The history draws upon a wide range of primary sources, as well as a number of secondary sources to provide context.
63. The description provides a high level of detail, addressing each of the three flats buildings separately, as well as landscape and parking structures.
64. The 'Analysis' section provides a useful contextual history of early flats internationally and in Australia and Melbourne. It then goes on to draw out a number of examples of flats built around the same time (mid-1930s to c1942) in the vicinity. These examples are both on Queens Road and St Kilda Road, some in the City of Port Phillip and others in the City of Melbourne. Most, but not all, have heritage protection. In keeping with the eclecticism of the interwar period, the examples provided are in a range of styles. The other examples provided in the Analysis provide a convincing demonstration of a strong theme of high-quality flats construction in this area in the late interwar period. This section is useful in establishing the historical significance of the subject flats ('This complex is of local historical value as it demonstrates the significant role that Queens Road played in flat development in the municipality from the Inter-war period').

65. The Analysis section does not, however, take a broader look at the subject flats and how they compare with other examples across the City of Port Phillip. The closest comparative example provided in the Analysis, 17 Queens Road, is not in the Heritage Overlay, while the other examples are either in different styles or more ornate examples of the Moderne. This lack of focussed comparative analysis means that the claims for aesthetic and representative significance to the City of Port Phillip, under Criteria D & E, have not been unequivocally demonstrated by the Barrett Assessment.
66. In preparing this expert evidence, I have taken a wider look at flats of a similar style and age in the Port Phillip Heritage Overlay to determine if the subject flats meet the threshold of local significance under Criteria D & E. This is found in section 4.5.
67. In summary, the Barrett Assessment includes good quality contextual history, place history and description, but it does not fully satisfy the key requirement set out in PN01 for a comparative analysis that 'substantiate[s] the significance' of the place, by 'draw[ing] on other similar places within the study area, including those previously included in a heritage register or overlay'.

4. Responses to submissions – appearing

68. This chapter contains my responses to submissions made where the submitter or their representative is appearing at the Panel hearing. I restrict my response to topics that impact on heritage significance. This means that I do not address issues of property value (or other perceived or actual financial impacts on property owners), maintenance costs, future development plans, or planning permit requirements. This is in keeping with precedents set by numerous planning panels, as heritage significance is the key consideration when considering whether to apply the Heritage Overlay. It has been expressed in the Ballarat Amendment C58 Panel Report and repeated in the Southern Grampians Amendment C6 Panel Report (p. 20):

Panels have consistently held that whenever there may be competing objectives relating to heritage and other matters, the time to resolve them is not when the Heritage Overlay is applied but when a decision must be made under the Heritage Overlay or some other planning scheme provision. The only issue of relevance in deciding whether to apply the Heritage Overlay is whether the place has heritage significance.

This position was also confirmed in the Planning Panels Advisory Committee report 'Review of Heritage Provisions in Planning Schemes' (2007).

69. Generally, the condition of places is not a factor when considering whether to apply the Heritage Overlay, as this is properly considered at the planning permit phase. The one exception is where it has major impacts on the intactness of a place. This position has been expressed in panel reports including Melbourne Amendment C207, which stated: 'we do acknowledge that condition may sometimes be relevant in extreme cases of dilapidation where demolition is an inevitable outcome. In such circumstances, the case for demolition would have to be irrefutable' (p.27). Evidence accepted by council to demonstrate such an eventuality is usually a detailed report by a structural engineer with recognised experience in assessing and remediating traditional buildings.

70. This same approach to condition was confirmed by the recent Amendment C142port Panel Report (13 Dec. 2019, p. 18), which states:

Building condition and development opportunities are not generally relevant to an amendment that seek to apply a heritage overlay, and can be considered at the planning permit stage. The Panel considers that building condition may be relevant where there is clear technical evidence that the building is in a such poor structural condition that the heritage fabric is unlikely to survive in the short term.

71. Evidence that a building suffers extreme dilapidation making its demolition inevitable has been provided by a submitter in regard to one property: 207 Little Page Street, Middle Park. This is discussed in more detailed in section 4.1 of this evidence.

72. My responses regarding these places are ordered to correspond with the hearing timetable.

73. All photos in this evidence were taken by me in 2020 and 2021, unless otherwise noted.

4.1 Submission 151 – 207 Little Page Street, Middle Park (in HO444)



Statutory recommendations

74. Current status: Non-contributory in HO444 Middle Park & St Kilda West Precinct.

75. Changes proposed by C161port: Regrade to be Significant.

76. Council's proposed post-exhibition changes: None.

Statement of significance

77. The statement of significance for HO444 from the Port Phillip Heritage Review (not revised in relation to C161port) is as follows:

What is significant?

The Middle Park/St Kilda West Precinct comprises a large wedged-shaped area bounded by the major thoroughfares of Canterbury Road, Fitzroy Street, Beaconsfield Parade (one of Melbourne's premier beachside boulevards) and Kerferd Road. Owing to the swampy land, residential development was delayed - commencing at the south-eastern (St Kilda West end) in the early 1870s, spreading along the north-western fringe (Kerferd Road, Canterbury Road and the top ends of intersecting side streets) from the late 1870s to the 1890s and then finally infilling during the early 1900s and 1910s. Today, the precinct remains strongly characterised by a broad range of late Victorian and Edwardian housing stock, with contemporaneous commercial and community-oriented buildings (corner shops, churches, schools and hotels).

How is it significant?

The precinct is of historical and aesthetic significance to the City of Port Phillip.

Why is it significant?

Historically, the precinct is significant as a notable and highly atypical expanse of late nineteenth and early twentieth century inner-suburban residential development, conspicuously sandwiched between the much older settlements of Port Melbourne (Sandridge), South Melbourne (Emerald Hill) and St Kilda. With the contemporaneous development of Middle Park and St Kilda West hampered by a notorious expanse of swampland and a foreshore military reserve, it was not until the late 1870s and early 1880s - when the swamp was reclaimed, military presence was withdrawn and the new Middle Park Railway Station was opened (1882) - that residential expansion could begin in earnest.

The major boundary thoroughfares of Kerferd Road and Canterbury Road were amongst the first to develop, attracting the attention of wealthier citizens who built large and grand residences - a trend that continued into the early twentieth century and established these roadways as prestigious residential addresses. Elsewhere in the precinct, specific areas ably illustrate the two closely-spaced phases of intense settlement: housing from the 1880s and '90s along the northwestern fringe, and to the south-east of Fraser Street, and counterparts from the 1900s and 1910s in the blocks closer to the beach. Contemporaneous non-residential buildings provide evidence of the expansion of community services during this key period: most notably the five churches, one school and numerous corner shops established along Richardson Street.

A scattered but noteworthy overlay of later twentieth century development is represented by large inter-war dwellings along Canterbury Road, inter-war shops (including three dairies), low-rise interwar apartment blocks (which significantly follow the alignment of the 1926 electric tramway route), and larger post-war counterparts in the former City of St Kilda and, most notably, as high-rise towers along Beaconsfield Parade. These apartments ably illustrate a tendency towards higher density living that has been a significant theme in the former City of St Kilda from the 1920s to the 1980s.

Aesthetically, the precinct is significant for its fine and largely intact streetscapes of Victorian and Edwardian housing. The former, concentrated along the north-western fringe and in the former City of St Kilda south-east of Fraser Street, represent most of the ubiquitous dwelling types associated with the era: small single-fronted cottages in brick and timber, more ornate Boom-style terraces, larger double-fronted villas, two-storey terrace houses and a few mansions. Edwardian housing, concentrated in the beachside blocks between Mills and Fraser Street, is dominated by modest single-storey red brick dwellings in the Queen Anne style, in attached rows, semi-detached pairs or freestanding. The boundary streets of Kerferd Road and Canterbury Road are especially notable for larger and grander residences from the period 1890-1930, including fine rows of double-storey Victorian terrace houses, large Victorian and Edwardian villas and inter-war attic-storey bungalows. Today, the high-status Victorian, Edwardian and Inter-War dwellings along Canterbury Road constitute the most intact remaining streetscape of the four prestigious residential boulevards (cf Albert Road, Queens Road and Fitzroy Street) that originally overlooked the Albert Park Lake reserve.

Aesthetically and architecturally, Beaconsfield Parade stands out for its high concentration of residential buildings (from all eras) that - befitting its status as one of Melbourne's most iconic beachfront promenades - not only generally display a higher level of architectural expression but were also explicitly designed to exploit views across the bay. Thus it is of especial significance within the precinct as a specific and consistent architectural pattern, rather than a reflection of any single era.

Irrespective of their style and era, the pre-war buildings within the precinct exhibit notable cohesion through their broadly consistent scale (mostly one and two storey) and materials, their closely-grained siting and relatively narrow setbacks. Many of the streetscapes are enhanced by their settings, which includes original bluestone kerbs, gutters and pitching to laneways and crossovers (particularly along Kerferd Road), landscaped median strips (again in Kerferd Road, and the far end of Danks Street) as well as some outstanding rows of mature deciduous street trees (most notably on Mary Street and Richardson Street, as well as Park Street, Page Street, York Street)

Response to submission

78. Submitter 151 opposes the regrading of 207 Little Page Street from Non-contributory to Significant in the Heritage Overlay. They have lodged a Heritage Impact Assessment (B Raworth, 2019) and a structural engineering assessment (RI Brown, 2019). In addition, Submitters 13 and 130, have lodged brief submissions that support the regrading to Significant. Submitter 151's points are provided below in *italics*, with my response to each issue provided below that.

Contribution to precinct

79. *Mr Raworth notes that the house at 207 Lt Page Street was constructed in 1912 at the rear of 208 Page Street. The subject house fronts onto two laneways, and other properties fronting onto these laneways are a factory converted to dwelling (202-208 Lt Page St) and garages and outbuildings behind houses that face principal streets.*
80. *Mr Raworth argues that the subject house is "aesthetically undistinguished" and would have warranted an E ranking in the previous Port Phillip heritage grading system, which would have translated to a Contributory grade, instead of the proposed Significant grade.*
81. Mr Raworth has demonstrated that the subject house was constructed in the late Edwardian period, and thus dates to the valued period of the HO444 precinct, which is defined as the Victorian and Edwardian eras.
82. As discussed in section 2.5, the Port Phillip Heritage Overlay uses the terms Significant and Contributory somewhat differently than in many other municipal HOs. Generally all largely intact places are graded Significant if in a precinct, while more extensively altered (though recoverable) ones are graded Contributory. In my understanding of how these grades are applied in Port Phillip's HO precincts – gathered both from the Helms Review and my site visits – a house such as 207 Little Page Street, which is largely intact to its original form (apart from overpainting) and recognisable as an Edwardian-era dwelling (by roof form, materials, window and door openings) would be graded Significant within a precinct.

83. On this basis, I support in principle the regrading to Significant proposed by Amendment C161.

Condition of building

84. *RI Brown's structural assessment of the subject house finds that there is extensive salt damage (from rising damp) to the brick pointing, a probable lack of wall ties to the cavity walls, spreading of the base of the roof, and damage to footings from street trees. To rectify the dilapidations, he recommends the following schedule of works: complete demolition of the west wall and its rebuilding, the redoing of all the footings and foundations throughout the building to get away from the effect of trees currently existing, and to place in a damp course throughout all of the brickwork. Increase the amount of ventilation throughout the subfloor. The roof needs to be redone and reset as it has failed (and is spreading).*

85. The findings of RI Brown's structural assessment were reviewed by Port Phillip's Building Surveyor, who carried out his own site inspection and concluded: 'The condition of the masonry external walls is so poor that it would not allow for underpinning work that would be required to be undertaken as part of any development of the site. The existing dwelling at 207 Little Page St Middle Park structurally unsound and unsuitable to be retained.'

86. Normally building condition is not taken into account at Planning Panel hearings where issues of heritage significance are considered, leaving this issue for consideration at the planning permit application state. There are, however, exceptions to this rule. This is in accordance with the findings of the Melbourne C207 Planning Panel which agreed that 'in extreme cases of dilapidation where demolition is an inevitable outcome' and those where 'the necessary renovations of a building, which is being considered for listing/retention, are so extensive that the original fabric of the building is in large measure lost' it is appropriate to consider condition (pages 26-7). The report went on to say that 'the case for demolition would have to be irrefutable and the community-wide costs and benefits of the demolition versus conservation outcomes would have to be clearly identified' (page 26).

87. In accordance with the agreement between the submitter's structural engineer and Council's Building Surveyor that the subject house is in such poor condition that it would have to be largely rebuilt, I consider this a case where 'the case for demolition [is] irrefutable' and thus condition should be considered at this point.

88. What then are the 'community-wide costs and benefits of the demolition versus conservation' for 207 Little Page Street? If it were a landmark building within the HO444 precinct, or formed part of a consistent streetscape in the precinct, then the community-wide benefits of retaining (rebuilding) it might outweigh the costs.

89. It is a modest, though recognisably Edwardian dwelling, but far from a precinct "landmark" in its design or materiality. Furthermore, there are no other Significant or Contributory graded properties that front onto this part of Little Page Street or the adjacent unnamed laneway. This means that its potential demolition will not impact on an appreciation of other Significant/Contributory buildings within the precinct.

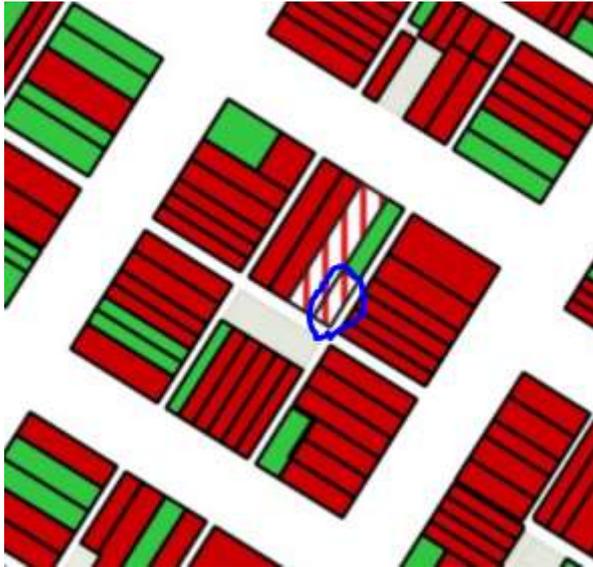


Figure 3. Location of 207 Lt Page St (circled) vis-à-vis other Significant and Contributory properties in the HO444 precinct. No other graded properties front onto Little Page Street or the adjacent laneways. (Source: Amendment C161port Heritage Policy Map)

90. On this basis, I consider it appropriate to give the very poor condition of the subject house, and its demolition as an irrefutable outcome, more weight than its heritage significance within the HO444 precinct. Thus, I do not consider it appropriate to regrade the subject property Significant.

206 Page Street, Middle Park

91. Submission 151 does not raise the grading of 206 Page Street, whose rear boundary is adjacent to 207 Little Page Street, but I noted substantial changes to this property when visiting the subject property.

92. The Helms Review recommends that 206 Page Street be regraded from Non-contributory to Significant in the HO444 precinct, on the basis that it is: 'An intact interwar duplex, comparable to other interwar flats in HO444' (page 53). Its former appearance is shown in the image below:



Figure 4. The interwar duplex at 6 Page Street, December 2018. (Source: Google Maps)

93. Since December 2018, the interwar duplex has been demolished and replaced by a contemporary, black metal-clad house.



Figure 5. The just completed contemporary house at 6 Page Street, January 2021.

94. As the new building at 206 Page Street does not contribute to the Victorian, Edwardian and interwar valued character of the HO444 precinct, there is no longer any reason to regrade this property and it should retain its Non-contributory grade.

Conclusion and recommendations

95. It is my opinion that:

- The Edwardian house at 207 Little Page Street meets Port Phillip’s definition of a Significant property within the HO444 precinct.
- However, the submitter’s structural engineer and Council’s Building Surveyor agree that its current condition is so poor that it is both unsound and unrepairable.
- As its demolition is an ‘inevitable outcome’, its condition should be considered when determining if it should be regarded to Significant.
- As the subject house is a modest example of its type and does not form part of a streetscape with other Significant or Contributory buildings, the net community benefit from its potential retention (in rebuilt form) is not great.
- Therefore, I do not consider it appropriate to regrade the subject property. It should remain Non-contributory.
- Furthermore, due to the demolition of the interwar duplex at 206 Page Street, this property should retain its Non-contributory grade as well, and not be regraded Significant in the HO444 precinct.
- Note that my recommendations are not in keeping with Council’s post-exhibition position in regard to Amendment C161port.

4.2 Submission 66 – 335-337 Ferrars Street, South Melbourne



Statutory recommendations

96. This property is part of a linear parcel of land running north-south along the former railway reserve, called the Railway Cutting and Bridges in Citation 2311, addressed as 221-351 Ferrars Street and 332A Park Street.

97. Current status: That part of the rail reserve located south of Park Street (including 335-337 Ferrars Street) is Non-contributory in the HO441 St Vincent Place East Precinct. That part located north of Park Street is Non-contributory in the HO440 Emerald Hill Precinct.
98. Changes proposed by C161port: Regrade the rail reserve to be Significant and include it in HO440 Emerald Hill Precinct.
99. Council's proposed post-exhibition changes: Amend Citation 2311 to specify those buildings which do not contribute to the significance of the railway cutting and bridges, including the former premises of the South Melbourne Cycle Club at 335-337 Ferrars Street. A future review of 335-337 Ferrars Street is recommended to establish its significance.

Statement of significance

100. The statement of significance for the Railway Cutting and Bridges prepared as part of the Helms Review is as follows:

What is Significant?

The railway cutting extends for about 800 metres between the former South Melbourne and Albert Park railway stations. Originally excavated in 1856-57 as part of the St Kilda branch line of the Melbourne & Hobson's Bay Railway Company, this landscaped cutting includes three bluestone bridges at Dorcas, Park and Bank streets.

How is it significant?

The railway cutting and bridges are of local historic and aesthetic significance to the City of Port Phillip.

Why is it significant?

Aesthetically, the railway cutting is of significance as an important vista between the railway stations at South Melbourne and Albert Park. Extending in a straight line for almost a kilometre, this notably long view can be appreciated from several vantage points including the road bridges at Dorcas, Bank and Park streets, the footbridge at Coventry Street, and the level crossing at Bridport Street. The bridges themselves are important visual elements, punctuating the vista, while the grassed embankments and mature trees also contribute to its aesthetic qualities. It contrasts with many other early railway cuttings (eg that in Alma Park) which tend to be curved. (Criterion E)

Historically, the railway cutting and road bridges are of significance for their associations with the initial development of Melbourne's railway network in the 1850s. Although much of the actual railway infrastructure was removed following the line's conversion to a light rail, the cutting itself remains as one of the oldest and longest in the inner city area, while the three bluestone bridges are also rare and significantly early surviving examples of their type. (Criteria A & B)

101. Amendment C161 recommends that the entire Railway Cuttings and Bridges site be included in HO440 Emerald Hill Precinct. The statement of significance for the precinct from the Port Phillip Heritage Review (not revised in relation to C161port) is as follows:

What is significant?

The Emerald Hill Residential Precinct, nominally bounded by Nelson Road, York Street, Eastern Road, Albert Road, Cecil Street and Park Street, covers a large part of the original Emerald Hill township of 1852. The area underwent rapid settlement during the 1850s and 60s, followed by a second boom in the late 1870s and 1880s that served as an infill to the previously sparse development. As it exists today, the precinct is characterised by often heterogenous streetscapes where simple cottages, villas and terraces in brick, timber and stone (dating from the earlier period) are scattered amongst generally grander dwellings (dating from the later period). This predominantly residential precinct is split into two halves that flank the eponymous Emerald Hill (now the site of the South Melbourne Town Hall and other official buildings), with Clarendon Street running alongside as the area's chief commercial strip, dominated by residential shops, banks and hotels dating from the 1880s.

How is it significant?

The precinct is of historical, architectural and aesthetic significance to the City of Port Phillip.

Why is it significant?

Historically, the precinct is significant as the most intact remaining portion of the original Emerald Hill township, which represents the earliest phase of residential and commercial development in South Melbourne. This is evidenced by the road layout, which remains largely intact with its angled rectilinear grid, the odd curve of Nelson Road, and the network of narrow streets and laneways within. The survival of original bluestone pitching, kerbing, guttering and spoon drains is notable, and forms a significant part of the nineteenth century grain of the precinct. The distinctive twin triangular reserves at Heather Street, which date back to at least 1862, are not only important as remnants of public open space associated with the early township, but also as rare surviving examples of island reserves in the entire metropolitan area.

The building stock includes a perhaps surprising number of surviving houses that date from the 1850s and '60s, typically in the form of cottages, villas and terraces of modest scale and simple form and detailing. The large number of early timber dwellings (ie modest single-fronted and double-fronted cottages) is of particular note, as these tend to be less common elsewhere in the municipality (ie in the contemporaneous settlements at Port Melbourne and St Kilda). Some of the oldest houses in South Melbourne can be still found in the streets to the west of the railway line (eg Coventry Place, Morris Street, Coote Street and Eville Street), where the initial land sales and residential development took place from the early 1850s. These include rare surviving examples of prefabricated iron and timber dwellings. This early phase of development is also demonstrated by some contemporaneous and generally prominent non-residential buildings, including several bluestone churches and the former orphanage in Cecil Street.

Later houses, dating from the late 1870s and 1880s, provide evidence of the significant boom that saw the previously sparsely developed borough

transformed into a full-fledged city (changing its name to South Melbourne in 1883). This phase is evident both in the pervasive layer of infill housing that can be seen throughout the precinct, as well as more cohesive rows in the few hitherto undeveloped areas (eg Boom-style terraces in Raglan Street and Ward Street, and cottages in Thomson Street West, Cobden Street East, Stead Street and Palmerston Crescent). This phase is also demonstrated by the commercial development along Clarendon Street, which ties the two residential halves of the precinct together.

Architecturally and aesthetically, the precinct is significant for its fine and rare collection of mid-Victorian dwellings. While these generally exist as scattered specimens rather than cohesive streetscapes, they nevertheless provide a valuable overview of various housing types in the 1850s and 60s: modestly-scaled cottages, villas and double-storey terraced rows in timber, brick, bluestone and even iron. These often simple houses (eg weatherboard villas built almost to the street, with basic gabled roofs, and faintly Georgian-style rendered terraces with plain parapets and verandahs only to ground level) represent a distinct and striking contrast to their more embellished (and more ubiquitous) counterparts of the 1880s. The South Melbourne Residential Precinct represents not only the finest and more extensive collection of early houses in the City of Port Phillip, but also one of the finest in Melbourne.

Later Victorian houses in the precinct generally expressed as single- or double-fronted cottages or double-storeyed terraces in rendered or bichromatic brick, with cast iron columns, lace friezes and ornate rendered parapets. The contemporaneous residential shops also follow a typical form: singlefronted buildings or 'corner shops' with splayed entrances, usually in rendered brick, with moulded cornices and parapets. All of these buildings are significant in their own right are representative and generally intact examples of the florid Boom style of the 1880s.

102. The statement of significance for HO441 St Vincent Place East, in which 335-337 Ferrars Street is currently located, from the Port Phillip Heritage Review (not revised in relation to C161port) is as follows:

What is significant?

The St Vincent Place East Precinct in South Melbourne comprises two contemporaneous residential developments of contrasting layout: one with three curved roadways (Howe Crescent, Martin Street and Ferrars Place) radiating from a half-round reserve, and another alongside with a more conventional rectilinear grid layout (Anderson Street, and parts of Albert Road, Cecil Street and Bridport Street). Both areas developed promptly from the mid-1860s to the early 1870s, and today remain largely characterised by housing from that era, principally in the form of large residences (townhouses, terraces and large villas) and some smaller dwellings.

How is it significant?

The precinct is of historical, architectural and aesthetic significance to the City of Port Phillip.

Why is it significant?

Historically, the precinct is significant as a cohesive and self-contained development of housing from the late 1860s and early 1870s. It demonstrates the initial residential expansion beyond the original Emerald Hill township, which, over the next few decades, would spread further south and east. The precinct is also historically significant as South Melbourne's first prestigious residential estate, where many prominent Melbourne men (such as surgeon Dr James Barrett, and Collins Street retailers Samuel Mullen and W H Rocke) erected fine dwellings for themselves. The grand residences along Howe Crescent and Ferrars Place represent an interesting contrast to the smaller and humbler cottages that can be found in the alley-like Martin Street.

Historically, the northern portion of the precinct is significant as part of the broader St Vincent Place estate, which represents the finest example in Victoria of a nineteenth-century residential square on the English model. Although long separated from the larger part of the original estate (which is included on the Victorian Heritage Register) by the railway line, the present precinct represents the completion of the original crescent scheme. As such, it is also significant for associations with both its original surveyor Andrew Clarke, and with Clemet Hodgkinson, who subsequently revised the layout.

Aesthetically, the northern portion of the precinct is significant for its highly distinctive urban planning, namely the curving crescents, the notably wide central avenue (James Service Place), the associated reserves and avenues of mature street trees. This is enhanced by the built form itself, with rows of terraced houses and villas that follow the curve to create a truly unique streetscape, and elements such as the soldier's memorial hall, which serves as a focal point at the vista of the central avenue.

Brief history of the subject site

103. For the purposes of this panel hearing, I have carried out a small amount of research in regard to the South Melbourne Cycle Club (SMCC) and its former premises at 335-337 Ferrars Street:

- The SMCC was founded in 1881 (Plaque on 335-337 Ferrars Street). It had outgrown its hall on Clarendon Street by mid-1899 (*Emerald Hill Record*, 27 May 1899:2), moving first to new rooms on Cecil Street (*Emerald Hill Record*, 17 Jun 1899:3), and then to a 'large two-storied building' on Ferrars Street 'opposite the South Melbourne railway station' (*The Argus*, 1 Sep 1899:6; *Emerald Hill Record*, 15 Jul 1899:3). The 1901 Sands & McDougall street directory lists the SMCC at 64 Ferrars Street, on the west side, at a position between Coventry and Dorcas streets that corresponds to the two-storey Victorian (1884) commercial building at 240-242 Ferrars Street. By about 1910, the SMCC had moved to the former Freemasons' Hall at the corner of Dorcas and Ferrars streets (now the Melbourne Camera Club; Sands & McDougall, 1911).
- The following year the SMCC was first recorded on the east side of Ferrars Street, between Park and Bridport streets, which corresponds to 335-337 Ferrars Street (Sands & McDougall, 1912). As there were no prior listings on this part of Ferrars Street, it appears the present building was constructed in 1911. Its neighbour to the south was Nettleton's Motor Garage. This may have been the G.E. Nettleton listed as

one of the SMCC's trustees on the commemorative plaque seen on 335-337 Ferrars Street.

- Between 1935 and 1938 the SMCC vacated the subject site (Sands & McDougall, 1935 & 1938). It was then occupied by Silverware Pty Ltd, electroplate manufacturers. It appears that Silverware Pty Ltd reused the SMCC marble plaque, as the word "Silverware" is just visible, etched in its background:



104. It appears that the northern two-thirds of the brick building at the subject site was built in 1911. This section is bracketed by a hexagonal "pepperpot" ornament rising above the parapet at the north end and a smaller version at the south end. The southern third appears to be a later addition, though it shares features such as terracotta air bricks, openings with rendered flat arches, and a band of cement render at window sill level.

Response to submission

105. The submitter opposes the regrading of 335-337 Ferrars Street to a Significant Heritage Place, and seeks to either have it removed from the Heritage Overlay or graded Non-contributory. The submitter's points are provided below in *italics*, with my response to each issue provided below that.

Lack of significance

106. *Heritage control of the Site has not been warranted to date and there is no good reason for this to change.*
107. In fact, both 335-337 Ferrars Street and the remaining extent of the Railway Cutting and Bridges (221-351 Ferrars Street and 332A Park Street) are already covered by the

Port Phillip Heritage Overlay. While currently graded Non-contributory, this land is still subject to heritage controls.

108. *The amendment appears to be based on the railway cutting and three bluestone bridges, the closest of which is approximately 250-300 metres to the north of the Site and the furthest of which is approximately half a kilometre away.*
109. I agree that the documentation in Citation 2311 focusses solely on the railway infrastructure located on this linear site, and does not consider 335-337 Ferrars Street specifically. In accordance with Citation 2311, it is only the railway cutting and bridges that have demonstrated significance.
110. As the former South Melbourne Cycle Club at 335-337 Ferrars Street has not been demonstrated to contribute to the significance of the Railway Cutting and Bridges site, the question remains as to whether it should be Significant or Contributory to the HO440 Emerald Hill Precinct or the HO441 St Vincent Place East Precinct (in which it is currently found). The statements of significance for both the HO440 and HO441 precincts focus almost solely on residential development, though HO441 mentions the soldier's memorial hall. Due to this, the subject property's contribution to the significance of either precinct is not obvious.
111. For this reason, I agree with the City of Port Phillip's recommendation to specify that 335-337 Ferrars Street, among others, does not contribute to significance of the Railway Cutting and Bridges.
112. The subject site is included in the current cadastral boundary of the railway cutting between Park and Bridport streets, whose address is given in VicPlan as 205, 329-331, 335 & 339 Ferrars Street. For this reason, I consider it most appropriate to retain the subject site within the Railway Cutting and Bridges site boundaries and indicate its lack of contribution to the site in the place citation (No. 2311).



Figure 6. Railway reserve just north of Bridport Street, with the cadastral parcel known as 205, 329-331, 335 & 339 Ferrars Street shown in a blue dotted line. The former South Melbourne Cycle Club, 335-337 Ferrars Street, within this parcel is circled in red. (Source: VicPlan, accessed 4 Jan. 2021)

113. I also agree that the subject site should undergo assessment to see if the former South Melbourne Cycle Club premises meets the threshold of local significance on its own.
114. During my site visit, I also viewed 329-331 Ferrars Street, which is also part of the same cadastral block as the railway cutting. There is a c.1930s Art Deco commercial building on this site. Like the South Melbourne Cycle Club, it is both unrelated to the Railway Cutting and Bridges site's heritage significance, and unrelated to the valued Victorian-Edwardian residential character of precincts HO441 and HO440.



Figure 7. Art Deco commercial building at 329-331 Ferrars Street. New apartment building at 333 Ferrars Street is visible in the background.

115. For these reasons, it should also be recognised in the Railway Cutting and Bridges citation as not contributing to its significance, and also earmarked for future individual assessment to see if it meets the threshold of local significance on its own.

Conclusion and recommendations

116. It is my opinion that:

- The former South Melbourne Cycle Club premises at 335-337 Ferrars Street, South Melbourne, does not contribute to the significance of the Railway Cutting and Bridges.
- Therefore, its lack of contribution to the Railway Cutting and Bridges site should be clearly indicated in Citation 2311.
- The South Melbourne Cycle Club, founded in 1881, with premises constructed c1911 and used for this purpose until after 1935, may have some level of heritage significance.
- Therefore, the potential significance of the South Melbourne Cycle Club premises should be assessed separately in the future.

- The c.1930s commercial building at 329-331 Ferrars Street also does not contribute to the significance of the Railway Cutting and Bridges site and this should be clearly indicated in Citation 2311. Its potential individual heritage significance should be assessed separately in the future. Note that this final recommendation is in addition to Council’s proposed post-exhibition changes to Amendment C161port.

4.3 Submission 93 – 61 Farrell Street, Port Melbourne (in HO1)



Statutory recommendations

117. Current status: Contributory in HO1 Port Melbourne Precinct.
118. Changes proposed by C161port: Regrade to be Significant.
119. Council’s proposed post-exhibition changes: None.

Statement of significance

120. The statement of significance for HO1 from the Port Phillip Heritage Review (not revised in relation to C161port) is as follows. Note that 61 Farrell Street is located within the Port Melbourne East sub-precinct:

What is significant?

The Port Melbourne Heritage Overlay Precinct (HO1) covers a large area of Port Melbourne. The area is bounded on its west side by Ross Street - with several small pockets extending north-west to the corner of Williamstown Road, Derham and Raglan Streets and to the south-west to Nelson and Clark Streets. The north-east boundary is Ingles Street and Boundary Street. Pickles Street marks the

eastern boundary which is contiguous with the South Melbourne, Albert Park, Middle Park and part St Kilda area (HO3). Part of the southern boundary is formed by Graham Street, and the precinct extends north up Bay Street. Also forming part of the precinct are the residential areas developed from the late 19th century north-west of the railway line. These include Clark Street and Albert Street either side of Graham Street, as well as Poolman Street. The area also includes a small residential pocket which extends further over Graham Street, to the south-east, taking in properties facing Esplanade West.

The route of the former Port Melbourne railway line with its associated reserves and the Bay Street commercial thoroughfare divide Port Melbourne into discrete neighbourhoods. Their alignments relative to each other have resulted in the creation of a triangular shaped area bounded by Princes and Nott Streets that is in itself subdivided somewhat irregularly into street blocks and triangular reserves. The reserves are known as the Crichton Reserve and the Sangster Reserve, which adjoins the Port Melbourne Bowling Club.

*The former railway route and gardens are overlooked by a number of houses of a form and design that is more substantial and elaborate than is generally seen elsewhere in Port Melbourne. Examples include the two storeyed Italianate residences at 73 and 75 Evans Street, to the west side of the reserve and 165 Station Street (Emerald House), 164 Station Street (Ulster House), 163 Station Street (Derwent Coffey House) and 160-62 Station Street (Alfred Terrace) to the east side of the reserve. Although masonry construction predominates, there are also important timber cottages such as the group in the middle of the block of Station Street between Graham and Farrell Streets. The house of slaughterman Caleb Kennett, 64 Evans Street is considered exceptional on account of its spacious garden, high bi-chromatic brick fence and palisade cast iron fence with cast iron pillars. Importantly, they represent a dimension to the fabric of the area often overlooked by persons unfamiliar with the place. They also demonstrate the importance of the railway reserve gardens as a catalyst for substantial villa development in the late nineteenth and early twentieth century. These gardens are noteworthy on account of their exotic plantings. Some of the trees in the Hester, Smith, Howe and Page Reserves on Station Street and the Walter, Gill and Fennell Reserves on Evans Street may have been planted as early as the turn of the century and are predominantly exotics. They include *Cedrus deodara*, *Schinus molle* var. *ariera*, *Ficus macrocarpa*, *Cupressus sempervirens*, elms, and a very large *Ficus macrophylla* in a fenced off reserve in the centre of Raglan Street. The Gill, Howe, and Smith reserves also include mature *Schinus molle* var. *ariera* and *Ficus macrophylla* that collectively establish the highly distinguished ambience of the locale. The Turner Reserve, facing Evans Street between Graham and Bridge Streets, was for many years the site of railway sidings, and some of the landscape elements and plantings may therefore in part be more recent than within the other Railway Reserves.*

The remaining residential areas are made up predominately of single-storeyed timber and brick cottages, in terraced rows as at 3-17 Bridge Street and 22-26 Lyons Street or in detached rows of identical cottages as may be seen in Princes Street and elsewhere. The rows known as Queens Terrace and Jubilee Terrace

occupying 118-144 Nott Street are extraordinary on account of their great length. In these areas, unusual two-storeyed buildings include the all timber house at 64 Cruikshank Street and Guernsey House at 232 Esplanade East. There are also a number of early timber cottages, particularly to the smaller streets. The housing stock, though predominantly Victorian, is enriched by Federation period villas and by the diversity of the non-residential buildings that include the ubiquitous corner hotels, often delicensed, the occasional church, factory and corner shop, again often converted in recent times to residential use. There is a characteristic pattern here wherein the corner sites were typically occupied by commercial premises, including hotels, and the allotments in between occupied by houses. This pattern was the product of a pedestrian and public transport-dependant society and is enlightening when viewed from today's perspective. The minor streets and lanes, now mostly rebuilt, are also of interest. So too are the streets facing the Crichton Reserve in that they demonstrate an approach to urban planning that is in a way superior to the current practice of confining open space to the spatially inconsequential lands associated with watercourses and vacant blocks. Finally, the schools at Nott and Graham Streets are pivotal to the interpretation of the social history of the area.

Bay Street is a remarkable thoroughfare in many respects. There is in the first instance the prospect of the sea at its southern end, but it is the diversity of the buildings along its length which sustain the visitor's interest. These include some public buildings, including the former post office, and the Port Melbourne town hall, which occupies a pivotal site surrounded by streets and houses and terminating the Spring Street vistas. Also of note are the hotels, including the Rex, the Prince Alfred, Chequers Inn, Quinn's and the Fountain Inn, which are given prominence by their corner sites. Banks and other commercial premises, including shop buildings demonstrate the street's historic character. The shops include terraced rows with cast iron posted verandahs such as 149-155 Bay Street (O'Briens Terrace), 165-179 Bay Street and the Market Buildings at the Liardet Street corner. Finally, Bay Street's houses have been built over a considerable time, cheek-by-jowl with the shops and hotels. Peckham Terrace is the earliest (c. 1859). Carroll's Terrace alongside was built in 1884 and nearby, 378-382 Bay Street followed in 1900. More recently, large-scale residential and commercial development has occurred and while it has generally been concentrated to the beach end of Bay Street, south of Graham Street (outside of the precinct), some recent commercial and shop developments have been set behind and incorporated earlier shop buildings to Bay Street, north of Graham Street, within the precinct. This recent development adds a further layer of complexity and pattern of growth as the dwindling of the population of the post-war years has been halted and reversed, and a new community of residents call 'Port' home.

How is it significant?

The Port Melbourne Heritage Overlay Precinct is of historical and architectural significance to the City of Port Phillip.

Why is it significant?

The Port Melbourne area (HO1) encompasses the long-established residential and commercial streets of Port Melbourne bounded by Pickles Street in the east, Clark and Walter Streets in the west, Boundary Street in the north and Graham Street in the south.

The area has historical importance (Criterion A) as a nineteenth century working class area associated with the growth of the Port of Melbourne and especially the bayside shipping activities of the port and with the industrial development of the shore line in the nineteenth century and the Yarra River flats in the twentieth century.

This importance is demonstrated not only by the housing stock and surviving industrial establishments but also by the diversity of commercial and public buildings contained within the area. The area is especially valuable for its capacity to demonstrate the lifestyle of this close-knit community during the nineteenth century. Being surrounded by industrial land, the Bay and Lagoon reserves, the area retains its discrete geographical form and has value for its capacity to demonstrate past urban planning practices characteristic of the pre-automobile age. These include the Bay Street strip shopping centre, the railway gardens and other reserves, the status given to public buildings and public transport services and the mix of residential and non-residential uses wherein street corner sites are invariably occupied by hotels and shops establishing a distinctive streetscape pattern.

Forming part of the Port Melbourne area (HO1) and contributing to the significance of this broader overlay, the Port Melbourne West Sub-precinct is also of local significance in its own right as a relatively intact precinct of late nineteenth century residential buildings, which has a distinctive and relatively high density of subdivision, with its narrow streets and lanes reflecting a pattern of development unusual in Port Melbourne. The distinctive character of the area is reinforced by the predominantly uniform nature of the buildings, being small timber cottages of similar design and which are typical of Port Melbourne. That said, the precinct also comprises some small pockets of later development, including some Federation and Inter-war housing.

Forming part of the Port Melbourne area (HO1) and contributing to the significance of this broader overlay, the Port Melbourne East Sub-precinct is of local historical and architectural significance in its own right, as a largely nineteenth century residential area (with some later development of the Federation and interwar periods). The area is characterised by relatively wide streets which access the narrow, closely developed allotments and building stock comprised of relatively modest dwellings, predominantly but not exclusively timber.

Forming part of the Port Melbourne area (HO1) and contributing to the significance of this broader overlay, the Bay Street Commercial Sub-precinct is of local historical and architectural significance in its own right. Historically the original route from Hobsons Bay to Melbourne and the commercial centre of Port Melbourne from the mid nineteenth century, the street retains much of its nineteenth century appearance, particularly on the west side. It is characterised

by largely uniform two-storey terraced shops with interspersed pockets of residential buildings. Bay Street has remained Port Melbourne's principal shopping area and continues to accommodate several public buildings, including the Town Hall which is the civic focal point of the suburb.

Forming part of the Port Melbourne area (HO1) and contributing to the significance of this broader overlay, the Port Melbourne Railway reserves sub-precinct is of local historical, aesthetic and social significance in its own right. The sub-precinct is historically significant, being reserved as part of the first steam railway to be constructed in Australia, which opened in 1854. The reserves were intended to act as a buffer, providing a degree of separation between the rail corridor and the allotments which faced it from Station and Evans Streets. In 1866, the land was reserved for 'ornamental purposes'. By the turn of the nineteenth century, many of the allotments facing the reserves had been developed with a combination of housing types, in both timber and brick being constructed, ranging from single-fronted timber cottages to elaborate and substantial two-storeyed brick and rendered residences. Corner allotments were generally occupied by commercial buildings, including hotels. The named reserves together make up one of a very small number of landscaped reserves in Victoria specifically associated with a railway alignment. For many years this was the only major landscaped area in Port Melbourne until the infilling of the central section of the Lagoon in the early twentieth century. Historically and socially, the sub-precinct has been and continues as a focus for passive recreation in the area, with elements of built form including the low height random freestone rock walling and the remains of the memorial adjacent to Graham Street, contributing to the setting. Aesthetically, the Reserves sub-precinct is of importance in the local context; the landscape quality of the relatively dense tree plantations between Boundary Street and Graham Street is unique in Port Melbourne.

Response to submission

121. The submitter opposes both the current Contributory grade in the HO1 precinct of 61 Farrell Street as well as its regrading as Significant, and requests that the subject property be removed from the Heritage Overlay. The submitter's points are provided below in *italics*, with my response to each issue provided below that.

Lack of documentation

122. *There is a lack of demonstrated and substantiated reasons for the upgrading of the significance of the property to "significant". The same is true of the current grading of contributory. The Port Phillip Heritage Review Update February 2019 [the Helms Review] contains no detailed reference to the site or why it is now considered to be significant. The HO1 overlay area is large. It is not stated how 61 Farrell St is part of the significance of HO1.*

123. I agree that the rationale for the regrading of 61 Farrell Street from Contributory to Significant in the Helms Review is quite brief. It states: *This is a relatively intact bi-chrome Victorian house, which is comparable to Significant buildings. A Significant grading is appropriate* (page 42).

124. As the property is within a Heritage Overlay precinct, it is not unusual that there is no detailed reference to the site either in the Helms Review or the HO1 precinct statement of significance. Instead, to demonstrate that a property is Contributory or Significant to the precinct, it should be a place-type that is documented in the statement of significance. The HO1 statement of significance notes that the housing stock is 'predominantly Victorian'. It goes on to note that the Port Melbourne East sub-precinct is significant: *as a largely nineteenth century residential area (with some later development of the Federation and interwar periods). The area is characterised by relatively wide streets which access the narrow, closely developed allotments and building stock comprised of relatively modest dwellings, predominantly but not exclusively timber.*
125. The house at 61 Farrell Street is Victorian in era, and its brick construction makes it one of the less usual 'non-timber' examples. On this basis, it is likely to contribute to the significance of the HO1 precinct.
126. As it is likely to contribute to the precinct, does it meet the definition of a Contributory or Significant property? This question can be answered on the basis of comparative analysis and consideration of intactness (the latter is addressed below). As noted in the HO1 statement of significance, most of the houses in the precinct are 'relatively modest dwellings', most of them constructed of timber. In comparison with the more typical modest single-fronted dwellings seen across the precinct, the subject house is both larger than average (double-fronted) and has a more substantial and expensive construction (solid brick, with two-toned patterning).

Intactness of house

127. *The only description of the house given in the comments in that Heritage Review is "relatively intact bi-chrome Victorian house". It is true that the bricks are two different colours but the following non original features have been installed since 1990: The verandah roofing, supporting timber, soffit lining, aluminium decorative trims and timber posts; The roof (zincalume); The gutters; The front door; The front fence and gate; and The fuse box on the eastern wall of the house.*
128. As discussed in section 2.5, Port Phillip generally reserves a Contributory grade for places that 'have been considerably altered but have the potential to be conserved'. While largely intact buildings of the valued period and type are generally graded Significant. This application of grades is demonstrated by a pair of single-fronted timber Victorian cottages at 216 & 218 Albert Street (also in the HO1 Port Melbourne East sub-precinct). Once identical, No. 216 has been quite altered (chimneys removed, timber cladding of façade replaced with wider boards, verandah rebuilt in simpler form, front windows enlarged, front door replace with contemporary model. It is graded Contributory. In contrast, No. 218 is largely intact, though the verandah posts have been replaced with plain posts. Though modest, it is graded Significant.
129. The house at 61 Farrell Street is certainly more substantial in size and materiality than many Significant-graded houses in the HO1 precinct. How does its intactness compare?

130. Elements that require cyclical replacement – such as roof cladding and rainwater goods – very rarely survive on 19th-century houses, and when they do, they are often long past their useful life. For this reason, in my professional opinion, their replacement in-kind is expected and should not be given much weight when considering intactness. All the more so in cases where the correct profiles and materials have been used for the replacements. I also note that very few front fences survive from the 19th century, and when they do, it is almost always iron palisade fences that front substantial dwellings. Again, in my professional opinion, the loss of the original front fence from a 19th-century dwelling should be considered the norm, and not a count against its intactness.
131. The reported rebuilding of the front verandah is a more weighty alteration, but again, looking at other houses in HO1, there are more modest Victorian houses with rebuilt verandahs that are still graded Significant. An example at 150 Farrell Street is depicted below. In comparison with this example, the reinstated verandah at 61 Farrell Street is far superior in its detailing, with a shallow convex roof, stop chamfering to the verandah beam and framing around the metal frieze, cast-iron (or aluminium) of a historic pattern, and slender Corinthian columns. This high-quality reinstatement of the front verandah has returned 61 Farrell Street to a high level of integrity, though it is not entirely intact.



Figure 8. Significant house at 150 Farrell Street. Note rebuilt verandah with simplified detail, new front fence and two-storey rear addition.

132. Moreover, the house at 61 Farrell Street retains its tuckpointed bichrome brick façade, double-hung windows with slate sills and sidelights, bracketed eaves, an M-hipped roof, and pair of corniced chimneys.
133. Having viewed 61 Farrell Street and compared it to other Significant-graded houses in the HO1 precinct, I conclude that it compares well in its design, materiality and level of intactness. On this basis, I support the change to a Significant grade.

Consistency of streetscape

134. *The property is located on a streetscape which is not intact or consistent in heritage terms.*
135. I agree that the portion of Farrell Street between Nott and Princes streets has a range of buildings fronting onto it. Across the street is the sideage of two Port Phillip Specialist School buildings, Victorian and Edwardian, which are part of an individually significant place (former Nott St Primary School, 229 Nott St, Citation 668). On the west side, there are six Contributory and Significant graded houses, from the Victorian (three), Federation (one) and interwar periods (two), as well as three Non-contributory contemporary dwellings.
136. The mix of eras of the Contributory/Significant houses is reflected in the HO1 precinct statement of significance, which notes that the Port Melbourne East sub-precinct is 'a largely nineteenth century residential area (with some later development of the Federation and interwar periods)'. As all three periods are recognised as contributing to the precinct, in my professional opinion, the lack of a single period of dwelling does not detract from the heritage value of the streetscape.
137. Considering the intactness of the part of Farrell Street, as noted above, the entire east side of the street is an individually significant (school) site, which was developed during the valued period of the HO1 precinct. The west side, where 61 Farrell Street is located, has two-thirds Contributory and Significant dwellings and one-third Non-contributory. In my professional experience, assessing heritage precincts for a range of metropolitan council areas, two-thirds intactness of a precinct is generally considered acceptable to reach the threshold of local significance. Applying this rule-of-thumb to this portion of Farrell Street indicates that the streetscape is intact enough to warrant protection as part of the larger HO precinct.

Conclusion and recommendations

138. It is my opinion that:
- The house at 61 Farrell Street is of an intactness, integrity, size and materiality to compare well to Significant-graded houses in the HO1 Port Melbourne Precinct.
 - Therefore, the change to a Significant grade is warranted.
 - The streetscape of Farrell Street, between Nott and Princes streets, is of an intactness that is acceptable for inclusion in an HO precinct.
 - Therefore, no changes are recommended to Amendment C161port.

4.4 Submission 131 – 2 Carlisle Street, 3, 5 and 9 Havelock Street, St Kilda (in HO5)



Figure 9. House at 5 Havelock Street, St Kilda (2020)

Statutory recommendations

139. Current status: part of 2 Carlisle Street (a part known both as 11 Havelock Street and 3 Albert Street) is Significant; 3 Havelock Street is Significant; 5 Havelock Street is Contributory; 9 Havelock Street is Significant; all in HO5 St Kilda Hill Precinct.
140. Changes proposed by C161port: Downgrade part of 2 Carlisle Street (aka 11 Havelock Street or 3 Albert Street) to Non-contributory; regrade 5 Havelock Street to Significant.
141. Council's proposed post-exhibition changes: Also downgrade 3 Havelock Street to Non-contributory.

Statement of significance

142. The statement of significance for HO5 from the Port Phillip Heritage Review (not revised in relation to C161port) is as follows:

The St. Kilda Hill area encompasses the Port Phillip Bay shoreline and is further defined by Fitzroy Street, Barkly Street and Carlisle Street. It has historical importance (Criterion A) as a seaside resort for the metropolis and location for marine villas since the commencement of settlement during the 1840's. This importance is demonstrated primarily by the privately owned building stock of houses, hotels and apartments but also by places of entertainment and other recreational facilities. Government and to a lesser extent privately funded infrastructure such as transport facilities, schools and churches also make a crucial contribution to the interpretation of life on St. Kilda Hill at various times in its history. The long history of the place has combined with its role as a resort to impart a diverse architectural character to the area that reflects its socioeconomic profile and is highly valued by the community (Criterion G).

Today, the Hill offers valuable insights into the housing styles of the rich from the 1840's onwards, retaining important examples of architectural styles from each period in its history (Criterion C). It also includes unusual street layouts, with Alfred Square and Church Square demonstrating past planning practices.

Response to submission

143. The submitter opposes the regrading of 5 Havelock Street to Significant, and requests that the entire Cosmopolitan Hotel site, encompassing 3 Albert Street, 2 Carlisle Street, and 3, 5 and 9 Havelock Street be removed entirely from the Heritage Overlay. The submitter's points are provided below in *italics*, with my response to each issue provided below that.

3 Havelock Street

144. *3 Havelock Street forms part of the at-grade car park associated with the Cosmopolitan Hotel. Nonetheless, its 'Significant' grading is proposed to be maintained on the Heritage Policy Map. If the site is maintained in the Heritage Overlay, we submit that 3 Havelock Street should be identified as non-contributory.*

145. Port Phillip agree that 3 Havelock Street is a vacant site, and should be downgraded to Non-contributory. I have also visited the site and, as it is vacant, agree with Port Phillip's recommendation.



Figure 10. 3 Havelock Street (where the boom lift is located) in November 2020.

5 Havelock Street

146. *5 Havelock Street contains a single storey, double fronted weatherboard dwelling. It has undergone some modifications, and is in poor condition. Given the condition of the*

building and its location – physically separate from any significant heritage buildings and the intact areas of the precinct – it does not meet the definition for a ‘Contributory heritage place’, as it simply does not contribute to the significance of the area.

147. As noted by the submitter, this is a single-storey, double-fronted timber dwelling. It is Italianate in style, so appears to date from the late 19th century. It is largely intact, retaining its M-hipped roof form, bracketed eaves beneath a toothed eaves fascia, hipped front verandah, front double-hung sash windows with sidelights, and central front door with highlight and sidelights. The verandah frieze and brackets are a sympathetic but undersized replacement, and the verandah posts are also undersized replacements. In addition, the corniced tops of the chimneys have been removed. As such, the house is largely intact.
148. As discussed in section 2.5, Port Phillip defines a Significant building in an HO precinct as one that contributes to the significance of the precinct and is largely intact, which means a Contributory grade is reserved for very altered (through potentially recoverable) buildings. The level of intactness seen with 5 Havelock Street is directly comparable to that seen on other Significant-graded Victorian houses in the precinct. For example, the semi-detached pair of Italianate houses across the street, 16 & 18 Havelock Street, have reinstated timber verandah posts and lacework, and the brickwork of No. 18 has been overpainted, but both are graded Significant. On the basis of comparative analysis, I support the regrading of 5 Havelock Street to Significant.
149. While the submitter notes that the house is in a poor condition, this is not apparent when viewing from the street. The metal roofing is recent and uncorroded, the rainwater goods in a good condition (only one area of corrosion visible on the west side), and paint on the timberwork sound. While there is surface rust on the verandah lacework, this is a cosmetic issue. While there certainly may be internal works and/or restumping required, there is no indication that the house is in such a poor condition that this should be taken into account at the Planning Panel stage.
150. While the submitter states that the house is ‘physically separate’ from other heritage buildings and intact parts of the HO5 precinct, this is clearly not the case. 5 Havelock Street both stands at the western end of a row of mostly Contributory and Significant properties (5-21 Havelock Street), and across from a very long continuous row of Contributory and Significant properties on the north side of the street (4-42 Havelock Street). In my professional opinion, the other heritage properties to the east and across the street from 5 Havelock Street give it a clear physical and visual link to the rest of the HO5 precinct.



Figure 11. 9 Havelock Street (left) and 5 Havelock Street (right).



Figure 12. View of the north side of the street from 5 Havelock Street, showing more Victorian houses (Nos. 16-22).

9 Havelock Street

151. 9 Havelock Street contains a single-fronted late Victorian weatherboard cottage. It has undergone significant modifications, including demolition of a considerable proportion of the original fabric, addition of a substantial double storey extension, replacement of the front window and door, and introduction of a skillion verandah. Its current Significant grade cannot be justified given the high degree of modifications that have been made to the original dwelling both internally and externally.

152. 9 Havelock Street is an unusual example of the Italianate style, with a gable and broken pediment to the front façade. It appears to have been remodelled in the 1920s and given a Japanese influence, with the addition of a louvered gable vent, bank of three sash windows and high-waisted front door beneath a flat verandah roof with expressed joinery. In more recent times Federation-style turned verandah posts have been installed, and the two-storey rear extension constructed.



Figure 13. 9 Havelock Street.

153. In my professional opinion, the 1920s “makeover” of this Victorian house does not disqualify it from contributing to the significance of the HO5 precinct. This is both because the 1920s alterations appear to be well-detailed, and also because the theme of interwar makeovers of Victorian houses (often as a conversion to flats) is a strong theme in St Kilda’s history.

154. The Federation-style verandah posts, do detract from its intactness, as does the rear extension to some extent (though it appears to meet the guidance of Clause 22.04 Heritage Policy). On this basis, the house may have somewhat lower intactness and integrity than other houses graded Significant in HO5. As there is no proposed statutory change to the status of 9 Havelock Street in Amendment C161, I have not sought out appropriate comparative examples to see if it is closer to similar Significant or Contributory-graded dwellings. Port Phillip may wish to carry out such comparison in the future, as well as researching the evolution of this two-phase house.

Cohesiveness of streetscape

155. *The case for removing the entire Cosmopolitan Hotel site from the Heritage Overlay is supported by the low heritage value of the properties within it. Neither 5 or 9 Havelock Street present unique or significant heritage or architectural qualities. They are commonplace, with far better examples elsewhere throughout the municipality and Melbourne generally. Furthermore, these two buildings are enveloped by a commercial*

enterprise with larger scale modern forms and thus the immediate context is severely compromised.

156. There is no requirement for a graded property in a Heritage Overlay precinct to be “unique” with no better examples of its kind found in the municipality or farther afield. That threshold is applicable to places of State-level significance. Even places that meet the threshold of local significance do not have to be “unique”, though they do need to be one of the best examples of their type in the municipality. The tests set out by the submitter are not appropriate when considering whether the houses at 5 and 9 Havelock Street can contribute to the significance of the HO5 precinct.
157. As discussed above, I consider these two Victorian houses to have sufficient context within the HO5 precinct – both graded houses to their east and on the north side of the street. While the multistorey building at 11 Havelock Street/3 Albert Street (part of the larger 2 Carlisle Street site) is both Non-contributory and intrusive due to its size, there are many instances of small and large Non-contributory buildings in all HO precincts of medium to large size. Port Phillip and Melbourne’s inner suburbs are dotted with late 20th-century apartment buildings of a similar size, and if they do not form the predominant character of the area, their presence is acceptable within an HO precinct.
158. In regard to the Non-contributory parts of the Cosmopolitan Hotel site – 3 Havelock Street and 2 Carlisle Street – while they do not contribute to the significance of the HO5 precinct, they are surrounded by the precinct. If removed from the Heritage Overlay, this would create a hole within the precinct where future works could take place without any regard for its impact on the surrounding precinct. On this basis, in my professional opinion, it is preferable to retain the entire Cosmopolitan Hotel site within the HO5 precinct, so future impact on heritage significance can be appropriately managed through the planning permit process.



Figure 14. The position of 2 Carlisle Street and 3 Havelock Street (indicated by dotted lines) within the HO5 precinct.

Conclusion and recommendations

159. It is my opinion that:

- The Victorian house at 5 Havelock Street is of an intactness and integrity that is comparable to that of other Significant houses in the HO5 precinct. Therefore, it is appropriate to regrade it to Significant.
- The Victorian house at 9 Havelock Street was remodelled in the 1920s, and the verandah posts replaced and a rear extension built more recently. As this is now an unusual example, Port Phillip may wish to carry out targeted comparative analysis in the future to check if a Significant or Contributory grade is most appropriate.
- The Victorian houses at 5 and 9 Havelock Street are linked to the rest of the HO5 precinct by the row of Significant and Contributory houses to their north (4-42 Havelock Street) and those to their east (17-21 Havelock Street), interrupted by a single Non-contributory property at 11 Havelock Street (aka 3 Albert Street, or part 2 Carlisle Street), and thus should remain within the HO5 precinct.
- The balance of the site (2 Carlisle Street and 3 Havelock Street) is bounded by the HO5 precinct on all sides, and its future redevelopment will impact on the precinct. Therefore this site should be retained within the HO5 precinct so these impacts can be managed.
- The vacant land at 3 Havelock Street does not contribute to HO5. Therefore a post-exhibition change to Amendment C161 port should be made to regrade it to Non-contributory. This change is in keeping with Council's post-exhibition position in regard to Amendment C161port.
- No other changes to Amendment C161port are warranted.

4.5 Submissions 3, 10 & 132 – 58-60 Queens Road, Melbourne



Statutory recommendations

160. Current status: Outside of the Heritage Overlay.

161. Changes proposed by C161port: Apply new individual heritage overlay HO512.
162. Council's proposed post-exhibition changes: None.

Statement of significance

163. The statement of significance prepared in the Barrett Assessment is as follows:

What is Significant?

Glen Eagles, Kinross and Kinfauns at 58, 59 & 60 Queens Road, Melbourne, built in 1940-41 as an investment for Margot O'Donohue and Frank Lynch are significant. The three-storey brick blocks of flats are of a restrained, but well-composed, Moderne design and are situated within a landscape setting that contributes to their character. Along the rear boundary of the site is a row of 23 single car garages for its residents, which are supplemented by vehicle parking elsewhere on this site.

Non-original alterations and additions are not significant.

How is it significant?

The complex containing Glen Eagles, Kinross and Kinfauns flats, their landscape setting, and rear garages, is of local aesthetic and historic significance to Port Phillip.

Why is it significant?

This complex of flats is of local historical significance to Port Phillip. It is a large and intact complex of low-rise flats built in Queens Road, Melbourne in the early 1940s. This complex is of local historical value as it demonstrates the significant role that Queens Road played in flat development in the municipality from the Interwar period, due largely to its close proximity to public transport and the views it afforded to Albert Park Lake. It is also an example of a flat development by Margot O'Donohue and Frank Lynch, who built at least one other large block of flats in Queens Road. (Criterion A)

The complex is of local aesthetic significance to Port Phillip, as a large and intact example of an early 1940s flats complex designed in a restrained, but well-composed, Moderne style. The three blocks of flats, Glen Eagles, Kinross and Kinfauns, demonstrate a transition in styling of blocks between the more ornate styles of historicism and Streamline Moderne, to that of the uncompromisingly Modern developments of Newburn and Stanhill flats. (Criterion E)

Additional comparative analysis

164. As noted in my peer review of the Barrett Assessment (in section 3.3), the Analysis of the subject flats looks only at late interwar flats development in the close vicinity, and does not identify any closely comparable examples that are already in the Port Phillip Heritage Overlay.
165. To determine whether or not the subject flats meet the threshold of local significance, I have identified stylistically similar examples that are Individually Significant in the Port Phillip Heritage Overlay (that is, they have their own place citation, and would warrant a site-specific HO if outside of a precinct). The most closely comparable examples are illustrated below (all images are from Port Phillip Heritage

Review citations). In some cases Port Phillip has provided me with the identity of the designing architect though it is not recorded in the current citation. These cases are starred*.



Figure 15. Citation 446: 40 Burnett Street, St Kilda, c1940, designer S & MS Nelson. A three-storey complex of apartments in the Functionalist style. Walls of deep cream bricks, steel windows. One wing has a hipped tile roof, while the other has a parapet.*



Figure 16. Citation 877: 3 Cowderoy Street, St Kilda, 1936, designer Mewton & Grounds. Walls of red bricks with cream banding, hipped and parapeted roof.



Figure 17. Citation 1480: 145 Fitzroy Street, St Kilda, 1940, designer S & MS Nelson. Cream brick, steel windows, parapeted roof.*



Figure 18. Citation 780: 9A Princes Street, St Kilda, late 1930s, designer WH Merritt. Rendered walls, steel windows, parapeted roof.*



Figure 19. Citation 795: 36 Robe Street, St Kilda, late 1930s, designer Seabrooke & Fildes. Cream bricks, timber sash windows, tiled hipped roof.*



Figure 20. Citation 929: 473 St Kilda Street, St Kilda, 1938, designer Seabrook and Fildes. Deep cream brick with concrete slab balconies, parapeted roof.



Figure 21. Citation 2335: 73 Marine Parade, Elwood, 1940, designer JH Esmond Dorney. Cream brick and render, tiled gabled roof.

166. As can be seen from the comparative examples above, the subject flats complex is one of a number of austere late-interwar flats buildings, most of which feature the cream brick and steel windows that were so fashionable at the time. The most cutting-edge of the examples have parapeted roofs (creating the illusion of a flat roof), indicating a strong example of European Modernism. Others, including the subject flats, retain a traditional pitched roof and eaves. Decoration is kept to a minimum, apart from stylish lettering providing the building's name (seen on the subject flats, 3 Cowderoy Street and 36 Robe Street, among others).

167. The subject flats stand out from the examples above as it is a *complex* retaining landscaped areas and original rear parking structures. The grouping of the three flats buildings in their garden setting makes them stand out more in their context, lending landmark value. This can be compared to Victorian terrace houses: when combined in a long row they have significant landmark value in their area.

168. All of the comparative examples provided above are described as being Functionalist in style. In one case, the moniker 'Vernacular Functionalist' is used to describe the version with a hipped roof built around 1940. This is discussed at length in the Heritage Alliance citation (No. 2335, 2005) for Garden Court Flats at 73 Marine Parade, Elwood:

The Garden Court flats must be seen in the context of other blocks of flats that were erected during the Second World War. Although apartment development in Elwood and St Kilda still flourished during the early 1940s, design and detailing became simpler, no doubt a reflection of more careful spending and, later, limited availability of materials. Apartment blocks tended to be more conventional in form, with hipped roofs and standard windows in place of the bolder flat roofs and corner windows of the late 1930s. Some architects withdrew entirely from the Functionalist idiom, designing their flats with a tokenistic Tudor Revival influence (eg Keith Court at 27 Brighton Road, 1940-41) or even French chateau (eg flats at 39 Eildon Road, 1940-41). But even those designers who remained true to the Modernist canon opted for a simpler more watered-down style, in what has been described as Vernacular Functionalist. This is evident in a number of wartime apartments identified in previous heritage

studies, including Banff at 145 Fitzroy Street (1940), Lynbrae at 193 Fitzroy Street (1940), St Germain at 68 Goldsmith Street, Elwood (1941) and the three adjacent blocks at 58-60 Queens Road, Melbourne (1940-42). An entire cluster of such flats also exists in Elwood at Southey Court (1943), one of the suburb's few wartime subdivisions.

Response to submission

169. Submitters 3, 10 and 132 all oppose the inclusion of 58-60 Queens Road as a site-specific place in the Heritage Overlay. The objecting submitters' points are provided below in *italics*, with my response to each issue provided below that. As Submission 10 only raised financial issues, I have not responded to that submission here.

170. I note that there is also a very large number of submissions that support proposed inclusion in the Heritage Overlay; 118 in all (Nos. 6-9, 11, 12, 14-24, 26-32, 34-51, 54-65, 67-92, 94-96, 98-107, 110-113, 115-118, 120-122, 126, 128, 134, 137-140, & 144-150). While these submissions are generally brief, some primarily address amenity and not heritage significance, and others merely reiterate the main points of the Barrett Assessment, others are quite heartfelt in their appreciation of this place. I have noted the frequent use of the architectural style name 'Functionalist' in these submissions, and have discussed the various accepted terms for buildings of this type in my evidence. One submitter (No. 148) has provided their own heritage assessment, prepared by RBA Architects + Conservation Consultants (dated 23 July 2020), which concludes that 'it is confirmed that the three adjacent blocks of flats at 58-60 Queens Road, Melbourne ... meet the threshold for local heritage significance'.

Architectural style

171. *It is the opinion of one person who finds the history of the flats interesting in an academic sense. I would suggest that the average ratepayer finds these buildings about as interesting as a block of flats built in the 1970s. I personally have never heard of the "Moderne Style" and I doubt that many people have. The buildings have none of the attractiveness of others built in more widely appreciated styles, such as Victorian, Edwardian or Art Deco. Almost all buildings similar to the ones in question along Queens Road have been redeveloped. I believe this fact underlines the lack of historical interest in this style of building. (Submission 3)*

172. *These buildings are nothing more than simple low rise apartment complexes constructed in the 1930s or 1940s. They are not particularly noteworthy. I would question whether they are a particularly good example of Art Moderne, indeed whether they are really Art Moderne at all. Indeed from my research there appears to be a lot of conjecture as to what truly is Art Moderne and indeed some of the photographic examples that Mr Barrett includes are far more memorable than the plain, utilitarian structures that are 58, 59 and 60 Queens Road. (Submission 132)*

173. Our definition of what is "heritage" and deserves to be protected for posterity has evolved and continues to evolve over time as we gain distance and greater objectivity to past times and their architecture. For example, when first formed in the 1950s the National Trust of Australia (Victoria) looked solely to the preservation of Victorian buildings, and the grander the better. By the 1980s, early heritage studies still focussed on the Victorian era, though there was attention also given to the Federation era. While a few studies in the 1980s and early 1990s also assessed interwar buildings (particularly

pre-1930 examples), their protection was often not incorporated into planning schemes at this time as they were widely considered too recent and their more austere forms were not appreciated. Today, heritage protection has moved forward to embrace Mid-Century Modernism and even later styles, such as Brutalism, though they are only appreciated or understood by parts of the wider community. In my professional opinion, heritage professionals should seek both to identify and protect those places that are understood and valued by the current community, as well as pushing forward boundaries to identify and protect places that are less widely understood and appreciated today, but which form part of the architectural history record of our suburbs and state.

174. While the term 'Moderne' might not be in as wide a use as 'Art Deco', it is an established part of architectural terminology which is in use by academics and heritage professionals today. There has, however, been a shift in terminology in Australia over the past 30 years or so, which means that a number of terms have been used for the same styles, and likewise the term 'Moderne' is now used for a number of divergent "sub-styles".
175. This is illustrated by the citations prepared as part of the 1992 'St Kilda 20th Century Architectural Study' (by Robert Peck von Hartel Trethowan), in which the stylistic term 'Functionalist' is used both for the austere examples depicted in my 'Additional comparative analysis' above, and far more decorative examples with curves and horizontal 'speedlines' that might also be called 'Streamlined Moderne' (or 'P&O Style'). The usage in the 1992 citations is in keeping with the 1989 book *A Pictorial Guide to Identifying Australian Architecture* (Apperley, Irving & Reynolds). The *Guide* then refers to strongly vertical and decorated interwar buildings as 'Art Deco'. In turn, the more recent *Encyclopedia of Australian Architecture* (eds. Goad & Willis, 2012, pp. 462-4), uses the terms Streamline Moderne for the curvilinear style and Jazz Moderne for the vertical, decorative style (aka Art Deco). The *Encyclopedia* also encompasses more austere designs in the term 'Moderne', including brick designs inspired by Dutch architect Willem Dudok, noting: 'some of these works are at the crossover point between Moderne and Modernism' (p. 463). The term 'Functionalist' is not defined in the *Encyclopedia*.
176. The usage of the term 'Moderne' in the Barrett Assessment is in keeping with its use in *The Encyclopedia of Australian Architecture*, particularly as he qualifies it as a "restrained" example of the style, which bridges the gap between the more ornate Streamlined Moderne and Modernism. I note that experienced heritage consultants from RBA Architects + Conservation Consultants are also comfortable with the application of this term to the subject building.
177. So, while I agree that the decorative Streamlined Moderne examples provided in the Barrett Assessment are not suitable comparators, the austere version (which might also be called Vernacular Functionalist) is also a legitimate variant of the Moderne. While austere, I have provided multiple examples that are recognised for their heritage significance as Individually Significant places in the Port Phillip Heritage Overlay. As the subject flats compare well to these comparative examples, that indicates that they too reach the threshold of local significance and warrant inclusion as a site-specific place in the Heritage Overlay.

Landscaped setting

178. *The landscaping is not original being a much later iteration and even the author of the assessment recognises this. (Submission 132)*

179. I agree that there have been some changes to the landscaping, as noted in the Barrett Assessment, including an increase in parking facilities and ‘a denser planting arrangement’ concealing the central carparking area. While the precise plants themselves may not be of heritage significance, the extensive landscaped setting made possible in part by the presence of multiple buildings in the complex, is notable. As discussed in the Analysis section of the Barrett Assessment, flats were viewed with suspicion in Australia in the early interwar period, so designs sought to overcome this by putting them in landscaped settings.

Historical significance

180. *The assessment report also makes much of the fact that the complex is a development by the solicitors Margot O’Donohue and Frank Lynch, who were significant flat developers in Queens Road. Neither Ms O’Donohue nor Mr Lynch are noteworthy and indeed their perceived noteworthiness or otherwise should neither be an express or implied justification for an upgrade in the heritage overlay status. (Submission 132)*

181. I agree that the claim in the statement of significance that O’Donohue and Lynch were ‘significant flat developers in Queens Road’ and that their involvement lends historic significance to the place appears to be overstated.

182. O’Donohue is documented in the history as having developed flats at 33 Queens Road, and it is posited that O’Donohue and Lynch may have developed 17 Queens Road (based on its similarity to the subject flats). Are two, possibly three, flat developments enough to give them the title of “key” developers for Queens Road? More importantly, in my expert opinion, being a “key developer of Queens Road” is too narrow a definition to demonstrate significance at a local level. There would be a far stronger case, for example, if O’Donohue and Lynch were demonstrated to be ‘key developers in the former City of St Kilda’ or similar broader area.

183. On this basis, I recommend that the following sentence be removed from the “Why?” part of the statement of significance: *It is also an example of a flat development by Margot O’Donohue and Frank Lynch, who built at least one other large block of flats in Queens Road.*

184. *Rather than interwar flats, Queens Road and St Kilda Road are remembered far, far more for the many mansions that existed on both those roads before high rise developments took root. (Submission 132)*

185. While I agree that St Kilda Road in particular is remembered primarily for its Victorian mansions, there is a strong interwar flats character of Queens Road which is recognised in other citations. For example, Citation 2129 for the flats at 32 Queens Road note that the building ‘is historically important in that it continues the tradition of high quality residential accommodation characteristic of Queens Road and also demonstrates the thoroughfare’s emerging role during the inter-war period as a location for high density residential investment projects.’ And Citation 2225 for flats at 33 Queens Road: ‘It is of historic significance (Criterion A) for its capacity to demonstrate

the continuing tradition of Queens Road as a residential location during the Inter War period.’ There is no reason that two periods should not be recognised as significant in Queens Road’s development: that of Victorian mansions and high quality late interwar flats.

Conclusion and recommendations

186. It is my opinion that:

- The flats at 58-60 Queens Road compare well in their design and intactness to other examples of austere Moderne (or Vernacular Functionalist) flats that are Individually Significant in the Port Phillip Heritage Overlay. The complex is further enhanced by the retention of its landscaped setting.
- The development of high-quality interwar flats is recognised as an important theme for Queens Road and lends the subject property historic significance (Criterion A).
- Therefore, the subject site is of individual significance and warrants a site-specific Heritage Overlay.
- The importance of developers O’Donohue and Lynch in the local significance of the subject flats has not been demonstrated. On this basis, the following sentence should be removed from the “Why?” part of the statement of significance: *It is also an example of a flat development by Margot O’Donohue and Frank Lynch, who built at least one other large block of flats in Queens Road.* Note that this final recommendation is in addition to Council’s proposed post-exhibition changes to Amendment C161port.
- No other changes are recommended to Amendment C161port.

4.6 Submission 143 – 96 Grey Street, St Kilda (in HO5)



Statutory recommendations

187. Current status: Outside of the Heritage Overlay.

188. Changes proposed by C161port: Add to HO5 St Kilda Hill Precinct as an individually Significant place, with its own place citation.

189. Council’s proposed post-exhibition changes: None.

Statement of significance

190. The statement of significance for HO5 is found in section 4.4, above. The statement of significance prepared for 96 Grey Street as part of the Helms Review is as follows:

What is Significant?

'Greycourt', designed by Richardson & Wood and constructed in 1920, at 96 Grey Street, St Kilda is significant. This is an example of the 'Bungalow Court' flat type comprising four dwellings around a central courtyard, now converted to a driveway. The walls are roughcast with brick details to the verandah piers and around the arched entrances to some flats. The hip and gable roofs extend to form porches over the entrances to three of the flats, and there have shingles to the gable ends. The architects have attempted to individualise each of the four units, using slight variations to porches and feature windows, reflecting the concern in the development of the 'Bungalow Court' type to create an 'unflatlike' living environment.

Non-original alterations and additions are not significant.

How is it significant?

'Greycourt' at 96 Grey Street, St Kilda is of local historic and architectural significance to the City of Port Phillip.

Why is it significant?

It is significant as an early example of the 'Bungalow Court' type that demonstrates the experimentation with multi-dwelling and flat types occurring in St Kilda during the early twentieth century and forms part of an important collection of flats within the St Kilda Hill area. It is also significant as a design by architects Richardson & Wood who designed a number of multi-dwelling developments that demonstrate the evolution of flat types in St Kilda in the 1910s and 1920s. (Criteria A & D)

Response to submission

191. The submitter opposes the inclusion of 96 Grey Street in the Heritage Overlay. The submitter's points are provided below in *italics*, with my response to each issue provided below that.

Heritage significance

192. *96 Grey Street has no intrinsic heritage value. The assessment relies on an obscure journal citation for arriving at the conclusion that it has some heritage value and moreover resolves that such value is Significant. In fact 96 Grey St which comprises of 4 single storey units, for all intents and purposes have the appearance of extremely run down ordinary Edwardian buildings.*

193. The "bungalow court" concept may have been introduced to the Australian conscience by the 1916 article in *Real Property Annual*, but this is not the only source to address this concept. Like the "Californian Bungalow" architectural style, the bungalow court was first developed in California. The typology was transmitted via professional journals, trade magazines and architects' study tours to the United States. As noted by Freestone & Nichols (2012:4)¹, while there is extensive literature on the Californian

¹ Robert Freestone and David Nichols, 'Pacific Crossing? From the American Bungalow Court to the Australian Cul-de-Sac', in *Journal of Planning History*, Vol. 12, No. 1, p. 4.

Bungalow style, with the 'exception of Graeme Butler's *The California Bungalow in Australia* (1992), this literature largely ignores the spatial context of development.'

194. The first classic bungalow court was built in Pasadena, California, in 1909, which were 'a symmetrical grouping of compact, detached, one-story cottages framing a central landscaped courtyard'. The type proliferated across Southern California over the next twenty years, and in the suburb of Pasadena alone, 414 courts for 6,500 residents had been constructed by 1933.² While early bungalow courts in California were quite spacious, during the interwar period they evolved from freestanding dwellings to higher density developments, often attached units in pairs or rows. This meant that porches, entrance canopies and other details became more important in their articulation.³
195. In Australia, the first detailed and illustrated description of bungalow courts was found in the 1915 Town Planning Report to the Minister for Public Works, Melbourne.⁴ The following year the concept was introduced to the wider Australian audience by journal *Real Property Annual*, as mentioned in the Greycourt citation. Other publications published images and descriptions of the California bungalow courts, such as the *Construction and Local Government Journal* (e.g., 3 Aug. 1919, 22 Sept. 1919, 13 Sept. 1920). They noted that the intention of a bungalow court is 'instead of building flats high in the air, with no opportunity to enjoy gardens and play grounds, to arrange them in a series of small bungalows round an open court'.⁵ There was a 1923 article in *Australian Home Builder* by architect John Gawler on the "small house group", modelled on the bungalow court, which he suggests is appropriate for middle-ring suburbs such as St Kilda.⁶
196. As Freestone and Nichols note that, despite interest amongst Australian architects and articles in the professional and lifestyle press, there were few archetypical examples of bungalow courts built in this country. In part, this was due to resistance from municipal authorities, as seen in Perth to a 1920 bungalow court proposal. More commonly, the concept inspired cul-de-sacs developed in the 1920s and early 1930s, many of which are in the City of Port Phillip (Los Angeles Court, Ripponlea; Linden Court, Windsor; Mooltan Avenue, Vadlure Avenue, and Sidewell Court, East St Kilda; Bruce Court, Elsternwick). They note that 'the Melbourne versions were usually freehold title with the central courtyard displaced for a public street'.⁷
197. The most faithful examples of the Californian bungalow court in Australia are the two groups of Alexander Miller Memorial Homes at 73 McKillop Street and 22A Park Street, Geelong, built in 1919 and 1922 respectively. Both are listed in the Victorian Heritage Register. Freestone and Nichols state that 'These distinctive campus forms do not appear to have been emulated in Melbourne'.⁸

² Op. Cit., pp. 6-7.

³ Rene Davies, 'Diversifying Suburbia: Bungalow Courts as Spaces of Social Transformation', in *La città nuova : proceedings of the 1999 ACSA International Conference*, 1999, p. 461.

⁴ Freestone and Nichols, 2012, p. 8.

⁵ *Construction and Local Government Journal*, 3 Aug. 1919, p. 10.

⁶ Freestone and Nichols, 2012, p.9.

⁷ Op. Cit., pp. 16 & 21.

⁸ Freestone and Nichols, 2012, p. 17.



Figure 22. The 1919 Alexander Miller Memorial Homes bungalow court at 73 McKillop Street, Geelong.

198. Greycourt provides further information about the influence of bungalow courts on interwar housing in Port Phillip and Melbourne more broadly. Its name, as documented in the 1925 Sands & McDougall's street directory, declares its affiliation with the bungalow court phenomenon. While the dwellings around the central courtyard are not freestanding bungalows, but two semi-detached pairs, they adopt the Californian Bungalow style and the variety of porch and roof types between the semi-detached halves seeks to suggest freestanding houses. The complex is important in demonstrating a more direct translation of the bungalow court to Melbourne's suburbs than had been previously realised.
199. Interestingly, the two other bungalow court examples identified in the City of Port Phillip, built after Greycourt, also take the attached form of dwellings. The single-storey dwellings at 27-29 Jackson Street comprise eight attached dwellings in a U-shaped plan, while 45 Jackson Street comprises nine attached dwellings in an L-shape plan. This may indicate that the bungalow court phenomenon evolved in two distinct directions in the Melbourne suburbs: to cul-de-sacs as documented by Freestone and Nichols, and attached forms as seen in Port Phillip.



Clockwise from top left: Classic bungalow court layout at 73 McKillop Street, Geelong; attached examples at 45 Jackson Street; 96 Grey Street; and 27-29 Jackson Street.

Intactness

200. *If the buildings had any heritage value (which is not the case) have been so significantly altered over many years that any such alleged heritage value has been completely lost. The substantial alterations to the buildings and 96 Grey St property generally include, but are not limited to the following: Fully building in the original balconies, Replacement of original roof, Erection of a high brick fence and gates, Significant fencing within the internal courtyards (which courtyard was claimed to be part of the unique heritage feature/aspect), External painting of all buildings, and other [unspecified] significant external alterations.*

201. Replacement of the roof cladding and external painting of the roughcast rendered walls should be considered cyclical maintenance without significant impact on the intactness of the dwellings. Furthermore, terracotta shingles survives on the roof of a corner bay window, indicating the original roof cladding material.

202. While the current front and internal fences are visually intrusive and disrupt the original intention for a shared central courtyard, these changes are easily reversible.

203. The only major alteration visible to the exterior of the dwellings is the infill of the sunporches of the two front units, to create additional rooms. Both sunporches retain their original supports (masonry piers), masonry balustrade, and roof, so their original form is both legible and their infill is reversible. It is likely, however, that original front windows have been removed and/or parts of the front wall demolished to open up the former front rooms into the enclosed porch areas.
204. Considering the early date of this example of a bungalow court and its level of intactness, in my professional opinion, it is of sufficient intactness to meet the threshold of local significance both historically and architecturally.
205. In addition, in my professional opinion, Greycourt is an appropriate addition to the HO5 St Kilda Hill Precinct. This precinct is characterised in large part by interwar medium-density housing, of which Greycourt is an early example. It will join two adjoining 1930s flats buildings to the south (98 Grey Street and 103 Barkly Street) and the other examples of bungalow courts (27-29 and 45 Jackson Street) in the HO5 precinct.

Conclusion and recommendations

206. It is my opinion that:

- Greycourt, 96 Grey Street, is a rare example in Melbourne's suburbs of the bungalow court phenomenon, an approach to medium-density housing developed in California. Both the name of the development and the Californian Bungalow style of the dwellings indicate its affiliation with the concept, as does the arrangement of dwellings around a central courtyard.
- The dwellings are of an external intactness sufficient to demonstrate their historic and architectural significance.
- Therefore, Greycourt meets the threshold of local significance, and should be protected as an Individually Significant place within the Port Phillip Heritage Overlay.
- As Greycourt adjoins the edge of HO5 St Kilda Hill Precinct, and this precinct is noted for its medium-density interwar houses, it is appropriate to include Greycourt in HO5.
- In summary, no changes are recommended to Amendment C161port.

4.7 Submissions 125 & 129 – 152 & 154 Mitford Street, Elwood



Statutory recommendations

207. Current status: Outside of the Heritage Overlay.
208. Changes proposed by C161port: Apply new individual heritage overlay HO511 to 152-154 Mitford Street.
209. Council's proposed post-exhibition changes: None.

Statement of significance

210. The statement of significance prepared a part of the Helms Review is as follows:

What is Significant?

The attached houses, designed by Schreiber & Jorgensen and constructed in 1915, at 152-54 Mitford Street, Elwood are significant. Typical of early bungalows they have Arts & Crafts detailing and employ design simplicity for their time. The plain roughcast wall surfaces, the shingling to the gables and the bracketed eaves, and use of simple gable roof forms and multi-paned and corner windows are all influences from the Arts & Crafts movement. The boxed corner windows in particular are an unusual and distinctive feature. Also of note are the details that demonstrate Japanese influences including the relatively low pitch of the roof, the timber joinery details including the projecting purlins in the street facing minor gable, the flat-roofed porches with paired posts and unusual fretwork and the 'moon arch' doorways. There are three chimneys, each placed centrally at the gable ends of the main roof and the street facing minor gable.

Non-original alterations and additions are not significant.

How is it significant?

The attached houses at 152-54 Mitford Street, Elwood are of local architectural and aesthetic significance to the City of Port Phillip.

Why is it significant?

It is significant as a finely detailed and early example of bungalow design that demonstrates both Japanese and Arts and Crafts influences. The Japanese influence is demonstrated by the relatively low pitch of the roof, the timber joinery details including the projecting purlins in the street facing minor gable, the flat-roofed porches with paired posts and unusual fretwork and the 'moon arch' doorways, while the Arts and Crafts style is expressed through the adoption of simple building forms, materials and some details that are innovative for their time such as the corner windows. It is also significant as an unusual building type as a 'bungalow duplex' that has been skilfully designed to fit a small site. (Criteria A, D & E)

Response to submission

211. Both submitters 125 and 129 oppose the inclusion of the semi-detached pair at 152-154 Mitford Street in a site-specific Heritage Overlay. While only Submitter 125 will appear at the panel hearing, as there are overlapping issues raised by the submissions, both will be dealt with in this section. The submitters' points are provided below in *italics*, with my response to each issue provided below that.

Flooding

212. *Elwood is known as prone to flooding. However this property is particularly and unusually prone to this risk. The submitter had provided detailed maps and documentation of past floods and ongoing risk of future floods. The submitter is extremely concerned about the low lying floor level of the house, and its vulnerability to floods, and notes that newly built houses in the vicinity have raised floor heights in keeping with current Council planning regulations. The submitter would like to be able to rebuild in such elevated form as well. (Submission 125)*
213. *The surrounding drains are also extremely old and block up every time it rains, either because the drain is not properly maintained or is just too small to cope with the amount of rain that regularly collects there. A Heritage Overlay will not protect us from future floods, nor address the many problems caused by the floods to this building. (Submission 129)*
214. I agree that frequent flooding of the semi-detached pair at 152-154 Mitford Street will both decrease its desirability as dwellings and may cause serious damage to the building fabric (which can impact on the dwellings' residents). However, the purpose of Planning Panel is to explore the heritage significance (or lack thereof) of this and other places recommended for protection in the Heritage Overlay. Decisions about alterations or redevelopment of this place, if flooding problems cannot be adequately mitigated, are a matter to be considered if and when a planning permit is lodged with Council.
215. I note that the area prone to flash flooding, as illustrated in point 2 of Submission 125, overlaps with a large part of HO8 Glenhuntly and Ormond Roads Precinct, so there is already a precedent in Port Phillip of managing heritage significance in light of flooding issues.

Condition of dwellings

216. *The dwelling at 154 Mitford Street was badly flooded in 2011 and the building was uninhabitable for 18 months, with a bill of over \$100,000 to restore the home to habitable status. (Submission 125)*
217. *The dwelling at 152 Mitford Street has experienced numerous flooding since the 1930s, so the foundations of the buildings are in poor condition. Council planted a large plane tree planted on the nature strip too close to my side wall (since removed) - this caused permanent damage to the building's structure that has not been rectified. There are many parts of this building that are now not within current building codes. (Submission 129)*
218. I acknowledge that repeated flooding could have a deleterious impact on the condition of the dwellings, particularly by introducing moisture to the subfloor area and timbers. However, no evidence has been presented to demonstrate that demolition of either of the semi-detached dwellings is an inevitable outcome. In this circumstance, in line with my discussion in the introduction to this chapter, condition should not be taken into account when considering whether 152-154 Mitford Street should be added to the Heritage Overlay.
219. According to the Council's response to Submission 129: 'The statement made regarding the damage caused by Council's planting of a large plane tree is acknowledged. The submitter has been provided with a Request for Compensation form, which once completed will be submitted to Council's Risk Management Department for investigation.'

Use of HO controls

220. *The submitter cites a Port Phillip councillor who stated that the Heritage Overlay has been used to limit development. This brings into doubt whether places proposed for protection by Amendment C161port are actually of heritage significance. (Submission 125)*
221. I agree that the purpose of the Heritage Overlay should be to protect individual properties and precincts of demonstrated local (or higher) heritage significance, and to manage the impacts of change on this significance. It is not intended to be a control to limit development or densification to places that are not of heritage significance.
222. In the case of 152-154 Mitford Street, in my professional opinion, citation 2382 has established that the pair meet the threshold of local significance, and as a individually significant place warranting protection in a site-specific Heritage Overlay. This is on the basis of the very early date of this Arts & Crafts Bungalow – built at the time the style was first established in Victoria, the renown of architects Schreiber & Jorgensen's interwar residential designs, and the retention of Asian-influenced details that characterised the American Craftsman Bungalow style and was seen in early architect-designed Australian examples of this type.

Conclusion and recommendations

223. It is my opinion that:

- The condition and flood threats to 152-154 Mitford Street are properly considered at the planning permit stage, and not at the Amendment C161port Planning Panel.
- The individual significance of the subject place has been clearly demonstrated by the citation in the Helms Review.
- Therefore, no changes are recommended to Amendment C161port.

5. Responses to submissions – not appearing

224. This chapter contains my responses to submissions in regard to which no-one is appearing at the Panel hearing. I have grouped them with those recommended for site-specific HOs first, followed by those in HO precincts.

5.1 Submission 108 – 10-18 Jacka Boulevard, St Kilda (HO168)



Statutory recommendations

225. Current status: Non-contributory in site-specific HO168 Seabaths.
226. Changes proposed by C161port: Regrade to be Contributory.
227. Council's proposed post-exhibition changes: Amend citation to note date the Seabaths were rebuilt.

Statement of significance

228. The statement of significance as revised by the Helms Review reads as follows:

The buildings and most of the original fabric associated with this place have been demolished/removed.

The former statement of significance is:

This building is of significance as a type: it is a remnant of one of only a few structures built in Australia to function as a sea baths complex, and, of these, was in its heyday among the largest of this type in Australia. It is the last in a line of sea baths for which St Kilda was famous in the nineteenth century and into the

twentieth century, and represents a culmination of this type of complex in Victoria. It forms part of a collection of structures on Jacka Boulevard which reflect the use of St Kilda as Melbourne's prime seaside and recreational resort in the first half of this century. The building itself is an excellent example of resort architecture of the period. Its Moorish domes form a highly characteristic landmark on the Foreshore.

Response to submission

229. The submitter opposes the regrading of 10-18 Jacka Boulevard from Non-contributory to Contributory in site-specific Heritage Overlay HO168. The submitter's points are provided below in *italics*, with my response to each issue provided below that.

Lack of significance

230. *Council's heritage advisor (in a report tabled at Council Meeting in May 2018) wrote that: 'While this building is included in the HO, this is an historical legacy of the HO that applied to the original Seabaths building on this site, that was fully demolished and replaced with the current building. As far I know, the only surviving original fabric is the metal cupolas atop the towers. The reconstructed towers themselves are relatively consistent with the design of the historic towers, however, the rest of the building bears little or no relationship to the design of the original seabaths ... So, in short, the current seabaths has no real heritage value.'* In light of this advice, the seabaths should be removed from the Heritage Overlay entirely.

231. I agree that the St Kilda Seabaths were rebuilt in the 1990s in a largely non-original form. The towers, with their retained copper domes, appear a largely accurate reconstruction from the original building. Like the original, the current corner towers are square in plan, transitioning to an octagonal cupola set within corner buttresses with Baroque scrolled brackets at their top, arched windows in the cupola letting out to panelled balconies resting of scrolled brackets, pointed-arch openings at the ground floor, and an octagonal dome clad in copper at the top.



Figure 23. The 1931 St Kilda Seabaths at its opening. (Source: www.visitmelbourne.com)

232. The remainder of the building only takes design cues from the 1931 building, including openings with a three-lobed top, and round-arched openings, but cannot be considered an accurate reconstruction.
233. PN01 provides a test when considering whether places of historical or social significance should be included in the heritage overlay. This is 'that it has "something" to be managed. This "something" is usually tangible but it may, for example, be an absence of built form or the presence of some other special characteristic.' Is there something to manage at the Seabaths in their present state? While this case is borderline, in my professional opinion, the combination of the original fabric of the copper domes combined with the largely accurate reconstruction of the associated towers does provide "something" to manage in the Heritage Overlay.
234. The marginal state of intactness of the place is reflected in the proposed Contributory grade. As set out in section 2.5 of this evidence, Contributory encompasses two previous letter grades: E and F. F-grade places were defined as those 'considered to have been important in the past but as a result of intervention now so compromised that it was likely to be of interest only'. In its present physical state the St Kilda Seabaths certainly meet this requirement.
235. Furthermore, there are intangible aspects of the Seabaths' significance that warrant further investigation. As noted by the *Burra Charter* (rev. 2013, Art. 1.2), 'Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings records, related places and related objects.' The ongoing use of this site for private and public seabaths since the 19th century is of potential heritage significance, as is its setting on the seashore. Parallels can be drawn with two places on the Victorian Heritage Register: the MCG and the Flemington Racecourse. In both cases supporting the ongoing significant use of these places has outweighed the importance of building fabric, with the demolition and replacement of all original stands since their listing on the VHR. As noted in the Port Phillip response to this submission, there may also be a high level of community attachment to this place that goes beyond its fabric, expressed as social significance.

Lack of clarity

236. *The proposed statement of significance as drafted is very misleading. It suggests that the Sea Baths were constructed in 1931, even though this building was demolished and replaced in the 1990s.*
237. I agree that the current statement of significance ('The buildings and most of the original fabric associated with this place have been demolished/removed.') gives no information about why the Seabaths should be retained in the Heritage Overlay as a Contributory place. It then goes on to reproduce the 'former statement of significance' that was written prior to demolition of the 1931 building. There is information about the demolition and rebuilding of the Seabaths at the end of the place history, but this is near the end of the citation so could be missed by the casual reader seeking information about heritage controls.
238. As the Helms Review has concluded that there is 'something to protect' on this site, being the copper domes of the Seabaths' towers, a new statement of significance should

be prepared that makes this clear. I also agree that the intangible values of this site should be investigated, and any substantial findings of this investigation expressed in the statement of significance as well.

Conclusion and recommendations

239. It is my opinion that:

- The retention of the copper domes and the apparently accurate reconstruction of the two associated corner towers of the St Kilda Seabaths provides sufficient physical fabric to warrant protection in the Heritage Overlay.
- The Contributory grade is appropriate as it recognises the extensive level of change to this once very important place.
- The Seabaths are likely to have strong intangible significance relating to its setting and the ongoing use of this site, which should be investigated further. (Note that is in keeping with Port Phillip’s recommendation to ‘review significance of place to determine whether there are strong social values’.)
- In the future, prepare a new statement of significance that expresses the remnant significance still embodied in this place. (Note that this is in keeping with Council’s proposed post-exhibition changes to Amendment C161port.)
- No changes are recommended to Amendment C161port.

5.2 Submission 123 – 341 Ferrars Street, South Melbourne



Statutory recommendations

240. This property is part of a linear parcel of land running north-south along the former railway reserve, called the Railway Cutting and Bridges, addressed as 221-351 Ferrars Street and 332A Park Street.
241. Current status: That part of the rail reserve located south of Park Street (including 341 Ferrars Street) is Non-contributory in the HO441 St Vincent Place East Precinct. That part located north of Park Street is Non-contributory in the HO440 Emerald Hill Precinct.
242. Changes proposed by C161port: Regrade the rail reserve to be Significant and include it in HO440 Emerald Hill Precinct.
243. Council's proposed post-exhibition changes: Amend the Revised Citation 2311 to remove 333 & 341-351 Ferrars Street from the extent of the Railway Cutting and Bridges. Show 333 & 341-351 Ferrars Street as Non-contributory in HO441 on the Heritage Policy Map.

Statement of significance

244. The statement of significance for the Railway Cutting and Bridges prepared as part of the Helms Review, and for the current HO441 precinct and proposed HO440 precinct are found in section 4.1 of this report.

Response to submission

245. The submitter opposes the regrading of 341 Ferrars Street from Non-contributory (in HO441) to Significant in HO440 Emerald Hill Precinct. The submitter maintains that the Non-contributory grade should be retained. The submitter's points are provided below in *italics*, with my response to each issue provided below that.

Significance of property

246. *The significant development period related to the railway cutting and bridges is 1856-57 and 1890. My property was constructed in the late twentieth-century and is well outside the significant period identified in Citation 2311. The contemporary townhouses at 333-351 Ferrars Street do not demonstrate any of the significant features of the HO as identified in the Citation and Statement of Significance. The land on which my property is located provides limited to no evidence of the historic railway cutting. The curtilage of the proposed significant grading to the railway cutting within HO440 should exclude the contemporary townhouses at 339-349 Ferrars street.*
247. I agree that the row of late 20th-century townhouses at 339-355 Ferrars Street and the c.2017 apartment building at 333 Ferrars Street do not contribute to the Railway Cutting and Bridges site, and are not mentioned as such in Citation 2311.
248. These dwellings also do not contribute to the valued character of either HO441 St Vincent Place East or HO440 Emerald Hill. There is no indication that any of them might be of local heritage significance on their own.
249. For this reason, a Non-contributory grade is appropriate for 333 & 339-355 Ferrars Street (including 341 Ferrars Street).

250. 333 & 341-355 Ferrars Street are located on individual cadastral blocks, separate from the railway reserve. They should be graded Non-contributory on Port Phillip's Heritage Policy Map.



Figure 24. Railway reserve just north of Bridport Street, with the cadastral parcel known as 205, 329-331, 335 & 339 Ferrars Street shown in a blue dotted line. The townhouse at 341 Ferrars Street, just outside of this parcel, is circled in red. (Source: VicPlan, accessed 4 Jan. 2021)

251. 339 Ferrars Street, however, is included in the current cadastral boundary of the railway cutting between Park and Bridport streets, whose address is given in VicPlan as 205, 329-331, 335 & 339 Ferrars Street. For this reason, I consider it most appropriate to retain the subject site within the Railway Cutting and Bridges site boundaries and indicate its lack of contribution to the site in the place citation (No. 2311).

Conclusion and recommendations

252. It is my opinion that:

- The apartment building at 333 Ferrars Street and townhouses at 339-355 Ferrars Street do not contribute to the significance of the Railway Cutting and Bridges or two precincts HO440 or HO441.
- Therefore, 333 & 341-355 Ferrars Street should be shown as Non-contributory within HO441 St Vincent Place East on the Heritage Policy Map.
- 339 Ferrars Street should be clearly identified as Non-contributory to the Railway Cutting and Bridges site should be clearly indicated in Citation 2311, but retained within this site as they share cadastral boundaries.
- These recommendations are in keeping with Council's proposed post-exhibition changes, so I do not recommend any further changes to Amendment C161port.

5.3 Submission 124 – 14 Woodruff Street, Port Melbourne (HO164)



Statutory recommendations

253. Current status: Part of Former J. Kitchen & Sons Pty Ltd (HO164), a large site bounded by Boundary Road, Munro Street, Ingles Street and Woodruff Street.

254. Changes proposed by C161port: Retain only 14 Woodruff Street and 164 Ingles Street in HO164, shown as Significant on the Heritage Policy Map. Add explicit mention of 14 Woodruff Street to the revised citation.

255. Council's proposed post-exhibition changes: None.

Statement of significance

256. The statement of significance, revised by the Helms Review, is as follows:

What is Significant?

The former J. Kitchen & Sons Pty Ltd complex comprising the administrative offices, constructed in 1925, at 164 Ingles Street, and the remnant factory at 14 Woodruff Street, Port Melbourne, is significant. The former office is an imposing stuccoed three storeyed office building in the inter-war Classical revival manner

with rusticated corners, bracketed cornice and plain parapet. Visual emphasis is given to the central entrance by means of a stepped reveal in buff coloured cement with a polished granite architrave. Windows to the main facade are metal framed and include continuous vertical strip windows that pierce the rusticated corners and pairs of multi-pane windows arranged symmetrically above and beside the entrance. The east elevation has similar detailing to the facade and contains large metal or timber framed windows. Internally, the building retains some original fabric and spaces including timber partitions, doors and architraves etc., terrazzo and mosaic tile to floors and to dado height in the entrance foyer and the front stairwell, the front door and timber panelling and revolving doors, as well as original cornices and capitals to the ceilings and columns in the foyer. A notable feature is the surviving section of the original terrazzo/mosaic foyer floor, which includes the monogram of J. Kitchen and Sons. The other surviving building is the two-storey brick factory at the corner of Woodruff Street. This has a row of multi-pane metal framed horizontal windows at ground floor and a row of single-paned aluminium framed windows at first floor level, each set within thin rendered bands extending across the façade that serve as the sills and lintels for the windows. Another rendered band forms the parapet capping. The most northerly bay comprises full height pilasters and a square pediment.

Non-original alterations and additions to the buildings are not significant.

How is it significant?

The buildings associated with the former J. Kitchen & Sons Pty Ltd complex at 164 Ingles Street & 14 Woodruff Street, Port Melbourne are of local historic, architectural and aesthetic significance to the City of Port Phillip.

Why is it significant?

The former J. Kitchen buildings are historically significant for the capacity to demonstrate the scale of the company's undertaking in Port Melbourne as well as its long standing presence at this site, commencing c.1858 when it was seen to be sufficiently remote from settled areas for a noxious industry. The office is important also for its capacity to demonstrate the company's enlightened attitude to workers' conditions, accommodating a social hall for their enjoyment. The complex is important for its capacity to recall the products manufactured at this site which became in many instances household words throughout the nation. Together with the former premises of Felton Grimwade and Co. these two buildings survive as evidence of the principal industrialists in Ingles Street during the nineteenth century. (Criterion A)

The office has architectural significance as an exceptionally imposing commercial building in the Classical Revival manner of the inter-war period outside of the City centre. The architectural and aesthetic significance of the place is also enhanced by the survival of some of the original interior layout and details particularly the entrance foyer, the stairwell and the remnant section of the double height central office space. (Criteria D & E)

Response to submission

257. The submitter opposes the retention of 14 Woodruff Street in site-specific Heritage Overlay HO164, and requests that it be removed from the Heritage Overlay or graded Non-contributory. The submitter's points are provided below in *italics*, with my response to each issue provided below that.

Changes to place

258. *Site has been substantially redeveloped in accordance with approved under Planning Permit 640/2017. Works included part demolition, refurbishment, and extension of the existing building at 14 Woodruff Street to provide for a mixed-use development (comprising retail, office space and residential apartments). Lovell Chen heritage impact statement notes that: 'The extent of works that have occurred or are under way across the site including the wholesale demolition of factory buildings, will see a fundamental change in the character of the place. The subject building and the former offices are the only remnants of the earlier use, and these are located at some distance from one another, well separated by new development.'*

259. Having visited the site in November 2020, I agree that the majority of the industrial buildings of the former J Kitchen & Sons complex have been demolished and replaced with townhouses. The only two left are the former office building at 164 Ingles Street and 14 Woodruff Street (the subject building). While the two buildings are separated by some 165 metres, the main elevation of the subject building faces Ingles Street, so the two survivors can be understood to be related by the interested passer-by.

260. As the lone survivors of such a large complex, 14 Woodruff Street takes on additional importance in providing physical evidence of the history of this site. It does this both by its legibly 20th-century industrial form, and also by the preservation of the profile of several now-demolished factory buildings on its recently exposed south elevation.



Figure 25. 14 Woodruff Street, following demolition of its southern neighbours. The profiles of the gabled and sawtooth roofs of the adjacent building(s) are visible on the south wall.

261. There is a similar case at the former HV McKay Harvester Factory site in Sunshine (VHR H667). Nearly all buildings on the site were demolished in the 1990s. One of the survivors, the Bulk Goods Store (now Visy Cares Hub) now has the following note under the Heritage Victoria permit exemptions for this site: ‘The painted silhouette of the form factory building roofs on the walls of the former Bulk goods store (B3) is of particular importance in illustrating an aspect of the former use of the site. Any proposal that would remove, alter or cover over this aspect of the place should be avoided.’



Figure 26. West elevation of the former Bulk Goods Store of the Harvester Factory, Sunshine. Note the silhouette of now demolished factory buildings. (Source: Heritage Victoria, 2007)

Significance and intactness of 14 Woodruff Street

262. Submitter considers that building at 14 Woodruff Street does not have sufficient heritage value to warrant retention in the Heritage Overlay and should be re-graded to ‘non-contributory’. Submitter refers to heritage impact statement prepared by Lovell Chen to support planning permit which Notes the current Statement of Significance does not mention the building at 14 Woodruff Street and that the focus of the current Heritage Overlay is on the former office building at 164 Ingles Street.

263. In my professional experience, it is not unusual for the place citation for a large site like Kitchens and Son to discuss the site and its history as a whole and only mention a small number of specific buildings, particularly representative ones like the former office building at 164 Ingles Street. The lack of specific mention of the c1945 former factory building at 14 Woodruff Street is not unusual for a site like this one, and lack of mention does not mean that it does not contribute to the significance of the place as a whole. However, now that the site has been largely redeveloped, leaving only two buildings associated with Kitchen & Sons, the place citation – including the statement of significance – should specifically address 14 Woodruff Street and describe both its current physical form and its significance as part of this site.

264. Visiting the site in November 2020, and comparing it to 2015 and 2017 images from Google Maps, I conclude that the principal (west) and rear (east) elevations are still largely intact, though large new openings have been created to the ground floors of both elevations, and a setback upper floor has been added. An entire new building has been constructed at the north-east corner, effectively concealing the north elevation of the building (and possibly partially or largely demolishing it). Based on the current level of intactness, in my professional opinion, 14 Woodruff Street is still readily legible as a mid-20th century industrial building (converted to new use).



Figure 27. West (Ingles Street) elevation of 14 Woodruff Street, 2015. The now-hidden north elevation is visible to the left. (Source: Google Maps)



Figure 28. Current view of the west (Ingles Street) elevation of 14 Woodruff Street.



Figure 29. Rear elevation (far left) and the now-concealed north elevation of 14 Woodruff Street, 2016. (Source: Google Maps)



Figure 30. Current view of 14 Woodruff Street, with the rear elevation visible at left, and the new building concealing the north elevation at right.

Conclusion and recommendations

265. It is my opinion that:

- The former factory building at 14 Woodruff Street, Port Melbourne, is of sufficient intactness to be legible as a mid-20th-century former industrial building and illustrates the location of the former Kitchen & Sons site. Furthermore, the silhouettes of now-demolished factories on its south wall indicates the former presence of the complex.
- Therefore, it should be retained as part of the individually significant place (HO164).
- The citation for J Kitchen & Sons (former), Citation No. 48, should be revised so that the former factory building at 14 Woodruff Street is expressly addressed. (Note that this is in keeping with Council's proposed post-exhibition changes to Amendment C161port.)
- No other changes are recommended to Amendment C161port.

5.4 Submission 141 – 2-6 Blanche and 110-118 Barkly streets, St Kilda



Statutory recommendations

266. Current status: Outside of the Heritage Overlay.
267. Changes proposed by C161port: Apply new heritage overlay HO507 to 2-6 Blanche Street and 110-118 Barkly Street.
268. Council's proposed post-exhibition changes: None.

Statement of significance

269. The statement of significance prepared as part of the Context Assessment (Citation No. 2409) is as follows:

What is Significant?

The group of eight houses, including two pairs of semi-detached houses and one detached house at 110-118 Barkly Street and a terrace of three houses at 2-6 Blanche Street, St Kilda, constructed from 1910 to 1912 by builder James Downie, is significant.

The high timber picket fences on each property are not significant. Non-original alterations and additions to the houses and the modern timber carport at 2a Blanche Street are not significant.

How is it significant?

The houses 110-118 Barkly Street and 2-6 Blanche Street, St Kilda are of local historic, representative and aesthetic significance to the City of Port Phillip.

Why is it significant?

The group is of historical significance for their association with the residential development of St Kilda after the economic depression of the 1890s. Built between 1910 and 1912, at a time of increased population growth and economic recovery, they are representative of Edwardian-era speculative housing development on the remaining vacant sites in St Kilda. (Criterion A)

They are representative examples of Federation/Edwardian housing built as an investment by a single builder using standard designs to ensure the houses could be built efficiently and economically, but with variations in detailing to achieve

individuality and visual interest and avoid repetition. The design of the houses demonstrates the transition from the Victorian to Federation/Edwardian styles with Victorian era details such as the brick chimneys with moulded cornices, finely detailed cast iron verandahs, slate roofs and terrace house form combined with Federation/Edwardian details such as the red brick construction, and gable-fronted roofs with half-timbering. (Criterion D)

Aesthetically, it is significant as a cohesive and distinctive group due to their shared materials, details, setback and form. They are of note for the unusual decoration of the gable ends of 110 and 112 Barkly Street, and 2, 4 and 6 Blanche Street, which features oculi with timber louvres, above highly ornate rendered garland swags, which form a striking feature against the red brick backgrounds. (Criterion E)

Further research

270. In my peer review of the Context Assessment, I noted that the history stated that James Downie retired from his work as a building contractor in 1892 (aged 41), and moved to Longwarry. But he is then noted as building the group of houses in St Kilda in 1910. This raised the question: Did James Downie come out of retirement, 18 years later, for this project, or were the houses built by a son (a James Downie Junior)?

271. To answer this question, I carried out genealogical research (accessing birth and death records via Ancestry.com) and determined the following: James and Wilhelmina Downie had six sons, the first born in 1883 and the youngest born in 1898. The eldest son was named James David Downie. The youngest son was named James Gordon Downie, but he was known as "Gordon" (*Argus*, 5 Oct 1926:1). While both of these boys was named James Downie, like their father, James David died as a child in 1889, and James Gordon was born in 1898, so he was 12 years old when the subject houses were constructed. While James Downie Senior was 60 years old when the subject houses were built, he was clearly the lead building contractor, and not one of his sons.

272. This confirms the accuracy of the Context Assessment history. So that the same question does not arise in the mind of future readers, I recommend adding brief text summarising the research above, for example: *While James Downie had formally retired some years before their construction, there is no doubt that he was the lead contractor and not one of his sons. While there were two sons called James, the eldest, James David, had died in 1889, while the younger, James Gordon, was only 12 years old at the time.*

Response to submission

273. Submitter 141 opposes the inclusion of 118 Barkly Street and 2A Blanche Street in a Heritage Overlay along with other houses in this group. The submitter's points are provided below in *italics*, with my response to each issue provided below that.

Significance of subject building

274. *The heritage citation indicates that the houses with the unusual gable oculi, at 110 & 112 Barkly Street and 2-6 Blanche Street, are of principal interest in this group. As the houses at 118 Barkly Street and 2A Blanche Street do not have this particular ornamental detail, their inclusion in the Heritage Overlay is questioned by the submitter.*

275. The property referred to by the submitter is the corner house at the junction of the two rows of houses constructed by James Downie. The front half of the house retains its 118 Barkly Street address, while a separate dwelling has been created in the rear half with the address 2A Blanche Street. Both halves comprise the original extent of the house built in 1910, plus two tiny skillion extensions (a glazed and a brick lean-to) at the rear which sit below the eaves of the house. The two halves of this building will be referred to as the subject building. Its current division is illustrated on the plan below:

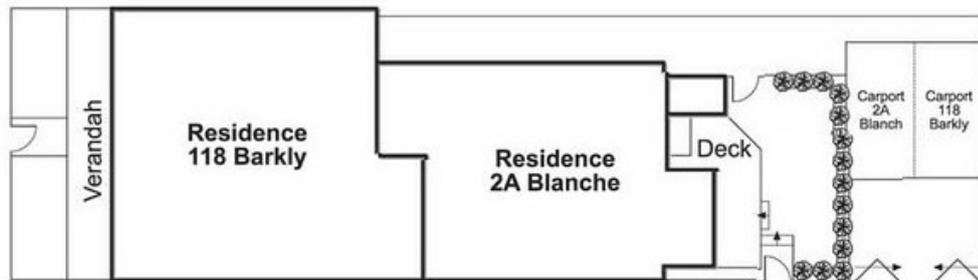


Figure 31. Plan of the division of the subject house into two tenancies. (Source: <https://house.aoweibang.com/auction-quesstimate/13687014622/>)



Figure 32. The subject building: 118 Barkly Street to the left, and 2A Blanche Street to the right of the blue line.

276. I agree with the submitter that the unusual gable oculi and associated decorative detail seen on five of the eight houses is given specific attention in the description and statement of significance. I also agree that the subject building as well as 114 & 118 Barkly Street have a half-timbered gable treatment which is more typical of the Edwardian period.

277. Despite these differences between the two types of houses, they form a cohesive group, because of their history (built in short succession under a single builder), their materiality, and their physical arrangement in an L-shape centred on the subject building at the corner of Barkly and Blanche streets.

278. Furthermore, all houses in the group – including the subject building – contribute to all three HERCON criteria the place meets at a local level. This includes historic, representative and aesthetic significance. There are two aspects of aesthetic significance explored in the statement of significance. The first applies to the entire group, including the subject building: ‘Aesthetically, [the group] is significant as a cohesive and distinctive group due to their shared materials, details, setback and form.’ It is only the second aspect of the group’s aesthetic significance embodied by the oculi detail of the five houses on the outer edges of the group.

279. In summary, the significance of the subject building, and the two houses at 114 and 116 Barkly Street, has been clearly demonstrated in the statement of significance. While the oculi detail of the houses at 110 & 112 Barkly Street and 2-6 Blanche Street is an important part of the aesthetic significance of the group as a whole, it is not the sole basis for this aspect of the group’s significance at the local level.

Conclusion and recommendations

280. It is my opinion that:

- The significance of the group at 110-118 Barkly Street and 2-6 (including 2A) Blanche Street has been clearly demonstrated by the Context Assessment.
- This significance, historic, representative and aesthetic, rests only in part on the unusual oculi detail seen on the five outer houses.
- Therefore, as the significance of the group as a whole has been demonstrated, the subject house (118 Barkly Street and 2A Blanche Street) should be included as part of Heritage Overlay HO507.
- It would be helpful to add several sentences confirming James Downie Senior’s authorship of the houses in the citation history.
- No other changes are recommended to Amendment C161port.

5.5 Submission 142 – four State Schools

5.5.1 Middle Park Primary School, 194 Richardson Street



Statutory recommendations

281. **Current status**: Northern half of school site is covered by HO239 (and VHR H1711), while southern half of site is Significant in HO444 Middle Park and St Kilda West Precinct.
282. **Changes proposed by C161port**: Minor changes to place citation, no statutory changes.
283. **Council's proposed post-exhibition changes**: Clarify that only part of 194 Richardson Street is covered by HO239.

Statement of significance

284. The statement of significance from the Helms Review is as follows:

The Middle Park Primary School is included on the Victorian Heritage Register (H1711) as a place of State significance. Please refer to VHR citation for the statement of significance. The local statement of significance is as follows:

The Middle Park Primary School is of significance as a substantially intact school building of the 1880s with a very sympathetic Edwardian addition. In the context of the concentration of the late-Victorian and Edwardian buildings in the Middle Park area, it forms a key element in that building stock, and for having been built to serve the local community who were settling the area at the time.

Response to submission

285. Submitter 142 opposes the Significant grade on the southwestern half of the Middle Park Primary School site in the HO444 precinct. The submitter's points are provided below in *italics*, with my response to each issue provided below that.

Significance of broader site

286. *VHR H1711 and the corresponding HO239 cover only the northeastern half of the Middle Park Primary School No. 2815 site, being part of 194 Richardson Street, Middle Park. The Port Phillip Heritage Policy Map, however, shows the entire school site as Significant. For this reason, only that part of the site that corresponds with*

HO239/H1711 should be show as Significant on the Map. Furthermore, in the HO Schedule, the address of HO239 Primary School No. 2815 should be amended to reflect this situation, to read: 194 Richardson Street (part).

287. I agree that the extent of the VHR registration, and the corresponding site-specific Heritage Overlay, only cover the northeastern part of the school site, fronting Richardson Street. As set out in the submission, the two significant school buildings are located on this part of the site.

288. When visiting the site, I noted on that part of the site outside of HO239/H1711 the presence of a rear extension to one of the significant school buildings, a modest post-war building with a skillion roof at the corner of Mills and Page streets, and a recent two-storey school building further south on Page Street. None of these buildings are related to the defined Victorian and Edwardian significance of the school site and the surrounding HO44 Middle Park and St Kilda West Precinct.



Figure 33. Western corner of the school site, outside of HO239/H1711. Just visible, far left, is the recent school building, to the right is the post-war school building. At centre is a mature palm tree.

289. The only elements of potential significance on the southwestern part of the school site are trees: a mature palm tree (possibly a Canary Island Palm) and a mature Eucalypt to its south. There are no Tree Controls on the HO444 precinct, so I have not investigated the age or significance of the two trees (though I do note that the palm is likely the earlier tree of the two, as many Eucalypts reach mature size in just a few decades). Port Phillip Council may wish to investigate the potential significance of the trees on the southwestern half of the school site in the future, to determine if any are of heritage significance.

290. As I concluded that there are no built structures on the southwestern half of the site, does it warrant retention of the current Significant grade (setting aside the question of the trees)? To answer this question, I sought to confirm the original extent of the school site, and whether this land has been a long-time integral part of the place.

291. As noted in Port Phillip's Citation 1106, the first school building was constructed here in 1887, followed by an Infants' School building in 1908. The MMBW Detail Plan of this site, dated 1895, shows the footprint of the 1887 building at the corner of Richardson

and Mills Street, and that the school grounds did not extend to the southwestern half of the site yet.

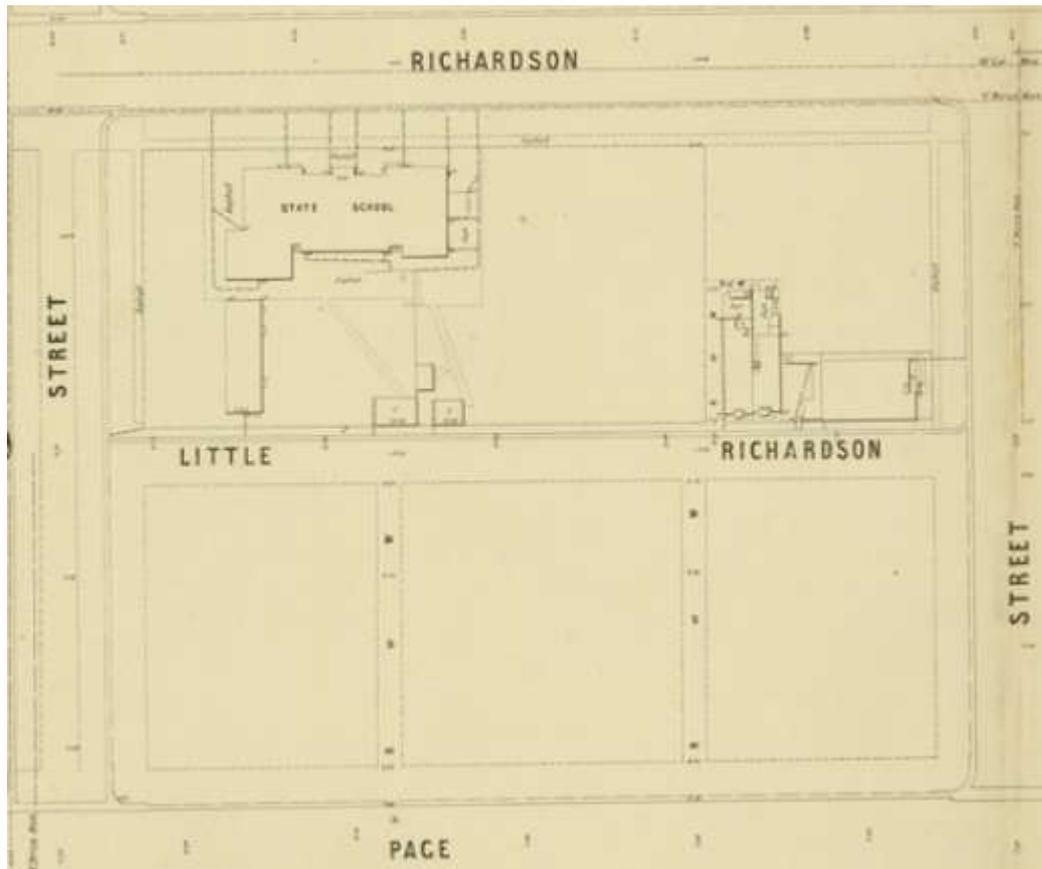


Figure 34. Middle Park Primary School site in 1895, located solely to the northeast of Little Richardson Street (now Neville Street). (Source: MMBW Detail Plan Nos. 583, 584, 587, 589 & 590, 1895)

292. An earlier version of Port Phillip Citation 1106, available on the HERMES database, refers to the two school buildings on the HO239/H1711 site as well as those 'to the west appearing to have been added in the 1910s-20s'. This suggests that the school site was enlarged to its present size by the interwar period. This is supported by a 1945 aerial image, which shows open playing fields on the south-western half of the current school side, as well as buildings at the corner of Page and Mills streets.



Figure 35, Middle Park Primary School in 1945. The southwestern half of the site is outlined in red. (Source: www.1945.melbourne)

293. As the southwestern half of the current site has long historical links with the school, from as early as the 1910s or at least 1945, I support its current grade of Significant in a precinct as this reflects its role as the historical setting to the Individually Significant northeastern part of the site (HO239/H1711).

294. I agree with the submitter that Citation 1106 refers only to that part of the school site covered by HO239/H1711, as indicated on the map within the citation. For this reason, I agree that the address provided on this citation and the corresponding entry in the HO Schedule should reflect this, by the addition of the word “part”, to read: 194 Richardson Street (part), Middle Park.

Conclusion and recommendations

295. It is my opinion that:

- The southwestern half of the current Middle Park Primary School site has long historical links with the school, and its part of its historic setting.
- Therefore, it is appropriate to retain a Significant in the HO444 precinct grade on this half of the site.
- Port Phillip Council may wish to investigate the potential significance of the trees on the southwestern half of the school site in the future, to determine if any are of heritage significance.
- The address of the school in HO239 should be updated in Citation 1106 and the HO Schedule to read: 194 Richardson Street (part), Middle Park. Note that this recommendation is in keeping with Council’s proposed post-exhibition changes to Amendment C161port.
- No other changes are recommended to Amendment C161port.

5.5.2 Army Signal Corps Drill Hall (former) / South Melbourne Park Primary School, 29A
Albert Road Drive, Albert Park



Statutory recommendations

296. Current status: Non-contributory grade in HO489 Former Royal Australian Corps of Signals Drill Hall.
297. Changes proposed by C161port: Regrade Significant.
298. Council's proposed post-exhibition changes: Provide new HO number for site, and correct address of the place.

Statement of significance

299. The statement of significance prepared by the Helms Review is as follows:

The former Royal Australian Corps of Signals Drill Hall is included on the Victorian Heritage Register (H2362) as a place of State significance. Please refer to the VHR citation for the statement of significance. The local statement of significance is as follows:

What is significant?

The former Army Signal Corps Drill Hall, designed by principal architect George H. Hallandal and constructed in 1935-36 is significant. It comprises a complex of domestic-scale single-storeyed buildings. In a manner typical of the 1930s, they are planned symmetrically, and have a formality in their architecture despite the low scale. Along the Albert Road Drive facade there are three main buildings, between which run two driveways. The three buildings are pivoted around the central entrance tower that rises above the eaves line, higher than any other point. Each of the buildings has red bricks walls that are strongly banded with rows of tapestry bricks and they all have terracotta roofs be they either shingled or tiled. The banding in the bricks is used to good effect around the large arch within the entrance tower, as it has been built to suggest radiating voussoirs. In contrast, the arch houses a classically derived pair of columns and a cornice carved in freestone. This is the only departure from the otherwise consistent vocabulary, which is even repeated across the front fence that extends full width. At the rear the building comprises a large hall with an arched roof and rear elevation also has a strong symmetrical composition, emphasized by flagpoles.

In addition, the wrought iron decoration on the pedestrian and vehicular gates, to the Art Deco external light fittings and the sign stating 'Signal Depot' above

the front entrance all add greatly to the embellishment of the buildings and their domestic effect. So too the red bricks set in patterns to the pedestrian paths. To the southeast is a long gabled garage building.

How is it significant?

The former Army Signal Corps Drill Hall complex at 29A Albert Road Drive, South Melbourne is of local historic and architectural significance to the City of Port Phillip.

Why is it significant?

The former Army Signal Corps Drill Hall complex is of historic significance as evidence of the use of Albert Park for military purposes and for the association with an important phase of expansion in Australia

The Army Signal Corps Drill Hall complex is of architectural and aesthetic significance as a fine and well-detailed example of 1930s planning and architectural detailing of a domestic scale, applied to an institutional group of buildings. It is a fine example of a design by George Hallandal, who designed all of the drill halls constructed c.1935-1940. (Criteria D, E & H)

Response to submission

300. Submitter 142 supports, with changes, inclusion of the subject place in a site-specific Heritage Overlay. The submitter's points are provided below in *italics*, with my response to each issue provided below that.

Details

301. *HO489 is a duplicate, which also applies Earls Court at 44 Wellington Street, St Kilda in the Schedule to the Heritage Overlay. A new HO number should be provided. Amend the place name from the current 'Albert Road Drive' to '29A Albert Road Drive'.*
302. The changes proposed by the submitter are appropriate corrections, which will provide a singular HO number and a more precise street address in the HO Schedule. I have visited the site and support the proposed extent of the Heritage Overlay polygon as it encompasses the significant buildings within a suitable curtilage.
303. *The name and address of this heritage place has not been updated in the Schedule to Clause 43.01 to be consistent with the in the proposed revised citation.*
304. The submitter is correct in pointing out that the name of this place given in the Port Phillip citation (Army Signal Corps Drill Hall (former)) differs from the name in the HO Schedule (Former Royal Australian Corps of Signals Drill Hall). The submitter suggests that the HO Schedule be revised to have the same place name as Port Phillip Citation 2152.
305. In Council's response to this submission, they agree that this change should be made to 'ensure consistency across all references to the heritage place name'.
306. While I agree that there should be consistency in naming this place between the citation and HO Schedule, I note that the current name in the HO Schedule is that determined by Heritage Victoria when recommending that the former Drill Hall be included in the Victorian Heritage Register. As the entry in the Port Phillip HO Schedule

refers to this VHR listing, the VHR name of the place should be considered the principle one. Instead of changing the name in the HO Schedule, in my professional opinion, it is the name in the Port Phillip Citation 2152 that should be changed to reflect the VHR place name. This could be as an additional name, so that both are preserved in the Port Phillip citation, for example: *Place name: Former Royal Australian Corps of Signals Drill Hall; Other names: Army Signal Corps Drill Hall, Albert Park Training Depot.*

Conclusion and recommendations

307. It is my opinion that:

- The former Army Signal Corps Drill Hall should be given a new, singular HO number. The address of this place should be made more precise in the HO Schedule to read: 29A Albert Road Drive, Albert Park. Note that these recommendations are in keeping with Council's proposed post-exhibition changes to Amendment C161port.
- The principal place name in Port Phillip Citation 2152 should be change to that of the VHR listing: *Former Royal Australian Corps of Signals Drill Hall*. (Note that this recommendation is not in keeping with Council's proposed post-exhibition changes to Amendment C161port.)
- No other changes are recommended to Amendment C161port.

5.5.3 Elwood Primary School, 161 Mitford Street (HO260)



Statutory recommendations

308. Current status: Eastern part of school site, being 49 Scott Street, is covered by HO260 Elwood Primary School. Western part of school site, being 161 Mitford Street, is outside the Heritage Overlay.

309. Changes proposed by C161port: Add all of 161 Mitford Street to HO260.

310. Council's proposed post-exhibition changes: Reduce extent of 161 Mitford Street to be covered by HO260 to the footprint of the 1926 Infants' School building and appropriate curtilage. Remove mention of the skillion shelter shed from the place citation.

Statement of significance

311. The statement of significance revised by the Helms Review is as follows:

What is Significant?

The former Elwood Central School No. 3942, now Elwood Primary School, at 49 Scott Street and 161 Mitford Street, Elwood, is significant. The 1916-17 school building faces Scott Street. U-shaped in plan around a central courtyard the symmetrical form of the building is given emphasis by the massiveness of the end pavilions with their minimal window openings and exaggerated classical motifs with parapets that project through the eaves, and the contrast of render and fine red brick surfaces. The building is largely intact: minor additions have been made at the north-east end. The 1926 infants' school, situated on the west side of the now closed section of Mitford Street, has a Classical-style symmetrical façade featuring rendered parapetted walls with banded piers and a projecting porch with an ox-bow parapet and an arched opening with a large keystone. Behind the entrance foyer and anterooms is the central gabled hall with attached classroom wings with hipped roofs. The roofs of the hall and classroom are clad in terracotta tile and have walls of brick with a rendered band under the eaves, and tall multi-paned windows in singles and pairs. The tall square chimneys are rendered with brick capping. Other early buildings include some timber, skillion roof shelter sheds that probably date from the mid-twentieth century.

The school grounds also contain some mature trees including the large tree (Lilly Pilly?) within the courtyard of the 1917 school, the pairs of Italian Cypresses (Cupressus sempervirens) that flank the front entrances in the east wing of the 1917 school and the porch of the 1926 school, and the line of Planes that define the now closed section of Mitford Street.

Non-original alterations and additions to the 1917 and 1926 schools and other buildings on the site are not significant.

How is it significant?

The Elwood Primary School is of local historic, architectural, aesthetic and social significance to the City of Port Phillip.

Why is it significant?

It is historically significant for its associations with the massive expansion of State education during the early twentieth century and also demonstrates the growth of Elwood during the same time. (Criterion A)

It is architecturally significant as a fine and intact example of an early twentieth century school complex, The multi-level courtyard plan of the 1917 school and the plan of former infants' school comprising a central hall with attached classrooms demonstrate the philosophy and development of State school design after 1901. Both buildings are also notable for their fine Classical detailing, which

is a defining characteristic of Edwardian and interwar schools. The setting of the buildings is also enhanced by the mature trees. (Criteria D & E)

It has social significance as a school that has been used continuously for almost 100 years. (Criterion G).

Response to submission

312. Submitter 142 opposes the addition of the entire parcel of land being 161 Mitford Street to site-specific Heritage Overlay HO260, and requests several other revisions. The submitter's points are provided below in *italics*, with my response to each issue provided below that.

School name

313. *Update the Schedule to the Heritage Overlay to accurately refer to the school name contained within the citation by replacing "State School" with the name "Elwood Central School No. 3942".*

314. I agree that the more detailed name used in the citation ('Elwood Central School No. 3942') should be used in the HO Schedule as well.

Shelter shed

315. *Only one timber shelter shed remains at 161 Mitford Street, located in the north western corner of the site. The VSBA has not established whether this shed is of an age or condition to warrant protection. Subject to review and confirmation by Council's heritage advisor regarding the remaining shed, the submitter suggests that the reference in the citation to "other early buildings including some timber, skillion roof shelter sheds that probably date from the mid-twentieth century" be replaced with a specific reference to the one remaining shelter shed at 161 Mitford Street and add further information about its heritage significance.*

316. I have visited 161 Mitford Street and agree that there is only one possible former shelter shed on the site, located in the northwest corner of the school grounds. It is a timber structure with a skillion roof, and has been altered to serve as a garden shed. Due to these alterations, it is no longer a partially open "shelter" but has four walls, a window and door in the new front wall as well as a simple verandah. I agree with Port Phillip Council officers that the former shelter shed is so altered that it no longer warrants protection in the Heritage Overlay.



Figure 36. Former shelter shed, enclosed and converted to garden shed.

Trees

317. While the submitter did not raise any issues regarding trees, during my visit to this site, I noted that the two Cypress trees flanking the entrance of the Infant's School had been removed. They are currently mentioned as part of 'what is significant' in the statement of significance: *the pairs of Italian Cypresses (Cupressus sempervirens) that flank the front entrances in the east wing of the 1917 school and the porch of the 1926 school*. This reference should be removed to accurately reflect the physical elements that require protection on this site.



Figure 37. Image of the Infants' School from the Helms Review when the Italian Cypress trees were extant (Citation 801).



Figure 38. Current view of the Infants' School, with the Italian Cypress trees removed.

318. The statement of significance also lists as part of the significant place: *the line of Planes that define the now closed section of Mitford Street*. I agree that this avenue of mature trees provides an indication of the historical evolution of the site – changing from two discrete school sites on opposite sides of Mitford Street to today's integrated site that incorporates part of the former roadway. The land recommended for addition to HO260, however, does not encompass this part of the roadway and thus the Plane trees are not within the proposed HO polygon.

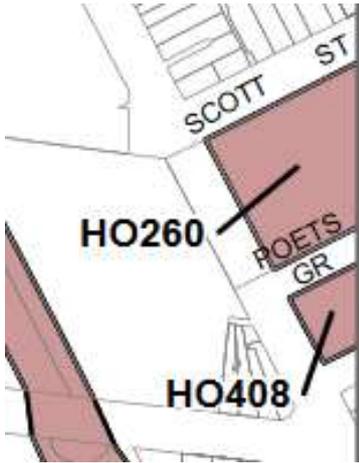


Figure 39. Current extent of HO260, which stops on the east side of the former Mitford Street roadway. (Source: Planning Schemes Online, Port Phillip HO Map 8)

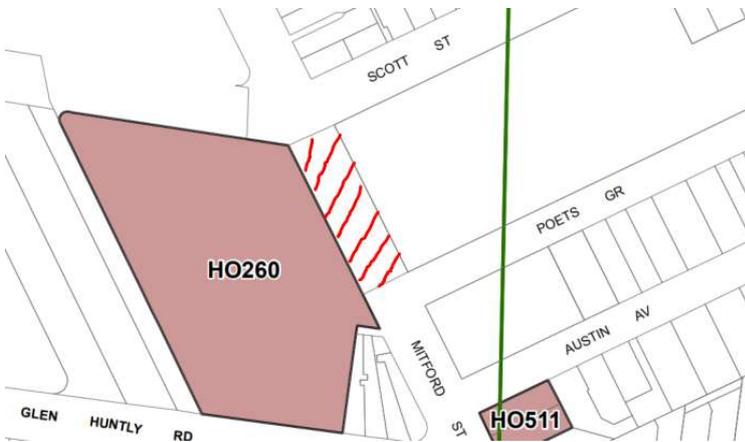


Figure 40. Proposed extension of HO260 as proposed by Amendment C161port. I have hatched in red the portion of the Mitford Street roadway that should also be added to HO260.

319. The land comprising the former roadway within the current school grounds should be added to the HO260 polygon as part of a future planning scheme amendment (as this extent has not been exhibited as part of Amendment C161).
320. Finally, I note that even though a number of trees are expressly mentioned in the statement of significance, no Tree Controls are proposed for this place. This should be rectified by ticking "Yes" in the Tree Controls column of the HO Schedule, implemented by a future planning scheme amendment (as these additional controls have not been exhibited as part of Amendment C161).



Figure 41. Looking south along the closed section of the Mitford Street roadway. Note the two lines of mature Plane trees.

Extent of HO polygon

321. 161 Mitford Street has undergone substantial redevelopment involving demolition of buildings in the northern part of the site and reconstruction of new classrooms. In response to the extent of demolition works, reduce the extent of the area of 161 Mitford Street covered by HO260 to the footprint of the 1926 infants' school building and (subject to review and confirmation by Council's heritage advisor), the one remaining timber skillion roof shelter shed. In light of the reduction in area, change in the HO Schedule the address from "201 Scott Street and 161 Mitford Street, Elwood" with "49 Scott Street and 161 Mitford Street (part)". The submitter's requested reduced HO polygon on 161 Mitford Street is illustrated below:

Figure 8: Requested reduced extent of HO260 over 161 Mitford Street



322. I agree that there are two large new school buildings at the north and south ends of the 161 Mitford Street site, neither of which are part of the heritage significance of the site. And as discussed above, I consider the surviving shelter shed at the north-west corner of the site too altered to warrant protection. On this basis, I agree that it would be appropriate to delineate a tighter HO polygon that still provides adequate protection for those elements of heritage significance on the site.

323. The reduced extent requested by the submitter for the Infants' School, reproduced above, provides little or no curtilage on any side of the building except in entrant corners. This is not in keeping with the guidance of PN01 which states: *It is usually important to include land surrounding a building, structure, tree or feature of importance to ensure that any development, including subdivision, does not adversely affect the setting, context or significance of the heritage item.*

324. If there is future development at the school site, such as new buildings and works in the immediate vicinity of the former Infants' School, there should be a trigger to consider the impact of these works on the significance of the school building. For example, a proposed new building may conceal a principal elevation of the Infants' School and it would be preferable to relocate it farther away.

325. For the above reasons, I recommend a curtilage around the former Infants' School that will include enough space around it to allow a viewer within this curtilage to get a full view of that side of the building. If new works are to happen any closer to the building, they will be weighed up against heritage impacts.

326. I consider a 10-metre curtilage to be large enough to serve this purpose, but I have also considered the allotment boundary just south of the Infants' School, between

Parcel 2B~4/PP3416C (where the Infants' School is located) and Parcel 2B~4/PP3416C to the south (where a new school building is located). A 1945 aerial image indicates that this was the original southern school boundary, marked by a row of trees. Parcel 2B~4/PP3416C was outside the formal school grounds at that time.



Figure 42. 161 Mitford Street in 1945. Note the line of trees just south of the Infants' School building that corresponds to the cadastral boundary of Parcel 2B~4/PP3416C.

327. Due to this historical development, I consider it appropriate to follow the southern boundary of Parcel 2B~4/PP3416C to the south of the Infants' School building, then a 10 metre curtilage to the rear (west) and north sides of the building. On the west side, the new HO extent would be contiguous with the boundary to the Mitford Street roadway. I have indicated the approximate boundaries that I recommend as an extension to HO260 below, as well as the extension to cover the roadway that I recommend be pursued as part of a future amendment:



Figure 43. My recommended extension to the HO260 polygon, outlined in red, including the former Infants' School in a curtilage. The former Mitford Street roadway and street trees, for future consideration, is hatched in blue.

Conclusion and recommendations

328. It is my opinion that:

- The name of HO260 should be changed in the HO Schedule to Elwood Central School No. 3942.
- Reference to the shelter sheds should be removed from the statement of significance. (Note that the above two recommendations are in keeping with Council's proposed post-exhibition changes to Amendment C161port.)
- Update Citation 801 to reflect the removal of the pair of Italian Cypress that once flanked the porch of the 1926 infants' school building. (Note that this recommendation is in addition to Council's proposed post-exhibition changes to Amendment C161port.)
- Reduce the HO260 polygon from the whole of 161 Mitford Street to a reduced area comprising: the 1926 Infants' School with a 10-metre curtilage from the north and west sides of the building, and extending to the southern and eastern boundaries of Parcel 2B~4/PP3416C. (Note that this recommendation is not in keeping with Council's proposed post-exhibition changes to Amendment C161port, which consents to the reduced extent recommended by the submitter.)
- In a future amendment to the planning scheme, trigger Tree Controls for HO260, and add the former Mitford Street roadway which now forms part of the school grounds to the HO260 polygon.

5.5.4 MacRobertson Girls' High School, 350 Kings Road, Melbourne



Statutory recommendations

329. Current status: Northern part of school site is covered by HO176 (and VHR H1641), while south-western part of site is Non-contributory in HO446 Albert Park Lake Precinct.
330. Changes proposed by C161port: Update zone boundaries to align with title boundaries. No change to heritage citation or controls.
331. Council's proposed post-exhibition changes: Reduce the extent of HO176 to correspond to the extent of VHR H1641.

Statement of significance

332. The statement of significance from the Helms Review is as follows:

MacRobertson Girls' High School is included on the Victorian Heritage Register (H1641), as a place of State significance. The local statement of significance is as follows:

The MacRobertson Girls' School is of significance as the successful entry in a design competition for the design of a school on this site, as one of the first examples of modernist architecture in Melbourne and for remaining in a substantially intact state. It is also of significance for its associations with Sir MacPherson Robertson.

Response to submission

333. Submitter 142 opposes the proposed extent of the HO polygon for a site-specific Heritage Overlay HO176. The submitter's points are provided below in *italics*, with my response to each issue provided below that.

Extent of HO

334. *Update the Citation map to apply only to Allotment 2104 only, consistent with the extent of the current heritage overlay, Heritage Policy Map and the Victorian Heritage Register. Update the address in the citation and the Schedule to the Heritage Overlay to reflect the correct suburb name and the limited extent of HO176 to only part of the site: "350-370 Kings Way, Melbourne (part)".*

335. I have visited the site, and agree that the *majority* of the 1930s building recognised as having heritage significance is located on Allotment 2104, which corresponds with the Victorian Heritage Register extent (HO176/H1641). There are, however, two ends of the south-west wing that extend outside of Allotment 2014, which are circled in red on the VicPlan aerial below:



336. I have viewed these two parts of the building and confirm that they are *original* parts of the State-significant building. Both parts are continuous with the rest of the building and are clad in the same cream bricks, and windows are the same steel-framed units with blue brick sills. The area to the west that extends beyond HO176 (Allotment 2014) contains toilets and a curved stairwell, a classroom or laboratory with full-length corner windows, and part of an auditorium with two-storey windows. The area to the east that extends beyond HO176 is smaller, and altered with a first-floor bridge, but is also part of the original building.



Figure 44. Western section of the State-significant building that is outside of HO176.



Figure 45. Eastern section of the State-significant building that is outside of HO176.

337. The other built form on Allotment 2013 comprises recent school buildings that are not of heritage significance.

338. If the southern parcel of the school site, Allotment 2013, retained its current Non-contributory grade in HO446, there would be not be an appropriate level of heritage protection to the MacRobertson's building as a whole. The Non-contributory grade might suggest that these parts of the building are not original and could be altered or demolished. While the most appropriate outcome would be an amendment to the boundaries of the VHR extent (and thereby HO176) to include the entire building within a suitable curtilage, this may not happen for some time. In the interim, a Significant grade in the HO446 precinct would at least indicate that there is some significant building fabric outside of the HO176 extent.

Conclusion and recommendations

339. It is my opinion that:

- There is State-significant building fabric outside of the current HO176/H1641 boundary, located on Allotment 2103.
- Therefore, a Significant grade in HO446 is appropriate for Allotment 2103. (Note that this recommendation is not in keeping with Council's proposed post-exhibition changes to Amendment C161port.)
- Port Phillip Council should alert Heritage Victoria to the mapping error and request that they enlarge the VHR H1641 extent to cover the entire State-significant school building. Once this correction is made to the extent of H1641/HO176, it would be appropriate to downgrade Allotment 2103 to Non-contributory.

5.6 HO1 Port Melbourne Precinct

5.6.1 Submission 1 – 146 Dow Street, Port Melbourne



Statutory recommendations

340. **Current status:** HO1 applies to rear of property (part Significant, part Contributory grade); entire property shown as 'Contributory Heritage Place Outside the Heritage Overlay' on the Neighbourhood Character Map.
341. **Changes proposed by C161port:** Delete HO1 from this property; show entire property as 'Contributory Heritage Place Outside the Heritage Overlay' on the Neighbourhood Character Map.
342. **Council's proposed post-exhibition changes:** Delete HO1; delete 'Contributory Heritage Place Outside the Heritage Overlay' on the Neighbourhood Character Map

Response to submission

343. Submitter 1 supports the removal of HO1 from the subject property but opposes its retention in the list of 'contributory heritage places outside the heritage overlay'. The submitter's points are provided below in *italics*, with my response to each issue provided below that.

Heritage value

344. *The submitter notes that the house previously noted on the list of 'contributory heritage places outside the heritage overlay' has been legally demolished.*

345. I visited this site and agree that the previous house, an altered double-fronted timber Victorian house, has been demolished and a new, two-storey house constructed in its place. As the new house has no heritage value, I agree that this property no longer warrants the title 'contributory heritage place'.



Figure 46. Previous house at 146 Dow Street. (Source: Google Maps, Nov. 2019)

Conclusion and recommendations

346. It is my opinion that:

- The current dwelling at 146 Dow Street, Port Melbourne, constructed in 2020, has no heritage value.
- Therefore, it should be removed from the list of 'contributory heritage places outside the heritage overlay'. (Note that this recommendation is in keeping with Council's proposed post-exhibition changes to Amendment C161port.)

5.6.2 Submission 109 – 273 Bridge Street, Port Melbourne



Statutory recommendations

347. Current status: Non-contributory in HO1 Port Melbourne Precinct.
348. Changes proposed by C161port: Regrade to Contributory.
349. Council's proposed post-exhibition changes: None.

Statement of significance

350. The statement of significance prepared for HO1 Port Melbourne Precinct is found in section 4.3 of this report.

Response to submission

351. Submitter 109 opposes the regrading from Non-contributory to Contributory in HO1 of 273 Bridge Street. The submitter's points are provided below in *italics*, with my response to each issue provided below that.

Intactness

352. *The architectural integrity of the property is not in line with surrounding properties as it has been considerably altered during the 1960s, 70s and 80s. Council's heritage consultant has acknowledged that the façade has been lost. The loss of the Victorian heritage façades, along with the out of place minimal visual chimneys supports an out of place appearance. The building fabric is misleading and is a mismatch of decades. The integrity of the building has been lost through use of materials such as steel and aluminium windows, wrought iron and variety of brick patterns.*
353. I agree that there have been many alteration to the Victorian house at 273 Bridge Street, the most significant of which are the rebricking of the front façade with orange bricks, the change in format to the front windows and installation of steel units, and

rebuilding the front verandah in a smaller and simpler form than would have been there originally. Conversely, the original features retained are: the typical Italianate massing with an M-hipped roof and projecting from gable, two rendered chimneys with ornamental vermiculation on the shafts, run cornices and terracotta pots, a front door with fielded panels and glazing at the top, door highlight, red brick side walls, and one flat-arched window opening on the north side elevation.

354. While its form is immediately recognisable as late Victorian, due to the extent of alterations, I considered the definitions of a Contributory property in Port Phillip's HO precincts and also compared this house to others of Contributory grade in the HO1 Port Melbourne Precinct.

355. As discussed in section 2.5 of this evidence, Port Phillip notes in Clause 22.04 that Contributory heritage places 'may have been considerably altered but have the potential to be conserved'. I also noted that previous heritage grades E ('implying that the place had been defaced, but not irretrievably, or that it was aesthetically undistinguished') and F ('important in the past but as a result of intervention now so compromised that it was likely to be of interest only') had been converted to today's Contributory grade, indicating that a large degree of change is considered acceptable for a Contributory graded building.

356. Walking the area of HO1 Port Melbourne Precinct near the subject property, I found a number of Victorian houses altered to a similar extent, which are currently graded Contributory. Photos of them and comments are set out below:



Figure 47. 12 Derham Street. Alterations: removal of chimneys, verandah, eaves brackets and front window; recladding in vertical boards.



Figure 48. 133 Farrell Street. Alterations: removal of eaves brackets, verandah, reformatting front window, and recladding front façade with cream brick.



Figure 49. 168 Farrell Street. Alterations: removal of eaves brackets and front verandah, enlargement of windows, recladding façade in cream brick.



Figure 50. 269 Ross Street. Alterations: removal of eaves brackets and verandah, reformatting window opening, recladding façade in fake brick.



Figure 51. 279 Ross Street. Alterations: removal of chimneys, eaves brackets, verandah posts and ornament, reformatting front window, recladding in fake brick.



Figure 52. 280 Ross Street. Alterations: removal of front chimney, eaves brackets and verandah, reformatting front window, recladding with fake brick.

357. The concept of a building that has ‘been defaced, but not irretrievably’ is illustrated by the Contributory-grade Victorian cottage at nearby 263 Bridge Street. By 2009, it had suffered alterations similar to those illustrated above: removal of chimneys, removal of eaves brackets, removal of verandah, enlargement of front window and installation of a steel unit, new front door, and installation of real or fake brick to the front façade. Since that time, it has been restored with standard Victorian-era detailing, thereby “retrieving” it so that the unsympathetic changes have been reversed and sympathetic features reinstated. It is my understanding that the purpose of grading altered buildings Contributory in HO precincts has as its intent both preserving all legible elements of the

valued period of development as well as encouraging the appropriate restoration of those that have been altered.



Figure 53. 263 Bridge Street in 2009. Note extent of alteration. (Source: realestate.com.au)



Figure 54. 263 Bridge Street in 2020, after its restoration.

358. Considering both Port Phillip’s definition of Contributory as well as comparison with other Contributory Victorian houses in HO1, in my professional opinion, a Contributory grade is appropriate for 273 Bridge Street.

Conclusion and recommendations

359. It is my opinion that:

- While altered, 273 Bridge Street is still recognisable as a Victorian house.
- Its level of alteration is comparable to a number of other Contributory-graded houses in the HO1 precinct.
- As the definition of a Contributory property in Clause 22.04 Heritage Policy countenances that it ‘may have been considerably altered but [has] the potential to be conserved’, this grade is appropriate for 273 Bridge Street.
- Therefore, no changes are recommended to Amendment C161port.

5.7 Submission 127 – 293 The Boulevard, Port Melbourne (in HO2)



Statutory recommendations

360. Current status: Significant in HO2 Garden City Housing Estates.

361. Changes proposed by C161port: Regrade to Contributory.

362. Council’s proposed post-exhibition changes: Regrade to Non-contributory.

Statement of significance

363. The statement of significance for HO2 from the Port Phillip Heritage Review (not revised in relation to C161port) is as follows:

The Garden City housing estates are of historic importance in that they demonstrate the entry of public authorities into the provision of housing for the first time in Victoria's history (Criterion A). These authorities were initially the State Savings Bank of Victoria and the Public Works Department but from 1939 included the Housing Commission of Victoria which supplanted the Public Works Department in the field of public housing. In these respects the estates are symbolic of a watershed in government thinking whereby and as a consequence of earlier reports and enquiries the Government took on responsibility for accommodating persons of limited means at improved standards. The estates were also, for a period, the largest of their kind and demonstrated not only the elements of such estates (Criterion D) but also the extent to which the Commission and its panel of architects was influenced by English planning precedents. The areas had great social significance in Port Melbourne, representing the culmination of decades of agitation by the Port Melbourne Council for improved housing conditions within its municipality (Criterion G). Finally, the houses and their environments, including the Garden City reserve, demonstrate good design practices for their period and the Government's most advanced thinking in the field of public housing (Criterion E).

Response to submission

364. Submitter 127 opposes the regrading of 293 The Boulevard from Significant to Contributory in the HO2 precinct and requests that it be regraded Non-contributory. The submitter's points are provided below in *italics*, with my response to each issue provided below that.

Intactness of 293 The Boulevard

365. *The submitter's heritage consultant Robyn Riddett gave evidence on behalf of the applicant at a recent VCAT hearing, drawing on a substantial review of the property and heritage precinct, concluding that this dwelling is the most significantly altered in The Boulevard and within the heritage precinct more broadly and concluded that in its current condition it should be graded as a Non-Contributory Heritage Place.*

366. As was clear from my site visit on 24 November 2020, and is further detailed in Ms Robyn Riddett's report (dated July 2019 and appended to Submission 127), the dwelling at 293 The Boulevard has undergone a number of external changes that are visible from the public domain. These include the insertion of a new doorway and sidelight to the east side of the front façade (probably replacing a pair of original windows), the possible loss of a front porch, and replacement of the front door with a glazed unit. The most prominent alteration is the demolition of most of the transverse gabled roof and its replacement with an upper storey. This addition is clad in Colorbond metal and is slightly cantilevered over the front façade and the east side elevation.

367. While I acknowledge that the upper-storey extension is visually intrusive and dominant in current views to the subject dwelling, I still consider that the dwelling still meets the definition of a Contributory heritage place as set out in Clause 22.04 Heritage

Policy. In particular, it meets that part of the definition that such places ‘may have been considerably altered but have the potential to be conserved’. I have come to this conclusion, in large part, because the greatest level of demolition has been to the roof of the house, and not the brick front façade.

368. The original roof was comprised of a pitched timber structure, which is hidden from view beneath terracotta tiles. Like any roof cladding material, terracotta tiles must be cyclically replaced to ensure the ongoing survival of the building below. This necessity is taken into account by the Clause 43.01 Heritage Overlay of the Victorian Planning Scheme, which indicates that a planning permit is not required to carry out works, repairs and routine maintenance which do not change the appearance of the heritage place and which are undertaken to the same details, specifications and materials. So, for example, replacement of failing terracotta roof tiles with the same material, pattern and colourway would not require a planning permit, and furthermore would be considered good maintenance of the building. So, if one were to seek to reinstate the original appearance of the subject dwelling, new roof framing and new terracotta roof tiles would be required. As other houses in the HO2 precinct have undergone cyclical replacement of roof tiles, in-kind, the restored house would not differ greatly from the surrounding brick duplexes.

369. It would differ from some other houses in the precinct in the level of intactness of its front façade, with the enlarged opening on the east side of the front façade. But it is not the only graded dwelling in the HO2 precinct to exhibit this level of alteration, for example, 229 The Boulevard (rendered walls, change to window formats) and 8 Gellibrand Road (all window openings enlarged, and two-storey rear addition just behind ridgeline). Note that both of these two houses are still graded Significant, with no changes proposed by Amendment C161port.



Figure 55. 299 The Boulevard, Port Melbourne. Currently Significant in HO2. (Google Maps, 2019)



Figure 56. 8 Gellibrand Road, Port Melbourne. Currently Significant in HO2. (Google Maps, 2019)

370. To conclude, based on the extent of original building fabric retained – particularly to the front façade of 293 The Boulevard – and its “conservability” – particularly reinstatement of the original roof form and cladding, I consider that the subject dwelling still meets the definition of a ‘Contributory’ building as set out in Clause 22.04 and its level of intactness is comparable to other graded buildings in the HO2 precinct.

Proposed demolition

371. *Planning Permit 1161/2017 was approved via VCAT appeal P198/2019. The Permit approved the existing building to be largely demolished.*

372. I agree that there is a live planning permit for the demolition of nearly the entire subject dwelling, apart from the nub of the roof where it joins 291 The Boulevard. Once this extent of demolition take place, I have no doubt that the property will no longer contribute to the HO2 precinct, and will warrant a Non-contributory grade.

373. However, as of my site visit on 24 November 2020, the dwelling had not yet been demolished, and there is no absolute guarantee that this demolition will take place. For example, the current owner may decide to sell the property without undertaking the permitted works.

374. My understanding of good heritage planning practice is that decisions should be based on the current conditions on the ground, not the possibility that permitted works will happen in the future. For this reason, I do not support downgrading the subject property to Non-contributory at present, as this would be based on the presumption of a future outcome.

Intactness of 291 The Boulevard

375. While no submissions have raised the proposed regrading of 291 The Boulevard, from Significant to Contributory, I considered this house during my visit to its other half (No. 293).

376. The dwelling at 291 The Boulevard is far more altered than No. 293 and all other graded dwellings that I viewed in the HO2 precinct. While No. 293 has lost most of its roof and has some alterations to its front façade, 291 The Boulevard has lost its entire front façade (due to a shallow front extension) and its roof form is both largely demolished and visually overwhelmed by a modern gable-fronted attic storey which extends beyond the line of the original façade. The only original elements that this dwelling appears to retain are the brick party wall with No. 293 and half a metre or so of roof to either side of the new attic storey. Due to this, I do not consider this house to retain any of the character of the valued period of the HO2 precinct, nor do I consider it “conservable”.

377. As it does not meet the definition of a Contributory property, in my professional opinion, 291 The Boulevard should be regraded Non-contributory.



Figure 57. 291 The Boulevard, Port Melbourne.

Conclusion and recommendations

378. It is my opinion that:

- The semi-detached dwelling at 293 The Boulevard has been altered but its level of intactness is still comparable some other graded dwellings in the HO2 precinct, and moreover the type of alteration (to the roof) means that it would be very straightforward to reinstate the original appearance of the dwelling should a future owner wish.
- If the near-total demolition of the dwelling at 293 The Boulevard is carried out in line with Planning Permit 1161/2017, this property will no longer contribute to the significance of the HO2 precinct and should be downgraded to Non-contributory. But this step should only be taken if and when this demolition occurs, as the dwelling in its present state still contributes to the precinct.
- Therefore, 293 The Boulevard, Port Melbourne, should be regraded Contributory by Amendment C161port. (Note that this is not in keeping with Council's proposed post-exhibition changes to Amendment C161port.)
- The other half of the semi-detached pair, 291 The Boulevard, is currently so altered that it no longer contributes to the significance of the HO2 precinct.
- Therefore, 291 The Boulevard, Port Melbourne, should be regraded Non-contributory by Amendment C161port. (Note that this is not in keeping with Council's proposed post-exhibition changes to Amendment C161port.)

5.8 Submission 133 – 137-139 Fitzroy Street, St Kilda (in HO5)



Statutory recommendations

379. Current status: Non-contributory in HO5 St Kilda Hill Precinct.

380. Changes proposed by C161port: Regrade to Significant.

381. Council's proposed post-exhibition changes: None.

Statement of significance

382. The statement of significance for HO5 is found in section 4.4 of this report.

Response to submission

383. Submitter 133 opposes the regrading of 137-139 Fitzroy Street to Significant in the HO5 precinct. The submitter's points are provided below in *italics*, with my response to each issue provided below that.

Intactness

384. *Submitter objects to the proposed regrading on the basis that the property has had many modifications, including a rebuild due to fire damage and addition of a new verandah in 1995.*

385. I agree that there has been a series of alterations to this Victorian-era commercial building. A building permit (No. 270/137/P3), issued by the City of St Kilda in 1993, was for 'the refurbishment of the existing building together with [construction of] two new units'. Permit conditions included 'retention of the existing stall boards to the shop fronts' and required 'details of the proposed verandah'. The plans show that the ground and first floor of the building were existing and to be "renovated", while two additional levels were added above, set back 2.8 metres from the front façade. The plans provide little information about the external repairs or changes made in response to fire damage, merely noting 'existing building face restored' and a new "'Victorian" style verandah' installed at the ground floor.



Figure 58. Detail of the front façade from City of St Kilda building permit 270/137/P3, dated 21 May 1993.

386. My site visit to view this building from the public domain confirmed that the two upper stories had been constructed, as well as a simple front verandah with a convex roof. In addition, the upper floor and parapet have been re-rendered with a smooth, sandy finish, which has an appropriate colour but whose texture is identifiably modern upon close inspection. At ground floor level, solid stallboards have been retained to the two shops, in keeping with the permit condition, but all fabric of the shopfronts is modern and of simplified detail.

387. The building has a restrained classicism in keeping with the mid-Victorian period, but might also be due to removal of applied ornament. It retains round-arched windows

with simple moulded surrounds, pilasters with Corinthian capitals, a moulded corner and simple parapet above that with an arched name panel ('Rivoli Buildings') at the centre.



Figure 59. Current shopfronts and verandah of 137-139 Fitzroy Street.

388. The Helms Review provides rationale for this regrading (page 43): 'This is one of the few surviving late nineteenth century shops in Fitzroy Street.'

389. To understand how the subject building compares with other commercial buildings in this part of HO5 St Kilda Hill Precinct, I looked for comparable buildings on Fitzroy Street and its junction with Grey Street.

390. While the majority of Victorian commercial buildings on Fitzroy Street may have been replaced with early twentieth-century examples, there is still a notable concentration of such buildings at the intersection of Fitzroy and Grey streets. The George Hotel, at 125-129 Fitzroy Street is the grandest among this group, but in its scale and listing in the Victorian Heritage Register it is not directly comparable to the subject site. There are, however, Victorian commercial buildings of a smaller size but with a high level of ornament and intactness, at 121 & 123 Fitzroy Street and 13-19 Grey Street, all of which are graded Significant in HO5. I consider these examples superior, in intactness of their upper stories and ornamentation, to 137-139 Fitzroy Street. Among them, only 17-19 Grey Street has an intact ground floor (largely because it does not have shopfronts, which are an architectural element frequently replaced).



Figure 60. Victorian commercial buildings at 13-19 Grey Street (far left) and 121-123 Fitzroy Street (foreground).

391. The most similar Victorian commercial building I located in the vicinity was 109-111 Fitzroy Street, a two-storey building that has lost its shopfronts and ground floor verandah, and has its first-floor verandah infilled with windows. The building is graded Contributory in the HO5 precinct.



Figure 61. Contributory building at 109-111 Fitzroy Street, in HO5.

392. While there is a group of Significant-grade Victorian commercial buildings in this part of the HO5 precinct that are superior to 137-139 Fitzroy Street, in my professional opinion, a Contributory grade would be more appropriate for the subject building. It is still clearly a Victorian-era building, though has been altered with a rebuilt ground floor and verandah, two storey extension with minimal setback from the front façade, and refinished render to the first floor. The definition of a Contributory heritage place in Clause 22.04 specifically recognises that this group of buildings may be altered but still contribute to the significance of the surrounding precinct. The building at 137-139 Fitzroy Street fits this definition.

Conclusion and recommendations

393. It is my opinion that:

- The Victorian commercial building at 137-139 Fitzroy Street retains a largely intact first floor façade, and simplified but sympathetic ground-floor shopfronts and verandah. Though altered, including with a two-storey upper-floor extension, it is still easily legible as a Victorian building and contributes to the HO5 precinct.
- It is simpler in ornament and somewhat less intact than the group of Significant Victorian commercial buildings around the Grey Street intersection, and closer in intactness to a Contributory example.
- Therefore, 137-139 Fitzroy Street should be regraded from Non-contributory to Contributory (instead of to Significant, as proposed by Amendment C161port). (Note that this is not in keeping with Council's proposed post-exhibition changes to Amendment C161port.)

5.9 Submission 114 – 9 Maryville Street, Ripponlea (in HO7)



Figure 62. Semi-detached pair comprised of 9 (left) and 9A (right) Maryville Street.

Statutory recommendations

394. Current status: Contributory in HO7 Elwood, St Kilda, Balaclava, Ripponlea Precinct.
395. Changes proposed by C161port: Regrade to be Significant.
396. Council's proposed post-exhibition changes: None.

Statement of significance

397. The statement of significance for HO7 from the Port Phillip Heritage Review (not revised in relation to C161port) is as follows:

The Elwood - St. Kilda Botanical Gardens - Balaclava Ripponlea Area is both extensive and architecturally diverse. It is culturally important especially on account of the influence of the St. Kilda Botanical Gardens, the Brighton road, the Brighton Beach railway and the public buildings precinct at the site of the former market reserve which collectively impart civic distinction. The residential areas are noteworthy for their late Victorian, Federation period and inter-war housing; the apartments of the latter period and the terraces of the former being especially noteworthy. The intact inter-war buildings within the Brunning's Estate demonstrate the development of that nursery post 1926. The capacity of the Area to inform the observer about past lifestyles and living standards is important, there being great diversity evident during the major contributory development periods. The Brighton Road has further distinction for the manner in which it has attracted residential development of a high standard. Finally, the street trees and smaller parks are invariably important elements, having their origins in the inter-war period and on occasions being also overlooked by buildings of the period to create urban landscapes representative of the highest

urban planning standards of the day. The shopping centres are also distinguished for their high levels of integrity, Carlisle Street reflecting through its buildings the phases in its growth. The Glen Eira Road centre, in conjunction with the railway station and railway gardens, is highly representative of the era of the Great War, enhanced by the group of inter-war banks towards its east end.

Response to submission

398. Submitter 114 opposes the regrading of 9 Marysville Street from Contributory to Significant. The submitter's points are provided below in *italics*, with my response to each issue provided below that.

Intactness and significance of subject dwelling

399. *The property has been rendered within the last 25 years and does not have historic or architectural significance.*

400. *The Victorian Heritage Council doesn't this property to be of sufficient significance for it to be listed on its database, therefore the decision to consider the property to be individually important and to satisfy the subjective criteria for it to be classified as a significant heritage place is arbitrary.*

401. I agree that both parts of the semi-detached pair at 9-9A Maryville Street have been bagged (with cement) and painted. While the current finish visually blends in with the original rendered chimneys, close examination reveals their different textures and the more recent date of the cement bagging of the walls. This bagging was carried out with a reasonable amount of care, ensuring that the glaze brown manganese bricks of the building plinth and the front steps remain uncovered. Apart from the bagging, both to the house and the original front masonry fence, I could not discern any other external alterations to the semi-detached pair. They retain their corner steel windows at the front, and timber sash windows with horizontal glazing bars to the sties, rendered chimneys with decorative bands of manganese bricks, and a shared hipped roof clad in glazed terracotta tiles. The overall external intactness of the pair is relatively high.

402. While I agree that this semi-detached pair does not have historic or architectural significance on their own, they certainly contribute to the heritage significance of this streetscape and the wider HO7 precinct. This semi-detached pair dates from the late interwar era so is far more stripped back than what many people recognise as "heritage". Even so, it is a stylish building of its time, displaying the Moderne style.

403. As discussed in section 2.5 of my evidence, the 'Significant in a precinct' grade used by the City of Port Phillip differs from standard use. While there are places of local significance ('Individually Significant') which must be stand-outs across the municipality and have their own heritage citation, a property that is only Significant in a precinct can be 'substantially intact but merely representative of an era'. This description applies very well to the subject semi-detached pair.

404. So the submitter is correct that there is no separate citation for 9-9A Maryville Street, as it is only 'Significant in a precinct' and not 'Individually Significant'. This is why there is only a citation for the HO7 precinct as a whole to be found on the Victorian Heritage Database.

Intactness of Maryville Street

405. *The streetscape character is not intact as Maryville St has two blocks of flats at No. 8 and No. 10 which were built around 1970-1980.*

406. I agree that there are two blocks of flats on the south side of Maryville Street from the late twentieth century that do not contribute to the interwar character of the streetscape or the HO7 precinct. For this reason they are graded Non-contributory. There are, however, only two properties in a streetscape that has a fine group of interwar houses and flats. The continuous row of rendered houses of the late 1920s and early 1930s along the north side of the street is particularly impressive, as illustrated below.



Figure 63. Northwest end of Maryville Street (Nos. 9-9A at right).



Figure 64. Northeast end of Maryville Street.

407. In almost every precinct of all but the smallest size, there are some Non-contributory properties. As long as these Non-contributory properties do not dominate the character of a given streetscape or precinct, their presence is considered acceptable in the HO precinct.

Conclusion and recommendations

408. It is my opinion that:

- The semi-detached pair at 9-9A Maryville Street is a late interwar Moderne residential building. It is largely intact, apart from cement bagging of the walls, and representative of its era.
- As the HO7 precinct derives its significance, in part, from residential development of the interwar era, 9-9A Maryville Street meets the definition of a building that is 'Significant in a precinct'.
- As such, its significance is expressed through the HO7 citation and statement of significance, and it does not require a separate citation.
- The semi-detached pair stands in a very fine interwar streetscape.
- Therefore, no changes are recommended to Amendment C161port.