

people place heritage

# CONTEXT

## HERITAGE GAP STUDY

### Review of Johnston Street East

Final Report  
April 2016

Prepared for  
City of Yarra



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### Report Register

This report register documents the development and issue of the report entitled *Heritage Gap Study: Review of Johnston Street East Final Report* undertaken by Context Pty Ltd in accordance with our internal quality management system.

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## EXECUTIVE SUMMARY

### Findings

The Johnston Street East heritage precinct is significant to the City of Yarra at the local level for its historic and aesthetic values.

The Johnston East precinct includes the following properties:

- 246-274 Johnston Street (north side);
- 219-241 Johnston Street (south side); and
- The railway bridge to the extent of the brick and stone abutments and low walls adjacent to the station ramps, the tapered stone piers and the riveted iron girders.

Please refer to the precinct citation and map in Appendix A.

### Statutory recommendations

It is recommended that the City of Yarra prepare and exhibit an amendment to the Yarra Planning Scheme to implement the findings of the study.

This amendment should:

- Update the references in the LPPF of the Yarra Planning Scheme to include specific reference to the *Heritage Gap Study. Review of Johnston Street East*, as appropriate.
- Replace the existing schedule to the heritage overlay in the Yarra Planning Scheme with a new schedule with the following changes:
  - Deletion of the entries for HO409 and HO411, which will be incorporated into the Johnston Street East Precinct HO.
  - Addition of the Johnston Street East precinct as HO505 with the schedule entry as set out in Appendix C, which applies external paint controls only to the Individually Significant places at 219-23 and 258-60 Johnston Street, and applies the Permit Exemptions Incorporated Plan, July 2014 to the precinct (consistent with its application to the HO324 precinct).
- Update the ‘City of Yarra Review of Heritage Overlay Areas. Appendix 8’ in accordance with the table in Appendix B.
- Amend the Yarra Planning Scheme Heritage Overlay map 6HO to:
  - Add the Johnston Street East precinct, with the HO boundary as shown on the precinct map in Appendix A, and
  - Delete HO409 and HO411 that will become part of the new HO505 precinct.

# 1 INTRODUCTION

## 1.1 Purpose

The City of Yarra commissioned the *Heritage Gap Study: Review of Johnston Street East* (the study) to assess the heritage significance of the section of Johnston Street between Hoddle Street and the railway line/bridge in Abbotsford, consisting of the following properties (hereafter referred to as the study area – see map below):

- 246-274 Johnston Street (north side); and
- 219-241 Johnston Street (south side).

The purpose is to assess the study area to determine whether any of the places warrant inclusion within a Heritage Overlay precinct, either existing or new, or as Individually Significant heritage places.



Figure 1: Study area. Existing HO places are indicated by the yellow dot.

The outcomes of the study are:

- This final report containing the methodology, key findings, and heritage citation (including map) for the precinct, and a list of sites and their level of significance within the precinct. This is suitable for inclusion in the planning scheme as a reference document;
- A HO schedule identifying the specific controls (paint controls, internal controls, etc.) that should apply; and
- A list of places suitable for insertion in (in the same format as) Council's 'Appendix 8' Excel spreadsheet (the incorporated document that contains the levels of significance of all heritage places).

## 1.2 Methodology

In accordance with Heritage Victoria guidelines, the study has been prepared using the Australia ICOMOS *Charter for Places of Cultural Heritage Significance* (the Burra Charter, 2013) and

its guidelines. All terminology is consistent with the Burra Charter. The methodology and approach to the Study and its recommendations were also guided by:

- The VPP Practice Note *Applying the Heritage Overlay* (2015) (hereafter referred to as the ‘VPP Practice Note’).
- Comments made by relevant Independent Panel reports and, in particular, the Advisory Committee appointed to undertake the *Review of Heritage Provisions in Planning Schemes* (hereafter referred to as the ‘Advisory Committee’) in relation to establishing thresholds and defining precincts (see discussion in Appendix D).
- Guidelines for using the Hercon criteria and significance thresholds prepared by Heritage Victoria and the Queensland Heritage Council (see discussion in Appendix D).

The key tasks associated with the study were:

- Preliminary analysis,
- Fieldwork, and
- Detailed assessment.

### **Preliminary analysis**

Preliminary analysis was carried out prior to the project inception meeting. This included a ‘desktop’ review of available information including:

- The table/schedule of buildings prepared for Amendment C157 (forms Appendix 1 of the study brief);
- Information in the Hermes database for Individually Significant and other buildings within the study area as well as in Johnston Street to the east of the railway bridge;
- The citation for the HO324 heritage precinct that applies to Johnston Street, west of Hoddle Street;
- Information contained in relevant heritage studies including the *City of Yarra Heritage Review: Thematic history* 1998, and the *Collingwood Conservation Study* 1989;
- Melbourne & Metropolitan Board of Works plans, and
- Viewing the study area on ‘streetview’ maps.

This preliminary analysis found the study area was substantially complete by the end of the nineteenth century and of the buildings within the study area today, all but two appear to date from the late Victorian or Federation/Edwardian era. Although most have been altered at ground floor level, the single story buildings retain original ornate parapets and the double storey buildings are very intact at the first floor level. Overall, the precinct appears to be very cohesive. The potential Not-Contributory buildings are limited to nos. 225-227 (which has a neutral streetscape presence).

Accordingly, the conclusion of this preliminary analysis is the study area is very likely to form a precinct (or precinct extension) of significance at the local level.

The next tasks (fieldwork and detailed analysis) therefore focused upon determining whether this preliminary opinion is supported by historic evidence and, in particular, by comparative analysis with similar precincts, particularly the existing HO324 precinct that applies to Johnston Street, west of Hoddle Street. We note, however, that the intention was not a pre-determined outcome: our analysis has still critically reviewed the historic and physical evidence to ensure that our methodology is rigorous and justifies the findings and recommendations.

On this basis, a key question is whether the precinct is historically or physically related to (and potentially could form an extension to) the existing HO324 Precinct, or should form a separate stand-alone precinct.

Another question is whether the individually listed HO places within the study area recently introduced by HO157 should retain individual HOs or become part of the precinct. For recent heritage amendments in the City of Yarra (e.g. Amendment C183) individual HOs introduced

by Amendment C157 within precincts have been incorporated into newly formed precincts, with specific controls (if any) applied using the HO schedule.

### **Fieldwork**

The whole of the study area was inspected on foot. The nearby individual HO places and the section of Johnston Street to the east of the railway bridge, and a representative section of the HO324 heritage precinct in Johnston Street to the west of Hoddle Street have also been inspected to enable comparative analysis.

The purpose was to confirm the spatial and visual coherence of the study area, having regard to the intactness and integrity of the building stock, and also to identify any properties that may be of individual significance, apart from those already identified.

All buildings, and other contributory features, in the study area have been photographed. No internal inspections were undertaken (though the interiors of some of the shops and cafes are visible through the street facing windows).

### **Detailed assessment**

Following the fieldwork, detailed assessment of the precinct has been carried out in accordance with the Burra Charter, Heritage Victoria guidelines and the VPP Practice Note.

Specifically, the tasks included:

- Historic research using primary and secondary sources including historic maps, plans and photographs held by the State Library of Victoria, City of Yarra, Sands & McDougall Directories, Land Victoria title and subdivision records, previous heritage studies including the 2012 *City of Yarra Heritage Gaps Study* by Lovell Chen, the 1989 *Collingwood Conservation Study* and the 1998 *City of Yarra Heritage Review*, on-line databases and other sources (e.g., *Australian Architectural Index* and *Australian Dictionary of Biography*), typological heritage studies, and other relevant local histories such as *In those days: Collingwood remembered (3<sup>rd</sup> edition)* 1994.

Research identified creation dates (using historic plans, land titles and lodged plans), and broad construction dates (usually at intervals of 5 years) using Sands & McDougall Directories, and MMBW plans. As is typical, detailed research has not been carried out into the history of each Contributory building;

- A comparative analysis. The VPP Practice Note notes that local significance can include places of significance to a town or locality. For the purposes of this study, the former City of Collingwood municipal area has been used as the basis for the comparative analysis. Commercial precincts already included within the HO were used as 'benchmarks' to provide a basis for comparison with the study area to determine if: 1) they illustrate the same historic themes; 2) the proportion of Individually significant/Contributory properties is similar; and 3) the building stock is of comparable intactness. Of particular relevance is the HO324 precinct in Johnston Street immediately to the west of Hoddle Street;
- Assessment against the Hercon criteria to determine whether the precinct meets the threshold of local significance. Threshold guidelines set out in Appendix D of this report were applied.

*Intactness* and *integrity* was used as a threshold indicator for both the precinct and the significance level of places within (please refer to Appendix D). For the precinct, 'intactness' was measured as percentage of Contributory places with 'Low' being less than 60%, 'Moderate' being 60-80% and 'High' being 80-100%. Generally speaking, a potential precinct would be expected to have at least 'Moderate' intactness and, in most cases, 'High' intactness.

For Contributory places within precincts the 'integrity' rather than 'intactness' was a primary consideration: that is, while the Contributory places may not be completely 'intact' (i.e., retaining all original fabric) any repairs or maintenance have been carried out using the same or similar materials, details and finishes, thus ensuring that they are 'whole', i.e., have good integrity.

For potential Individually Significant places, on the other hand, the ‘intactness’ of the building was a primary consideration; however, comparative analysis can determine whether a building with lower ‘intactness’ but good ‘integrity’ could also be of local significance if, for example, it is rare.

However, ‘High’ intactness was not the sole justification for a precinct: with regard to the proportion of significant (or significant and contributory) buildings that is desirable within precincts, the Advisory Committee considered (p.2-54) that:

*... the stress on built fabric inherent in this question is misleading. Precincts need to be coherent, thematically and/or in terms of design, and need to be justifiable in relation to protection of significant components. It is neither possible nor desirable to set hard and fast rules about percentages.*

On this basis, the detailed analysis considered:

- The historic themes associated with the place or precinct, as set out in the *City of Yarra Heritage Review Thematic History 1998* (see Table 1.1 for some of the relevant themes).
- Any historic associations with people, organisations or events, which are important in the context of Collingwood.
- Whether the precinct or place is representative of a particular place type (e.g. commercial precincts) that is distinctive within Collingwood or the City of Yarra, and how this is demonstrated in the physical fabric of the place.
- Whether distinctive aesthetic qualities are evident. For example, cohesive historic streetscapes comprising houses of similar style, materials and detailing, landmarks, etc.
- Whether there is potential for social values. For example, as a place used by the local community.

**Table 1.1 – Historic themes**

<b>Theme</b>	<b>Sub-themes</b>
<i>2.0 The suburban extension of Melbourne</i>	<i>2.1 Settlement, land sales and subdivision; 2.2 A street layout emerges;</i>
<i>3.0 Mansions, Villas and Sustenance Housing: The division between rich and poor</i>	<i>3.1 A home to call one’s own</i>
<i>4.0 Developing local economies</i>	<i>4.3 Retail: warehouses and large scale purveyors; 4.4 Smaller retailers: strip shopping; Financing the suburbs</i>
<i>5.0 Local Council and council services</i>	<i>5.5 Private and public transportation</i>

#### **Precinct boundaries and heritage status of places**

Precinct boundaries have been defined having regard to the significance based on the historic and physical evidence. Please refer to Appendix D for further discussion about how precincts are defined.

The heritage statuses of Individually Significant, Contributory or Not Contributory (as defined in Yarra Planning Scheme Local Policy Clause 22.02-3) have been applied to each property having regard to the statement of significance, the date of construction and the intactness and integrity of the place based on assessment of fabric visible from the street.

Wherever possible, Not Contributory (NC) places have been excluded. However, some NC places have been included where they form part of a streetscape in order to ensure that future development doesn’t adversely impact upon the significance of the precinct.

#### **Application of the heritage overlay**

The HO has been applied in accordance with the guidelines set out in the VPP Practice Note. In applying the HO to precinct the approach will be to include the whole of the precinct within a single HO, using the HO schedule to specify the properties that have additional (e.g. external paint, outbuilding) controls that are different to the precinct controls.



***Heritage overlay schedule controls***

Specific HO controls (e.g., external paint, tree controls, etc.) have been applied in accordance with the VPP Practice Note.

## 2 FINDINGS & RECOMMENDATIONS

### 2.1 Findings

#### ***Existing and proposed HO listings***

Amendment C157 recently introduced two heritage overlays to Individually Significant places within the study area:

- HO409 – 219-223 Johnston Street (two storey c.1890s shop row); and
- HO411 – 258-260 Johnston Street (two storey c.1890s shop pair).

#### ***Precinct significance***

The Johnston Street East heritage precinct is significant to the City of Yarra at the local level for its historic and aesthetic values. Please refer to the precinct citation in Appendix A.

The assessment also confirms that approximately 92% of properties within the precinct are either Individually Significant or Contributory.

#### ***Individually Significant and Contributory places***

As noted above, there are two Individually Significant places currently included in the HO. One additional Individually Significant place has been identified: the railway bridge and abutments forming the east boundary to the precinct.

Contributory places include all places dating from the period of significance (c.1882 to c.1930). The only Not contributory buildings are the post-war shops/warehouses at nos. 225-27.

#### ***Recommended precinct boundaries & HO controls***

The Johnston Street East precinct includes the following properties:

- 246-274 Johnston Street (north side);
- 219-241 Johnston Street (south side); and
- The railway bridge to the extent of the brick and stone abutments and low walls adjacent to the station ramps, the tapered stone piers and the riveted iron girders.

The following places have been excluded from the precinct:

- The former ANZ Bank at 217 Hoddle Street precinct. This is a c.1970s building that is not associated with the period of significance. It is understood that the City of Yarra proposes to include this property (and the land within the precinct) in a new Design & Development Overlay (DDO) at the same time as the HO is applied to this precinct. This will provide appropriate control over future development on this property to ensure it will not impact upon the significance of the adjoining precinct;
- The building at 230 Hoddle Street. From the design of this building (which is very similar to nos. 219-23 Johnston Street) it appears that it could have once formed part of a continuous row extending around the corner and was likely constructed c.1890. However, it is now visually isolated by the former ANZ Bank building and has been excluded for this reason; and
- The industrial/commercial buildings at 232 Hoddle Street. These buildings date from the outside the period of significance and have been significantly altered.

While the precinct is historically related to the HO324 Johnston Street precinct to the west of Hoddle Street, the widening of that road, as well as the presence of some large Not contributory places immediately to the west of Hoddle Street within HO324 means that the Johnston Street East precinct is now physically disconnected from it. Accordingly, it is considered more appropriate to treat Johnston Street East as a separate precinct.

On this basis, the whole of the precinct should be included within a single HO as shown on the precinct map in Appendix A. No specific HO controls (e.g., external paint, tree controls) are required for the precinct; however, the HO schedule should specify that external paint controls apply to the following Individually Significant places, which should be removed from the individual HOs and included within the precinct HO:

- HO409 - 219-223 Johnston Street (two storey c.1890s shop row); and
- HO411 – 258-260 Johnston Street (two storey c.1890s shop pair).

The *City of Yarra Permit Exemptions Incorporated Plan*, July 2014 should also be applied to the precinct, consistent with its application to the HO324 Johnston Street precinct.

## 2.2 Statutory recommendations

It is recommended that the City of Yarra prepare and exhibit an amendment to the Yarra Planning Scheme to implement the findings of the study.

This amendment should:

- Update the references in the LPPF of the Yarra Planning Scheme to include specific reference to the *Heritage Gap Study. Review of Johnston Street East*, as appropriate.
- Replace the existing schedule to the heritage overlay in the Yarra Planning Scheme with a new schedule with the following changes:
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- Update the ‘City of Yarra Review of Heritage Overlay Areas. Appendix 8’ in accordance with the table in Appendix B.
- Amend the Yarra Planning Scheme Heritage Overlay map 6HO to:
  - Add the Johnston Street East precinct, with the HO boundary as shown on the precinct map in Appendix A, and
  - Delete HO409 and HO411 that will become part of the new HO505 precinct.

## REFERENCES

### City of Yarra Heritage Studies

- Allom Lovell & Associates, 1998, *City of Yarra Heritage Review*
- Andrew C. Ward & Associates, *Collingwood Conservation Study, 1989*
- Context Pty Ltd, March 2013, *Amendment C149 Review of Heritage Places and Precincts*
- Context Pty Ltd, July 2014, *Heritage Gap Study: Review of 17 Heritage Precincts, Stage 2 report*
- Context Pty Ltd, 2014, *Heritage Gap Study: Review of Central Richmond, Stage 2*
- Graeme Butler & Associates, 2008, *City of Yarra Heritage Gap Study - Stage 1*
- Graeme Butler & Associates, 2009, *City of Yarra Heritage Gap Study - Stage 2*
- Lovell Chen, 2012, *City of Yarra Heritage Gaps Study*

### Other

- Assessing the cultural heritage significance of places and objects for possible state heritage listing: The Victorian Heritage Register Criteria and Threshold Guidelines*, 6 December 2012  
<<http://www.dpcd.vic.gov.au/heritage/Forms-and-Guidelines/registration-forms-and-guidelines>> (accessed 17 September 2013)
- Review of Heritage Provisions in Planning Schemes. Advisory Committee Report. The way forward for heritage*, August 2007
- Using the criteria: a methodology*, Queensland Heritage Council, 2006
- Victoria Planning Provisions Practice Note: *Applying the Heritage Overlay* (2012)
- Warrnambool Planning Scheme. Amendment C57 Panel Report*, December 2008, Jennifer A. Moles, Chair

## APPENDIX A – JOHNSTON STREET EAST PRECINCT CITATION



*Johnston Street, north side looking west showing (from left to right) nos. 258-50, 260-62, 264 & 266*



*Johnston Street, south side looking east showing (from right to left) nos. 221-23, 225-27, 229-31, 233-37 & 241*



*Railway bridge abutments, north side, looking through to no.274 Johnston Street*



*Tapered stone piers on the north side of Johnston Street*

## History

### **Thematic context**

This precinct is associated with the following themes in the *City of Yarra Heritage Review Thematic History* (1998):

**2.0 The suburban extension of Melbourne:** 2.1 Settlement, land sales and subdivision; 2.2 A street layout emerges

**4.0 Developing local economies:** 4.4 Smaller retailers: Strip shopping

**5.0 Local council and council services:** 5.5 Private and public transportation

### **Development of Collingwood**

Collingwood is one of Melbourne's oldest suburbs. In 1838-39, eighty-eight allotments in what became Fitzroy, Collingwood and Richmond were offered for sale as part of the first land sales outside of the town reserve of Melbourne. The low, flat land near the Yarra River, which became known as the Collingwood Flats, was considered to be less desirable than the more elevated, 'healthy' areas of Fitzroy and Richmond in the late 1830s and 1840s, and was settled by Melbourne's working classes (Allom Lovell 1998:9).

The municipal district of East Collingwood was proclaimed in April 1855 and by 1857 the population had reached almost 11,000 as the influx of immigrants in the wake of the gold rush created a demand for housing (Ward, 1989:136). By 1858 development had reached beyond Hoddle Street and the first commercial centres emerged along Smith Street, Wellington Street and Johnston Street (Ward, 1989:45-50).

By 1860 Abbotsford (then East Collingwood) began to attract small-scale industries. With the proximity to the Yarra River the majority of these were noxious trades such as slaughter yards, tanneries, fellmongers (sheepskin dealers), woolscourers, breweries and brickworks, which relied on the river for fresh water and as a dumping ground for waste. The tanneries supplied raw material to boot manufacturers, which benefitted from the introduction of protective tariffs after 1866. In 1861 Collingwood and Fitzroy contained 21% of Melbourne's boot factories: this increased to 40% by 1891 (Ward, 1989:73-9).

Population growth encouraged by the development of industry resulted in a further demand for housing: the relatively undeveloped eastern half of the town was partly subdivided by 1860s and by the 1880s most subdivision patterns were complete. Like other parts of inner Melbourne Collingwood experienced a development boom in the 1880s: the population in 1881 was 23,829 and it peaked at 35,070 in 1891. However, the 1890s depression brought a halt to development for almost a decade (Ward, 1989:136).

### **Precinct history**

Johnston Street formed part of the original grid of roads set out when Collingwood was first surveyed and by 1858 development extended along both sides as far as Hoddle Street. To the east of Hoddle Street the street was less developed: land to the south (comprising Crown allotments 75, 76 & 77) had been subdivided, with some buildings occupying the southern side of Johnston Street and a small cluster of buildings near Hoddle Street. The north side of Johnston Street (comprising Crown allotments 78 & 79) was mostly 'lightly wooded' vacant land known as 'Dight's Paddock', named after one of the original grantees, John Dight, who built 'Yarra House' on the eastern part of his land overlooking the Yarra River.

By the 1870s, Johnston Street between Smith Street and Hoddle Street was well established as a commercial precinct, however the section east of Hoddle Street still remained relatively undeveloped. Only a plasterer, carter, mason, carrier and farrier were listed on the south side of the street, but it is unclear exactly where these businesses were located (Lovell Chen 2012, SM).

Development of the commercial precinct east of Hoddle Street appears to have commenced in earnest in the mid-1880s. The spur to development was the subdivision of the original three Crown allotments on the north side including 'Dight's Paddock' into suburban allotments

surrounding a garden square. The subdivision included the creation of lots along the north side of Johnston Street. Land sales commenced in 1879 and by 1885 all of the lots had been sold and development had commenced (Butler 2007).

The opening in 1887 of the cable tram along Johnston Street, and, in 1888, of the railway station from Clifton Hill to Victoria Park station on the north side of Johnston Street also encouraged development of the centre. The railway was a short spur line leading off the Outer Circle line and people travelling to the city followed a circuitous route passing through North Fitzroy, Parkville and North Melbourne. It was not until October 1901 that the more direct route to the south via Richmond and East Melbourne was opened (Allom Lovell 1998:65; *The Argus* 19 September 1901, p.7).

By 1901 the development of this centre was complete and the plan prepared in that year by the Melbourne & Metropolitan Board of Works (MMBW) shows a continuous line of buildings on both sides of the street between Hoddle Street and the by then constructed railway bridge (of interest is that none of the commercial buildings have street verandahs). Due to changes in street numbering it is difficult to identify the precise construction dates of all buildings, however, it is evident that the majority of buildings were constructed in the period from 1885 and 1890 and contained shops and residences (SM).

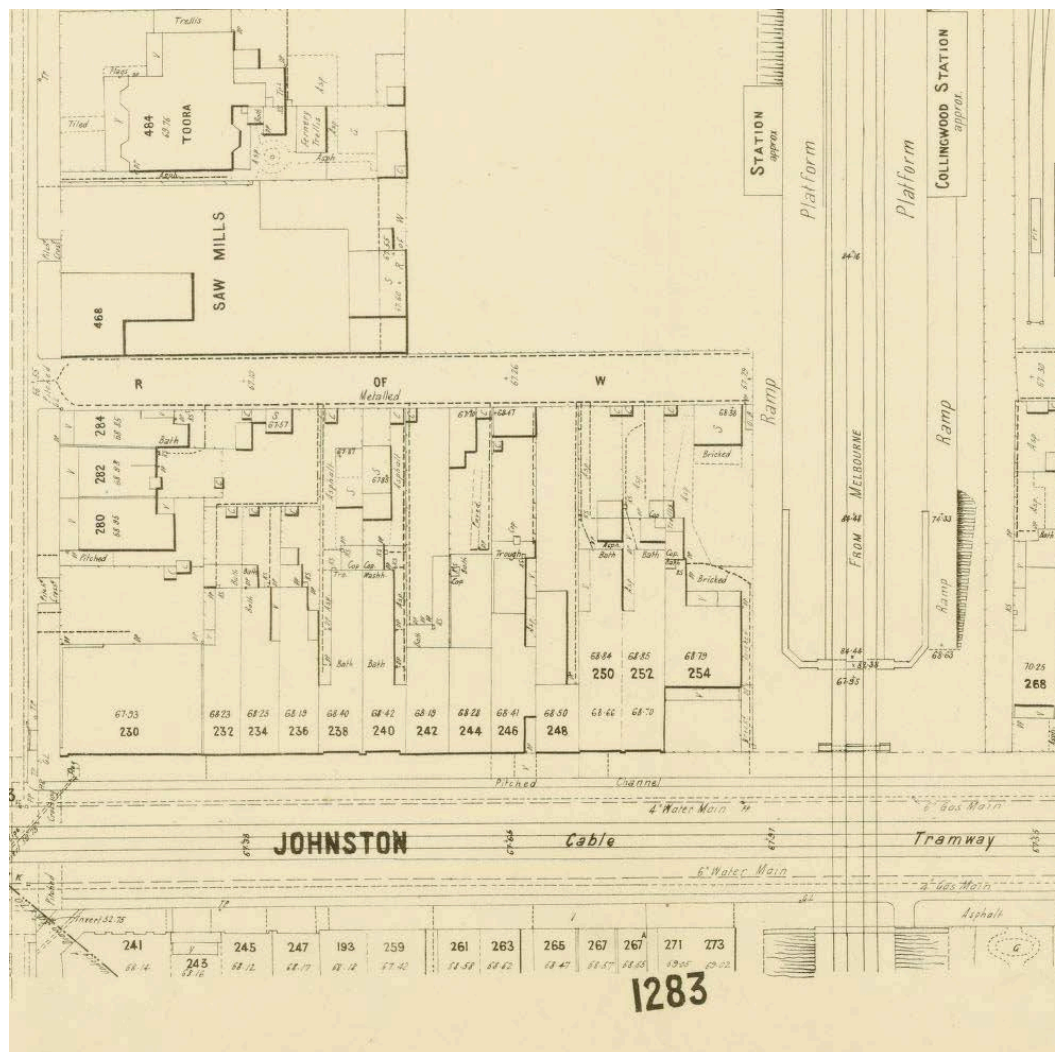


Figure 2: MMBW Detail Plan No. 1233 showing development in 1901

There are two exceptions. The first is one of the first buildings constructed on the north side, which was a residence for Richard Harris. This was first listed in the Directory in 1882. Known as ‘Brodiggy Villa’, this is shown on the 1901 MMBW plan as no.254, immediately adjacent to



the railway bridge with a setback to the street and a verandah. It remained a residence until the 1930s when shops were constructed at the front (SM).

The other exception is the row of three shops at nos. 246-50 (north side, at the corner of Hoddle Street). From the late 1880s until around 1907 the Thornton family occupied this site, carrying out businesses including an estate agency and ironmongery. By 1910 three separate tenants were listed, suggesting the construction of the present building (SM).

The businesses in the precinct served a range of local needs. In the late nineteenth century, they included a fishmonger, fruiterer, tailors, bootmakers, laundry, tobacconist, hairdresser, as well as an ironmonger and woodyard. By the early 1900s they included no fewer than three 'ham and beef shops', confectioners and pastry cooks, a hay and corn merchant, a watchmaker and a chemist (SM). Johnston Street remained an important local centre until the postwar era, when, like many local centres, it began to decline. A local history recalls:

*In the block in Johnston St from Victoria Park Station beyond Hoddle St and perhaps going up to the Gold St there was a tremendous variety of shops. There was competition between greengrocers and lots of butchers. .... In Johnston St now you can't buy a needle or thread. (CHC 1994:35).*

### **Sources**

- Allom Lovell & Associates, *City of Yarra Heritage Review. Thematic History*, July 1998
- Andrew Ward & Associates, *Collingwood Conservation Study*, 1989
- Collingwood History Committee (CHC, ed.), *In those days: Collingwood remembered (3<sup>rd</sup> edition)* 1994
- Graeme Butler & Associates, *City of Yarra Review of Heritage Overlay Areas*, 2007
- Hibbins, G.M., *A Short History of Collingwood*, Collingwood Historical Society, 1997
- Hodgkinson, Clement (1858) 'Plan shewing the streets and buildings in existence in East Collingwood on January 1<sup>st</sup> 1858 [cartographic material]; with schedule of heights of benchmarks above low water datum at Queen's wharf / compiled from surveys executed under the direction of Clement Hodgkinson; photo-lithographed from the original map by J. Noone; John Wilkinson, surveyor' (referred to as the 'Hodgkinson Plan')
- Melbourne and Metropolitan Board of Works (MMBW) Detail Plan no. 1233 (dated 1901)
- Sands & McDougall Melbourne Directories (SM) – 1870-1930
- State Library of Victoria (SLV) map and picture collection

### **Description**

This is a commercial area, which comprises buildings that date predominantly from the late nineteenth century. The buildings are most typically in the form of single-fronted double-storey buildings comprising a shop on the ground floor with a residence above, or as single-fronted single-storey building with a residence behind. Some stand as individual shops, while others are in pairs, or rows of three.

The double storey Victorian shops are all of masonry construction, either face brick (including bi-chrome brick to nos. 262-64) or stucco, and at their upper levels these buildings are typically enlivened by cement-rendered ornament such as parapets (usually solid with one balustraded example at no. 266) with moulded cornices, shaped pediments, scrolls, urns and corbels and double hung sash windows with moulded surrounds. Some retain rendered or brick chimneys. The single-storey Victorian shops have similarly modeled parapets.

The one row of Federation era shops at nos. 246-50 have similar form to the Victorian shops, but with simplified detailing. They have face brick walls and parapets with a triangular pediment outlined with cement render, which is also applied to the pilasters.

The other distinctive building is at no.274 where an interwar shop with a simple rendered parapet with inset panels has been built in front of the original double-fronted Victorian house, which retains its (now partially concealed) parapet with central pediment (with the name

‘Brodiggy Villa’) along with the original rendered chimneys and hipped roof clad in slate. Internally, recent renovations have exposed part the original bi-chrome front wall of the house and some original openings, as well as an original ‘Indian Root Pill’ advertising sign on the east side wall of no.272. The shopfront includes 1930s glazing, but appears to be a reconstruction.

The integrity and intactness of the buildings varies. Most ground floor shopfronts have been replaced: the exception is No.229, which appears to retain part of its original timber-framed shopfront with recessed entry. Other alterations include replacement of first floor windows (e.g. 246, 250, 258, 260, 264) Street), over-painting of face brickwork (e.g., 229-31), loss of parapet ornamentation/details (e.g., 233, 237), and rear additions (e.g., 252). Most of the buildings now have cantilevered awnings.

The railway bridge terminates the precinct at its eastern end. Constructed around 1901, this retains the original brick abutments with bluestone coping (which on the north side returns to become low walls alongside the ramps leading to the railway station), the three tapered stone pillars on the northern footpath supporting what appear to be the original (or early) riveted iron girders carrying the railway tracks.

Individually Significant buildings within the precinct, which have more detailed descriptions in their own citations, are:

- Shops and residences, 219-223 Johnston Street; and
- Shops and residences, 258-260 Johnston Street.

### **Comparative analysis**

Early shopping centres developed along main roads. Often, some of the first businesses to be established were hotels, and shops and other commercial buildings would cluster around this source of trade. The development of retail centres up until World War II was also strongly influenced by the development of public transport, particularly the tram networks that began with the cable trams in the 1880s and later the electric networks of the early twentieth century.

In Collingwood, Smith Street and Wellington Street were the earliest shopping centres, whilst Johnston Street, Queens Parade and Victoria Street emerged during the late nineteenth century. Of these, Smith Street became the pre-eminent centre in Collingwood and for a time during the early to mid twentieth century was one of the most important in inner Melbourne, rivalling the CBD and Chapel Street in Prahran as a major retail centre. Consequently, Smith Street, between Gertrude and Johnston streets, is distinguished by its large emporia (such as Foy & Gibson and the first Coles variety store), long two storey shop rows, as well as several banks and hotels. Part of the success of Smith Street is attributed to the cable (and, later, electric) tram that enabled customers to travel from other parts of Melbourne: by 1910 the Clifton Hill line was conveying over 20,000 through the centre (Ward 1989:99).

This centre, on the other hand, is characteristic of the smaller centres that emerged to serve the local needs of residents. A local history recalls:

*Although shopping in Smith St was the major weekly shopping expedition, during the week people patronised the many local shops. Johnston St and Queens Parade were also major shopping centres. Because of the lack of refrigeration, people shopped daily. Many items were delivered or sold in the streets from carts. (CHC 1994:35)*

This centre served the parts of Abbotsford and Collingwood East that were more isolated from the main shopping districts. Typically, situated along a main road, the centre developed in response to the growth of nearby residential areas during the 1880s and growth was also encouraged and consolidated by the opening in 1887 of the cable tram along Johnston Street and in 1888 of the Victoria Park railway station.

The mix of single and double storey buildings, mostly in pairs or singles (contrasting with the almost continuous two-storey development in Smith Street including long shop rows and larger emporia) is also characteristic of these smaller centres. The intactness of buildings is also comparable: replacement of shopfronts is a typical characteristic of surviving commercial

buildings within commercial HO precincts in the City of Yarra. In this regard, it compares with the commercial precinct in Johnston Street west of Hoddle Street (included in HO324), as well as two small precincts in Victoria Street: Abbotsford (HO444) and Richmond (HO408).

The railway bridge is also of some interest as one of the series of bridges erected as part of the construction of the railway in 1901. The bridges (at Johnston, Stafford, Studley, Yarra, Vere, Stanton, Gipps, Langridge, Bloomburg, Greenwood, Victoria, Elizabeth, Garfield, York and Egan streets) illustrate the desire of the Victorian railways to avoid level crossings along the route. At most of the smaller bridges (e.g., Stafford, Studley, Yarra, Vere, etc.) the original riveted girders have been replaced, while there have been alterations to the abutments at several others (e.g. Gipps, Langridge, Victoria). The Johnston Street bridge stands apart as one of the most intact examples, retaining both the abutments and the riveted girders, and is also distinguished as a two span bridge, supported on the tapered stone piers.

## **Assessment against Criteria**

### **Criterion A:**

*Importance to the course, or pattern, of our cultural or natural history.*

The precinct satisfies Criterion A as a representative example of a shopping centre serving local needs that developed in response to the significant population growth of Collingwood in the late nineteenth century. The development of the centre is associated with the residential development that occurred to the north of Johnston Street east of Hoddle Street from 1885 onwards, and the opening in 1887 of the cable tram route along Johnston Street and in 1888 of the Victoria Street Railway Station. The railway bridge is significant as a key component of the Collingwood railway that created a direct connection from Clifton Hill to Flinders Street and was designed to have no level crossings.

### **Criterion D:**

*Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments.*

The railway bridge satisfies Criterion D is one of a series constructed on the Collingwood railway when it was created in 1901. It is the only two span bridge and is notable for its intactness, retaining the original brick and bluestone abutments and walls, riveted iron girders, and tapered stone pillars.

### **Criterion E:**

*Importance in exhibiting particular aesthetic characteristics.*

The precinct satisfies Criterion E as a cohesive group of late Victorian and Federation shops with characteristic parapeted form and typically ornate detailing. The buildings are complemented by the historic railway bridge, which visually contains the precinct at the eastern end.

### **Not applicable**

The following criteria are not applicable.

### **Criterion B:**

*Possession of uncommon, rare or endangered aspects of our cultural or natural history.*

### **Criterion C:**

*Potential to yield information that will contribute to an understanding of our cultural or natural history.*

### **Criterion F:**

*Importance in demonstrating a high degree of creative or technical achievement at a particular period.*

### **Criterion G:**

*Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons. This includes the significance of a place to Indigenous peoples as part of their continuing and developing cultural traditions.*

**Criterion H:**

*Special association with the life or works of a person, or group of persons, of importance in our history.*

**Statement of significance****What is significant?**

The Johnston Street East Precinct, comprising 246-274 & 219-241 Johnston Street, Abbotsford is significant. The following buildings and features contribute to the significance of the precinct:

- The buildings constructed from c.1882 to c.1930, as shown on the precinct map.
- The overall consistency of building form (buildings with roofs concealed by parapets, with residential quarters above if two storey and behind if single storey), materials and detailing (front walls of brick or stucco with decorative parapets, shaped pediments and cement mouldings), and siting (no front and side setbacks).
- The remnant early timber shop front with recessed entry at no.229.
- The building at no.274 that comprises a single storey interwar shop with a simple rendered parapet with inset panels built in front of the original double-fronted Victorian house, which retains its original parapet with central pediment (with the name 'Brodiggy Villa) along with the original rendered chimneys and hipped roof clad in slate.
- The nineteenth century subdivision pattern comprising narrow regular allotments served by rear bluestone laneways.
- The railway bridge to the extent of the c.1901 fabric including the brick abutments and low return walls with bluestone coping, the tapered stone piers, and the riveted iron girders.

The following places are Individually Significant and have their own statement of significance:

- Shops and residences, 219-223 Johnston Street; and
- Shops and residences, 258-260 Johnston Street.

Non-original alterations and additions to the Individually Significant and Contributory buildings shown on the precinct map, and the buildings at 225-227 Johnston Street are Not Contributory.

**How is it significant?**

The Johnston Street East Precinct is of local historic and aesthetic significance to the City of Yarra.

**Why is it significant?**

Historically, the precinct is a representative example of a shopping centre serving local needs that developed in response to the significant population growth of Collingwood in the late nineteenth century. The centre is associated with the residential development that occurred to the north of Johnston Street east of Hoddle Street from 1885 onwards, and the opening in 1887 of the cable tram route along Johnston Street and in 1888 of the Victoria Park Railway Station. (Criterion A)

The precinct is aesthetically significant as a cohesive group of late Victorian and Federation shops with characteristic parapeted form and typically ornate detailing. The buildings are complemented by the historic railway bridge, which visually contains the precinct at the eastern end. (Criterion E)

The railway bridge is significant as a key component of the Collingwood railway that created a direct connection from Clifton Hill to Flinders Street and was designed to have no level crossings. It is the only two span bridge and is notable for its intactness, retaining the original brick and bluestone abutments and walls, riveted iron girders, and tapered stone pillars. (Criteria A & D)



Legend

- Proposed precinct boundary
- Contributory
- Not contributory
- Existing HO409 (219-223 Johnston Street) and HO411 (258-260 Johnston Street) proposed to be removed and included within precinct HO as individually significant
- Cadastral boundary

Proposed Johnston Street East  
Precinct  
23/03/2016



## **APPENDIX B – UPDATES TO ‘CITY OF YARRA REVIEW OF HERITAGE OVERLAY AREAS. APPENDIX 8’**

The following information is provided for each property within the precinct:

- Name of the place, if any.
- Street name and number
- Suburb
- Date of construction (usually provided as a date range)
- Grading in the precinct (Individually Significant, Contributory or Not Contributory)
- Property number (for Council reference)
- Changes in the status of that property in comparison with the current HO Schedule.

JOHNSTON STREET EAST PRECINCT										
NAME	STREET	NUMBER	SUBURB	DATE	GRADING	PROPERTY NUMBER	PRECINCT	CHANGES FROM CURRENT HO		
Shop & residence	JOHNSTON	STREET	219	ABBOTSFORD	1885-1890	Individually significant	112985	Johnston Street East Precinct	Individual HO409. Add to Johnston Street East Precinct	
Shop & residence	JOHNSTON	STREET	221	ABBOTSFORD	1885-1890	Individually significant	112995	Johnston Street East Precinct	Individual HO409. Add to Johnston Street East Precinct	
Shop & residence	JOHNSTON	STREET	223	ABBOTSFORD	1885-1890	Individually significant	113000	Johnston Street East Precinct	Individual HO409. Add to Johnston Street East Precinct	
Shop & residence	JOHNSTON	STREET	225	ABBOTSFORD	c.1960	Not contributory	113005	Johnston Street East Precinct		
Shop & residence	JOHNSTON	STREET	227	ABBOTSFORD	c.1960	Not contributory	113010	Johnston Street East Precinct		
Shop & residence	JOHNSTON	STREET	229	ABBOTSFORD	1885-1890	Contributory	113015	Johnston Street East Precinct		
Shop & residence	JOHNSTON	STREET	231	ABBOTSFORD	1885-1890	Contributory	113020	Johnston Street East Precinct		
Shop & residence	JOHNSTON	STREET	233	ABBOTSFORD	1885-1890	Contributory	113030	Johnston Street East Precinct		
Shop & residence	JOHNSTON	STREET	235	ABBOTSFORD	1885-1890	Contributory	113035	Johnston Street East Precinct		
Shop & residence	JOHNSTON	STREET	237	ABBOTSFORD	1885-1890	Contributory	113040	Johnston Street East Precinct		
Shop & residence	JOHNSTON	STREET	239	ABBOTSFORD	1885-1890	Contributory	405430	Johnston Street East Precinct		
Railway bridge & abutments	JOHNSTON	STREET	241	ABBOTSFORD	1901	Individually Significant	113055	Johnston Street East Precinct		
Shop & residence	JOHNSTON	STREET	246	ABBOTSFORD	1900-1910	Contributory	113630	Johnston Street East Precinct		
Shop & residence	JOHNSTON	STREET	248	ABBOTSFORD	1900-1910	Contributory	113625	Johnston Street East Precinct		
Shop & residence	JOHNSTON	STREET	250	ABBOTSFORD	1900-1910	Contributory	113620	Johnston Street East Precinct		
Shop & residence	JOHNSTON	STREET	252	ABBOTSFORD	1885-1890	Contributory	113615	Johnston Street East Precinct		

<b>JOHNSTON STREET EAST PRECINCT</b>										
<b>NAME</b>	<b>STREET</b>		<b>NUMBER</b>		<b>SUBURB</b>	<b>DATE</b>	<b>GRADING</b>	<b>PROPERTY NUMBER</b>	<b>PRECINCT</b>	<b>CHANGES FROM CURRENT HO</b>
Shop & residence	JOHNSTON	STREET	254		ABBOTSFORD	1885-1890	Contributory	113610	Johnston Street East Precinct	
Shop & residence	JOHNSTON	STREET	256		ABBOTSFORD	1885-1890	Contributory	113605	Johnston Street East Precinct	
Shop & residence	JOHNSTON	STREET	258		ABBOTSFORD	1885-1890	Individually significant	113600	Johnston Street East Precinct	Individual HO411. Add to Johnston Street East Precinct
Shop & residence	JOHNSTON	STREET	260		ABBOTSFORD	1885-1890	Individually significant	113595	Johnston Street East Precinct	Individual HO411. Add to Johnston Street East Precinct
Shop & residence	JOHNSTON	STREET	262		ABBOTSFORD	1885-1890	Contributory	113590	Johnston Street East Precinct	
Shop & residence	JOHNSTON	STREET	264		ABBOTSFORD	1885-1890	Contributory	113585	Johnston Street East Precinct	
Shop & residence	JOHNSTON	STREET	266		ABBOTSFORD	1885-1890	Contributory	113580	Johnston Street East Precinct	
Shop & residence	JOHNSTON	STREET	268		ABBOTSFORD	1885-1890	Contributory	113575	Johnston Street East Precinct	
Shop & residence	JOHNSTON	STREET	270		ABBOTSFORD	1885-1890	Contributory	113570	Johnston Street East Precinct	
Shop & residence	JOHNSTON	STREET	272		ABBOTSFORD	1885-1890	Contributory	113565	Johnston Street East Precinct	
Shop & residence	JOHNSTON	STREET	274		ABBOTSFORD	1885-1890, c.1930	Contributory	113560	Johnston Street East Precinct	



## APPENDIX C – HO SCHEDULE

PS Map Ref	Heritage Place	External Paint Controls Apply?	Internal Alteration Controls Apply?	Tree Controls Apply?	Outbuildings or fences which are not exempt under Clause 43.01-3	Included on the Victorian Heritage Register under the Heritage Act 1995?	Prohibited uses may be permitted?	Name of Incorporated Plan under Clause 43.01-2	Aboriginal heritage place?
HO505	Johnston Street East Precinct <i>The heritage place includes 219-41 &amp; 246-74 Johnston Street and the Johnston Street railway bridge including the brick and bluestone abutments</i>	Yes – 219-23 & 258-60 Johnston St only	No	No	No	No	No	Incorporated Plan under the provisions of clause 43.01 Heritage Overlay, Planning permit exemptions, July 2014	No

## APPENDIX D – THRESHOLDS AND PRECINCTS

### D.1 Establishing a threshold of local significance

#### What is a threshold?

The VPP Practice Note advises that local significance can include places of significance to a town or locality; however, whether the ‘threshold’ of local significance is achieved depends how relevant heritage criteria are applied and interpreted.

The Advisory Committee notes that the related questions of the application of appropriate heritage criteria and establishing ‘thresholds’ that provide practical guidance to distinguish places of ‘mere heritage interest from those of heritage significance’ have been the subject of continuing debate in recent times. While there was agreement that the AHC criteria may be appropriate for use at the local level, the question of what establishes a threshold remains open to interpretation.

The Advisory Committee (p.2-41) defines ‘threshold’ as follows:

*Essentially a ‘threshold’ is the level of cultural significance that a place must have before it can be recommended for inclusion in the planning scheme. The question to be answered is ‘Is the place of sufficient import that its cultural values should be recognised in the planning scheme and taken into account in decision - making?’ Thresholds are necessary to enable a smaller group of places with special architectural values, for example, to be selected out for listing from a group of perhaps hundreds of places with similar architectural values.*

#### How is a threshold defined?

The Advisory Committee (p.2-32) cites the Bayside C37 and C38 Panel report, which notes that:

*With respect to defining thresholds of significance, it was widely agreed by different experts appearing before this Panel that there is a substantial degree of value judgment required to assess a place’s heritage value, so that there is always likely to be legitimate, differing professional views about the heritage value of some places.*

*There is a wide range of matters that can be taken into account in making any assessment (e.g., a place’s value in relation to historic, social, aesthetic, cultural factors, its fabric’s integrity and so on), leading to further grounds for differences between judgments.*

While there are application guidelines for the use of the AHC criteria (Developed in 1990 these are known as the *AHC Criteria for the Register of the National Estate: Application Guidelines*), they are designed for application at the regional or National level and the Advisory Committee cited a report prepared by Ian Wight for Heritage Victoria, which noted that they may require rewriting to ‘make them clearly applicable to places of local significance’.

On this basis, the Advisory Committee (p.2-45) made the following conclusions:

*As also discussed, a fundamental threshold is whether there is something on the site or forming part of the heritage place that requires management through the planning system.*

*As we have commented, we see the development of thresholds as something which responds to the particular characteristics of the area under investigation and its heritage resources. Nevertheless the types of factors that might be deployed to establish local thresholds can be specified State - wide. They would include **rarity in the local context, condition/degree of intactness, age, design quality/aesthetic value, their importance to the development sequence documented in the thematic environmental history.** (Emphasis added)*

*This process is essentially a comparative one within the local area. That area may not coincide with the municipal area. Its definition should be informed by the thematic environmental history.*

The VPP Practice Note (as updated in 2012) now provides the following advice:

*The thresholds to be applied in the assessment of significance shall be 'State Significance' and 'Local Significance'. 'Local Significance' includes those places that are important to a particular community or locality. Letter gradings (for example, "A", "B", "C") should not be used.*

*In order 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 that have previously been included in a heritage register or overlay. Places identified to be of potential State significance should undergo limited analysis on a broader (Statewide) comparative basis.*

### **Intactness vs. integrity**

The 'intactness' and 'integrity' of a building are often used as a threshold indicator.

A discussion on 'Threshold indicators' for Criterion D on p.48 of *Using the criteria: a methodology*, prepared by the Queensland Heritage Council (the equivalent guidelines prepared by the Heritage Council of Victoria cite the Queensland guidelines as one of the key sources used in their preparation), notes that:

*A place that satisfies Criterion (D) should be able to demonstrate cultural heritage significance in its fabric and be representative of its type or class of cultural places. The degree of intactness of a place therefore is an important threshold indicator of this criterion. ... However, setting such a high threshold may not be applicable in all situations, especially if the class of place is now rare or uncommon.*

This approach has been used for the assessments carried out for the Study and in doing so a clear distinction has been made between the concepts of 'intactness' and 'integrity'. While interpretations of these terms in heritage assessments do vary, for the purposes of this Study the following definitions set out on pp.16-17 of the Panel Report for Latrobe Planning Scheme Amendment C14 have been adopted:

*For the purposes of this consideration, the Panel proposes the view that intactness and integrity refer to different heritage characteristics.*

**Intactness** relates to the wholeness of (or lack of alteration to) the place. Depending on the grounds for significance, this can relate to a reference point of original construction or may include original construction with progressive accretions or alterations.

**Integrity** in respect to a heritage place is a descriptor of the veracity of the place as a meaningful document of the heritage from which it purports to draw its significance. For example a place proposed as important on account of its special architectural details may be said to lack integrity if those features are destroyed or obliterated. It may be said to have low integrity if some of those features are altered. In the same case but where significance related to, say, an historical association, the place may retain its integrity despite the changes to the fabric (Structural integrity is a slightly different matter. It usually describes the basic structural sufficiency of a building).

*Based on this approach it is clear that whilst some heritage places may have low intactness they may still have high integrity – the Parthenon ruins may be a good example. On the other hand, a reduction in intactness may threaten a place's integrity to such a degree that it loses its significance.*

For the purposes of this study, 'intactness' within a precinct was measured as percentage of Contributory places with 'Low' being less than 60%, 'Moderate' being 60-80% and 'High' being 80-100%. Generally speaking, a potential precinct would be expected to have at least 'Moderate' intactness and in some cases 'High' intactness.

For Contributory places within precincts the 'integrity' rather than 'intactness' was a primary consideration: that is, while the Contributory places may not be completely 'intact' (i.e., retaining all original fabric) any repairs or maintenance have been carried out using the same or similar materials, details and finishes, thus ensuring good 'integrity'.

For potential individual places, on the other hand, the 'intactness' of the building was a primary consideration; however, comparative analysis would determine whether a building

with lower ‘intactness’, but good ‘integrity’ could also be of local significance if, for example, it is rare.

### **What is the role of the thematic history?**

The previous comments highlight the important role played by thematic environmental histories in providing a context for the identification and assessment of places. However, while it would be expected that the majority of places of local significance would be associated with a theme in the thematic history not all places are and there may be some that are Individually Significant for reasons that are independent of the themes identified by the Study. The chair of the Advisory Committee, Jenny Moles, made the following comment in the Panel report prepared for the Warrnambool Planning Scheme Amendment C57:

*The Panel also does not see it as inimical to the significance of this building that there is currently no mention of a guest house theme in the Gap Study Thematic History. It is simply not the case that every building typology will be mentioned in such a study.* (Emphasis added)

The C57 Panel Report also once again highlighted that thematic histories are not ‘static’ documents and should be reviewed once more detailed assessments are carried out for places and precincts. This iterative approach allows a ‘more complete and more pertinent history of a municipality to be developed in terms of providing a basis for managing heritage stock and allows individual buildings to be placed in their historical context’ (*Warrnambool Planning Scheme Amendment C57 Panel Report*, December 2008, Jennifer A. Moles, Chair)

### **Conclusions regarding thresholds**

In accordance with the Advisory Committee comments and the guidelines prepared by the Heritage Councils in Queensland and Victoria have been summarised to assist with determining whether a heritage place meets the threshold of local significance to the City of Yarra using the Hercon criteria. As noted above, local significance can mean significance to a locality and it is evident from the thematic history that the former Collingwood municipal area has a distinctive history. Accordingly, local significance for this study can include places that are significant to the locality of Collingwood/Abbotsford as well as places that may be also significant at a municipal level. It is noted that a place need only meet one Hercon criterion in order to meet the threshold of local significance. Meeting more than one Hercon criterion does not make the place more significant: rather it demonstrates how the place is significant for a variety of reasons.

Places or precincts of local significance will therefore satisfy one or more of the Hercon criterion, as follows:

- The place is associated with a key theme identified in the thematic environmental history. It may have been influenced by, or had an influence upon the theme. The association may be symbolic. The fabric of the place will demonstrate the association with the theme, and the place may be early, distinctive or rare when compared with other places (Criterion A).
- The place is associated with a way of life, custom, process, function, or land use that was once common, but is now rare, or has always been uncommon or endangered. The design or form may be rare: for example, it may contain or be a very early building/s, or be of a type that is under-represented within the municipality or a locality (Criterion B).
- The place has potential to contribute further information about the history of the municipality or a locality and that may aid in comparative analysis of similar places (Criterion C).
- The fabric of the place exemplifies or illustrates a way of life, custom, process, function, land use, architectural style or form, construction technique that has contributed to pattern or evolution of the built environment of the municipality or a locality. It may demonstrate variations within, or the transition of, the principal characteristics of a place type and it will usually have the typical range of features normally associated with that type – i.e., it will be a benchmark example – and will usually have relatively high integrity and/or intactness when compared to other places (Criterion D).

- It will have particular aesthetic characteristics such as beauty, picturesque attributes, evocative qualities, expressive attributes, landmark quality or symbolic meaning (Criterion E).
- The place is an exemplar of an architectural style, displays artistic value, or represents significant technical or artistic/architectural innovation or achievement when compared to other similar places in the municipality or a locality. The places will usually have a high degree of intactness and/or integrity when compared to other places (Criterion F).
- The place has strong social or historic associations to an area/community (Criterion G) or to an individual or organisation as a landmark, marker or signature, meeting or gathering place, associated with key events, a place or ritual or ceremony, a symbol of the past in the present, or has a special association with a person, group of people or organisation that have made an important or notable contribution to the development of the municipality or a locality (Criterion H) and, in particular:
  - There is continuity of use or association, meanings, or symbolic importance over a period of 25 years or more (representing transition of values beyond one generation).
  - The association has resulted in a deeper attachment that goes beyond utility value.
  - The connection between a place and a person/s or organisations is not short or incidental and may have been documented – for example in local histories, other heritage studies or reports, local oral histories etc.

By comparison, places that do not meet the threshold of local significance will generally be those where:

- Historical associations are not well established or are not demonstrated by the fabric because of low intactness, or
- The place is common within the municipality or already well-represented in the Heritage Overlay, or
- If a precinct, it has a low proportion of Contributory buildings (i.e., low intactness), or if an individual place it has low intactness and/or integrity, or
- It is a typical, rather than outstanding example of an architectural style or technical achievement and there are better comparative examples in the area or municipality.
- The social or historical associations are not well established or demonstrated.

## D.2 What constitutes a precinct?

At present there are no definitive guidelines that provide assistance in identifying and defining a heritage precinct. This was acknowledged by the Advisory Committee, which made the follow comments in the final report (p.2-48) submitted in August 2007:

*Various Ministerial Panels have considered the question of the conceptualisation of the extent of a significant heritage place, particularly in relation to heritage areas or precincts, industrial sites and large rural properties. The Greater Geelong Planning Scheme Amendment C49 Ministerial Panel (February 2004) pointed out that the Practice Note Applying the Heritage Overlay does not provide any guidance on identification of heritage precincts. It noted that practice within the profession suggested that precincts should contain a substantial proportion of buildings that were assessed as being of precinct heritage significance, as defined in the statement of significance. A statement of significance should outline what is significant, why it is significant and how the place demonstrates the heritage significance.*

The Advisory Committee considered a number of submissions and various relevant Independent Panel reports. The final conclusions and recommendations suggested that the criteria for the definition of a precinct should take into account:

- the geographic distribution of the important elements of the place, including buildings and works, vegetation, open spaces and the broader landscape setting.
- whether the place illustrates historic themes or a particular period or type of development.

- whether it is a defined part of the municipality recognised by the community.
- whether non-built elements such as the subdivision pattern contribute to its significance.

The Advisory Committee recognized that due to historic patterns of development, precincts may have either heterogeneous or homogeneous characters, and concluded that criteria suggested by the Hobsons Bay C34 Panel, ‘may be appropriate for inner urban, relatively homogenous precincts but appear to us to be too prescriptive for application in other situations’. On this basis it suggested (p.2-55) that:

*Thematically related buildings or sites that do not adjoin each other or form a geographic grouping should, where appropriate, be able to **be treated as a single heritage place and share a statement of significance and HO number.*** (Emphasis added)

This approach (referred to as ‘Group, serial or thematic listings’) was formalised in the 2012 update of the VPP Practice Note.

Finally, with regard to the proportion of Individually Significant (or Individually Significant and Contributory) buildings that is desirable within precincts, the Advisory Committee considered (p.2-54) that:

*... the stress on built fabric inherent in this question is misleading. Precincts need to be coherent, thematically and/or in terms of design, and need to be justifiable in relation to protection of significant components. It is neither possible nor desirable to set hard and fast rules about percentages.*

### **Conclusions regarding precincts**

For the purposes of this study, a precinct is considered to possess one or more of the following characteristics:

- They contain contributory places that individually or as a group illustrate important themes set out in the thematic history. (Criteria A or D)
- The places within a precinct may or may not adjoin one another. Where they do not form a contiguous grouping they will have a strong and demonstrated thematic or other association. (Criterion A)
- Where places form a contiguous grouping they will have largely intact or visually cohesive streetscapes that are either aesthetically or historically significant (or both). (Criteria D or E)
- Precincts that are historically significant will include elements such as building styles and subdivision layouts that are representative or typical of a particular era or type. (Criterion D)
- Precincts of aesthetic significance may also be distinguished by the quality/visual cohesion of the building design and other contributory features when compared to other examples. (Criterion E)