



Ordinary Meeting of Council Agenda

**to be held on Tuesday 5 December 2017 at 7.00pm
Fitzroy Town Hall**

Arrangements to ensure our meetings are accessible to the public

Council meetings are held at either the Richmond Town Hall or the Fitzroy Town Hall. The following arrangements are in place to ensure they are accessible to the public:

- Entrance ramps and lifts (off Moor Street at Fitzroy, entry foyer at Richmond).
- Interpreting assistance is available by arrangement (*tel. 9205 5110*).
- Auslan interpreting is available by arrangement (*tel. 9205 5110*).
- A hearing loop is available at Richmond only and the receiver accessory is available by arrangement (*tel. 9205 5110*).
- Proposed resolutions are displayed on large screen.
- An electronic sound system amplifies Councillors' debate.
- Disability accessible toilet facilities are available at each venue.

Recording and Publication of Meetings

An audio recording is made of all public Council Meetings and then published on Council's website. By participating in proceedings (including during Public Question Time or in making a submission regarding an item before Council), you agree to this publication. You should be aware that any private information volunteered by you during your participation in a meeting is subject to recording and publication.

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Order of business

- 1. Statement of recognition of Wurundjeri Land**
- 2. Attendance, apologies and requests for leave of absence**
- 3. Declarations of conflict of interest (Councillors and staff)**
- 4. Confidential business reports**
- 5. Confirmation of minutes**
- 6. Petitions and joint letters**
- 7. Public question time**
- 8. General business**
- 9. Delegates' reports**
- 10. Questions without notice**
- 11. Council business reports**
- 12. Notices of motion**
- 13. Urgent business**

1. Statement of Recognition of Wurundjeri Land

"Welcome to the City of Yarra."

"Yarra City Council acknowledges the Wurundjeri as the Traditional Owners of this country, pays tribute to all Aboriginal and Torres Strait Islander people in Yarra and gives respect to the Elders past and present."

2. Attendance, apologies and requests for leave of absence

Anticipated attendees:

Councillors

- Cr Daniel Nguyen (Mayor)
- Cr Danae Bosler
- Cr Mi-Lin Chen Yi Mei
- Cr Misha Coleman
- Cr Jackie Fristacky
- Cr Stephen Jolly
- Cr Mike McEvoy
- Cr James Searle
- Cr Amanda Stone

Council officers

- Vijaya Vaidyanath (Chief Executive Officer)
- Rhys Thomas (Senior Governance Advisor)
- Andrew Day (Director - Corporate, Business and Finance)
- Lucas Gosling (Acting Director - Community Wellbeing)
- Bruce Phillips (Director - Planning and Place Making)
- Jane Waldock (Assistant Director - Planning and Place making)
- Chris Leivers (Acting Director - City Works and Assets)
- Mel Nikou (Governance Officer)

3. Declarations of conflict of interest (Councillors and staff)

4. Confidential business reports

Item

- 4.1 Matters prejudicial to Council and/or any person
- 4.2 Industrial matters

Confidential business reports

The following items were deemed by the Chief Executive Officer to be suitable for consideration in closed session in accordance with section 89 (2) of the *Local Government Act 1989*. In accordance with that Act, Council may resolve to consider these issues in open or closed session.

RECOMMENDATION

1. That the meeting be closed to members of the public, in accordance with section 89 (2) of the *Local Government Act 1989*, to allow consideration of:
 - (a) matters prejudicial to Council and/or any person; and
 - (b) industrial matters.
2. That all information contained within the Confidential Business Reports section of this agenda and reproduced as Council Minutes be treated as being and remaining strictly confidential in accordance with the provisions of sections 77 and 89 of the *Local Government Act 1989* until Council resolves otherwise.

5. Confirmation of minutes

RECOMMENDATION

That the minutes of the Ordinary Council Meeting held on Tuesday 21 November 2017 be confirmed.

6. Petitions and joint letters

7. Public question time

Yarra City Council welcomes questions from members of the community.

Public question time procedure

Ideally, questions should be submitted to Council in writing by midday on the day of the meeting via the form available on our website. Submitting your question in advance helps us to provide a more comprehensive answer. Questions that have been submitted in advance will be answered first.

Public question time is an opportunity to ask questions about issues for which you have not been able to gain a satisfactory response on a matter. As such, public question time is not:

- a time to make statements or engage in debate with Councillors;
- a forum to be used in relation to planning application matters which are required to be submitted and considered as part of the formal planning submission;
- a forum for initially raising operational matters, which should be directed to the administration in the first instance;

If you wish to raise matters in relation to an item on this meeting agenda, Council will consider submissions on these items in conjunction with and prior to debate on that agenda item.

When you are invited by the meeting chairperson to ask your question, please come forward and take a seat at the microphone and:

- state your name clearly for the record;
- direct your questions to the chairperson;
- ask a maximum of two questions;
- speak for a maximum of five minutes;
- refrain from repeating questions that have been asked previously by yourself or others; and
- remain silent following your question unless called upon by the chairperson to make further comment or to clarify any aspects.

8. General business

9. Delegates' reports

10. Questions without notice

11. Council business reports

Item		Page	Rec. Page	Report Presenter
11.1	Outline of Deliberative Approach for Development of a Yarra Services Policy	8	13	Malcolm McCall – Unit Manager Social Policy and Research
11.2	Appointment of Chair for Audit Committee	14	15	Kathy Duffy – Manager Audit and Internal Controls
11.3	Yarra Sculpture Gallery tenancy in 117 Vere Street Abbotsford	16	19	Siu Chan – Business Unit Manager Arts, Culture and Venues
11.4	Amendment C173 Heritage Overlay Follow-up	20	24	David Walmsley – Manager City Strategy
11.5	Interim Heritage Overlay Requests	25	28	David Walmsley – Manager City Strategy

The public submission period is an opportunity to provide information to Council, not to ask questions or engage in debate.

Public submissions procedure

When you are invited by the meeting chairperson to make your submission, please come forward and take a seat at the microphone and:

- state your name clearly for the record;
- direct your submission to the chairperson;
- speak for a maximum of five minutes;
- confine your remarks to the matter under consideration;
- refrain from repeating information already provided by previous submitters; and
- remain silent following your submission unless called upon by the chairperson to make further comment.

12. Notices of motion

Item		Page	Rec. Page	Report Presenter
12.1	Notice of Motion No. 22 of 2017 - Concrete Tree Surrounds	201	202	Jackie Fristacky - Councillor
12.2	Notice of Motion No. 23 of 2017 - Planning Applications in the World Heritage Environs Area	203	205	Stephen Jolly - Councillor

13. Urgent business

Nil

11.1 Outline of Deliberative Approach for Development of a Yarra Services Policy

Trim Record Number: D17/187601

Responsible Officer: Acting Director City Works and Assets

Purpose

1. To seek Council endorsement on a deliberative process for the development of a Yarra Services Policy in 2018/19.

Background

2. In endorsing its 2017-18 budget, Council noted that its: “Budget and Long Term Financial Strategy (LTFS) is under pressure due to population increases, capital and asset renewal needs, the State Government Rate Cap, debt management requirements, and increasing costs of providing services within the constraints of shrinking grants and financial assistance”.
3. Council Resolution dated 1 August 2017, part 2b (iii) included:

“...that considering Council’s financial position and the need to review expenditure and/or find additional revenue, and further, considering impacts of changes in expenditure on the provision of services to the community:

 - (a) Council call for a report outlining a proposed participatory/deliberative process to engage a representative sample of the Yarra population in the development of a Services Policy; this process may take the form of a panel, a citizen’s jury or some other form;
 - (b) That this Services Policy will guide the types of services and service levels Yarra will continue to provide within expected resources; and
 - (c) That the report to Council should include the costs and way to achieve a proposed participative/deliberative process for a Services Policy in 2017/18.
4. Consistent with Yarra’s Community Engagement Policy (2014), Council is seeking to involve its community in the development of the Yarra Services Policy, through a deliberative engagement process, to ensure its service values, principles, purpose and roles are aligned with community priorities and expectations.

Yarra Services Policy

5. A Yarra Services Policy (YSP) is intended to assist Council to sustainably deliver community benefit and public value in the context of significant fiscal and social pressures.
6. A YSP is likely to include a description of these pressures and constraints, statements of Council’s core values and service delivery principles, the purpose of municipal services, Council’s preferred role/s in service provision and where relevant, service levels.
7. The objectives of an YSP are likely to include:
 - (a) clarification of Council’s functional role/s in municipal service provision, including as a:
 - (i) Planner;
 - (ii) Provider;
 - (iii) Purchaser/commissioner; and
 - (iv) Advocate (or facilitator); and
 - (b) establishing criteria to inform decisions relating to Council’s service mix and levels; and
 - (c) a Policy document to inform Council’s role in service provision and the level of services provided.

8. A major challenge in engaging with the community for the development of the YSP is that the community has limited understanding of the complexity, constraints and trade-offs that impact on the provision of Council services.
9. The most effective form of community engagement for the development of the proposed YSP is one that confirms community sentiment and then obtains the informed attitudes and expectations of the community. This can be achieved through a deliberative engagement process.

Existing processes for reviewing services

10. Under the Yarra Council Plan 2013 – 2017, one of the principal strategies to drive more responsive and effective service provision was developing a Service Planning and Review Framework. The objectives of the framework, adopted March 2014, include:
 - (a) Alignment of services to the values and objectives articulated in the Council Plan;
 - (b) Alignment between community needs and expectations, and the services Council provides;
 - (c) Medium and long-term planning for community services; and,
 - (d) Medium and long-term planning for the internal services and infrastructure required to sustain agreed community service standards and levels.
11. A Service Review aims to illuminate the needs or priorities of communities and assess how effectively and efficiently Council is meeting those needs. The current 2017-21 Council Plan has endorsed the continuation of the Service Review program. As of November 2017, a total of 6 major Service Reviews had been completed, with further reviews to be undertaken in line with Business Improvement priorities.
12. These reviews are focussed upon the improvement of specific services and consequently, do not enable consideration of how delivering each specific service impacts upon Councils overall capacity to deliver its complete complement of services.
13. Council also conducts an Annual Customer Satisfaction Survey (ACSS) delivered by Metropolis Research Pty Ltd. Every February, a randomised sample of householders (typically N 833) are surveyed by an interviewer. The questionnaire asks people to rate the importance and satisfaction of just over two dozen services and facilities, most of which could be classified as universal (i.e. used by most householders). A smaller number of open-ended items covering respondent's top issues, priorities and observed/suggested improvement are also included. The ACSS has been a valuable tool for tracking satisfaction with Council and its services over time.
14. The ACSS, however, does not ask or include questions about the resourcing of services or the value placed by the respondent on one service over another, nor does the ACSS ask questions about use or satisfaction with alternate service providers (i.e. community, not for profit or private sector).

Options for deliberative engagement

15. Deliberative public engagement is a distinctive approach to involving people in decision-making. It differs from other forms of engagement in that it is about giving participants time to consider and discuss an issue in depth before they come to a considered view. Deliberative engagement processes are designed to educate participants and expose them to a range of perspectives: political, technical, environmental, financial and social.
16. There are a multitude of deliberative approaches, but the most commonly used methods are:
 - (a) Deliberative Workshops - these are a form of facilitated group discussions that provide participants with the opportunity to consider an issue in depth challenge each other's opinions and develop their views/arguments to reach an informed position. Deliberative Workshops typically involve 8 to 16 participants and are similar to focus groups, but with a greater emphasis on deliberation. They allow a greater understanding of what may lie behind an opinion or how people's views change as they are given new information or deliberate on an issue;

- (b) A Citizens' Jury – which is generally composed of around 12-24 randomly selected citizens (through stratified random sampling), representative of the demographics of the area, who come together to deliberate on a given issue. After the jury has been selected, key witnesses (i.e. 'neutral' experts, stakeholders and advocates representing all sides) must be chosen. The first day the jury meets is to provide an understanding of the process and receive a brief overview of the issue. The next 3 or 4 days are dedicated to hearings, where expert witnesses explain the issue and represent different views and potentially controversial aspects. Time is allotted for jurors to ask questions of the witnesses. Upon completion of the hearings, time is set aside for the jurors to have final deliberations on the issue and answer the crucial charge question(s). The final decision is reached by either consensus or voting. Normally the deliberation phase is not open to the public and the final day is a public forum where the jurors present their findings and recommendations. Several weeks later a final report is published;
 - (c) A Consensus Conference - involves a panel of lay participants questioning expert witnesses on a particular topic at a public conference. During a consensus conference, contentious and complex issues tend to be explored, often on scientific or technological subjects. Conferences usually last 3-4 days and involve around 10-20 participants. The participants also attend preparatory events. Panel members are chosen to reflect a variety of socio-demographic criteria. However, due to its size the panel cannot be considered a statistically representative sample of the population. The media play a key role and are invited to attend parts of the event. As indicated by the name, the aim is to arrive at a consensus opinion. Their recommendations are then circulated widely; and
 - (d) Deliberative Polling – this approach seeks to examine what the public would think if given an opportunity to be informed based on the provision of information and competing arguments, and with the opportunity to deliberate with their peers. A random, representative sample of the target population (ranging from 500 to 1,000) is first polled on the issue (i.e. the baseline poll). After this baseline poll, members from this initial sample (no fewer than 100 and typically no greater than 600) are invited to a facilitated "gathering" at a single place (e.g. a convention centre, hall or similar) for one or two days in order to discuss the issues. Carefully balanced briefing materials are sent to the participants prior to this 'gathering', and are also made publicly available. Through this planned gathering, the participants engage in dialogue with competing experts based on questions they develop in small group discussions with trained moderators. After the deliberations, those who participated are again asked the same questions from the baseline poll (i.e. the post deliberation poll). The results of this "re-poll" are reviewed to confirm if there have been any changes in opinion and if yes, for which items had opinion changed. The post deliberation poll represent the conclusions we would expect the broader public would reach, if they had the opportunity to become more informed and more engaged by the issues.
17. Based on desktop research and advice of experts, Deliberative Polling has been assessed as the preferred approach to achieve Council's objectives. The benefits of deliberative opinion polling include:
- (a) Combines the statistical representativeness of a scientific sample with interaction and deliberation;
 - (a) Demonstrates the difference between people's uninformed and informed views;
 - (b) Opinions are established through dialogue with both experts and fellow citizens;
 - (c) Information sharing is highly effective – around 65% of people change from their initial (potentially uninformed or under informed) views during the process;
 - (d) It provides an opportunity for the voices of the marginalised or vulnerable community members to be heard; and
 - (e) Outcomes from the process can help decide not only Policy, but also how best to educate the wider community on Council decision making.

Proposal: Deliberative Polling

18. The following is a synopsis of how the preferred approach would be implemented.
19. **Step 1 – the Community Baseline Poll** – would seek to gather community sentiment of approximately 1,000 randomly selected Yarra households, through a market research process, on the following:
 - (a) Awareness of services provided by Council (knowledge);
 - (b) Actual use of services provided by Council or where market substitutes exist, the use of services from alternative providers (i.e. community groups, not-for-profits or private sector);
 - (c) Attitudes and how important respondents consider who actually delivers services in those instances where there is an alternative provider (gymnasiums, child care, etc.);
 - (d) Opinions on the current and preferred levels of service; and
 - (e) Community priorities for Council's role in service provision and the approach to this in the context of finite resources.
20. Analysis and key findings from this step would help to inform both the content and participant recruitment for **Step 2 – The Deliberative Poll Event**. This event could be conducted on a Saturday at one of the Town Halls.
21. Carefully balanced briefing materials developed by an advisory group would be sent to the participants and are also made publicly available. At the event, the participants engage in dialogue with experts and decision makers based on questions they develop in small group discussions with trained moderators.
22. After the deliberations, the sample of citizens is again asked the original questions. The results are expected to represent the conclusions the public would reach if people had an opportunity to truly deliberate about an issue, engage with alternative points of view, and become more informed.
23. The random selection process to participate in the event is best undertaken by an independent body so that Council is not linked to any perception of bias.
24. It is proposed that existing human resources from within Corporate Planning and Performance, Social Policy and Research and Advocacy and Engagement will be utilised to co-ordinate and deliver this project. Numerous other Council staff would be involved in the development of material to be provided throughout the process and in coordinating the process.
25. In addition to in-house resources, there will be additional costs to provide independence to the process. Based on the deliberative opinion poll process outlined above, the additional costs are forecast to be in the vicinity of \$120,000 comprising:
 - (a) Delivery of Baseline Community Poll – up to \$40,000;
 - (b) Preparation, recruitment, delivery and analysis of Deliberative Poll Event – up to \$60,000; and
 - (c) Additional Project contingency costs – up to \$20,000.

External Consultation

26. There has been no consultation with community members, clients or other stakeholders for this project at this time.

Internal Consultation (One Yarra)

27. This project is a collaboration across a number of Council Branches including Corporate Planning and Performance, Social Policy and Research and Communications and Engagement.

Financial Implications

28. The financial implications of this project are addressed in detail under the Options section below.

Economic Implications

29. There are no economic implications.

Sustainability Implications

30. There are no sustainability implications.

Social Implications

31. By proactively seeking out community values, concerns and aspirations through a deliberative-engagement process, Council fosters an ongoing partnership with the community and ensures that the community's priorities and values continue to shape local services and the service system.

Human Rights Implications

32. Community engagement reflects the right of citizens to be involved in governance beyond the ballot box and provides a critical constant exchange between community and government.

Communications with CALD Communities Implications

33. Prior to the commencement of any deliberation, Council should make effective use of its online platforms to share information and social research to keep the community informed.
34. Face to face engagement will need be considered for the proposed initial polling and any subsequent recruitment processes for harder to reach groups, including some CALD communities and public housing tenants.

Council Plan, Strategy and Policy Implications

35. Strategy 7.4 of the Council Plan is to ensure Council services are efficient, well-planned, accessible and meet community needs; Initiative 7.4.1 is to develop a Services Policy and establish performance standards and service levels.

Legal Implications

36. There are no legal implications.

Other Issues

37. Not applicable.

Options

38. The options to carry out the deliberative engagement process as outlined above are summarised below. These options address issues relating to timeframes, project resources and likely project outcomes. The third option simply recognises that there are a range of ways to meet the intent of the Council resolution.
- (a) Option A - to implement proposed approach of a Deliberative Poll in 2017/18. This will require officers across the nominated Branches to re-prioritise existing tasks to accommodate this project. There are no additional resources allocated to this project in the current budget and resources would need to be determined in order to deliver the project within this financial year. The timelines for commissioning suitable independent support, recruiting participants, organising expert speakers and related materials and conducting a deliberative event without dedicated additional resources, presents as a significant challenge;

- (b) Option B - to implement proposed approach of a Deliberative Poll in 2018/19 based on endorsed budget bid for additional resources. The proposal would seek to be endorsed by Council as part of the 2018/19 budget and carried out in 2018/19. It is anticipated that the project would be completed and a report presented to Council with recommendations by December 2018. This option has the advantages of ensuring sufficient project resources and pre –planning to deliver a quality outcome with high community buy-in and support. This is the preferred and recommended option; and
- (c) Option C - to consider alternative approaches to gaining community input and feedback to inform a Services Policy for Council.

Conclusion

- 39. In response to the Council resolution of 1 August 2017, this report outlines a number of deliberative engagement approaches and recommends a deliberative poll process to develop a Yarra Services Policy. The recommended process has been proposed as a way to foster positive community interest and support and provide the foundation for a solid Council/community partnership in future decisions for service provision.
- 40. Due to the need to seek external expertise, and to ensure both perceived and actual independence in the process, Officers have estimated the cost of implementing this approach to be in the order of \$120,000, excluding significant officer time. As this project has not been budgeted for in 2017/18, Officers believe this process should be considered as part of the 2018/19 budget consideration, which is reflected in the proposal for Option B.

RECOMMENDATION

- 1. That:
 - (a) Council endorse Option B – to implement the proposed approach of a Deliberative Poll in 2018/19, subject to an endorsed 2018/19 budget bid for additional resources, and
 - (b) Officers work to implement the proposed approach of a Deliberative Poll in the first half of 2018/19.

CONTACT OFFICER: Brendan Carins/Malcolm McCall
TITLE: Acting Co-ordinator Organisational Performance/Unit Manager
Social Policy and Research
TEL: 9205 5403/9205 5001

Attachments

There are no attachments for this report.

11.2 Appointment of Chair for Audit Committee

Trim Record Number: D17/189477

Responsible Officer: Director Corporate, Business and Finance

Purpose

1. To seek Council approval for the appointment of the Audit Committee (the **Committee**) Chairperson for 2017/2018 as recommended by the Audit Committee. The Committee's calendar year is from 1 October to 30 September.

Background

2. The Committee Charter specifies the process required for the appointment of the Committee Chairperson at the first meeting of the Committee's calendar year, and this appointment requires Council approval.
3. The Committee consists of five members comprising: The Mayor, one other Councillor; and three external independent members.
4. The Charter requires the Chairperson of the Committee to be an external independent member appointed by the Council annually.
5. The three current external Independent Members are:
 - (a) Mr David Ashmore – appointed 2015;
 - (b) Mr Vince Philpott – appointed 2015; and
 - (c) Mrs Helen Lanyon – appointed 2017.

External Consultation

6. No external consultation is required.

Internal Consultation (One Yarra)

7. Members discussed the Chairperson role for 2017/2018 at the 17 November 2017 Audit Committee meeting.
8. Mr David Ashmore was nominated by Mr Vince Philpott and seconded by Mrs Helen Lanyon and the nomination supported by the Mayor at the time, Cr Amanda Stone and Cr Misha Coleman.
9. Mr Ashmore joined Council's Audit Committee in September 2015 and has been Chairperson for the audit years 2015/2016 and 2016/2017.
10. Mr Ashmore is a Fellow of the Australian Institute of Chartered Accountants. He has extensive experience as a senior executive in the private sector and is a Member and Chair of a number of Councils and State agencies specialising in Finance, Risk and Governance. Current membership includes:
 - (a) City of Boroondara: Member 10 years and Chair 8 years;
 - (b) Hobsons Bay City Council: Member 7 years and Chair 6 years;
 - (c) City of Moonee Valley: Member 11 years and Chair 6 years; and
 - (d) Essential Services Commission: Member of Audit Committee.

Financial Implications

11. There are no financial implications.

Economic Implications

12. There are no economic implications.

Sustainability Implications

13. There are no sustainability implications.

Social Implications

14. There are no social implications.

Human Rights Implications

15. There are no Human Rights implications.

Communications with CALD Communities Implications

16. There are no CALD communities' implications.

Council Plan, Strategy and Policy Implications

17. There are no Council plan, strategy and policy implications.

Legal Implications

18. The Audit Committee is an advisory committee to Council and the Committee Charter, as adopted by Council, requires Council to approve the appointment of the Audit Committee Chairperson annually.

Other Issues

19. There are no other issues.

Options

20. There are no other options.

Conclusion

21. The Audit Committee resolved at its 17 November 2017 meeting to request that Council endorse the Audit Committee's appointment of Mr David Ashmore as Chairperson of the Committee for the audit year ending 30 October 2018.

RECOMMENDATION

1. That:
- (a) Council approves the appointment of Mr David Ashmore as Chairperson of the Audit Committee for the audit year ending 30 October 2018.

CONTACT OFFICER: Kathy Duffy
TITLE: Manager Audit and Internal Controls
TEL: 9205 5112

Attachments

There are no attachments for this report.

11.3 Yarra Sculpture Gallery tenancy in 117 Vere Street Abbotsford

Trim Record Number: D17/192967

Responsible Officer: Acting Director Community Wellbeing

Purpose

1. To provide Council with background information relating to the status of the Council owned property at 117 Vere Street Abbotsford and the current Lessee - The Contemporary Sculptures' Association (CSA).
2. To respond to allegations raised at Council meeting on 21 November by Mr Robert Lee, President of the Contemporary Arts Society.

Background

3. In a submission to Council on 21 November by Mr Robert Lee, President of the Contemporary Arts Society, alleged that the CSA are in breach of their lease with respect to:
 - (a) YSG is subcontracted commercially and this amounts to a commercial revenue stream for peppercorn rent;
 - (b) No Yarra artist has been able to exhibit there for two years; and
 - (c) The incorporation has not been valid for the last 4 years.
4. Mr Lee also raised questions about to what extent is Council satisfied that the current use of the facility at 117 Vere St, represents value to the Yarra community.
5. The Contemporary Sculptures Association Inc. A0036101P is a membership based organisation, incorporated in 1998.
6. Since September 1997 the CSA have operated the Yarra Sculpture Gallery from 117 Vere Street Abbotsford subject to a number of consecutive occupancy agreements at a subsidised rental rate. These agreements have been brought before Council for renewal as they expired. The most recent occupancy agreement commenced in January 2006 for a period of five years – concluding in 2010. The lease was not renewed and the CSA have remained in a holdover position, on the same terms and conditions thereafter.
7. The site at 117 Vere St is one of a range of Council owned premises in and around the Collingwood Town Hall. 117-123 Vere Street and 152A Hoddle Street, Stanton Street Hall, Gahan's Reserve Maternal Centre and Collingwood Library represent five Council owned properties within what has been generally referred to as the Collingwood Town Hall precinct.
8. Adjoining 117 Vere St to the east is the Council owned building at 119-123 Vere Street Abbotsford, which has been vacant since 2004. This building is not compliant for any other use aside from storage and has been used as interim storage since vacated.
9. 152A Hoddle Street has been vacant for over 10 years and is also adjacent to 117 Vere St. This site is the former Soldiers and Sailors Memorial Hall, which has heritage significance.
10. The Vere Street properties are factory/warehouse style buildings.
11. Since 2010 Council has sought a number of reports regarding the status and future use of the Vere Street and the Hoddle Street buildings.
12. Council resolved in 2011 to review these buildings. The buildings are not fit for purpose, and Council sought advice as to how the site could be activated for use in the community with a minimal financial impact upon Council.
13. In October 2013 Council issued an Expression of Interest inviting potential partners to present Council with options that would deliver a refurbished 152A Hoddle St Hall as a community hub and return to Council affordable housing units and creative spaces for the creative sector.

14. Council entered into negotiations with two proponents over a 12 month period and at the end of 2015 it was determined that these negotiations should be terminated and to defer the development plans for the time being.
15. Council has since been considering a broader Property Strategy, expanding the focus to review our portfolio of properties, identifying some properties that require Council determination of its future use. This process is still to be concluded.
16. 119-123 Vere Street and 152A Hoddle Street do not meet building code and cannot be occupied without significant investments.
17. The question posed by the submitter at Council meeting on 21 November, Mr Lee, is whether Council should seek to terminate the current Occupancy agreement with the CSA now, and allow the future use of 117-119 Vere Street to be considered through an EOI process.
18. As Lessor, Council does have an option to terminate the agreement with CSA with 28 days' notice. Should Council wish to seriously consider this option, a longer termination period of up to 6 months would be recommended, given the tenancy history of the CSA and their capacity to find alternative accommodation, and to allow time for an EOI process to be conducted.
19. Council does have the option to consider an Expression of Interest for the future use of the site at 117 Vere St, but in doing so, must consider the financial implications of a new tenancy. The building while compliant with the Building Code of Australia is limited in what use it is suitable for. The process to consider an EOI, inclusive of Council Reports, EOI preparation, EOI advertising, Evaluations etc. would take between 6 to 12 months. During which time, Council will be concurrently considering the future use of the broader Collingwood Town Hall Precinct.
20. Until now, it had been determined to put considerations of future tenants on hold until Council has made a resolution about the long term future of the Collingwood Town Hall Precinct.

External Consultation

21. Officers have sought information from the CSA and have considered the issues raised by Mr Lee.
22. Mr Lee was further consulted after the Council meeting and invited to present any evidence to support his claims. At the time of writing this report, no evidence, other than referring officers to the YSG website has been presented.

Internal Consultation (One Yarra)

23. This report is prepared in consultation with the Property Services Unit.

Financial Implications

24. This is not applicable to this report.

Economic Implications

25. This is not applicable to this report.

Sustainability Implications

26. This is not applicable to this report.

Social Implications

27. Arts and cultural activities are an essential part of civic and community life. Participating in and appreciating arts and culture is a way for people to connect and to express themselves. These activities can transform places and spaces, offering people another way of engaging with the context in which they live, work and play.

Human Rights Implications

28. This is not applicable to this report.

Communications with CALD Communities Implications

29. This is not applicable to this report.

Council Plan, Strategy and Policy Implications

30. The matter addresses the Council Plan strategy of ensuring that all Council's assets are managed, planned for, acquired, disposed or, used, maintained, renewed and replaced to meet the needs of current and future generations.
31. The future use of this property should now be considered within a broader Collingwood Town Hall Precinct plan.
32. The previous EOI which identified use of this facility as a creative space aligns with Council priorities to support artists to be able to make and show art in Yarra (Room to Create) and also to increase the opportunities for Yarra residents to interact with art as an everyday experience.
33. The current use of the facility is consistent with Council's Arts and Cultural Strategy 2016-2020 which states as its vision:

"For arts and culture to be integrated into our City, so that it can be an everyday experience and be enjoyed by all of our community, whether as makers, audience members or participants. Creativity can exist anywhere and its pursuit is open to everyone."
34. Use of the facility for this purpose is also consistent with Objective 2 (Yarra is a creative city of artists) of the Arts and Cultural Strategy 2016-2020, through Council's commitment to "facilitate appropriate and affordable venues and spaces that are suitable for arts and cultural activities."

Legal Implications

35. There are no legal implications deriving from the Local Government Act 1989 associated with the extension of leases or licences for the Council owned or managed land contained in this report.
36. The CSA is not in breach of its current Occupancy agreement. CSA has the right to charge a fee for the curation and display of art as part of its normal business. CSA does charge a fee for the use of the space by artists however this does not amount to a sub-lease. The arrangement is similar to other activities conducted in Council owned facilities such as the use of Neighbourhood Houses for community events or birthday parties or the payment of fees for participation in organised sport in Council owned recreational facilities.

Other Issues

37. Mr Lee has been seeking information about this property and raising concerns about the CSA for a number of years, including through a Freedom of Information request in 2007. Council had previously investigated the concerns raised in this case and have satisfied itself that there was no need to terminate the tenancy of CSA.
38. A number of very similar allegations made by Mr Lee were appropriately investigated, reported to Council and then considered at Council's Audit Committee in 2008.
39. Some changes were made to Council's processes and systems relating to community grants and leases to community based organisations in response to enquiries about the incorporation status of CSA.
40. The issue of CSA's incorporation was raised again by Mr Lee in 2011, and Council subsequently conducted a further investigation.
41. Officers have confirmed the CSA have a current and active incorporated status.
42. In the intervening years, a series of past and present council officers and councillors have met with Mr Lee in good faith attempts to resolve the matters he has consistently presented. In each instance, it has been determined that CSA should continue to be supported through the use of the Council owned facility at 117 Vere St.
43. The Yarra Sculpture Gallery is a gallery open to all members of the public at no charge. Artists exhibiting at the premises pay a fee to the CSA. Officers have been advised that these curation and membership fees are used to run the operations of the gallery and the association.

44. Further information was sought from the CSA about its programming and the artists exhibiting at the Yarra Sculpture Gallery. This information has been provided to Council.
45. CSA has approximately 150 members. Some of these are Yarra residents or have studios in Yarra. Yarra based artists have participated in group and solo shows (including 2017 shows) and have also been represented in residency programs.
46. Furthermore, as the YSG offers free access to the community for exhibitions in Yarra, the question of value to Council and the community should be considered in this broader context.
47. Officers contend that the YSG is a valuable part of the arts landscape in Yarra and is worthy of continued Council support through the current leasing arrangements.
48. It should also be noted that September 2017 was 20th anniversary of the Yarra Sculpture Gallery but the last few years have been very challenging for this small organisation unable to make any plans for exhibitions or activities with a potentially very short notice to vacate the premises.

Options

49. Until Council makes a decision on the long term future of the Collingwood Town Hall Precinct, Council can:
 - (a) continue to offer the premises of 117 Vere Street to the CSA on the same terms and conditions as currently exists, as per the Council resolution of 21 November; or
 - (b) require vacant possession at 28 days' notice, with the view to commencing and EOI process for the future use of the facility.

Conclusion

50. The Collingwood Town Hall Precinct is complex. Council's outcome for the Precinct must balance community outcomes with economic benefits whilst also meeting heritage requirements.
51. Council has been open and transparent with all parties that the future of these properties is to be resolved and the current arrangements are temporary.
52. This temporary arrangement has been challenging for the CSA, but it has accepted Council's terms and operates as best as it can to continue to plan and deliver activities to sculptors and to the community.
53. Officers are of view that the CSA is an important part of the local arts community and its current role as an accessible gallery space for artist and the community, and that their current functions do represent value to Yarra.
54. Officers have further concluded that the allegations raised by Mr Lee are unable to be substantiated and do not therefore amount to sufficient grounds to consider alternative use of the facility at this time.

RECOMMENDATION

1. That Council continues to support the temporary arrangements in place for 117 Vere Street Abbotsford and allows the Contemporary Sculptures Association to remain on site in accordance with the terms and conditions of the Council Lease between both parties, executed as a Deed on the 10th October 2007, for the period commencing 1st January 2006.

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Attachments

There are no attachments for this report.

11.4 Amendment C173 Heritage Overlay Follow-up

Trim Record Number: D17/157746

Responsible Officer: Director Planning and Place Making

Purpose

1. The report is the outcome of actions from a Council resolution (19 September 2016) which relates to proposed 114-120 Burnley Street, Richmond and 39 Shelley Street, Richmond. Council must decide whether to:
 - (a) seek a permanent heritage overlay which would require a planning scheme amendment; or
 - (b) not to seek the heritage overlay on these properties.

Background

2. Amendment C173 proposed a heritage overlay on these properties but when the amendment came to Council for final adoption on 19 September 2016, there were submissions made at the meeting which urged Council not to impose the overlay. Council resolved at its meeting to:
 - (a) *remove the listing 114-120 Burnley Street and arrange for individual assessment as per the panel recommendation;*
 - (b) *remove 39 Shelley Street from the amendment with a view to assessment in the future; and*
 - (c) *that in respect [of these] properties that Council apply for an interim heritage order.*

Discussion

3. Council officers engaged the services of heritage consultant Bryce Raworth Pty Ltd to undertake an assessment of the heritage value of these properties.
39 Shelley Street Richmond
4. This property comprises a modified single storey Victorian dwelling. The heritage consultant advises that in the two heritage studies prepared in 1985 and 1998 that preceded the one that formed the basis of Amendment C173, the building was reviewed for inclusion in the heritage overlay but was not attributed a grading. The consultant assumes it was not graded because of its altered condition.
5. The heritage consultants (Context) who provided the property assessments for Amendment C173 recommended that the property be included in an overlay as a contributory building and this occurred through Amendment C173.
6. The Planning Panel considering Amendment C173 did not make any recommendations regarding this property as there were no submissions made at the time of the amendment's exhibition. Therefore the suitability of including this property in the proposed overlay was never tested and considered by the Panel.
7. Council's resolution regarding the amendment directed removal of the property from Amendment C173 for "assessment in the future".
8. A further heritage assessment was undertaken by Bryce Raworth who advises:

"Having reviewed these matters, we do not consider the house at 39 Shelley Street to be of sufficient significance or interest to warrant inclusion in the neighbouring heritage overlay precinct. While it may date from the mid rather than late Victorian period, it is externally altered to such a degree that it no longer reads as such or makes a valued contribution to the precinct. The original front door and verandah have been removed and replaced with later fabric, and the facade brickwork painted. The addition to the side also detracts from its original character. The house is modest in size and plain in

character. It sits in a very mixed adjacent streetscape with only an ungraded building between it and the edge of the precinct to the north, and with an ungraded modern infill building to its immediate south also... Having regard for this, the place is not of sufficient heritage interest to warrant the preparation of a full heritage citation."



Photo of dwelling at 39 Shelley Street

9. It is considered the property should not be included in a heritage overlay having regard to the heritage advice and the doubt about the heritage significance of the property. Further, it is considered unlikely that a Planning Panel considering this property on its own would recommend its inclusion in the precinct overlay.

114-120 Burnley Street Richmond

10. There are four dwellings in this row and they comprise two pairs of Edwardian, brick duplexes of similar design. They are located behind high front fences as they face Burnley Street which is heavily trafficked.
11. Context consultants identified six pairs of duplexes as having been built by the same developer, Eleazer Lesser and proposed that they be included in a serial-listing. This is a heritage listing where heritage places that share the same characteristics but are geographically disbursed be included in the same heritage overlay. They argued that *"the houses illustrate the second major period of development in Richmond, that of the Edwardian period. In particular they illustrate the better class of workers' housing of this period, constructed as rental properties by pawnbroker and financier Eleazer Lesser. Lesser was the developer of a number of well-designed groups of houses during this period in Richmond."*
12. One of the submitters to the Panel was the owner of one of the properties who challenged the fact that they were constructed or designed by the same architect or builder. The owner noted that they share details but are not identical. As a result of the two storey rear extension to one of the dwellings, their house now looks quite different to the others in the row.
13. The Panel was troubled by the serial listing. It noted that *"they are geographically dispersed and, as indicated in the statement of significance, have different design characteristics."* It went on to say that *"the common features of these buildings is that they were built with funds from local developer Eleazer Lesser, they are groups of multiple buildings and some are of the same architectural design. Melbourne's suburbs are filled with numerous dwellings that were funded by a single developer, however, and often they are of a similar design. For example, many of the terrace houses of inner Melbourne fall into this category, and, whilst many of them would be subject to heritage controls, they would be identified as individual places or as part of precincts."*
14. The Panel recommended that the Eleazer Lesser duplexes should not be included as a serial listing and should be re-evaluated as individual places or parts of precincts. Following the Panel report, Context recommended that *the group of identical houses (62-68 Appleton Street, 389-391 Highett Street and 114-120 Burnley Street) remain a serial listing, while the pair with a somewhat different appearance (158-160 Somerset Street) be joined to the adjacent Gardner Street Precinct.* Council subsequently resolved to remove 114-120 Burnley Street from the amendment and seek further evaluation.

15. Heritage consultant Bryce Raworth Pty Ltd was engaged to provide the re-evaluation recommended by Panel and required by the Council resolution.
16. The heritage consultant advises:
 - (a) *We are in agreement with the analysis of the Panel report that there are insufficient grounds for 114-120 Burnley Street to be considered part of a wider serial heritage overlay listing and we consider it appropriate for this listing to have been abandoned;*
 - (b) *The buildings in question are generic to their period, and would be considered contributory buildings if included within a precinct. They have not been identified as being of individual significance to date, and such, identification would not seem appropriate. There is no proposal to include them in a precinct. In isolation they are representative rather than of particular interest, and are located within a setting to the west side of Burnley Street that is unrelated. They are of no identified historical interest other than in terms of an identified construction date;*
 - (c) *In our view a group of four houses of this kind does not in itself constitute either a meaningful precinct or a place of individual significance; and*
 - (d) *It is accepted that if Council was of a view that these dwellings warrant inclusion in the heritage overlay simply on the basis that they are similar to the other houses, originally proposed for inclusion in the serial listing, which now have heritage overlays, then they might reasonably proceed on that basis. However, that approach is not supported by this office and the findings above.*



114-120 Burnley Street

17. The Panel's concerns about the inclusion of these properties in a heritage overlay is confirmed by the heritage consultant undertaking the reassessment. Based on this advice inclusion of these properties in the precinct overlay would be difficult to justify and there is doubt that a panel would be supportive.
18. Officers concur with the recommendations from the heritage consultant that 114-120 Burnley Street, Richmond should not be included in the Heritage Overlay.

Interim Heritage Overlays

19. Council's resolution of 19 September 2016 sought interim heritage overlays on these properties. The Department of Environment, Land, Water and Planning (DELWP) has a protocol in relation to interim heritage overlays which says, in summary, we can only apply for such a control:
 - (a) where there is a threat of demolition i.e. a planning permit application proposing demolition or request under Section 29a of the Building Act has been received; and
 - (b) where there is a heritage related planning scheme amendment that has commenced exhibition; or
 - (c) where there is a threat of demolition of a building which has been identified as having a grading of individually significant in a heritage assessment, study or planning scheme amendment, regardless of the stage of the amendment.
20. In relation to the Burnley Street properties, officers have not received any applications for demolition and as such, none of those conditions in the DELWP protocol exist. Therefore, officers have not applied for an interim heritage control on the Burnley Street properties.

21. Following Council's resolution on Amendment C173, 39 Shelley Street was removed from the heritage overlay in the planning scheme ordinance (Appendix 8) but there was an administrative error which saw the heritage overlay retained in the planning scheme maps. This had the effect of retaining it in the heritage overlay but without a grading, which meant that it also effectively provided an interim heritage control on the property. DELWP has recently prepared an administrative amendment (C235) to the Yarra Planning Scheme which corrected the mapping and removed the heritage overlay all together from the property.
22. Council has received a planning permit application for a development at 37-39 Shelley Street and 20 Garfield Street which proposes the demolition of 39 Shelley Street and the construction of 10 dwellings and a reduction in car parking.
23. As there is a threat of demolition, officers have applied for an interim heritage control, even though there is no amendment underway. This is intended to avoid demolition of the property before Council decides on the future of heritage overlays on these properties.

External Consultation

24. There has been no external consultation although owners of these properties were notified that the question of whether to impose a heritage overlay would be considered at this meeting.

Internal Consultation (One Yarra)

25. There has been no internal consultation.

Financial Implications

26. If Council decides that these properties should be subject to a heritage overlay, another planning scheme amendment would be required which could cost Council around \$20,000.

Economic Implications

27. There are no known economic implications.

Sustainability Implications

28. There are no known sustainability implications.

Social Implications

29. There are no known social implications.

Human Rights Implications

30. There are no known human rights implications.

Communications with CALD Communities Implications

31. There are no known implications for CALD communities.

Council Plan, Strategy and Policy Implications

32. The value of heritage to Council and the community is identified in many parts of the Council Plan 2017-2021.

Legal Implications

33. There are no known legal implications.

Options

34. Council can choose one of two options: Either
35. Option 1: Accept the advice of the heritage consultant engaged to undertake the further investigation required by the Council resolution and not apply a heritage overlay to the properties at 39 Shelley Street and 114-120 Burnley Street, Richmond; or
36. Option 2: Decide that the properties (either together or individually) are worthy of inclusion in the heritage overlay and instruct officers to prepare another planning scheme amendment that introduces the overlay on the properties. NB: Council would need to seek authorisation for the amendment from the Minister for Planning prior to any exhibition.

Conclusion

37. The issue of whether these properties are worthy of a heritage overlay has been examined in great detail. Amendment C173 was a large amendment that sought to include these and many hundreds of other properties in a precinct heritage overlay. Council's resolution of 19 September 2016 sought to have a closer look at these specific properties in Shelley and Burnley Streets. Officers engaged another heritage consultant who does not concur with the recommendation of the consultant who provided the report that supported Amendment C173.
38. Bryce Raworth Pty Ltd has visited the sites, looked at the material provided by the previous consultants, reviewed the Panel report and has concluded that none of the properties are worthy of inclusion in the heritage overlay.

RECOMMENDATION

1. That Council note:
 - (a) the officer's further report in relation to 114 – 120 Burnley Street, Richmond and 39 Shelley Street, Richmond;
 - (b) the circumstances relating to when interim heritage controls can be applied for; and
 - (c) that officers were unable to apply for interim heritage controls on 114-120 Burnley Street, Richmond as that part of the resolution of 19 September 2017 was contrary to the protocol for interim heritage overlays set out by the Department of Environment, Land, Water and Planning.
2. That, having regard to the further heritage analysis undertaken, Council not include dwellings at 39 Shelley Street Richmond and 114-120 Burnley Street Richmond (inclusive) in the heritage overlay.
3. Officers write to the Department of Environment, Land, Water and Planning to advise that Council no longer wishes to pursue interim heritage controls for 39 Shelley Street, Richmond.

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Attachments

There are no attachments for this report.

11.5 Interim Heritage Overlay Requests

Trim Record Number: D17/189192

Responsible Officer: Senior Coordinator Strategic Planning

Purpose

1. The purpose of this report is:
 - (a) To update Council on the new State protocol for requesting interim heritage controls; and
 - (b) For Council to consider requesting that the Minister for Planning, in accordance with Section 8 (1) (b) and 20 (4) of the *Planning and Environment Act 1987*, to introduce interim heritage controls to the Swan Street and Johnston Street activity centres as part of current interim requests to apply Design and Development Overlays (Amendment C236 and C237).

Background

2. On 8 November 2017, the Minister for Planning advised Council that the protocol for seeking interim heritage controls had been revised due to the significant resource burden associated with issuing interim Heritage Overlays on a case-by case basis (see Attachment 1).
3. Previously Councils could only apply for interim heritage controls where they could demonstrate that:
 - (a) there is a threat of demolition at either planning permit stage or under section 29a of the *Building Act 1993* for places graded either individually significant or contributory within heritage related planning scheme amendments where Council has commenced the exhibition period of the amendment. The threat includes either full demolition or inappropriate partial demolition; or
 - (b) there is a threat of demolition at either planning permit stage or under section 29a of the *Building Act 1993* for places identified as being individually significant in a heritage assessment, study or planning scheme amendment (regardless of the stage of the amendment). The threat includes either full demolition or inappropriate partial demolition.
4. As a result of the revised protocol, Council can now request application of interim Heritage Overlays to more than one property ('blanket' interim Heritage Overlays), where satisfactory strategic work has been undertaken. The Minister has encouraged Councils to seek blanket interim heritage controls where identical controls are also proposed to be introduced via the normal amendment process.

Current Interim Requests with the Minister for Planning (Amendments C236 and C237)

5. In October 2017, at two separate meetings, Council resolved to request that the Minister for Planning introduce the Design and Development Overlay (DDO) to both Swan Street and Johnston Street on an interim basis via Amendments C236 and C237, respectively while permanent provisions undergo the full planning scheme amendment process.
6. Interim heritage controls for Swan Street (Amendment C236) and Johnston Street (Amendment C237) were not sought at the time interim DDO controls were, as previous advice from officers at DELWP indicated that blanket controls were not appropriate.
7. The current interim requests for Swan Street and Johnston Street, proposed to apply the DDO only but it is now proposed to apply an interim Heritage Overlay to the identified heritage places at the same time, as part of the two interim requests - Amendments C236 and C237.

Proposed Heritage Overlays for Amendments C191 and C220

8. The interim requests for Swan and Johnston Streets both stem from Amendments C191 and C220, which propose to introduce the Design and Development Overlay on a permanent basis to the Swan Street and Johnston Street activity centres, respectively.
9. In addition to proposing to introduce the Design and Development Overlay, Amendments C191 and C220 also propose to apply the Heritage Overlay to a total of 31 places of heritage significance (Table 1).

Table 1 – Heritage Places

Heritage Overlay No.	Place Name and Address	No. of Places	Notes	Planning Scheme Amendment No.
HO524	Swan Street West Precinct (30-42 Swan Street, Cremorne)	4	The Precinct comprises of four 'contributory' buildings and demonstrates commercial development from the Victorian and interwar period.	C191
HO522	273A Swan Street, Richmond	1	The individually significant places are illustrative examples of Victorian 'boom' period development that occurred along major, early commercial thoroughfares in Yarra.	
HO523	323-325 Swan Street, Richmond	2		
HO355	Swan Street Precinct (223-239 Swan Street, Richmond)	8	The extension to the boundary of the existing Swan Street Precinct (HO335) includes nine properties, which are intact examples of Victorian and Edwardian shops.	
HO505	Johnston Street East Precinct (219-241 & 246-274 Johnston Street, Abbotsford)	16	The cohesive group of late Victorian and Federation shops is a representative example of a shopping centre that developed in response to the significant population growth of Collingwood in the late nineteenth century.	C220

Discussion

10. Following this recent advice from DELWP about the change in protocol, officers now consider that the above heritage places warrant interim heritage protection, until their heritage significance is fully and publicly assessed as part of a full amendment process (C191 and C220).
11. There is currently a high degree of development activity occurring in Swan Street and Johnston Street, which is anticipated to continue. Without the Minister's assistance to introduce interim heritage controls, there is a risk that some of the places may be demolished or irrevocably altered before the amendment process for Swan Street (C191) and Johnston Street (C220) has been completed.
12. Officers consider the application and effect of the interim controls is important to provide a fair framework for the merits of any demotion and/or alterations to be considered by Council, the community and if necessary the Victorian Civil and Administrative Tribunal (VCAT).
13. The proposed interim heritage controls and the ultimate controls are also supported by sound strategic work, including the Swan Street Built Form Study Heritage Assessments & Analysis (GJM Pty Ltd, October 2017) (refer attachment 2) and the Heritage Gap Study: Review of Johnston Street East (Context Pty Ltd April 2016) (refer attachment 3).
14. DELWP has advised officers that requests for interim heritage protection can be included with the existing interim requests in the form of Amendment C236 (Swan Street) and Amendment C237 (Johnston Street).

External Consultation

15. Officers consider it appropriate to exempt Amendments from normal notification requirements of the Planning and Environment Act, as the opportunity for public consultation on the permanent controls will occur through the normal amendment process via Amendments C191 and C220.

16. Exhibition of Amendment C191 (Swan Street) is anticipated to commence in early 2018, subject to authorisation from the Minister for Planning. The submissions and views of relevant parties received through exhibition of Amendment C191 will also be considered at an independent Panel, if required.
17. Amendment C220 (Johnston Street) commenced exhibition on 16 November and will conclude exhibition on 18 December 2016. Council will consider any submission received in the New Year and following this, an independent Panel will be appointed to consider any submissions, as required.

Internal Consultation (One Yarra)

18. There has been no internal consultation as there was consultation with other departments of Council during the drafting of the full amendments (C191 and C220).

Financial Implications

19. The financial cost of planning scheme amendments has been included in the budget of Council's City Strategy branch for 2017/2018.

Economic Implications

20. There are no known economic implications.

Sustainability Implications

21. There are no known sustainability implications.

Social Implications

22. Heritage aspects are considered in this report. There are no known other social implications.

Human Rights Implications

23. Planning provisions are a legitimate matter for consideration via Planning Scheme Amendments. There are no known human rights implications.

Communications with CALD Communities Implications

24. There are no known implications for CALD communities.

Council Plan, Strategy and Policy Implications

25. The value of heritage to Council and the community is identified in many parts of the Council Plan 2013-2017.

Legal Implications

26. If interim controls are introduced, the property owners would have the right to make an application for development (including demolition) pursuant to the provisions of the Heritage Overlay and rights of appeal to VCAT. The owners would also be able to make submissions to an independent Panel on the permanent planning controls via Amendment C191 and C220.

Conclusion

27. It is recommended that Council now requests the Minister for Planning to intervene with a Ministerial amendment to include 31 places along Swan Street and Johnston Street in the Heritage Overlay on an interim basis.
28. The approval of the interim Heritage Overlays by the Minister for Planning would ensure the identified heritage places in Swan Street and Johnston Street activity centres are immediately protected from the risk of demolition, which may compromise the heritage character of the centres.

RECOMMENDATION

1. That Council:
 - (a) notes the letter from the Minister for Planning dated 8 November, 2017 in relation to the revised State Protocol for seeking Interim Heritage controls for Planning Schemes;
 - (b) notes the officer report in relation to the Ministers recent advice about the application of blanket interim heritage controls; and
 - (c) having particular regard to the strategic analysis work recently undertaken, request the Minister for Planning in accordance with Section 8 (1) (b) and 20 (4) of the *Planning and Environment Act 1987*, to introduce the Heritage Overlay to parts of the Swan Street activity centre, as part of Amendment C236, and Johnston Street, as part of Amendment C237, on an interim basis; and
 - (d) that this request apply to the following specific properties:
 - (i) 30 – 42 Swan Street, Richmond;
 - (ii) 273A Swan Street, Richmond;
 - (iii) 323 – 325 Swan Street, Richmond;
 - (iv) 223 – 239 Swan Street, Richmond;
 - (v) 219 – 241 Johnston Street, Abbotsford; and
 - (vi) 246 – 274 Johnston Street, Abbotsford.

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Attachments

- 1 Local Heritage Conservation and Interim Heritage Overlay Requests
- 2 Swan Street Built Form Study Heritage Assessments
- 3 Johnston Street East Heritage Study

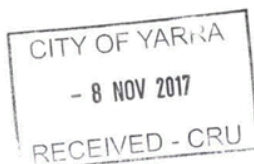
Attachment 1 - Local Heritage Conservation and Interim Heritage Overlay Requests



Hon Richard Wynne MP
Minister for Planning

8 Nicholson Street
East Melbourne, Victoria 3002
Telephone: 03 8683 0965
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Cr Amanda Stone
Mayor
Yarra City Council
Richmond Town Hall
333 Bridge Road
RICHMOND VIC 3121



Ref: MBR033490

Dear Mayor

LOCAL HERITAGE CONSERVATION AND INTERIM HERITAGE OVERLAY REQUESTS

Councils have a responsibility to ensure that buildings, areas and other places of scientific, aesthetic, architectural or historical interests are conserved under the *Planning and Environment Act 1987*. Local communities expect important local heritage to be protected, and landowners need certainty when making decisions to sell, purchase or improve their properties.

I receive many requests for interim Heritage Overlays. In the past 12 months, I have received 31 requests for me to use my ministerial powers to intervene and introduce interim heritage controls. Many of these requests are based on a sound strategic planning approach to heritage protection, although an increasing number are ad hoc requests, often in response to development proposals in locations where councils have not yet carried out strategic work to protect local heritage. Therefore, I encourage and remind councils to ensure their heritage studies and citations are up to date and to address any outstanding need for further heritage studies or review.

I acknowledge many councils are in the process of conducting heritage reviews and studies, and I commend councils for working to ensure that protection of their municipal built heritage is current.

In order to support councils in this important work, I am reintroducing the option of issuing blanket interim heritage controls in appropriate circumstances.

The Department of Environment, Land, Water and Planning (DELWP), acting under delegation, has generally limited the application of interim Heritage Overlays to instances where:

- a council receives a request for report and consent to demolish a building of potential heritage significance under sections 29A and 29B of the *Building Act 1993*
- a council receives a planning permit application for the demolition or redevelopment of a building of potential heritage significance.

Due to the large number of amendments for permanent Heritage Overlays, many councils have been seeking 'blanket' interim Heritage Overlays. This was an accepted practice in the past, but was changed by the former Liberal Government, under Minister Guy.

I have listened to recent feedback from councils that issuing interim Heritage Overlays in a case-by-case basis leads to a significant resourcing and financial burden. Each individual request needs to be assessed urgently, diverting resources from core priorities of both local and state government planning. I am therefore revising the current approach and will consider requests for 'blanket' interim Heritage Overlays.



Attachment 1 - Local Heritage Conservation and Interim Heritage Overlay Requests

Imposing interim Heritage Overlays is an extraordinary use of my ministerial powers, and may raise issues of fairness and natural justice. When councils seek the use of these powers, they must be able to provide a high degree of justification.

A council requesting a 'blanket' interim Heritage Overlay must provide:

- Robust justification for blanket controls, supported by strong, evidence-based arguments, and explaining how the request meets the tests of section 20(4) of the Planning and Environment Act.
- Evidence to show that the area is experiencing development pressure, resulting in the loss of buildings and degrading the heritage significance of the area.
- A request for an equivalent permanent Heritage Overlay and details of the proposed timing for exhibition of the amendment, so that the need for heritage protection can be balanced with the requirement to afford natural justice to the landowners of affected properties.

Before submitting a request for interim Heritage Overlays, I recommend that you speak to your relevant contact officer in State Planning Services at DELWP about the specific nature of your council's request.

If you have any further queries, please contact Jane Homewood, Executive Director, Statutory Planning Services, DELWP on (03) 8683 0975 or Jane.Homewood@delwp.vic.gov.au.

Yours sincerely



HON RICHARD WYNNE MP
Minister for Planning

3 / 11 / 2017

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Swan Street Built Form Study Heritage Assessments & Analysis



Figure 1: Swan Street, Richmond, 1889. The train crosses the rail bridge in the distance (SLV Image A/S03/10/89/157a).

5 October 2017

Prepared for the City of Yarra

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Attachment 2 - Swan Street Built Form Study Heritage Assessments

Swan Street Built Form Study: Further Heritage Assessment & Analysis

2017

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All photos were taken by GJM Heritage unless otherwise stated.

Document versions

Project no.	Version	Issued to	Date issued
2016-086	0.1 Draft	Andrew Johnson	3 September 2017
	0.2 Final Draft	Andrew Johnson	27 September 2017
	0.3 Final Report	Andrew Johnson	5 October 2017

Attachment 2 - Swan Street Built Form Study Heritage Assessments

Swan Street Built Form Study: Further Heritage Assessment & Analysis

2017

Table of Contents

Summary of Recommendations	iii
1. Introduction	1
2. Statement of Significance Review	3
2.1 Swan Street Precinct (HO335)	3
2.2 Bendigo Street Precinct (HO309)	3
2.3 Former Greyhound Hotel, 60-62 Swan St, Cremorne (HO405)	3
2.4 Former Burnley Theatre, 365 Swan St, Richmond (HO286)	4
2.5 House, 15 Wellington Street, Cremorne (HO294)	4
3. Assessment of places for potential inclusion in the Heritage Overlay	5
3.1 Methodology	5
3.2 30-42 Swan Street, Cremorne	5
3.3 273A Swan Street, Richmond	5
3.4 323-325 Swan Street, Richmond	5
3.5 Further recommendations	5
4. Potential extension of the Swan Street Precinct Heritage Overlay (HO335)	6
4.1 Methodology	6
4.2 223-239 Swan Street, Richmond	6
5. Potential re-grading of properties in the Swan Street Precinct Heritage Overlay (HO335) and the Richmond Hill Precinct (HO332)	17
5.1 129 Swan Street, Richmond	17
5.2 218 Swan Street, Richmond	20
5.3 67 Docker Street, Richmond	21
6. Remove land from the Heritage Overlay	22
6.1 375-377 Punt Road, Cremorne	22
6.2 416-418 Church Street, Richmond	23
7. Heritage Overlay boundary realignment – Corner Hotel	25
7.1 Background to the Swan Street & Richmond Hill Precincts	25
7.2 57 Swan Street, Richmond (Corner Hotel)	26
Appendix A – Proposed Reference Document to Clause 22.02 of the Yarra Planning Scheme	
Appendix B – Swan Street: A Rich Historical Legacy	
Appendix C – Heritage Citation: Swan Street West Precinct (30-42 Swan Street)	
Appendix D – Heritage Citation: 273A Swan Street, Richmond	
Appendix E – Heritage Citation: 323-325 Swan Street, Richmond	
Appendix F – Statement of Significance: Corner Hotel	

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ii

Attachment 2 - Swan Street Built Form Study Heritage Assessments

Swan Street Built Form Study: Further Heritage Assessment & Analysis

2017

Summary of Recommendations

Following is a summary of the findings and recommendations arising from the further heritage assessment and analysis work undertaken.

Note: references to 'Appendix 8' in this report relate to the Incorporated Document 'City of Yarra Review of Heritage Overlay Areas 2007: Appendix 8 (revised May 2017)'.

HO number	Address	Recommendation	Report Reference
Statement of Significance Review			
HO335	Swan Street Precinct	Update the Statement of Significance	Section 2
HO309	Bendigo Street Precinct	Update the Statement of Significance	Section 2
HO405	Former Greyhound Hotel – 60-62 Swan Street	Update the Statement of Significance	Section 2
HO286	Former Burnley Theatre – 365 Swan Street	Update the Statement of Significance	Section 2
HO294	House – 15 Wellington Street	Update the Statement of Significance	Section 2
Assessment for Inclusion in the Heritage Overlay			
HO524	30-42 Swan Street	Amend the Yarra Planning Scheme to include the properties in the Heritage Overlay as the Swan Street West Precinct (comprising four 'contributory' buildings).	Section 3
HO522	273A Swan Street	Amend the Yarra Planning Scheme to include the property in the Heritage Overlay on an individual basis.	Section 3
HO523	323-325 Swan Street	Amend the Yarra Planning Scheme to include the properties in the Heritage Overlay on an individual basis.	Section 3
Extension of Swan Street Precinct Heritage Overlay (HO335)			
HO335	223-239 Swan Street	Amend the Yarra Planning Scheme to include the properties in HO335 (Swan Street Precinct)	Section 4
Heritage Grading Review			
HO335	129 Swan Street	Amend Appendix 8 to identify the property as 'not contributory' to the Swan Street Precinct.	Section 5
HO335	218 Swan Street	Amend Appendix 8 to identify the property as 'not contributory' to the Swan Street Precinct.	Section 5
HO332	67 Docker Street	Amend Appendix 8 to identify the property as 'not contributory' to the Swan Street Precinct.	Section 5
Heritage Overlay Boundary Review			
HO364	375-377 Punt Road	Remove the land from the Wellington Street Precinct.	Section 6
HO315	416-418 Church Street	Remove the properties from the Church Street Precinct	Section 6

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iii

Attachment 2 - Swan Street Built Form Study Heritage Assessments

Swan Street Built Form Study: Further Heritage Assessment & Analysis

2017

		(HO315)	
HO332	57 Swan Street (The Corner Hotel)	Remove the Corner Hotel from the Richmond Hill Precinct (HO332) and include as an Individually Significant place within the Swan Street Precinct (HO335)	Section 7

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iv

Attachment 2 - Swan Street Built Form Study Heritage Assessments

Swan Street Built Form Study: Further Heritage Assessment & Analysis

2017

1. Introduction

In 2016, the City of Yarra engaged GJM Heritage to undertake a 'Swan Street Built Form Heritage Review' (Heritage Review) to inform the 'Swan Street Built Form Study' (the Study). The purpose of the Study is to give meaningful effect to the Swan Street Structure Plan (SSSP, completed in 2014) in the Yarra Planning Scheme. The Study reviews the existing and desired built environment in the Swan Street corridor within the SSSP area. The Study will in turn inform the content of a Design Development Overlay (DDO), which will form part of a future amendment to the Yarra Planning Scheme.

A key component of the Heritage Review was to:

- Review the suitability of the extent of the existing Heritage Overlays within the Study Area and to identify where gaps or inconsistencies exist (if any); and
- Review the suitability of the existing Statements of Significance for heritage places and precincts against the extant heritage fabric and identify where the statements require updating for the purposes of properly considering built form recommendations.

A series of recommendations arose from the Heritage Review. As a result, GJM Heritage have been engaged to undertake the following further heritage assessments and analysis:

HO number	Address	Current heritage status	Scope of works
Statement of Significance Review			
HO335	Swan Street Precinct, Richmond	Precinct HO	Prepare a brief social and environmental history for the Swan Street High Street to inform an update to the precinct Statement of Significance.
HO309	Bendigo Street Precinct	Precinct HO	Prepare minor updates to the existing Statement of Significance.
HO405	Former Greyhound Hotel, 60-62 Swan Street, Richmond	Individual HO	Prepare minor updates to the existing Statement of Significance.
HO286	Former Burnley Theatre, 365 Swan Street, Richmond	Individual HO	Prepare minor updates to the existing Statement of Significance.
HO294	House, 15 Wellington Street, Cremorne	Individual HO	Prepare minor updates to the existing Statement of Significance.
Assessment for Inclusion in the Heritage Overlay			
-	30-42 Swan Street	Outside HO	Undertake an assessment of the heritage significance of the group of properties. Prepare a heritage citation if inclusion in the HO is recommended. If the HO is not recommended, prepare written reasons detailing why the HO is not appropriate.
-	273A Swan Street	Outside HO	Undertake an assessment of the heritage significance of the property. Prepare a heritage citation if inclusion in the HO is recommended. If the HO is not recommended, prepare written reasons detailing why the HO is not appropriate.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

-	323-325 Swan Street	Outside HO	Undertake an assessment of the heritage significance of the properties. Prepare a heritage citation if inclusion in the HO is recommended as either an individual HO or as an extension to HO441. If the HO is not recommended, prepare written reasons detailing why the HO is not appropriate.
Extension of Swan Street Precinct Heritage Overlay (HO335)			
HO335	223-239 Swan Street	Outside HO	Undertake an assessment of the heritage significance of the properties in the context of the Statement of Significance for HO335. Prepare advice outlining why/why not the HO335 boundary should be extended to include the properties.
Heritage Grading Review			
HO335	129 Swan Street	'unknown'	Undertake a brief analysis of the heritage significance of this property in the context of the Statement of Significance for HO335 and make a recommendation to amend Appendix 8, if appropriate.
HO335	218 Swan Street	'contributory'	Undertake a brief analysis of the heritage significance of the property in the context of the Statement of Significance for HO335 and make a recommendation to amend Appendix 8, if appropriate.
HO332	67 Docker Street	'contributory'	Undertake a brief analysis of the heritage significance of the properties in the context of the Statement of Significance for HO332 and make a recommendation to amend Appendix 8, if appropriate.
Heritage Overlay Boundary Review			
HO364	375-377 Punt Road	Within HO364	Prepare advice which reflects that the houses once occupying these sites have been demolished. Undertake a brief analysis as to whether the parcels of land should be retained in the Wellington Street Precinct (HO364).
HO315	416-418 Church Street	'Non-contributory' within HO	416-418 Church Road is the southern-most property on the west side of Church Street within HO315 (Church Street Precinct), however the buildings are identified in Appendix 8 as 'not-contributory'. Prepare a brief analysis confirming the non-contributory status of these places and amend the precinct boundary if appropriate.
HO332	57 Swan Street (The Corner Hotel)	Within HO332	Undertake an analysis of the heritage significance of the Corner Hotel in the context of the Statement of Significance for HO332 (Richmond Hill Precinct) and HO335 (Swan Street Precinct) and review previous heritage studies to trace the background to the inclusion of the Hotel in HO332. If appropriate, amend the boundaries of HO332 and HO335. Update the relevant Statement of Significance, if necessary.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

Swan Street Built Form Study: Further Heritage Assessment & Analysis

2017

2. Statement of Significance Review

A key part of the Heritage Review was to analyse the existing Statements of Significance for the heritage precincts and individually significant places within the Study Area to ensure that they remained current and useful for managing change within the Study Area.

The review found that the majority of the existing Statements of Significance for the individual places and heritage precincts within the Study Area were sound; however, updates were recommended for the following locally significant places and precincts:

- Swan Street Precinct (HO335)
- Bendigo Street Precinct (HO309)
- Former Greyhound Hotel (HO405)
- Former Burnley Theatre (HO286)
- House, 15 Wellington Street (HO294)

In the course of the Statement of Significance review it was noted that the most up-to-date version of the Statement of Significance for a place or precinct within the Study Area was not easily and readily accessible. It was therefore determined that a Reference Document to Clause 22.02 of the Yarra Planning Scheme would be created that would become the repository of the most up-to-date version of every Statement of Significance prepared for a heritage precinct and individually significant place within the Study Area. This is provided at Appendix A.

2.1 Swan Street Precinct (HO335)

The Swan Street Precinct represents one of the City of Yarra's most intact turn of the century High Streets.

While the current Statement of Significance broadly captures the architectural qualities of the precinct, it is considered that it does not adequately reflect the precinct's history and intact turn of the century character.

A social and environmental history for this important High Street has been prepared as part of this review and this has informed an updated Statement of Significance for the precinct (see Appendix B).

2.2 Bendigo Street Precinct (HO309)

The Statement of Significance notes elements that contribute to the Swan Street portion of the precinct. These include:

- Pitched gabled or hipped roofs
- One-storey wall heights
- Face brick walls
- Corrugated iron, tiled and slate roofs
- Brick chimneys

It is recommended that the following additional contributory element be noted:

- Consistent building scale and setbacks.

The updated Statement of Significance is provided in Appendix A.

2.3 Former Greyhound Hotel, 60-62 Swan St, Cremorne (HO405)

It is recommended that the following additional contributory elements of the place be noted in the Statement of Significance:

- Two-storey wall height
- Zero front setback
- Regular pattern of rectangular fenestration at upper level
- Corner building which address both Swan Street and Cremorne Street by continuing the pattern of openings and parapet detailing

Attachment 2 - Swan Street Built Form Study Heritage Assessments

- Splayed corner
- Strong horizontal lines defining levels.

The updated Statement of Significance is provided in Appendix A.

2.4 Former Burnley Theatre, 365 Swan St, Richmond (HO286)

The Building Citation provides a description for the place but does not specifically identify a number of physical features that contribute to the significance of the place.

It is recommended that the following contributory elements of the place be noted in the Statement of Significance:

- Capacious building with wide symmetrical façade to Swan Street
- Strong horizontal lines define levels
- Front façade has pattern of windows and engaged columns with wider central bay
- Located on a corner with undecorated side façade to Edinburgh Street
- Large gabled hall behind front façade.

The updated Statement of Significance is provided in Appendix A.

2.5 House, 15 Wellington Street, Cremorne (HO294)

This place is presently undergoing extensive restoration and renovation works resulting in some inaccurate descriptions in the Statement of Significance. The following updates are recommended:

- Recent re-rendering of external walls
- Removal and replacement of cast iron friezes and balustrading
- Reinstatement of a previously bricked in ground level window opening.

The updated Statement of Significance is provided in Appendix A

Attachment 2 - Swan Street Built Form Study Heritage Assessments

Swan Street Built Form Study: Further Heritage Assessment & Analysis

2017

3. Assessment of places for potential inclusion in the Heritage Overlay

Nos 30-42 Swan Street, 273A Swan Street and 323-325 Swan Street have been assessed for their potential for inclusion in the Heritage Overlay.

3.1 Methodology

The assessments have been completed having regard to the Department of Environment, Land, Water & Planning's *Planning Practice Note 1: Applying the Heritage Overlay* (July 2015) (PPN1) and the following gradings for heritage places as defined in Council's heritage policy at Clause 22.02 of the Yarra Planning Scheme ('Development Guidelines for sites subject to the Heritage Overlay'):

Individually significant: *The place is a heritage place in its own right. Within a Heritage Overlay applying to an area each individually significant place is also Contributory.*

Contributory: *The place is a contributory element within a larger heritage place. A contributory element could include a building, building groups and works, as well as building or landscape parts such as chimneys, verandahs, wall openings, rooflines and paving.*

Not contributory: *The place is not individually significant and not contributory within the heritage place.*

Each property was visually inspected from the street and historic research was conducted using a variety of sources including historic plans and maps (including the Kearney Map and Melbourne and Metropolitan Board of Works Plans), Sands and McDougall Directories, rate books and historic photographs and aerials. Comparative analysis against similar places identified in the Heritage Overlay was undertaken to determine whether the places satisfied the threshold for local heritage significance.

3.2 30-42 Swan Street, Cremorne

An assessment of the group of four properties opposite the Richmond Train Station at 30-42 Swan Street, Cremorne has resulted in a recommendation for their inclusion in the Heritage Overlay as the 'Swan Street West Precinct', comprising four 'contributory' buildings.

The heritage citation prepared in support of the recommendation is provided at Appendix C of this report.

3.3 273A Swan Street, Richmond

An assessment of the property at 273A Swan Street, Richmond has resulted in a recommendation for inclusion in the Heritage Overlay on an individual basis.

The heritage citation prepared in support of the recommendation is provided at Appendix D of this report.

3.4 323-325 Swan Street, Richmond

An assessment of the property at 323-325 Swan Street, Richmond has resulted in a recommendation for inclusion in the Heritage Overlay on an individual basis.

The heritage citation prepared in support of the recommendation is provided at Appendix E of this report.

3.5 Further recommendations

It is further recommended that:

- Appendix 8 be updated to reflect the above findings.
- The Statements of Significance for the above places be included within a 'Statements of Significance for Yarra High Streets' reference document to Clause 22.02 of the Yarra Planning Scheme (see Appendix A).

Attachment 2 - Swan Street Built Form Study Heritage Assessments

4. Potential extension of the Swan Street Precinct Heritage Overlay (HO335)

The Swan Street Precinct currently terminates on the northern side of Swan Street mid-block at the 'not-contributory' 221 Swan Street. Nos 223-239 Swan Street, Richmond have been assessed for their potential for inclusion in the Swan Street Precinct Heritage Overlay (HO335).

4.1 Methodology

The assessment has been completed having regard to PPN1 and the gradings for heritage places as defined in Council's heritage policy at Clause 22.02 of the Yarra Planning Scheme (see Section 3.1 for definitions).

Each property was visually inspected from the street and historic research was conducted using a variety of sources including historic plans and maps (including the Kearney Map and Melbourne and Metropolitan Board of Works Plans), Sands and McDougall Directories, rate books and historic photographs and aerials. Analysis against similar places included in the Swan Street Precinct was undertaken to determine whether the places warranted inclusion in HO335.

4.2 223-239 Swan Street, Richmond

Summary of assessment findings:

- 223-227 Swan Street are mid to late twentieth century facades which do not contribute to the Swan Street Precinct.
- 229-231 Swan Street are two individual two-storey buildings dating from the Edwardian period which contribute to the character of the Swan Street Precinct.
- 233-239 Swan Street are two pairs of two-storey Victorian-era buildings which flank Charles Street, possibly dating from the late 1860s/early 1870s. These contribute to the character of the Swan Street Precinct.



Figure 2. 223 Swan Street (L) to 235 Swan Street (R)

Attachment 2 - Swan Street Built Form Study Heritage Assessments

Swan Street Built Form Study: Further Heritage Assessment & Analysis

2017



Figure 3. 229 Swan Street (L) to 235 Swan Street (R)



Figure 4. 237-239 Swan Street

Attachment 2 - Swan Street Built Form Study Heritage Assessments

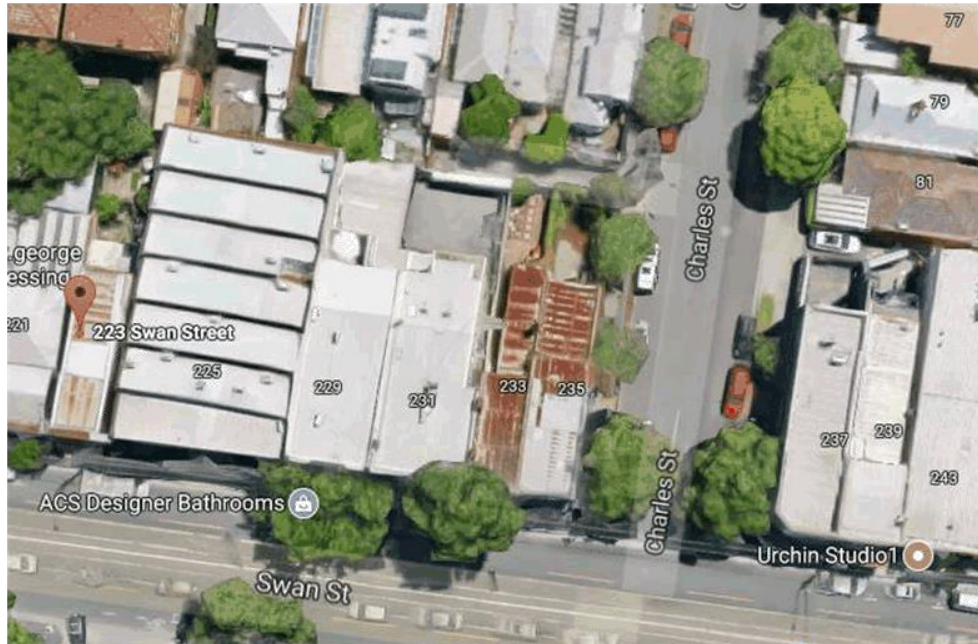


Figure 5. Aerial photograph showing current property addresses (adapted from nearmap)

History

Kearney's map of 1855 (Figure 6) shows that a number of buildings were extant on the north side of Swan Street at this date. However, they appear to have been replaced in subsequent years with more substantial buildings, between 223 and 239 Swan Street.



Figure 6. A detail of Kearney's 1855 map showing the north side of Swan Street near Charles Street. Approximate study area denoted by the red polygon.

223 to 225-227 Swan Street

The 1896 Melbourne and Metropolitan Board of Works (MMBW) Detail Plan (DP1065) shows that 223 and 225 Swan Street were occupied by earlier setback houses (since demolished), while the current 229 and 231 were vacant lots (Figure 7).

Attachment 2 - Swan Street Built Form Study Heritage Assessments

Swan Street Built Form Study: Further Heritage Assessment & Analysis

2017

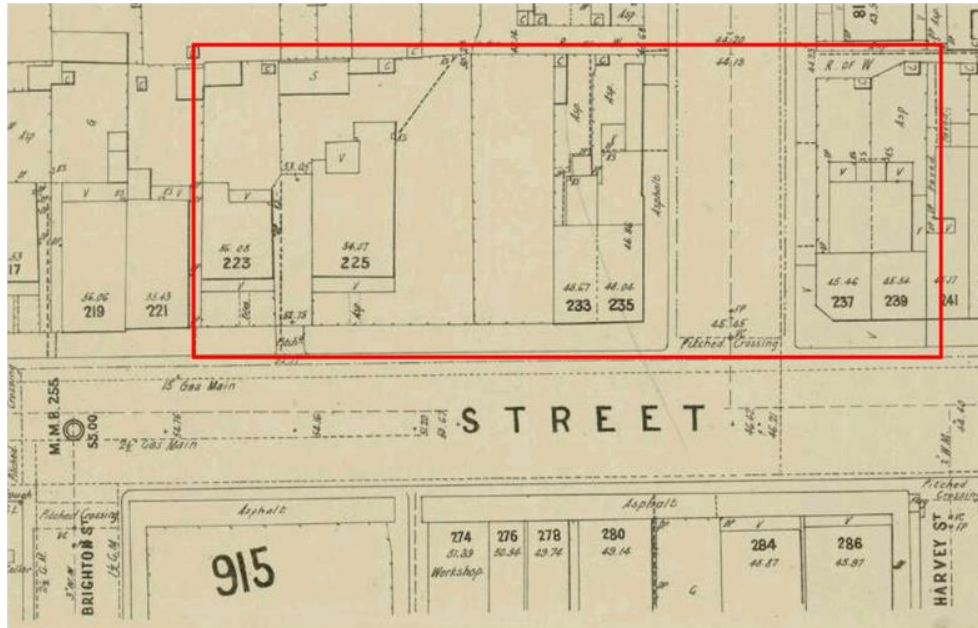


Figure 7. Footprint of the buildings extant in 1896. Study area denoted by the red polygon (MMBW DP 1065).

223 Swan Street

The 1896 MMBW plan (Figure 7) shows that 223 Swan Street was occupied by an earlier house, set back on the lot. This earlier building appears to have been demolished in the late 1890s (when it disappeared from the Sands & McDougall Directories, after serving as a wood and coal yard from 1896). No. 223 re-appeared in the Sands & McDougall Directories in 1907, with occupants listed as Daniel Bray, bootmaker, Thomas A McNeal and Miss K Grant. From 1908 to 1918 the building was solely occupied by Miss K. Grant. Later occupants included F. Malcolm, bird dealer in 1920 and H. E. Burns, printer from c1930 (S&Mc).

The c1933-1950 MMBW Base map (Figure 8) appears to show the existing building at 223 Swan Street. An aerial photo dating to 1945 shows the existing building (Figure 9). The facade appears to have been remodelled c1950s-60s together with adjacent 221 Swan Street.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

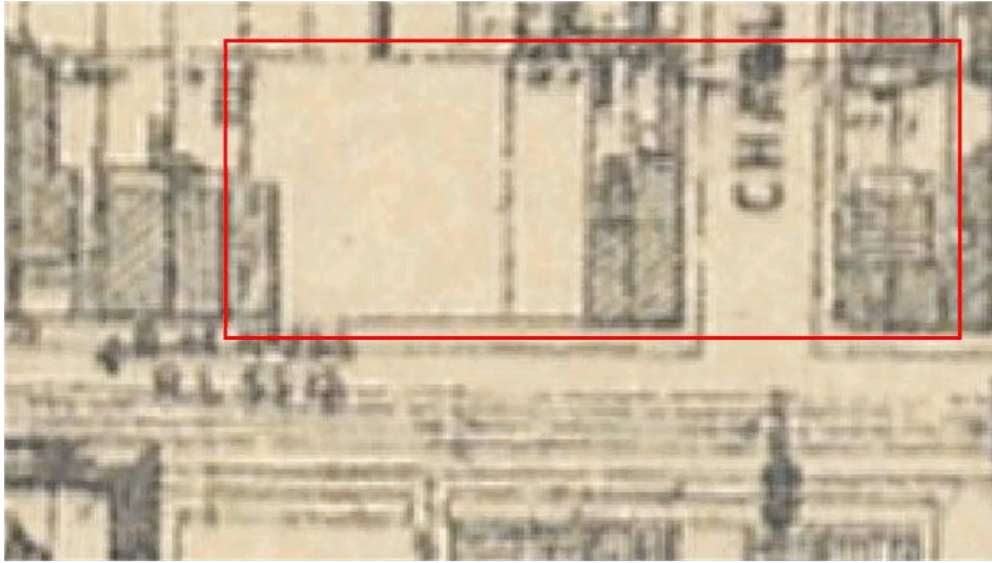


Figure 8. Footprint of extant buildings c1933-c1950; however the map does not show 229 and 231 Swan Street – evidence indicates that these buildings existed during this period. Study area denoted by the red polygon (MMBW Base Map 36, dated c1933-c1950).



Figure 9. Detail of a 1945 aerial of Swan Street; arrow points to 223 Swan Street (Charles D. Pratt, c1945, SLV Image H91.160472).

225-227 Swan Street

The 1896 MMBW plan (Figure 7) shows that 225-227 Swan Street was occupied by an earlier house, set back on the lot (since demolished). The Sands & McDougall Directories note that the property served as a residence and then a woodyard in the 19th century (addressed as no. 175 to 1892). No. 225 ceased to be listed in the directories from 1904, before it reappeared as a farriers from 1915 (until at least 1940).

The c1933-1950 MMBW Base Map shows that the earlier buildings at 225-227 Swan Street had been demolished. A large sawtooth roof building was later constructed and the building now has a modern facade.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

Swan Street Built Form Study: Further Heritage Assessment & Analysis

2017

229-231 Swan Street – Edwardian shops

229 Swan Street

The 1896 MMBW Plan (Figure 7) shows that the current 229 Swan Street remained vacant at this date. From c1900, 229 Swan Street was listed in the Sands & McDougall Directories as a wood and coal yard. In 1905, no. 229 was also occupied by Mrs Sophie Wilson, Burnley Knitting Co. By 1910 the property was listed as 'vacant' (not confirmed if a vacant site or vacant building), and between 1911 and 1913, 229 Swan Street was omitted from the Sands & McDougall Directories, suggesting the property was vacant. The 1914 Directories record a 'shop being built' in this vicinity in 1914, which may refer to 229 Swan Street and an analysis of the architectural style and detailing suggests the building dates to this period. In 1916, two occupants were listed at 229 Swan Street – Samuel Hassell and E. Stockton, fish shop.

The c1933-1950 MMBW Base Map (Figure 8) shows vacant lots between 223 and 233 Swan Street, however this does not align with the earlier architectural styles of the buildings at 229 and 231, or the Sands & McDougall Directories, which indicate that buildings existed on these lots by this period.

231 Swan Street

The 1896 MMBW Plan (Figure 7) shows that the current 229 Swan Street remained vacant at this date. No. 231 Swan Street was first listed in the Sands & McDougall Directories in 1914, occupied by E. Stockton, greengrocer and an analysis of the architectural style and detailing suggests the building dates to this period. In 1916, the shop and residence at no. 231 had two occupants – Ernest Stockton and G. Farrow, greengrocer (E. Stockton occupied both nos. 229 and 231 as a greengrocer and fish shop from 1916). No. 231 had two occupants listed in the Directories most years from 1918 (S&Mc).

As noted above, the c1933-1950 MMBW Base Map (Figure 8) shows vacant lots between 223 and 233 Swan Street, however this does not align with the earlier architectural styles of the buildings at 229 and 231, or the Sands & McDougall Directories, which indicate that buildings existed on these lots by this period.

233-239 Swan Street – Victorian shops

The 1896 MMBW plan (Figure 7) indicates that the buildings fronting Swan Street at nos. 233, 235, 237 and 239 Swan Street were constructed by this date. The exact construction date of the existing buildings has not been confirmed, however they may date from as early as the late 1860s/early 1870s.

233 Swan Street

The current 233 Swan Street appears to have originally been addressed as 235 Swan Street (until 1883), then as 181 Swan Street, until 1892 when the current numbering system was applied. What was then no. 235 first appeared in the Sands & McDougall Directories in 1863, however the people listed during this period may have occupied an earlier building on the property. Occupants changed almost annually in the 1890s, in 1891 the building served as a 'fancy shop', then served a costumer, fruiterer, tailor and greengrocer. The shop served numerous hairdressers from 1900 to the 1920s (S&Mc).

235 Swan Street

The current 235 Swan Street appears to have originally been addressed as 237 Swan Street (until 1883), then as 183 Swan Street, until 1892 when the current numbering system was applied. What was then no. 237 first appeared in the Sands & McDougall Directories in 1865, occupied by Alexander Gregory, who may have occupied an earlier building on the site. Nathaniel Beesley, grocer, occupied the property for a number of years from 1882 (when he was also listed as a corn dealer) to c1893. Subsequent occupants included a greengrocer, fruiterers, and between c1910 and c1930 – butchers (S&Mc).

237 Swan Street

The current 237 Swan Street appears to have originally been addressed as 239 Swan Street (until 1883), then as 185 Swan Street, until 1892 when the current numbering system was applied. What was then no. 239 first appeared in the Sands & McDougall Directories in 1865, occupied by William Haskin, who possibly

Attachment 2 - Swan Street Built Form Study Heritage Assessments

occupied an earlier building on the site. In the late 1860s and 1870s, a number of occupants were listed at 24 Charles Street (listed between Charles St and no. 239), which appears to have referred to the rear of the property. From 1881 no. 239 was listed in the directories adjacent to Charles Street. Grocers occupied the building from the late 1880s until at least the early 1940s (S&Mc). The 1896 MMBW plan shows a verandah to the corner building (Figure 7).

239 Swan Street

The current 237 Swan Street appears to have originally been addressed as 241 Swan Street (until 1883), then as 187 (and possibly 187A) Swan Street, until 1892 when the current numbering system was applied. What was then no. 241 first appeared in the Sands & McDougall Directories in 1865, occupied by James Aitkens, who possibly occupied an earlier building on the property. Residents (occupations not noted) were listed at the property until 1883. From 1884, James Preston, bootmaker was addressed at 187 Swan Street (listed in previous years between nos. 239 and 241). From 1888 to 1891, both 187 and 187A were listed in the directories, occupied by a butcher and bootmaker. From 1892, (under the current numbering system) only 239 Swan Street was listed, occupied by Dennis White, butcher. Later occupants included a hairdresser, costumiere, fruiterer, draper and tailor (S&Mc). The 1896 MMBW plan shows a verandah to the building (Figure 7).

Description

The row of commercial premises at 223-239 Swan Street is situated on the north side of Swan Street, east of Church Street. Nos. 223-235 are located to the west of Charles Street and nos. 337-339 are located to the east of Charles Street.

223-227 Swan Street

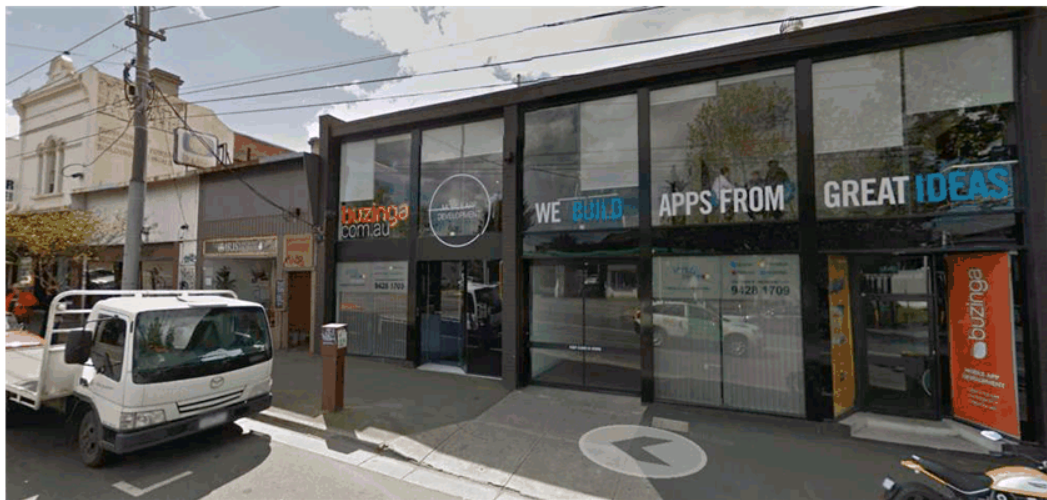


Figure 10. 221 Swan Street (single-storey, left hand side) to 225-227 Swan Street (right hand side) (Google Streetview)

The facades of the commercial premises at 223-227 Swan Street date from the mid to late twentieth century and do not contribute to the heritage significance of the Swan Street Precinct, which is anchored in its intactness as a turn-of-the-century Victorian and Edwardian High Street.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

Swan Street Built Form Study: Further Heritage Assessment & Analysis

2017

229 Swan Street



Figure 11. 229 Swan Street

The commercial premises at 229 Swan Street contains a shop with residence above and presents as a single parapeted, two-storey face brick (overpainted) façade to Swan Street, dating from the Edwardian period. The simple upper façade with plain triangular pedimented parapet and flanking pilasters, contains two rectangular window openings. The shopfront has been altered.

231 Swan Street



Figure 12. 231 Swan Street

The commercial premises at 231 Swan Street presents as a single parapeted, two-storey façade to Swan Street, dating from the Edwardian period. The shopfront has been altered at street level, however a pair of windows at first floor level indicates that the building formerly contained two shops with residences above. The façade is of face brickwork with smooth and roughcast render detailing (all overpainted). First floor windows are tripartite, double-hung sash windows with ropework moulding and narrow sidelights with

Attachment 2 - Swan Street Built Form Study Heritage Assessments

decorative leadlights. Side and centre pilasters, decorated with simple Art Nouveau-inspired applied decoration, terminate at a low cornice at the base of an unadorned parapet.

233-235 Swan Street



Figure 13. 233-235 Swan Street

The commercial premises at 233-235 Swan Street are located at the north-west corner of Charles Street and comprise two shops with residences above. Both buildings are very simple in style, typical of the early Victorian period. The upper facades contain similar single rectangular window openings with simple moulded frame, plain parapet lines with cornice below, stringcourses and cornices above original verandahs (since removed). The levels of cornices and stringcourses are offset across the two buildings and the detailing varies indicating the buildings were not constructed as a pair. The secondary façade, facing Charles Street, contains two windows of varying size at the upper level only.

Shopfronts have been altered.

237-239 Swan Street

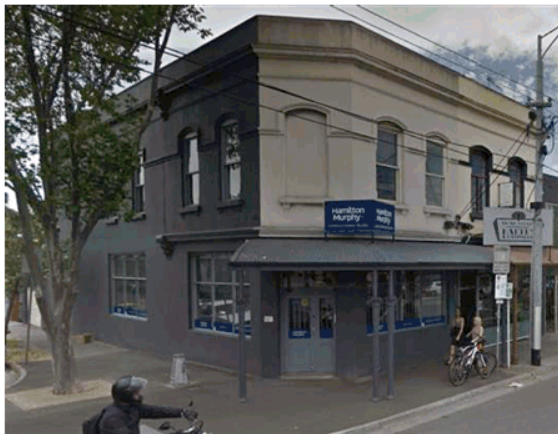


Figure 14. 237-39 Swan Street (Google Streetview)

The commercial premises at 237-239 Swan Street are located at the north-east corner of Charles Street and comprise two former shops with residences above. The façades, facing both Swan and Charles Streets, are

Attachment 2 - Swan Street Built Form Study Heritage Assessments

Swan Street Built Form Study: Further Heritage Assessment & Analysis

2017

rendered (overpainted) with plain parapet, cornice with decorative terminating consoles at either end, stringcourses, and rows of segmental arch-headed window openings. The building has a splayed corner which contains street level entry and a blind window at the upper level.

All shopfront windows have been altered. A cornice line indicates the location of an original verandah to Swan Street and a portion of Charles Street. A section of this convex corrugated iron verandah appears to have been retained at 239 Swan Street and a reproduction verandah constructed at 237 Swan Street.

Integrity

The buildings at 229 to 239 Swan Street retain a high degree of integrity to the Victorian and Edwardian periods in fabric, form and detail. While the buildings have undergone some alterations, these do not diminish the ability to understand and appreciate the places as typical examples of Victorian and Edwardian shops and residences.

Comparison with other buildings in the Swan Street Precinct

The Swan Street Precinct is significant as a highly intact turn-of-the-century High Street. The precinct contains a large number of 'contributory' heritage places that compare directly with the Edwardian buildings at 229-231 Swan Street (including the 'contributory' buildings at 184, 186, 207 and 262-268 Swan Street) and the Victorian buildings at 233-239 Swan Street (including the 'contributory' corner buildings at 77, 101-103, 135 and 161 Swan Street).

Recommendation

The buildings at 229-239 Swan Street are highly intact to their Victorian and Edwardian period of construction at the upper level and compare directly with similar 'contributory' buildings contained within the Swan Street Precinct. The 'not contributory' buildings at 223 to 225-227 will result in three 'not contributory' land parcels between heritage buildings (including the existing 'not contributory' building at 221 Swan Street); however, this is not considered to be an unreasonable level of non-contributory fabric between heritage buildings in the context of the precinct. The consistent run of six Victorian and Edwardian buildings between 229 and 239 Swan Street are considered worthy of inclusion in the Swan Street Precinct, which is significant as a turn of the century commercial High Street.

It is therefore recommended that:

- The HO335 (Swan Street Precinct) boundary be extended to include 223-239 Swan Street within the precinct (as shown in Figures 15 & 16), and
- Appendix 8 be updated as follows under HO335 Swan Street Precinct, Richmond:
 - 223 Swan Street, Richmond – Shop – not contributory – 1950-1960
 - 225-227 Swan Street, Richmond – Offices – not contributory – 2000-2010
 - 229 Swan Street, Richmond – Shop & Residence – contributory – 1914-1918
 - 231 Swan Street, Richmond – Shop & Residence – contributory – 1914-1918
 - 233 Swan Street, Richmond – Shop & Residence – contributory – 1860-1870
 - 235 Swan Street, Richmond – Shop & Residence – contributory – 1860-1870
 - 237 Swan Street, Richmond – Shop & Residence – contributory – 1880-1890
 - 239 Swan Street, Richmond – Shop & Residence – contributory – 1880-1890

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Figure 15. Aerial image showing recommended extent of the extension to HO335 shaded in red (adapted from nearmap)

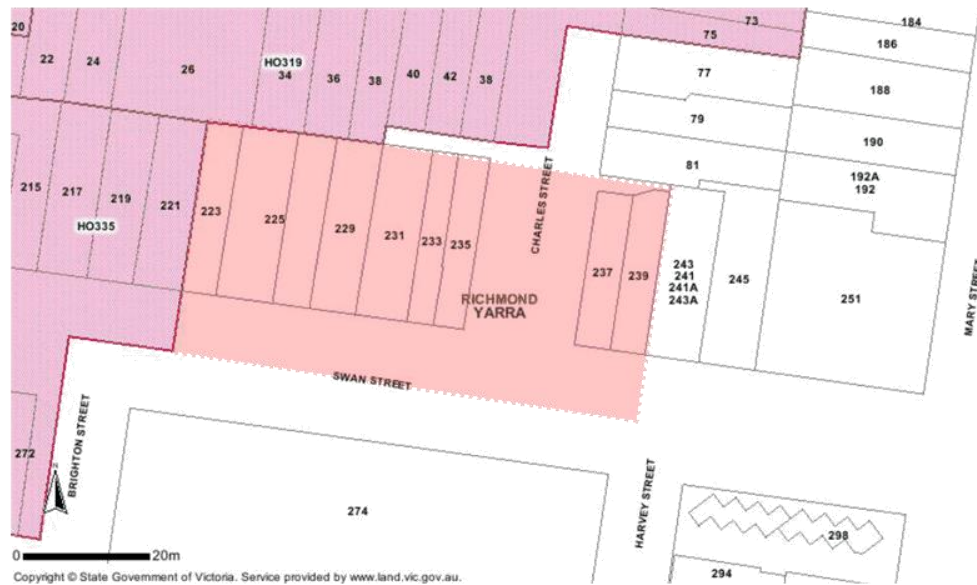


Figure 16. Recommended extent of the extension to HO335 shaded in red (adapted from existing Heritage Overlay map)

Sources

Charles D. Pratt, Airspy Image H91.160472, 1945, accessed via State Library of Victoria, picture collection.

Kearney, James (draughtsman), *Melbourne and its suburbs* [cartographic material], 1855.

Melbourne and Metropolitan Board of Works (MMBW): Detail Plan 1065 (dated 1896); MMBW Base Map 36 (c1933-c1950).

Sands & McDougall Directories (S&Mc)

Attachment 2 - Swan Street Built Form Study Heritage Assessments

Swan Street Built Form Study: Further Heritage Assessment & Analysis

2017

5. Potential re-grading of properties in the Swan Street Precinct Heritage Overlay (HO335) and the Richmond Hill Precinct (HO332)

A number of buildings contained within the Swan Street Precinct are currently graded 'contributory' in Appendix 8; however their current presentation to the street suggests that a reassessment of their contribution to the precinct is warranted.

The reassessment of the following properties has been completed having regard to the gradings for heritage places as defined in Council's heritage policy at Clause 22.02 of the Yarra Planning Scheme (see Section 3.1 for definitions), the proposed updated Statement of Significance for the Swan Street Precinct (see Appendix A & B) and the existing Statement of Significance for the Richmond Hill Precinct (in Appendix A).

5.1 129 Swan Street, Richmond



Figure 17. 129 Swan Street, Richmond (grey façade, centre)

The property at 129 Swan Street is currently graded 'unknown' in the context of the Swan Street Precinct in Appendix 8. This two-storey Victorian façade (described in Appendix 8 as 'ANZ Bank, part, former Shop & residence') is shown on the MMBW Detail Plan of 1896 (see Figure 18). More recently, a substantial redevelopment behind the façade – including an upper level addition – has occurred. The current footprint of the property is shown at Figures 19 & 20.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

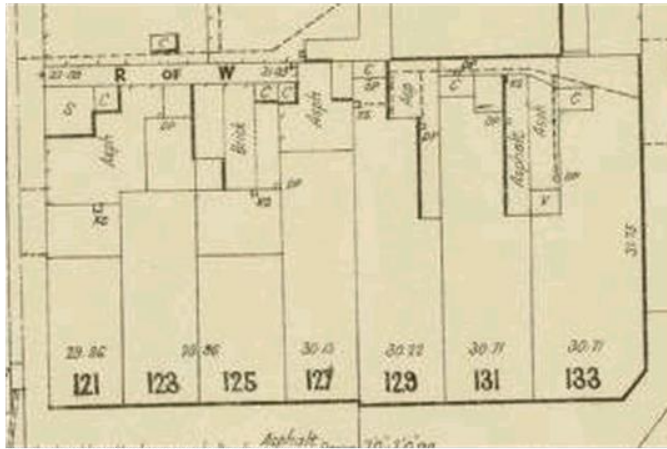


Figure 18. MMBW Detail Plan (1896)



Figure 19. nearmap oblique aerial of development (Feb 2017) Figure 20. nearmap aerial of footprint (May 2017)

Appendix 8 identifies the adjacent reconstructed or reinstated Victorian-period façade at 127 Swan Street as 'not contributory'. The new corner building constructed at the same time as the reinstated façade is also identified as being 'not contributory' to the precinct.

The façade at 129 Swan Street generally retains (or has had reconstructed) its late Victorian decoration and features, although the glazing in the windows has been removed and the openings have been partially infilled to accommodate two levels of balcony behind the façade (see Figure 23).

Google Streetview images from May 2013 and June 2014 (Figure 21 & 22) show the façades of 127 Swan Street and 129 Swan Street at that time. As the façade of 129 Swan Street had previously been overlaid with steel sheet it is not possible to determine what architectural features existed behind the cladding on the first floor façade.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

Swan Street Built Form Study: Further Heritage Assessment & Analysis

2017



Figure 21. 127-133 Swan Street – May 2013
(Google streetview)



Figure 22. 127-133 Swan Street – June 2014
(Google streetview)



Figure 23. 129 Swan Street, Richmond

Despite the retention of the architectural decoration, the façade very clearly presents as a thin surface appended to a new development rather than a heritage building with a three dimensional form. The loss of context for this façade is an unfortunate outcome for this property and, in our view, its altered form and presentation to the street means that it no longer contributes to the significance of the Swan Street Precinct.

It is recommended that the property be re-graded from 'unknown' to 'not contributory' in Appendix 8.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

5.2 218 Swan Street, Richmond



Figure 24. 218 Swan Street, Richmond (butcher, centre building)

This simple, single-storey parapeted building is currently graded 'contributory' in the context of the Swan Street Precinct in Appendix 8. It is flanked by an 'individually significant' building to the west and a 'non-contributory' building to the east. Appendix 8 assigns a broad construction date range of between 1850-1890. The 1895 MMBW Detail Plan (Figure 25) confirms that the building had been constructed by this date, while Sands & McDougall Directories identifies that Pope & Sons Butchers occupied the building from 1893.

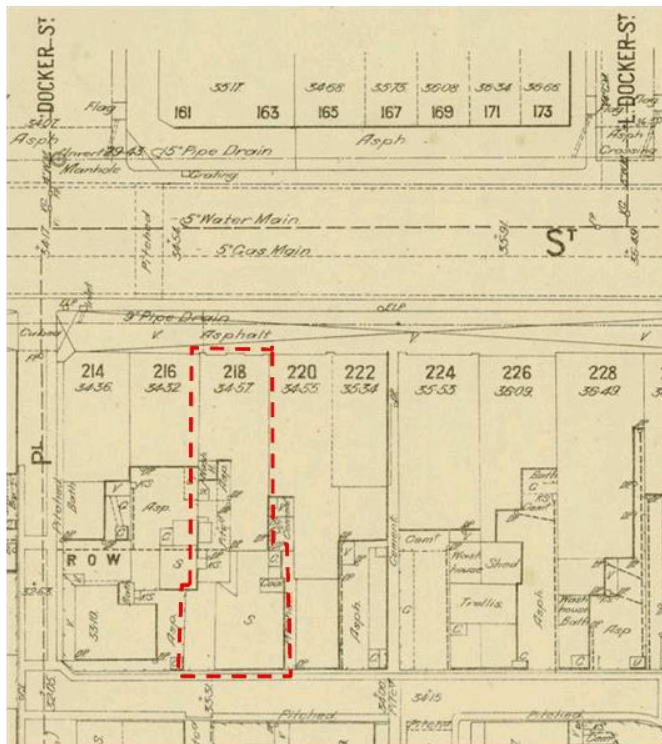


Figure 25. Detail of the 1895 MMBW Detail Plan No. 914

Attachment 2 - Swan Street Built Form Study Heritage Assessments

Swan Street Built Form Study: Further Heritage Assessment & Analysis

2017

The building presents to Swan Street as comprising a simple cornice with flanking consul brackets and an unadorned parapet which has been partially over-clad.

The pitched roof form facing Swan Street has been removed leaving a free standing brick gable visible from Swan Street. The shopfront and verandah have also been altered leaving very limited original fabric visible from the public realm.

As the building cannot be readily appreciated as reasonably intact Victorian shop, it is recommended that the property be re-graded to 'not contributory' to the Swan Street Precinct in Appendix 8.

5.3 67 Docker Street, Richmond



Figure 26. 65 (left) & 67 (right) Docker Street, Richmond (Google Streetview)

The single-storey Victorian cottage at 67 Docker Street, Richmond, is currently graded 'contributory' in the context of the Richmond Hill Precinct in Appendix 8. It forms a near-identical pair of terraced houses with 65 Docker Street which is currently graded 'not contributory' in Appendix 8. Both cottages have been significantly altered in a similar manner with infilled front verandahs, porch walls and rear two-storey hipped roof additions.

It is recommended that both 65 and 67 Docker Street should have the same heritage status, and – given their substantial alterations – it is considered that both should be identified as being 'not contributory' to the Richmond Hill Precinct in Appendix 8.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

6. Remove land from the Heritage Overlay

6.1 375-377 Punt Road, Cremorne

375 -377 Punt Road, Cremorne and the width of Rout Street to the south is included within the Wellington Street Precinct (HO364) as shown below in Figure 27.

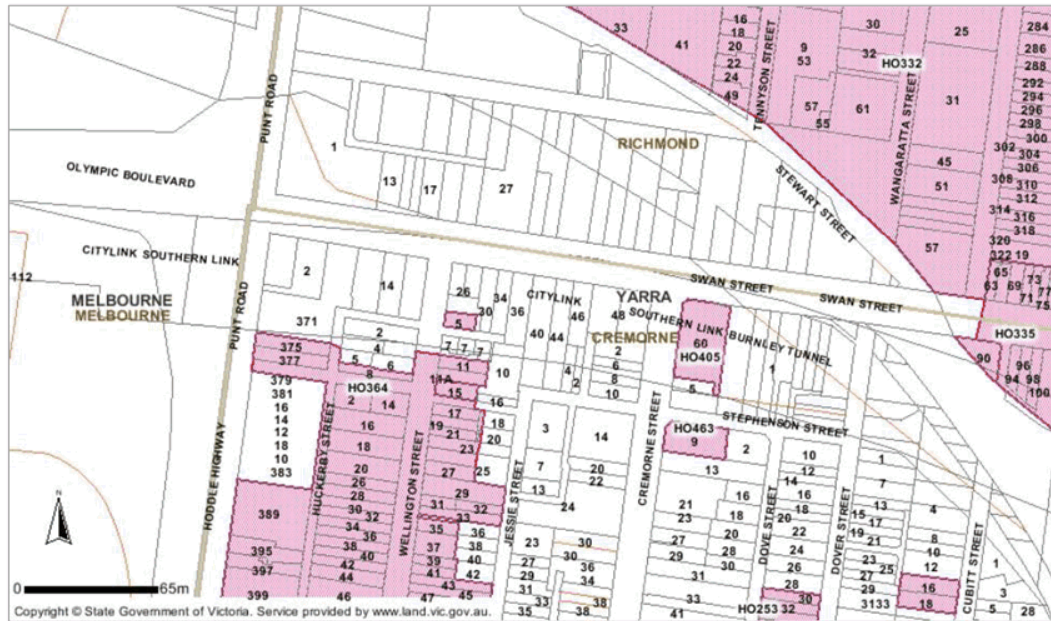


Figure 27. Part of HO364 included within the Study Area – top left (Planning Maps Online, accessed 1 Dec 2016)

The properties at 375-377 Punt Road are identified in Appendix 8 as being 'contributory' to the Wellington Street Precinct. The 'contributory' buildings are identified in Figure 28 below, as they appear in the Victorian Heritage Database.



Figure 28: 375 Punt Road (left) & 377 Punt Road (right) (Victorian Heritage Database)

Attachment 2 - Swan Street Built Form Study Heritage Assessments

Swan Street Built Form Study: Further Heritage Assessment & Analysis

2017

These two buildings were demolished in early 2014 and the sites have recently been redeveloped (see Figure 29).



Figure 29: Vacant sites at 375-377 Punt Road (nearmap, May 2017)

As these buildings have been demolished and the sites are alienated from the bulk of the Wellington Street Precinct, it is recommended that 375-377 Punt Road, Cremorne, along with Rout Street, be removed from HO364 and that the two properties be deleted from Appendix 8.

6.2 416-418 Church Street, Richmond

416-418 Church Street, Richmond, on the western side of Church Street is included within the Church Street Precinct (HO315) as shown below in Figure 30. It is the southern-most property on the western side of Church Street that falls within the Church Street Precinct.

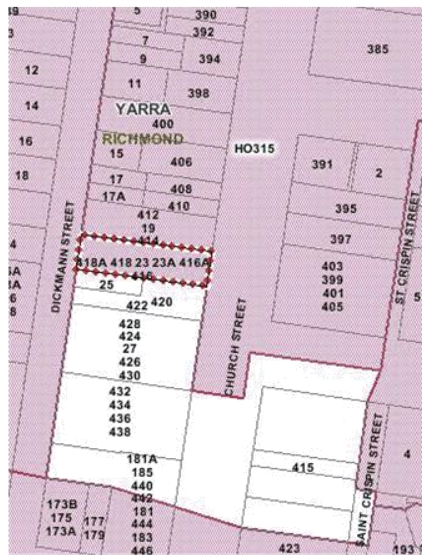


Figure 30: Part of HO315 – 416-418 Church Street highlighted (Planning Maps Online, accessed 22 Aug 2017)

Attachment 2 - Swan Street Built Form Study Heritage Assessments

The land at 416-418 Church Street contains a contemporary two-storey residential/office development as shown in Figure 31. The building is identified in Appendix 8 as being 'not contributory' to the Church Street Precinct. Appendix 8 identifies the rear of 418 Church Street as a former c1900 hall which is 'contributory' to the precinct; however, while the current development appears to have been built utilising a former hall, there is limited evidence from either Church or Dickmann streets of the former hall building and the site can no longer be understood as being a former hall structure (see Figures 31 and 32).



Figure 31: 416-418 Church Street (Google Streetview)



Figure 32: Rear 416-418 Church Street (Google Streetview)

As the building is a 'not contributory' building and is located at the southern edge of Church Street Precinct, it is recommended that 416-418 Church Street, Richmond, be removed from HO315 and that the listings for 416, 418 Church Street and 418 Church Street (rear) be deleted from Appendix 8.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

Swan Street Built Form Study: Further Heritage Assessment & Analysis

2017

7. Heritage Overlay boundary realignment – Corner Hotel

The Corner Hotel at 57 Swan Street is currently contained within the Richmond Hill Precinct (HO332) but the building addresses Swan Street. This property has been analysed in the context of the Statements of Significance and historic functions of both the Richmond Hill and Swan Street precincts to determine whether it should be included within the Swan Street Precinct or remain in the Richmond Hill Precinct.

It is noted that, in summary, the Swan Street Precinct is significant as a turn of the century commercial High Street and that the Richmond Hill Precinct is significant in this area (south residential sub-area) for its early workers cottages and early residential development.

7.1 Background to the Swan Street & Richmond Hill Precincts

The Swan Street and Richmond Hill precincts were originally identified as conservation areas (or precincts) of local heritage significance in the 1985 *Richmond Conservation Study* by J & T O'Connor and Coleman and Wright Architects (see Figure 33).

The boundary for the Swan Street Precinct excluded the Corner Hotel, presumably on the basis that it is a 1960s building within a predominantly Victorian and Edwardian High Street.

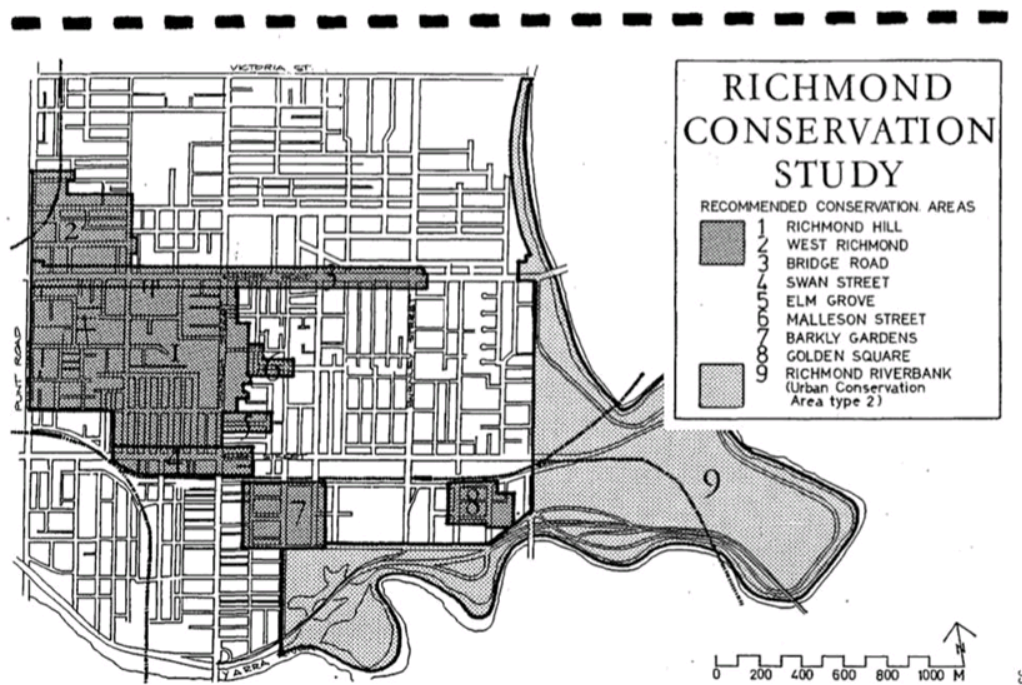


Fig. 3.1 Recommended Conservation Areas.

Figure 33: Recommendations for Conservation Areas in the 1985 *Richmond Conservation Study*.

The heritage precincts were reviewed in the 1998 *City of Yarra Heritage Review* by Allom Lovell and Associates and the Corner Hotel was included in the Richmond Hill Precinct (see Figure 34).

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Figure 34: Recommendation for the Richmond Hill precinct boundaries in the 1998 *City of Yarra Heritage Review*.

7.2 57 Swan Street, Richmond (Corner Hotel)

The Corner Hotel fronts Swan Street, directly to the east of the railway line overpass. The original Corner Hotel was constructed on the site in the early 1870s and was rebuilt to its current extent in the 1960s. The hotel is an atypical heritage place in the context of both the Richmond Hill Precinct, in which it is currently included, and the Swan Street Precinct. The heritage values of the Corner Hotel lie in its historical and social value as an important live music venue. An updated Statement of Significance for the Corner Hotel has been prepared to clearly articulate its heritage significance and this is provided at Appendix F to this report.

Notwithstanding the atypical nature of this heritage place, in both its earlier Victorian form and its current c1960s form, the hotel has directly addressed Swan Street. Since the construction of the rail overpass in c1885, the Hotel has formed the north-western gateway to the Swan Street High Street and is intricately woven into the social and recreational history of Swan Street. It is therefore recommended that:

- The entirety of 57 Swan Street be removed from the Richmond Hill Precinct (HO332) and included within the Swan Street Precinct (HO335).
- Appendix 8 be updated to reflect the above change.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

Swan Street Built Form Study: Further Heritage Assessment & Analysis

2017

- The updated Statement of Significance for the Corner Hotel be included within a 'Statements of Significance for Yarra High Streets' reference document to Clause 22.02 of the Yarra Planning Scheme (see Appendix A).

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27

Attachment 2 - Swan Street Built Form Study Heritage Assessments

**Appendix A – Proposed Reference Document to Clause 22.02 of the
Yarra Planning Scheme**

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Attachment 2 - Swan Street Built Form Study Heritage Assessments

Yarra High Streets: Statements of Significance

October 2017

This reference document contains the Statement of Significance for all Heritage Precincts and Individually Significant Places (where a Statement of Significance has been prepared) within:

- The *Swan Street Built Form Review* Study Area (City of Yarra & Tract 2017).

Attachment 2 - Swan Street Built Form Study Heritage Assessments

INDEX

Precincts

	Precinct HO No.	Precinct Name	Page No.
1.	HO309	Bendigo Street Precinct, Richmond	1
2.	HO315	Church Street Precinct, Richmond	2
3.	HO332	Richmond Hill Precinct	4
4.	HO335	Swan Street Precinct, Richmond	9
5.	HO364	Wellington Street Precinct	11
6.	HO474	Burnley Street Precinct, Richmond	15
7.	HO524	Swan Street West Precinct	16

Individually Significant Places

	Individual HO No. / VHR No.	Name	Address	Page No.
1.	HO245	House	234 Coppin Street, Richmond	18
2.	HO285	Former Central Club Hotel	291 Swan Street, Richmond	18
3.	HO286	Former Burnley Theatre	365 Swan Street, Richmond	18
4.	HO288 VHR H732	Former State Bank	214-216 Swan Street, Richmond	18
5.	HO294	House	15 Wellington Street, Cremorne	18
6.	HO357 VHR H48	Former Richmond South Post Office	90-92 Swan Street, Richmond	19
7.	HO360 VHR H2184	Dimmeys	140-160 Swan Street, Richmond (Cremorne)	19
8.	HO405	The Greyhound Hotel, later Depot Hotel, now Precinct Hotel	60-62 Swan Street, Richmond	19
9.	HO429	-	400-402 Burnley Street, Richmond	20
10.	HO440	Swan Street Drill Hall	309 Swan Street, Richmond	20
11.	HO441	-	319 Swan Street, Richmond	21
12.	HO522	Shop and Residence	273A Swan Street, Richmond	22
13.	HO523	Pair of Shops	323-325 Swan Street, Richmond	22

Attachment 2 - Swan Street Built Form Study Heritage Assessments

Individually Significant Places within a Precinct

	Precinct HO No.	Name	Address	Page No.
1.	HO332	Corner Hotel	57-61 Swan Street, Richmond	24
2.	HO335	Shops and Residences	454-456 Church Street, Cremorne	24
3.	HO335	H. E. McNaughton ironmongery & residence, former	69 Swan Street, Richmond	24
4.	HO335	National Bank of Australasia	105 Swan Street, Richmond	25
5.	HO335	Shop and residence	232-234 Swan Street, Richmond	25
6.	HO335	M. Ball & Co, former	236-240 Swan Street, Richmond	25
7.	HO335	Whitehorse Hotel, former	250-252 Swan Street, Richmond	25
8.	HO474	Shop and Residence	413-415 Swan Street, Richmond	25

Attachment 2 - Swan Street Built Form Study Heritage Assessments

STATEMENTS OF SIGNIFICANCE

PRECINCTS

1. Bendigo Street Precinct, Richmond (HO309)

Source: Graeme Butler & Associates (2007, 2013), *City of Yarra Review of Heritage Overlay Areas*
Updated by GJM Heritage (2017), *Swan Street Built Form Review*

What is significant?

The Bendigo Street Heritage Overlay Area was part of Crown Allotment 16 as sold to J M Chisholm in 1840.17 Plans from 1895 show that, by then, three-quarters of the area was developed with housing, mostly in Park Grove, Kimber, Brooks and Survey Streets. The Wertheim Piano Factory (HO224), later the GTV9 television studios, dominated the area from the Edwardian-era. The factory was once the largest piano factory in Australia, occupying a four acre site, complete with its own power generator and tramline. Designed c1909 by architect Nahum Barnet, the buildings are important heritage elements in the streetscape.

Nearby Richmond Park (now Burnley Park) was the pleasure ground for this area as well as the rest of inner Melbourne and now forms the eastern boundary of the area.

Main development era

The main development era evident in the heritage overlay is that of the Victorian and Edwardian-eras, with a contribution from well preserved inter-war buildings and individually significant places of all eras, such as the former Wertheim Piano Factory.

Contributory elements

The contributory buildings in the Bendigo St Heritage Overlay Area include mainly (but not exclusively) small attached and detached Victorian-era and Edwardian-era one-storey houses, but with some well preserved residential examples from the immediate post First-War era, having typically:

- Consistent building scale and setbacks
- Pitched gabled or hipped roofs, with some façade parapets;
- One storey wall heights;
- Weatherboard, face brick (red, bichrome and polychrome), bluestone, or stucco walls;
- Corrugated iron roof cladding, Marseilles pattern terra-cotta tiles, with some slate roofing;
- Chimneys of either stucco finish (with moulded caps) or of matching face brickwork with corbelled capping courses;
- Post-supported verandah or porch elements facing the street;
- Less than 40% of the street wall face comprised with openings such as windows and doors; and
- Front gardens, originally bordered by typically timber picket front fences or wire fences (inter-war) of around 1m height; also
- Corner shops and residences with large display windows and zero boundary setbacks.

Public infrastructure, expressive of the Victorian and Edwardian-eras such as stone pitched road paving, kerbs and channels, and asphalt paved footpaths

How is it significant?

HO309 Bendigo Street Heritage Overlay Area, Richmond is **aesthetically and historically** significant to the City of Yarra (National Estate Register [NER] Criteria E1, A4)

Why is it significant

The Bendigo Street Heritage Overlay Area is significant for:

- Its substantially intact single-storey Victorian-era housing that varies between modest and

Attachment 2 - Swan Street Built Form Study Heritage Assessments

PRECINCTS

ornate;

- Edwardian house examples, particularly in Swan and Moore Streets, being both typical and highly decorated Edwardian dwelling types, complemented by the significant Edwardian-era former Wertheim Piano Factory;
- The retention of early materials and elements in the public domain, such as street construction, and the retention of many bluestone laneways;
- The demonstration of a typical 19th century suburban area with its attached and detached housing stock and corner shops, that has been subsequently lost in other parts of the inner suburbs; and
- The consistency of building scale and setbacks, creating cohesive and homogeneous streetscapes that are enhanced by mature plane tree avenue plantings.

2. Church Street Precinct, Richmond (HO315)

Source: Graeme Butler & Associates (2012), *City of Yarra Heritage Gaps Review (Review 1)*

What is significant?

Subdivision

The Church Street Heritage Overlay Area includes parts of the first suburban Crown Allotments sold in the City, being Crown Portions 20, 21, 26 and 27, each 25 acres in area. Allotments 21 and 22 were purchased in 1839 by Rev. Joseph Docker (squatter), Allotment 20 by Charles Williams (auctioneer), and Allotment 26 by W H Yaldwyn (squatter, banker).

The Waltham Street and Darlington Parade areas were subdivided in 1853 and further subdivided in the 1880s. Docker had subdivided his two allotments by 1853, with plans for a model village set out on the flat below his townhouse at 370 Church Street. By the turn of the century, most of the Heritage Overlay Area was developed. The topography of the Heritage Overlay Area, the highest point in Richmond, attracted both the churches and the wealthier colonists with the result that the majority of the earliest residences were of a more substantial nature compared with other sections of Richmond.

This area has remained one of the most prestigious parts of Richmond for residential development. As an example, Howard Lawson's Elmhurst Flat block of 1934 aimed to tap into this prestigious residential location, paralleling with his significant Hollywood style Beverley Hills and Stratton Heights Flats, sited across the Yarra River at South Yarra.

Large villas

By 1855, villas with large gardens and orchards had been established in Church Street between Brougham and Elm Streets. Early houses which survive include Doery House (353 Church Street) and Messenger House (333 Church Street, formerly Stonehenge), the latter being built prior to 1843 for Captain John Roach⁴ and remodelled in the Edwardian period.

Major church complexes

Three major church complexes were established in the Heritage Overlay Area in the mid-1800s. St Stephen's Anglican Church (1850-1876) at 360 Church Street was designed by Blackburn and Newson on land donated to the church by the Rev. Joseph Docker and is one of the earliest bluestone churches built in Victoria. The Wesleyans began the construction of a temporary timber chapel (later the schoolhouse) in 1853, bluestone chapel in 1858, and added a schoolhouse (1871) and a parsonage (1876). St Ignatius' Roman Catholic Church (326) was built in stages between 1867 and 1928, to a design by prominent architect William Wardell, with the bluestone Presbytery added in 1872.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

PRECINCTS

Civic buildings

Other non-residential developments in the Heritage Overlay Area included the former Richmond United Friendly Society Dispensary (1884; 294 Church Street), and the Hibernian Hall (1872; 316 Church Street), which was built as a temperance hall. The Richmond RSL was built in 1922, as an expression of the continuing premier civic status of this part of Church Street in the 20th century. The Richmond Library is the most recent civic development in the area.

Commercial development

Commercial development extended north from the major thoroughfares of Swan St and south from Bridge Road in the late Victorian and Edwardian-eras.

Main development era

The main development period evident in the heritage overlay is that of the Victorian and Edwardian-period, with a contribution from some well preserved inter-war buildings and individually significant places of all eras. Large houses, religious and public buildings from this period are the key elements in the heritage overlay.

Contributory elements

The Church Street Heritage Overlay contributory elements include (but not exclusively) large detached Victorian-era and Edwardian-era and small attached Victorian-era, one and two storey houses having typically:

- pitched gabled or hipped roofs, with some façade parapets;
- face brick (red, bichrome and polychrome) or stucco walls;
- corrugated iron, unglazed Marseilles pattern terra-cotta tiles, and slate roofing;
- chimneys of either stucco finish (with moulded caps) or of matching face brickwork with corbelled capping courses;
- typically with post-supported verandah elements facing the street;
- less than 40% of the street wall face comprised with openings such as windows and doors; and
- front gardens, originally bordered typically by timber picket front fences of around 1m height;

Contributory elements also include shops and residences of the Victorian and Edwardian-eras, with:

- display windows and recessed entries;
- zero boundary setbacks;
- mainly one storey scale;
- attached rectilinear plan form, a parapeted roofline; and

Substantial Victorian-era ecclesiastical buildings with:

- free standing rectilinear form
- pitched roofs, some towers and spires positioned to be visible from a distance;
- fenced yards, with potential use of timber or iron pickets and a stone base for the frontage fence;
- two storey and greater wall heights;
- stone, masonry or stuccoed masonry facades, slate or tiled roofs; and
- less than 40% of the street wall face comprised with openings such as windows and doors.

Contributory elements also include:

- Public infrastructure, expressive of the Victorian and Edwardian-eras such as stone pitched road paving, kerbs and channels, and asphalt paved footpaths - mainly in side streets; and
- Many significant buildings within the Heritage Overlay Area have their own heritage overlay (HO241, HO242, and the St Ignatius complex) but nevertheless are contributory to the Church St Heritage Overlay Area.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

PRECINCTS

How is it significant?

HO315 Church Street Heritage Overlay Area, Richmond is aesthetically and historically significant to the City of Yarra (National Estate Register [NER] Criteria E1, A4).

Why is it significant?

The Church Street Heritage Overlay Area is significant:

- As one of the first parts of Richmond to be subdivided and developed, as expressed by early buildings like Messenger House 333 Church Street, from the 1840s;
- As the chosen site for a high number of individually significant 19th and early 20th century buildings set in grounds and including early ecclesiastical and civic buildings, and some Melbourne landmarks, as well as substantial residential buildings that were attracted to the area by its elevated topography, high amenity and proximity to churches;
- As the site of key civic or institutional buildings in Richmond from the 19th century through to the 1920s (i.e. The Richmond RSL Hall); and
- For its significant architecture such as the William Wardell designed St. Ignatius Roman Catholic Church as a well known and prominent landmark across the metropolitan area.

The heritage character of the precinct is also supported by the commercial development extending up Church St from the Swan St and Bridge Road shopping areas with shops dating from the late 19th and early 20th centuries, as part of the cultural context of Victorian and Edwardian-era life on the hill.

3. Richmond Hill Precinct (HO332)

Source: Graeme Butler & Associates (2007, 2013), *City of Yarra Review of Heritage Overlay Areas* [see Study for footnote references]

ALL SUB-PRECINCTS

What is significant?

Subdivision types

The land which now comprises the Richmond Hill Area was purchased from the Crown in 1839 and consisted of six portions each of 25 acres in the parish of Jika Jika (CPs 21-26). The purchasers were Dr. Farquhar McCrae (CP24, surgeon), Rev. Joseph Docker (CP21-22, squatter), W H Yaldwyn (CP26, squatter, banker), Henry Gordon Brock (CP25), and John McNall (CP23, Melbourne's first butcher)⁹⁶.

From 1840 onwards, Dr. McCrae sold parts of his allotment (at the north west corner of the heritage overlay) to prominent Melbourne figures, including Alexander McCrae, Alfred Woolley, Charles Williams, George Arden, and Thomas Strode (proprietors of the *Port Phillip Gazette*).⁹⁷ He also subdivided off 36 half acre blocks, creating Rowena Parade, Sherwood and Rotherwood Streets. Further subdivisions took place in the 1870s and 1880s.

Yaldwyn sold his allotment (at the north-east corner of the heritage overlay) to William Meek in 1840 and, by 1853, the Waltham Street and Darlington Parade areas were subdivided, and further subdivided in the 1880s. The Vaucluse area was laid out in the 1860s and a private street was created to link Rowena Parade and Church Street, for the use of abutting landholders only. The Vaucluse, thought to be the only Victorian-era private street in the inner suburbs, has its eastern entry at St Ignatius Church. Large houses were erected on this section, including Richmond Hill for James Henty (Waltham Street, 1851) and a two-storey Italianate house for distinguished architect, James Blackburn Jr.

Docker had subdivided his two allotments by 1853 (at the south-east corner of the heritage overlay),

Attachment 2 - Swan Street Built Form Study Heritage Assessments

PRECINCTS

creating a model village (Village of Clifton) set out as 365 lots on a grid plan designed by Charles Laing. Its regular layout was unlike the other haphazardly planned private subdivisions in the area. The village was bordered by Wangaratta St (inclusive) on the west, the Richmond Terrace service lane on the north, the Church St on the east and Swan Street on the south⁹⁸. By 1857 Docker still owned many of the houses built on these allotments. His own townhouse was at 370 Church Street. By the 1880s, this area was almost fully developed. (See South Residential Sub-precinct)

Brock's allotment (at the north-centre of the heritage overlay) was purchased by overlander John Gardiner⁹⁹ who erected a villa on it when he retired from his grazing activities to take up the position of managing director of the Port Phillip Bank in 1840.¹⁰⁰ By 1853, Lennox Street, Rowena Parade and Goodwood Street had been laid out. Further subdivisions occurred in the 1870s and 1880s.

The allotment purchased by McNall (at the south-west corner of the heritage overlay) had undergone minor subdivision by 1853. McNall erected his house there, and his widow continued to live there following his death in the 1850s.¹⁰¹ In 1859, the railway was established, and Richmond Station was constructed at the south-west corner of the allotment. The land had undergone major subdivision by the 1870s and 1880s.

Major industry development

In the early 20th century the expansion of manufacturing across the nation was reflected in new industrial centres that were developed close to rail and road transport, as distinct from the Victorian-era industrial development that had occupied coastal sites or river and creek banks. Near to the transport hub of Richmond Railway Station and busy Punt Road, grew a distinctive group of factories and warehouses, mainly associated with the growth of the clothing manufacturing industry in the City and dating substantially from the early decades of the 20th century. This area had previously been residential.¹⁰²

The Australian Knitting Mills Ltd. (41-43 Stewart St, knitted goods manufacturers) complex was at the centre of the Stewart-Tanner Streets industrial area development area. It was developed from 1912 when the supply for World War One uniforms was an impetus for its expansion and had another major building addition in 1922-5.¹⁰³ The company created the 'Golden Fleece' and 'Kookaburra' brands.

Inter-war residential estates

Set away from this concentrated industrial strip, but related historically to it, was the Pelaco factory (1922-1928), located on a hill on the former site of a Victorian-era mansion.

Houses in Fordham Court and the associated part of Goodwood Street were built speculatively in 1939 for Mrs B.E. Fordham of Yarradale Rd., Toorak, on land sold by Pelaco.¹⁰⁴ These houses provide a distinctive enclave within the surrounding Victorian and Edwardian-era development.

A. RICHMOND HILL HERITAGE OVERLAY AREA (WEST SUB-AREA)

Main development era

The main development period evident in the Richmond Hill west sub-area of the Heritage Overlay Area is that of the Victorian era with a substantial contribution from the Edwardian-period. There is also a contribution from some well preserved inter-war buildings and individually significant places of all eras.

Contributory elements

The Heritage Overlay Area contributory elements include (but not exclusively) mainly small, detached and some attached Victorian-era and Edwardian-era houses having typically:

- Pitched gabled or hipped roofs, with some façade parapets,
- One storey wall heights but with some two storey house rows,

Attachment 2 - Swan Street Built Form Study Heritage Assessments

PRECINCTS

- Face brick (red, dichrome and polychrome), weatherboard, or stucco walls;
- Corrugated iron roof and slate cladding, some unglazed Marseilles pattern terra-cotta tiles;
- Chimneys of either stucco finish (with moulded caps) or of matching face brickwork with corbelled capping courses;
- Post-supported verandah elements facing the street, set out on two levels as required with cast-iron detailing for Victorian-era houses and typically timber for Edwardian-era;
- Less than 40% of the street wall face comprised with openings such as windows and doors; and
- Small front gardens, originally bordered by typically timber picket front fences of around 1m height.

Contributory elements also include:

- Corner shops and residences with display windows and zero boundary setbacks.
- Well preserved buildings including typically one storey buildings from the pre Second War era.
- Public infrastructure, expressive of the Victorian and Edwardian-eras such as bluestone pitched road paving, crossings, stone kerbs, channels, and asphalt paved footpaths.

B. RICHMOND HILL HERITAGE OVERLAY AREA (NORTH SUB-AREA)

Main development era

The main development period of the Richmond Hill north sub-area of the Heritage Overlay Area is that of the Victorian-era with a substantial contribution from the Edwardian-period. There is also a contribution from some well preserved inter-war buildings and individually significant places of all eras.

Contributory elements

The Heritage Overlay Area contributory elements include (but not exclusively) mainly detached and some attached Victorian-era and Edwardian-era mainly one and two -storey houses having typically:

- Pitched gabled or hipped roofs, with some façade parapets,
- One and two storey wall heights but with some two storey house rows,
- Face brick (red, dichrome and polychrome), or stucco walls;
- Corrugated iron roof and slate cladding, some Marseilles pattern terra-cotta tiles;
- Chimneys of either stucco finish (with moulded caps) or of matching face brickwork with corbelled capping courses;
- Post-supported verandah elements facing the street, set out on two levels as required with cast-iron detailing for Victorian-era houses;
- Less than 40% of the street wall face comprised with openings such as windows and doors; and
- Front gardens, originally bordered by typically timber or iron picket front fences of around 1m height.

Contributory elements also include:

- Corner shops and residences with display windows and zero boundary setbacks.
- Well preserved buildings including typically one storey buildings from the pre Second War era.
- Public infrastructure, expressive of the Victorian and Edwardian-eras such as bluestone pitched road paving, crossings, stone kerbs, channels, and asphalt paved footpaths.

C. RICHMOND HILL HERITAGE OVERLAY AREA (PELACO, FORDHAM COURT/PART GOODWOOD STREET SUB-AREA)

Main development era

The main development period of the Richmond Hill Fordham Court/Goodwood Street sub-area of the Heritage Overlay Area is that of the Inter-war era.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

PRECINCTS

Contributory elements

Contributory buildings in the Fordham Court/Goodwood Street sub-area are typically:

- Residential;
- Single storey;
- Constructed in brick and rendered masonry;
- Of a hipped and gabled tiled roof form, some with a single hipped or gabled roof form over the two dwellings to appear as single larger houses;
- Semi detached duplexes;
- Set in relatively deep garden setbacks; and
- Fenced originally with front fences of low (500-700mm panel height) brick and rendered masonry pier and panel walls.

And

- Public infrastructure, part expressive of the Victorian and Edwardian-eras such as asphalt paved footpaths but most of the kerb and channel is concrete, as typical of the inter-war period.
- Former Pelaco factory (c1922) as an icon in the area, but unrelated in scale and form to the inter-war housing nearby.

D. RICHMOND HILL HERITAGE OVERLAY AREA (SOUTH SUB-AREA)

Main development era

The main development period evident in south sub-area of the Richmond Hill Heritage Overlay Area is that of the Victorian-era. There is also a contribution from the Edwardian-era and some well preserved inter-war buildings and individually significant places of all eras.

Contributory elements

The Heritage Overlay Area contributory elements include (but not exclusively) mainly detached and some attached Victorian-era (some early Victorian-era), one-storey houses having typically:

- Steeply pitched gabled or hipped roofs;
- One storey wall heights;
- Weatherboard (square or bead edge), face brick (dichrome), stone, or stucco walls;
- Corrugated iron roof and slate cladding;
- Chimneys of either stucco finish (with moulded caps) or of matching face brickwork with corbelled capping courses;
- Simple post-supported timber verandah elements facing the street;
- Less than 40% of the street wall face comprised with openings such as windows and doors; and
- Front gardens, sometimes minimal, originally bordered by typically timber picket front fences of around 1m height.

Contributory elements also include:

- Corner shops and residences with display windows and zero boundary setbacks;
- Well preserved buildings, including typically one storey buildings from the pre Second War era.
- A regular subdivision plan with alternating wide principal streets and narrow service streets; and
- Public infrastructure, expressive of the Victorian and Edwardian-eras such as bluestone pitched road paving, crossings, stone kerbs, channels, and asphalt paved footpaths.

E. RICHMOND HILL HERITAGE OVERLAY AREA (SOUTH INDUSTRIAL SUB-AREA)

Main development era

Main development period in the Richmond Hill south industrial sub-area of the Heritage Overlay Area is

Attachment 2 - Swan Street Built Form Study Heritage Assessments

PRECINCTS

of the Edwardian-era and inter-war period.

Contributory elements

Contributory elements include (but not exclusively) industrial buildings from the early decades of the 20th century with typically:

- Wall heights ranging from 1-5 levels;
- Façade parapets, sometimes with proprietary logos, with pitched roofs behind;
- Limited or no setback from street frontages; and
- Walls of face red brick (some over-painted) with rendered bands.

Contributory elements also include:

- Public infrastructure, part expressive of the Victorian and Edwardian-eras such as some bluestone pitching and asphalt paved footpaths.

How is it significant?

HO332 Richmond Hill Heritage Overlay Area as a whole is aesthetically and historically significant to the City of Yarra (National Estate Register [NER] Criteria E1, A4)

Why is it significant

A. The Richmond Hill Heritage Overlay Area (west sub-area)

The Richmond Hill Heritage Overlay Area (west sub-area) is significant:

- As an illustration of a typical early private subdivision and development in the City, shown by the irregular street patterns, widely varying allotment sizes, and unusual house siting (onto lanes);
- As one of the earliest private development areas in the City for worker housing, dating from the 1840s, as expressed today by the many early small cottages linked historically to developers who resided in the more salubrious elevated parts of this area;

B. The Richmond Hill Heritage Overlay Area (north sub-area)

The Richmond Hill Heritage Overlay Area (north) is significant:

- For the well preserved, well-situated and sometimes large Victorian and Edwardian period houses and for the contribution of well preserved buildings from the inter-war period and individually significant buildings from all periods;
- As one of the early private housing development areas for the wealthy, evolving from the 1840s, and associated with some of Melbourne's most prominent early settlers as seen in their gracious residences, elevated siting and proximity to religious centres of most denominations;
- As particularly indicative (like the west sub-area) of Victorian-era private subdivision with irregular street patterns and lot sizes, and one private road; and
- For the views, from both inside and outside the area, to The Vaucluse Convent, the church spires and towers of St Ignatius and the utilitarian four storey red brick Pelaco factory, with its early neon sign above.

C. The Richmond Hill Heritage Overlay Area (former Pelaco factory, Fordham Court/Goodwood Street sub-area)

The Richmond Hill Heritage Overlay Area (Pelaco, Fordham Court/Goodwood Street sub-area) is significant:

- For the well preserved and visually cohesive groups of inter-war and early post WW2

Attachment 2 - Swan Street Built Form Study Heritage Assessments

PRECINCTS

residential development

- For the historical and visual links of this inter-war development with the adjacent inter-war landmark Pelaco Factory;
- For the contribution of the iconic Pelaco factory complex and illuminated sign, that is well-preserved externally, large in scale and set prominently on the hill as, historically, a symbol of Richmond's special role in the development of key manufacturing centres in the first half of the 20th century.

D. The Richmond Hill Heritage Overlay Area (south residential sub-area)

The Richmond Hill Heritage Overlay Area (south) is significant:

- As one of the earliest private development areas in the City for worker housing, dating initially from the 1840s but extending in the gold-era of the 1850s, as early small cottages set on small allotments;
- For the historical links of the street layout and subsequent housing development with the Docker family and the estate's designer, the noted architect and surveyor, Charles Laing;
- As an illustration of a rare type of model private subdivision and development in the Melbourne area in the form of a planned 'village', as shown by the regular street patterns, similar allotment sizes, and the originally residential land use.

E. The Richmond Hill Heritage Overlay Area (south industrial sub-area)

The Richmond Hill Heritage Overlay Area (south industrial sub-area) is significant:

- As a distinctive and visually related group of externally well-preserved factories and warehouses, associated with the growth of the clothing manufacturing industry in the City, dating from the early decades of the 20th century and symbolic of Richmond's special role in the development of key manufacturing centres in the first half of the 20th century.
- For the precinct's strategic location, next to major transport links (railway, Punt Road) and the resultant distinctive angled siting of key buildings to face the railway.

4. Swan Street Precinct, Richmond (HO335)

Source: GJM Heritage (2017), *Swan Street Built Form Study: Heritage Assessments & Analysis*

What is significant?

Swan Street, Richmond from Botherambo Street to Brighton Street (nos. 63-221 & 90-272), Church Street, south of Swan Street to the railway line (nos. 421-425 & 454-468), Byron Street (nos. 2-8 & 140-160) and Kipling Street (nos. 1, 2, 2A, 3, 5 & 7).

History

Swan Street was designated as a road reserve in Hoddle's Crown survey of 1837. Allotments on the north side of Swan Street were sold from 1839 and the south side from 1846. By 1857 a number of commercial businesses had been established in Swan Street, particularly at the west end, and traders included butchers, drapers, fruiterers, tailors, shoemakers, hairdressers and hoteliers. Amongst the early hotels was the Swan Inn after which the street was named, and the predecessor of the present three-storey Swan Hotel (1889) at the corner of Church Street.

Swan Street ran from Punt Road to the Survey Paddock (now Burnley Park) before extension to the Yarra River sometime between 1874 and 1888. In 1859 a railway line from Princes Bridge to Punt Road provided access to Swan Street and this was extended to Church Street (East Richmond Station) and

Attachment 2 - Swan Street Built Form Study Heritage Assessments

PRECINCTS

beyond to the present Burnley Park the following year. Running south of, and parallel to, Swan Street, this railway line provided transport to and from the city. In 1916 an electric tram service provided additional transport along Swan Street, encouraging further development along the length of Swan Street.

The commercial western end of Swan Street experienced a development boom in the 1880s and much of the present commercial building stock, particularly between the railway line (which was raised above Swan Street in 1887) and the Church Street intersection, was constructed at this time. This included a number of predominantly two-storey shops with residences above, including the extensive Perrins Building, 128-38 Swan Street (1884), shops opposite at 95-97 Swan Street (1885) and a highly decorative group of buildings at 224-234 Swan Street.

Swan Street was sealed in 1901 and construction of commercial buildings continued on allotments at the western end of Swan Street. Substantial and distinctive commercial and public buildings, such as the Maples Piano Showroom and the Richmond South Post Office in 1905, and Dimmeys and the former State Savings Bank of Victoria in 1907 added an Edwardian presence to the existing Victorian character of the precinct. A highly prominent clock tower with ball, added to the Dimmeys store in the 1910s, became a landmark feature in Swan Street.

Swan Street's long history as a commercial centre has also seen it play a central role in the social life of Richmond. For over 150 years, the street has provided the community with social and recreational opportunities, with the long-term commercial success of the street being predicated upon its attractiveness as a social space. It is this rich social legacy that binds the various phases of the street's development together, and which continues today to attract new residents and visitors.

Description

The main development period of the Swan Street Precinct is from the 1880s to 1920 and the streetscape dates largely from this period. A small number of buildings from both earlier and later periods make a contribution to the precinct. A number of individually significant buildings are contained within the precinct, dating predominantly from the 1880s-1920 period.

Buildings are predominantly attached Victorian and Edwardian shops and residences. They are predominantly two-storey with some three/four and single-storey shops interspersed.

Elements that contribute to the significance of the place include (but are not limited to):

- A variety of simple and highly decorative façade parapets, with pitched roofs behind
- No front or side setbacks
- Face red brick (including polychrome) or rendered walls
- Rendered window frames, sills and hoods to upper stories
- Rendered ornament and incised decoration to upper stories
- Brickwork with corbelled capping courses
- Original post-supported street verandahs
- Strong horizontal lines formed by parapets, cornices, string courses
- Repetitive upper floor fenestration patterns
- Consistent two-storey scale with some one and three-storey buildings
- Shop fronts with display windows, timber or tiled plinths, and entry recesses
- Some red brick storage or stable buildings at the rear or side lane frontage
- Corner buildings with secondary façades to side streets or lanes
- Splayed corners to buildings at intersections
- Corrugated iron and slate roof cladding

Attachment 2 - Swan Street Built Form Study Heritage Assessments

PRECINCTS

- Bluestone pitched road paving, crossings, stone kerbs and channels and asphalt paved footpaths.

How is it significant?

Swan Street, Richmond is of local historical, architectural and aesthetic significance to the City of Yarra.

Why is it significant?

The Swan Street Precinct is a major 'High Street' in the City of Yarra and has functioned continuously as one of Richmond's two key commercial centres since the 1840s. It retains a substantial collection of intact commercial buildings, predominantly from the Victorian and Edwardian periods, including shops and associated residences, hotels and other commercial and civic buildings. Together these buildings demonstrate the development of this major 'High Street', particularly from the 1880s to c1920 when substantial growth in the street occurred, and are illustrative of the enduring role the street has played in the economic and social life of Richmond since the establishment of the suburb [Criterion A].

The highly intact streetscape of the Swan Street Precinct clearly demonstrates the principal characteristics of a major turn of the century 'High Street' in the City of Yarra. Typical characteristics, including predominantly two-storey Victorian and Edwardian wall heights, parapeted rendered or red brick facades with repetitive upper floor fenestration, and ground floor shopfronts, are displayed in the original forms, fabric and detailing of many of the buildings. The streetscapes on the south side of Swan Street between the former Richmond Post Office and Church street, on the north side of Swan Street between Carroll and Dando Streets, and the west side of Church Street between Swan Street and the railway line are particularly intact and consistent in their architectural form and expression [Criterion D].

The Swan Street Precinct contains a number of landmark and individually significant buildings which are well-considered and carefully detailed examples of commercial and civic buildings. These include, among others, the former State Savings Bank of Victoria (216 Swan Street); the former Richmond South Post Office (90-92 Swan Street); large retail stores such as Maples Pianos (122-126 Swan Street); Dimmeys (140-48 Swan Street); and M Ball & Co (236-240 Swan Street), as well as hotels such as the Swan Hotel (425 Church Street). The clock tower and ball of the Dimmeys building is of particular prominence and is a local landmark. Variations in façade detailing throughout the precinct, including parapet ornamentation, balustrading and pediments, incised and applied decoration and polychromatic brickwork, make an aesthetic contribution to the overall character of the precinct [Criterion E].

5. Wellington Street Precinct (HO364)

Source: Graeme Butler & Associates (2012), *City of Yarra Heritage Gaps Review (Review 1)*

What is significant?

Historical background

In 1839, two years after the first land sales in the township reserve of Melbourne, Crown allotments were auctioned in Richmond, Fitzroy and Collingwood. These allotments were mainly intended for development as farmlets. However many of the purchases in Richmond were speculative for, very soon, allotments were subdivided and advertised for sale in the "Port Phillip Patriot". The first was William Wilton's Crown allotment 46 which was to be sold in one or more acre lots. In 1840, at a subdivision sale of Dr. Farquhar McCrae's allotment 24, the auctioneer described Richmond as "...the abode of aristocracy, wealthy and retired opulence..." and 36 half-acre blocks were sold.

This was the boom period leading up to the recession of the early 1840s. As a sign of the times, subdivisions on the Richmond flats were advertised in 1842 as "...well deserving public attention among

Attachment 2 - Swan Street Built Form Study Heritage Assessments

PRECINCTS

the working class", in contrast to earlier advertising of the higher parts of Richmond as for gentlemen only.

By the mid 1840s the depression had ended and resumption of the Immigration Act resulted in a new influx of workers. The sale of Crown allotments recommenced in Richmond in 1845 and by 1851 a further fifteen Crown Portions were sold. Reserves were also created for police purposes (Crown allotments 13-15), and for churches, recreation, produce market, schools and a mechanics' institute (Crown allotment 35). Thirty-one quarry sites were set aside on Crown allotments 9 to 15 where they abutted the river. The only other clay pits shown are at the locality of Yarraberg which David Mitchell operated in Crown Portion 42, off Burnley St.

Richmond's population in 1846 was 4029. At this time, Fitzroy and Collingwood were also being rapidly subdivided, St. Kilda and Port Melbourne were fashionable picnic spots and Williamstown a busy port. The village at Brighton was the leading pleasure resort, and Heidelberg a prosperous farming community. East Melbourne was little built upon until after 1848 when Bishop Perry chose a site there for the Anglican Bishop's Palace. This gave an impetus to building and the Richmond area went ahead as a select and convenient one in which to live. In 1852 North Melbourne, St. Kilda, South Melbourne, Port Melbourne, Essendon, Remington, Carlton and Hawthorn were laid out. Melbourne's population had trebled by 1853 with people returning from the goldfields, while in Richmond major residential subdivisions had occurred in the north and west. Within the next four years, men who established their suburban villas on the Richmond hills included senior Government officials, Alexander McCrae and William Hull; newspaper proprietors Thomas Strode, George Cavanaugh and George Arden; merchants Patrick Welsh, David Stodart Campbell and Alfred Woolley; and the bankers William Highett and John Gardiner. Their "...comfortable, if not architecturally stylish villas began to dot the place".

Richmond was created a separate municipality in 1855. The survey maps of Magee and Kearney show that at this time many of the existing major streets had been laid out but that almost all buildings, with the exception of those in the Yarraberg area to the northeast, were concentrated in the western half of Richmond, near to Melbourne town and the railway route: large suburban villas and gardens on the hill, and cottages on small blocks in the north and south, often in areas of relatively intense development isolated to individual streets. The factors influencing the location of the earliest development appear to have been a preference for high ground and a position on government roads, especially at cross roads.

Richmond's population in 1857 was 9,029 with 2,161 houses and five architects. The electors' roll for 1856-7 indicates an established retail and service trade in Swan Street and Bridge Road - butchers, drapers, shoemakers, hotels, fruiterers, tailors, hairdressers, grocers and blacksmiths.

With separation from Melbourne in 1855, Richmond, along with Collingwood, became exempt from the 'Melbourne Building Act' of 1849 which controlled building and subdivision standards. Developers were free to plan streets, reduce frontages and build what they liked. Closer development of Richmond was also encouraged by the railway which was extended to Brighton from Melbourne by 1859, and by horse drawn omnibuses which connected Richmond with Melbourne along Bridge Road.

Melbourne's population in 1861 was 37,000 (including Carlton and East Melbourne); Richmond, Collingwood and Fitzroy each had about 12,000, Prahran 10,000, South Melbourne 9,000, North Melbourne 7,000 and St. Kilda 6,000. Development was apparent along Punt Road c.1860, with little development in south-east Richmond was in 1869. Unemployment was a major issue during the 1860s and in 1862 the Richmond Council sought the repeal of the 'Yarra Pollution Prevention Act' of 1855 (which forbade fellmongeries, starch and glue factories, and boiling down works discharging waste into the Yarra River upstream from Melbourne) so that the river frontages could be opened to manufacturing. By 1865 a quarry, stone crushing mill, fellmongery and abattoir had been established

Attachment 2 - Swan Street Built Form Study Heritage Assessments

PRECINCTS

on the river flats in Burnley, and by the 1870's a panoramic view of Richmond carried the caption 'Industry in Arcady'.

As with Melbourne and its other suburbs, the most active period of development in Richmond was in the 1870s and 1880s. The eastern half of the town was partly subdivided by 1874 and by 1888 most subdivision patterns were complete, the major exception being Cole's paddock on Victoria Street. Richmond was proclaimed a town in 1872 and a city in 1882. Its population in 1880 was 23,395 and in 1890 it was 38,797. The residential development trend was a marked increase from the 1850s, steeply rising until c1881 and then a plateau into the 1890s Great Depression. The rate books list 52 industrial establishments in 1880.

Houses constructed between Federation and World War One make up a substantial proportion of Richmond's building stock particularly in the eastern half of the city. Cole's paddock was subdivided by this time.

Encouraged by high tariff protection, new factories and stores were also being established, most notably Bryant & May, Wertheim's piano factory, Dimmey's Model Store, Ruwolt, Rosella, Moore Paragon and Mayall's tannery. By 1919 there were nine tanneries.

This industrial expansion continued after World War One when small gaps in the urban development were filled by inter-war housing estate and Wren's race course was changed to public housing. The Second War was the end of the first wave of urban development in Richmond and hence forms a perceptible period in the historic environment that is the basis for proposed heritage precincts in Richmond, Cremorne and Burnley.

Specific history

This area is part of the 17 acre Crown Portion (CP) 1 sold to Messrs William Burnley, David Lyons and Matthew Cantler in 1849: land sales started immediately in the south-west corner with subdivided lots going to Burnley, Thomas King and Mitchell, Black & Follett. Inspired by the major population increase caused by gold finds in the Colony, William Burnley began to sell more house lots further north in 1852 from an estate plan that included the formation of today's Rout and Blanche Streets running east-west, joined by Wellington Street running north-south. Lots of 32-35 feet width faced onto Wellington Street and backed onto CP2 on the east or the 15 feet wide Huckerby Street, on the west, that Burnley had created to serve the lots facing Punt Road.

The 1853 plan shows Jessie and Cremorne Streets in place within Crown Portions 1&2 and the 1855 plan has buildings distributed across the north part of the Crown Portions, along Wellington (as far as Blanche) and Cremorne Streets, while to the south they front only Cremorne Street. The 1874 plan shows the north part of Wellington, Huckerby, Blanche and Jessie Streets in this precinct. King, Mitchell, Black and Follett's block, created from the south part of Crown Portion 1 in 1849, was to eventually contain the residential subdivision of Melrose and Kelso Streets in 1884 (Lodged Plan 605) with lots of 33-45 feet frontages. This estate is shown on the Tuxen 1888 plan, along with added streets such as Rout, but still there was no continuity for Wellington Street which stopped at Blanche St. The MMBW Plan 911 of 1896 showed the extension of Wellington Street southwards, past Blanche Street, but named as Melrose Street.

Description

The Wellington Street, Cremorne Heritage Precinct is a largely Victorian-era residential area centred on Wellington Street and extends north from the riverside industrial precinct south of Gough Street to the commercial strip of Swan Street West on the north. The arbitrary crank in the line of Wellington Street shows the two development phases (early and late Victorian-era) and exemplifies the piecemeal nature

Attachment 2 - Swan Street Built Form Study Heritage Assessments

PRECINCTS

of private development, generally, in the Richmond area.

The haphazard street alignments generate unexpected house groups and vistas. There is the long weatherboard cottage row in Gough Place that now faces out across a large development site towards Punt Road: its unbroken roofline is another testimony of how Richmond, as well as being planned on a free-market basis, was also outside of the building laws that initially applied to the other inner suburbs of Melbourne (Melbourne Building Act). The construction of small, weatherboard and brick cottages in the narrow confines of the early Huckerby and Jessie Streets is another illustration of this evasion of standard building codes. The Richmond Conservation Study (1985) notes of Cremorne Cottage, at 50 Jessie Street: '...Similar size building shown in similar location on Lands Dept 1855 Map of Richmond...' Other early houses such as 375-377 Punt Road can also be traced back in plan form to the 1855 survey map, adjoining the Rout Street entry to the precinct. A small Wellington Street house row (66-68) had rare and early brick-nogged wall construction as an indication of early construction techniques in this precinct. This method of wall construction involves brickwork placed between timber frame members and overlaid with weatherboard providing for an uncommon and environmentally sound building method. The Australian Architecture Index cites two other brick nogged houses nearby in Cremorne St auctioned in 1879.

The precinct has a number of individually significant Victorian-era buildings and building rows within its boundaries.

Key buildings

Key buildings include late Victorian-era houses like the row-house pair at 397- 395 Punt Road, described in the 1990s as:

'... A double-storey, rendered, Boom terrace pair, set back with a parapet. The centrepiece is (set) between abstracted Doric pilasters, supported by scrolls. Cornice and frieze-mould has vermiculated corbels; also to verandah, these on scrollbrackets. The skillion verandah, between wing-walls, has cast-iron lace valence and Composite posts, with first-storey balustrade in an unusual pattern of panels between balusters. Ground-window is tripartite with Tuscan fluted mullions. Doors have fan and sidelights. Chimneys have corbelled brick-bands' as an illustration of the range of ornament that was used in the late 19th century... '

More typical, late Victorian-era masonry row houses line Wellington Street. Balino Cottage at 44 Wellington St, is an exception:

'A characteristic double-fronted, symmetrical, rendered, Boom cottage, on the street line, with rich decoration. There is a balustraded parapet between piers, surmounted by balloons. The centrepiece has a scallop-shell in a round arch, with acroterion. Piers are supported by small scroll-brackets. A frieze and cornice-mould is supported by brackets, between festoons. The parapet and verandah wing-wall corbels are vermiculated, the latter on scroll-brackets. The brickwork beneath the verandah was exposed, decorated with diamond ceramic tiles. The tripartite window has barleysugar Tuscan mullions and bluestone cill and fanlight over door. The verandah is convex, with cast-iron posts, lace-valence and brackets. There are encaustic geometric tiles. The chimney has deep rendered Classical mould'...

Edwardian-era development is seen in houses facing Kelso Street (5, 9) as well as the former grocer's shop at 12 Kelso Street (Peter Byrne's shop in 1904 and Marcus Steel's in 1920), providing the sense of a self contained domain where provisions were available to householders within walking distance. Intermixed with these are the numerous Victorian-era houses, mainly weatherboard clad, with corrugated iron clad hipped roofs (but with some parapeted forms such as 17 Kelso Street) and little in the way of front gardens. Cremorne Court Flats in Punt Road and the Old English style house Teragram in Wellington Street, represent the well-preserved inter-war buildings that make up a minority of sites

Attachment 2 - Swan Street Built Form Study Heritage Assessments

PRECINCTS

in the precinct.

Main development period

The main development period evident in the heritage overlay is that of the Victorian and Edwardian-eras, with a contribution from well preserved interwar buildings and individually significant places of all eras.

Contributory elements

Contributory elements include mainly (but not exclusively) Victorian-era and Edwardian-era houses, with some well preserved residential examples from the immediate post First-War era, having typically:

- pitched gabled or hipped roofs;
- one storey wall heights;
- weatherboard, face brick, or stucco wall cladding; corrugated iron, with some slate roofing;
- chimneys of either stucco finish (with moulded caps) or of matching face brickwork with capping courses;
- post-supported verandah elements facing the street;
- less than 40% of the street wall face comprised with openings such as
- windows and doors; and
- front gardens, bordered by low front fences, typically of timber picket for the Victorian and Edwardian-eras.

Contributory elements also include public infrastructure, expressive of the Victorian and Edwardian-eras such as stone pitched road paving, kerbs and channels, and asphalt paved footpaths.

How is it significant?

The Wellington Street, Cremorne, Heritage Precinct is aesthetically and historically significant (National Estate Register Criteria E1, A4) to the locality of Cremorne and the City of Yarra.

Why is it significant?

Wellington Street, Cremorne, Heritage Precinct is significant:

- As a well defined area of Victorian and Edwardian-era houses that matches the major growth periods in Richmond's and the City's housing history, complementing the existing adjoining Cremorne Heritage Overlay Area and individual heritage overlays within its boundaries;
- For some distinctive house groups such as in Gough Place, well preserved inter-war examples such as Cremorne Court Flats, and significant individual house examples; and
- For its role as one of the first development plans launched in Richmond, with some houses reflecting the 1850s estates.

6. Burnley Street Precinct, Richmond (HO474)

Source: Context Pty Ltd (2014), *Heritage Gap Study, Review of Central Richmond*.

What is significant?

The Burnley Street Precinct, comprising 345-389 & 370-404 Burnley Street and 395-419 Swan Street, Richmond is significant. The following buildings and features contribute to the significance of the precinct:

- The buildings constructed from c.1880 to c.1940, 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 stucco with decorative parapets, some original timber or metal-framed

Attachment 2 - Swan Street Built Form Study Heritage Assessments

PRECINCTS

shopfronts with timber or tiled stallboards and recessed entries), and siting (no front and side setbacks).

- The landmark qualities of the former Bank of Australasia.
- The nineteenth century subdivision pattern comprising regular allotments served by rear bluestone laneways.

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

- Former Bank of Australasia, 377 Burnley Street,
- Former shop and residence, 380 Burnley Street,
- Shops and residences, 400-402 Burnley Street, and
- Shops and residences, 413-15 Burnley Street.

Non-original alterations and additions to the Contributory buildings shown on the precinct map, and the buildings at 381 & 382 Burnley Street, and 411 Swan Street are Not Contributory.

How is it significant?

The Burnley Street Precinct is of local historic and architectural 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 Richmond in the late nineteenth and early twentieth centuries. The terrace row at nos. 345-67 Burnley Street provides evidence of the first significant phase of residential development that created the need for the centre in the late nineteenth century. (Criterion A)

The location, close to a railway station, and around a major intersection and the mix of single and double storey commercial premises, some with original shopfronts, the corner hotel and former bank are all characteristic of these local centres. The mix of residential and commercial premises is also typical with places such as nos. 373 and 375 Burnley Street that combine a Victorian house with an Edwardian shopfront demonstrating the evolution of the precinct from residential to commercial. (Criterion D)

The precinct contains late Victorian, Federation, and Inter-war shops and one hotel with consistent and characteristic parapeted form, siting and detailing, including some original shopfronts, which contrast with the Victorian residential terrace row. The former Bank of Australasia is notable as a landmark within the precinct. (Criterion E)

7. Swan Street West Precinct (HO524)

Source: GJM Heritage (2017), *Swan Street Built Form Study: Heritage Assessments & Analysis*

What is significant?

The Swan Street West Precinct comprising 30-42 Swan Street, Cremorne.

Elements that contribute to the significance of the place include (but are not limited to):

- The original external form, materials and detailing of the four buildings
- The high level of integrity of the buildings to their late nineteenth and early twentieth century design.

Later (post 1940) alterations and additions to the rear and shopfront are not significant.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

PRECINCTS

How is it significant?

The Swan Street West Precinct is of local historical and architectural significance to the City of Yarra.

Why is it significant?

The Swan Street West Precinct is illustrative of historical development along a major, early commercial thoroughfare in the City of Yarra. As the only remaining group of intact commercial buildings from the Victorian and Edwardian periods west of the Swan Street railway bridge, this precinct demonstrates the commercial development at the west entrance of the major Swan Street 'High Street' up to the 1920s [Criterion A].

The small but intact Swan Street West Precinct clearly demonstrates the principal characteristics of a major Victorian and Edwardian 'High Street' in the City of Yarra. Typical characteristics, including parapeted facades with repetitive upper floor fenestration, rendered facades and ground floor shopfronts, are displayed in the variety of original forms, fabric and detailing of the four buildings [Criterion D].

Attachment 2 - Swan Street Built Form Study Heritage Assessments

INDIVIDUALLY SIGNIFICANT PLACES

1. **House**
234 Coppin Street, Richmond (HO245)

Source: Allom Lovell & Associates (1998), *City of Yarra Heritage Review*

234 Coppin Street, Richmond, is of local architectural significance. The house is representative of the late 19th century double-storey form, and is a good example of the Italianate style. The house is substantially intact, retaining most of the original cement render and cast iron decoration, and is notable for its unusual broken pedimented parapet.
2. **Former Central Club Hotel**
291 Swan Street, Richmond (HO285)

Source: Allom Lovell & Associates (1998), *City of Yarra Heritage Review*

The former Central Club Hotel is of local architectural significance. The hotel is a good example of the late 19th century Italianate Boom style, notable for its lively asymmetrical facade composition and florid Victorian Mannerist cement rendered decoration. The three-storey building is a significant local landmark in Swan Street. Its association with the locally prominent Cremean family and their involvement in Catholic politics is of local historical interest.
3. **Former Burnley Theatre**
365 Swan Street, Richmond (HO286)

Source: Allom Lovell & Associates (1998), *City of Yarra Heritage Review*;
Updated by GJM Heritage (2017), *Swan Street Built Form Heritage Review*

The former Burnley Theatre is of local social and architectural significance. Until its closure in 1958, the theatre was popular with the residents of Richmond as a social gathering place. The Swan Street facade, although not of individual architectural importance, contributes to the streetscape and is a notable local landmark.

Additional contributory elements:
 - Capacious building with wide symmetrical facade to Swan Street
 - Strong horizontal lines define levels
 - Front facade has pattern of windows and engaged columns with wider central bay
 - Located on a corner with undecorated side facade to Edinburgh Street
 - Large gabled hall behind front facade.
4. **Former State Bank**
214-216 Swan Street, Richmond (HO288, VHR H732)

Refer to Victorian Heritage Database for Statement of Significance
5. **House**
15 Wellington Street, Cremorne (HO294)

Source: Allom Lovell & Associates (1998), *City of Yarra Heritage Review*;
Updated by GJM Heritage (2017), *Swan Street Built Form Heritage Review*

Attachment 2 - Swan Street Built Form Study Heritage Assessments

INDIVIDUALLY SIGNIFICANT PLACES

The house at 15 Wellington Street, Richmond, is of local architectural significance. Although the overall form of the house is relatively common, this building is distinguished by its highly unusual Dutch gables, and also by the unusual proportions of the fenestration to the projecting bay. The house is an important heritage element in Wellington Street.

Works in 2016/2017 have resulted in the re-rendering of external walls, removal and replacement of cast iron friezes and balustrading and the reinstatement of a previously bricked in ground level window opening.

-
6. **Former Richmond South Post Office**
90-92 Swan Street, Richmond (HO357, VHR H48)

Refer to Victorian Heritage Database for Statement of Significance

-
7. **Dimmeys**
140-160 Swan Street, Richmond (Cremorne) (HO360, VHR H2184)

Refer to Victorian Heritage Database for Statement of Significance

-
8. **The Greyhound Hotel, later Depot Hotel, now Precinct Hotel**
60-62 Swan Street, Richmond (HO405)

Source: Graeme Butler & Associates (2012), *City of Yarra Heritage Gaps Review (Review 1)*;
 Updated by GJM Heritage (2017), *Swan Street Built Form Heritage Review*

What is significant?

The Greyhound Hotel, later Depot Hotel and Precinct Hotel has been the site of a public house and gathering place since the 1850s-60s (as 52 Swan St) when licensees included John Davies and William Perrin. The Swan Street West area had consolidated by the 1890s with continuing commercial uses evolving around the new Bowling Club Hotel. The former Bowling Club Hotel, at 36-38 Swan Street, was licensed at another Richmond location to one John Smith in 1868, with a Miss Julia Topey keeping a hotel on this site by the 1880s. The hotel was kept by a M Fitzgerald in the early 1900s but as the new century progressed, the hotel had been delicensed such that by 1920, the only hotel that had survived in this part of Swan Street was the Greyhound Hotel at the Cremorne Street corner (and rebuilt in 1926). Meanwhile shops had occupied the former Bowling Club Hotel. The hotel is a 2 storey Neo-Grec style building, with a simple and boldly executed cemented facade. A deep projecting cornice with brackets underscores the raised parapet entablature with its symmetry to the two elevations expressed through panels, with the focus at the splayed corner. Leadlight glass is evident as is the upper level and ground level joinery (part).

Additional contributory elements include:

- Two-storey wall height
- Zero front setback
- Regular pattern of rectangular fenestration at upper level
- Corner building which address both Swan Street and Cremorne Street by continuing the pattern of openings and parapet detailing
- Splayed corner
- Strong horizontal lines defining levels.

How is it significant?

The building is aesthetically, socially and historically significant (National Estate Register Criteria E1,

Attachment 2 - Swan Street Built Form Study Heritage Assessments

INDIVIDUALLY SIGNIFICANT PLACES

G1, A4) to Richmond.

Why is it significant?

The building is significant: - for its good representation of a key period in the City's history, being as a site, the initial growth of commercial Swan St and as a building, the rebirth of hotel development in the 1920s after the Licence Reduction Board had eliminated other less salubrious pubs; and - as a well-preserved example of a Greek revival style public house in the local context.

9. 400-402 Burnley Street, Richmond (HO429)

Source: Lovell Chen (2012), *City of Yarra Heritage Gaps Study (Heritage Gaps Amendment two)*

What is significant?

The property at 400-402 Burnley Street, Richmond, dates from 1912, and comprises a pair of two storied Federation red brick shops with combined residences. No. 402 is the larger of the two, with both building components matching in terms of design. The buildings have transverse gable roof forms, and rear roof pitches concealed by brick parapet walls to form asymmetrical side gables. On the east façade to Burnley Street, both buildings are walled in exposed face brick with two oriel gabled bays to the first floors. The bays and the transverse gable roofs are clad in terracotta tiles; the expressed central and side walls are topped by stepped moulded brackets with orbs; and the gables to the bays are half-timbered with roughcast stucco, crown four-light bay windows, and have apron panels clad in roughcast stucco. The ground floor shopfronts are also original or early.

How is it significant?

The property at 400-402 Burnley Street, Richmond, is of local historical and aesthetic/architectural significance.

Why is it significant?

The property at 400-402 Burnley Street, Richmond, dates from 1912, and is of local historical significance. It is associated with the later development of eastern Richmond, in an area of Burnley Street, near the junction with Swan Street, which had developed by the early twentieth century into an established retail precinct. The property is also of local aesthetic/architectural significance. It is a well preserved and substantially externally intact example of a Federation two-storey combined residence and shop, in exposed face brick. It is distinguished by the transverse gable roof form, the prominent oriel gabled bays to the first floors, the substantially intact ground floor shopfronts, and the asymmetrical side gable evident on the south elevation which was increasingly common in early twentieth century shop design. Other elements of note include the roof decoration, brackets with orbs, half-timbered gables to the oriel bays, and the oriel apron panels clad in roughcast stucco.

10. Swan Street Drill Hall 309 Swan Street, Richmond (HO440)

Source: Lovell Chen (2012), *City of Yarra Heritage Gaps Study (Heritage Gaps Amendment two)*

What is significant?

The property at 309 Swan Street, Richmond, is a rectangular shaped allotment with three buildings dating from 1916 and 1937. The buildings comprise the large former drill hall abutting the Duke Street (west) boundary; the narrower storage building abutting the Lord Street (east) boundary; and a smaller brick building between these to the Swan Street boundary. Both the hall and storage shed date from 1916 and are single storey, gable-roofed and gable-ended structures, clad in corrugated galvanised iron. Both buildings retain most of their original window framing, with some exceptions.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

INDIVIDUALLY SIGNIFICANT PLACES

The space between the two original buildings is concreted over. The third building dates from 1937, and is a single storey, overpainted brick building, with a transverse gable roof. The 1916 drill hall is the largest building on the site, has the distinctive 'drill hall' form, and was the focus of the original training operations and subsequent Commonwealth use. The 1916 storage shed, although original, and the later 1937 building, are less distinguished elements, and more utilitarian in character and form.

How is it significant?

The property at 309 Swan Street, Richmond, is of local historical and architectural significance.

Why is it significant?

The property at 309 Swan Street, Richmond, was established as a drill hall complex in 1916 and is of local historical significance. It dates from the period when compulsory military service was introduced, and a large number of drill halls were constructed in Australia. Richmond men between the ages of eighteen and thirty, who were called upon to enlist for military service in World War One, did so at the Swan Street drill hall. They were also given some training on the site. Later Commonwealth uses included housing the 2/11th Field Regiment in the 1940s; the Department of Technical Engineering copywriting section, and the Training Depot for the Australian Army's Royal Corps of Australian Electrical and Mechanical Engineers in the 1950s; and cadet battalions in the 1970s. The former drill hall building is also of local architectural significance for demonstrating some of the principal characteristics of World War One drill halls. These include the simple gabled form, albeit carried over a large building, and the large internal space. The galvanised and overpainted corrugated iron cladding is also typical of suburban and regional drill halls around the country. In addition, it is a comparatively externally intact example of a drill hall of this era.

11. **319 Swan Street, Richmond (HO441)**

Source: Lovell Chen (2012), *City of Yarra Heritage Gaps Study (Heritage Gaps Amendment two)*

What is significant?

No. 319 Swan Street, Richmond, was constructed in 1889 as a two storey corner shop and residence. The building is rectangular in plan form with a chamfered corner entry and a hipped roof clad in galvanized corrugated steel, with two stuccoed chimneys with cornices. The first floor is largely externally intact, with original detailing including moulded stringcourses, double-hung sashes with stilted segmental arches, and moulded architraves with accentuated keystones. Other details include half-fluted pilasters (piers) which support a dentilled entablature and above that a continuous bracketed cornice and parapet with waisted balustrading. The chamfered corner is capped with a triangular pediment on two broad piers, enclosing a cartouche panel and topped by an orb finial. At ground level, the shop front has been altered. The rear portion of 319 Swan Street, facing Lord Street, is largely externally intact, albeit more simply detailed than the corner shop component. Beyond this wing is an adjoining contemporary development which is not of heritage significance.

How is it significant?

No. 319 Swan Street, Richmond, is of local historical and aesthetic/architectural significance.

Why is it significant?

No. 319 Swan Street is of local historical significance, as a combined shop and residence constructed in 1889 for James Davison, a baker. At that time commercial development was being consolidating in Swan Street; the 1880s date is also consistent with the core period of commercial building construction in the street. Unusually, the bakery operation in the building was sustained until the mid-1970s. No. 319 Swan Street is also of local aesthetic/architectural significance. While the building

Attachment 2 - Swan Street Built Form Study Heritage Assessments

INDIVIDUALLY SIGNIFICANT PLACES

is broadly consistent with many nineteenth century two-storey shop and house combinations in inner suburban main road locations, it is distinguished by the complexity and vigour of the first floor elevations in particular, and the reasonably intact side elevation to Lord Street. The segmentally arched first floor windows are usual in terraced shops, enlivened here by the Corinthian pilasters with cornice breakfronts above. The parapet and corner pediment, with baluster waisting, dentil mouldings and bracketing, are also largely intact. The chamfered corner enhances the streetscape presentation.

12. **Shop and Residence** **273A Swan Street, Richmond (HO522)**

Source: GJM Heritage (2017), *Swan Street Built Form Study: Heritage Assessments & Analysis*

What is significant?

The two-storey corner shop and residence at 273A Swan Street, Richmond, built c1885-90. Elements that contribute to the significance of the place include (but are not limited to):

- The building's original external form, materials and detailing
- The building's high level of integrity to its original design.

Later (post 1900) alterations and additions to the rear, shopfront and eastern side are not significant.

How is it significant?

The two-storey corner shop and residence at 273A Swan Street, Richmond is of local historical and architectural significance to the City of Yarra.

Why is it significant?

The two-storey corner shop and residence at 273A Swan Street, Richmond is illustrative of historical development that occurred along a major, early commercial thoroughfare in the City of Yarra, particularly in the 'boom' period of the 1880s [Criterion A].

The two-storey corner shop and residence at 273A Swan Street, Richmond is a fine, intact and representative example of a Victorian shop and residence. It displays typical features of the Victorian style popular in the 1880s in Richmond and across Melbourne more broadly, including a parapeted façade with repetitive ground and upper floor fenestration, articulated facades to both streets with splayed corner, rendered facades and ground floor shopfronts [Criterion D].

13. **Pair of Shops** **323-325 Swan Street, Richmond (HO523)**

Source: GJM Heritage (2017), *Swan Street Built Form Study: Heritage Assessments & Analysis*

What is significant?

The two-storey pair of shops and residences at 323-325 Swan Street, Richmond, built in 1886. Elements that contribute to the significance of the place include (but are not limited to):

- The building's original external form, materials and detailing
- The building's high level of integrity to its original design.

Later (post 1900) alterations and additions to the rear and shopfront are not significant.

How is it significant?

The pair of shops and residences at 323-325 Swan Street, Richmond is of local historical and

Attachment 2 - Swan Street Built Form Study Heritage Assessments

INDIVIDUALLY SIGNIFICANT PLACES

architectural significance to the City of Yarra.

Why is it significant?

The pair of shops and residences at 323-325 Swan Street, Richmond is illustrative of historical development that occurred along a major, early commercial thoroughfare in the City of Yarra, particularly in the 'boom' period of the 1880s [Criterion A].

The commercial premises at 323-325 Swan Street, Richmond are a fine, intact and representative example of a pair of Victorian shops and residences. They display typical features of the Victorian architectural style popular in the 1880s in Richmond and across Melbourne more broadly, including a parapeted facade with repetitive upper floor fenestration, rendered facades and ground floor shopfronts [Criterion D].

Attachment 2 - Swan Street Built Form Study Heritage Assessments

INDIVIDUALLY SIGNIFICANT PLACES WITHIN PRECINCTS

Some 'Individually Significant' places within heritage precincts have a Statements of Significance. Those places that have one are listed below.

-
1. **Corner Hotel**
57-61 Swan Street, Richmond (within HO335)

Source: GJM Heritage (2017), *Swan Street Built Form Study: Heritage Assessments & Analysis*

What is significant?
The two-storey hotel known as the Corner Hotel, 57-61 Swan Street, Richmond, built in the 1960s.

How is it significant?
The Corner Hotel, 57-61 Swan Street, Richmond is of local historical and social significance to the City of Yarra.

Why is it significant?
The Corner Hotel, Richmond has made a strong contribution to the commercial and social life of Richmond from its establishment in the early 1870s and an important and highly influential contribution to the music industry as an important live music venue since its rebuilding in the mid 1960s and renovation in the 1990s [Criterion A].

The Corner Hotel, Richmond is of particular social significance for its long-term and continued use as a live music venue. It is a well-established and well-known venue which is considered amongst the most pre-eminent in the City of Yarra and the broader community [Criterion G].

 2. **Shops and Residences**
454-456 Church Street, Cremorne (within HO335)

Source: O'Connor, John & Coleman, Roslyn et al. (1985), *Richmond Conservation Study : undertaken for the City of Richmond*

A distinctive group of gabled Edwardian shops by the distinguished architect Nahum Barnet.

 3. **H. E. McNaughton ironmongery & residence, former**
69 Swan Street, Richmond (within HO335)

Source: Graeme Butler & Associates (2007, 2013), *City of Yarra Review of Heritage Overlay Areas*

What is significant?
The former H.E. McNaughton ironmongery and residence at 69 Swan Street, Richmond, was created in 1924 for Henry Ernest McNaughton and has a close association with him. The place has a good integrity to its creation date. Fabric from the creation date at the H.E. McNaughton ironmongery and residence is locally significant within the City of Yarra, compared to other similar places from a similar era.

How is it significant?
The H.E. McNaughton ironmongery and residence, former at 69 Swan Street, Richmond is architecturally significant to the locality of Richmond and the City of Yarra.

Why is it significant?
The H.E. McNaughton ironmongery and residence is significant as a well preserved inter-war

Attachment 2 - Swan Street Built Form Study Heritage Assessments

INDIVIDUALLY SIGNIFICANT PLACES WITHIN PRECINCTS

Some 'Individually Significant' places within heritage precincts have a Statements of Significance. Those places that have one are listed below.

-
- parapeted brick and stucco shop and residence with original or early shopfront and the owner's name cemented in bas-relief on the parapet.
-
4. **National Bank of Australasia**
105 Swan Street, Richmond (within HO335)
- Source: O'Connor, John & Coleman, Roslyn et al. (1985), *Richmond Conservation Study : undertaken for the City of Richmond*
- This suburban branch of the National Bank of Australasia was erected in 1886-7 by the notable bank architect Albert Purchas. Its imposing three storey height, prominent corner location, and fine architectural detailing are important components of the building's significance.
-
5. **Shops and residences**
232 & 234 Swan Street, Richmond (within HO335)
- Source: O'Connor, John & Coleman, Roslyn et al. (1985), *Richmond Conservation Study : undertaken for the City of Richmond*
- A rare example of a pair of small shops designed in a boom style classicism, completely intact above verandah level.
-
6. **M. Ball & Co, former**
236 - 240 Swan Street, Richmond (within HO335)
- Source: O'Connor, John & Coleman, Roslyn et al. (1985), *Richmond Conservation Study : undertaken for the City of Richmond*
- A Richmond landmark used as a drapery since 1871, retaining some original shop fittings and a now rare aerial cash conveyor.
-
7. **Whitehorse Hotel, former**
250-252 Swan Street, Richmond (within HO335)
- Source: O'Connor, John & Coleman, Roslyn et al. (1985), *Richmond Conservation Study : undertaken for the City of Richmond*
- A rare example of an early 1850's stone commercial building designed in a colonial Regency style.
-
8. **Shops and Residences**
413 - 415 Swan Street, Richmond (within HO474)
- Source: Lovell Chen (2012), *City of Yarra Heritage Gaps Study (Heritage Gaps Amendment two)*
- What is significant?**
- Nos 413-415 Swan Street, Richmond is a Victorian two storey brick terrace pair of shops and combined residences. The ground floor shopfronts have been modified, but the rendered first floor facades are intact, with no. 413 remaining unpainted save for the c.1920s 'Monopole Magnum Cigars' sign. Intact details include double-hung sash windows, window architraves, brackets, supporting
-

Attachment 2 - Swan Street Built Form Study Heritage Assessments

INDIVIDUALLY SIGNIFICANT PLACES WITHIN PRECINCTS

Some 'Individually Significant' places within heritage precincts have a Statements of Significance. Those places that have one are listed below.

stringcourse and mouldings, plus pedimented parapets incorporating panels, brackets, cornices and mouldings, urn pedestals and dividers. The buildings have been extended to the rear; these later elements are not of heritage significance.

How is it significant?

Nos 413-415 Swan Street, Richmond is of local historical and aesthetic/architectural significance.

Why is it significant?

Nos 413-415 Swan Street is of local historical significance, as a pair of two storey brick shops and combined residences constructed for carpenter, J Wood in 1892. This was just after the period of commercial development consolidation in Swan Street, and unusually during the severe economic Depression of the early 1890s. The buildings were subsequently occupied by a range of retailers and commercial operations, typical for a main street of the late nineteenth and early twentieth century. These included sellers of dairy produce, a greengrocer, butcher, hairdresser and tobacconist. The subject property is also of local aesthetic/architectural significance. It is a well-preserved pair of two storey shops/residences, broadly consistent with many similar nineteenth century commercial buildings in inner suburban main road locations. However, the first floor facades retain their original form and detailing; in particular, the upper level to no. 415 has remained unpainted. This façade is further distinguished through the retention of the 'Monopole Magnum Cigars' sign. Both first floors also have prominent and well-detailed arched pedimented parapets.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

Appendix B – Swan Street: A Rich Historical Legacy

gard'ner jarman martin

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Swan Street: A Rich Historical Legacy

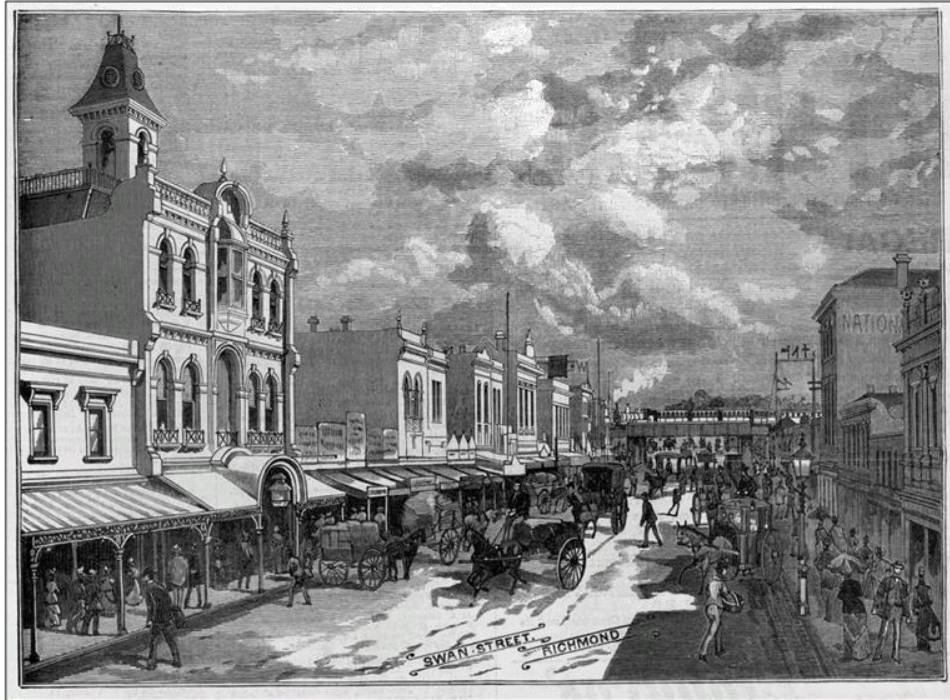


Figure 1: Swan Street, Richmond, 1889. The train crosses the rail bridge in the distance (SLV Image A/503/10/89/157a).

As one of the two main streets passing from central Melbourne through Richmond to the eastern suburbs, Swan Street has always been at the heart of Richmond's economic and social life.¹

A study of its economic past takes us on a journey from the days of Melbourne's fledgling development in the 1840s, through the prosperity and buoyancy arising from the gold rush of the 1850s, the boom of the 1880s, the stagnation and decline wrought by the depressions of the 1890s and 1930s, to the revitalisation led by the migrant influxes of the 1950s, and finally, the gentrification of the last 40 or so years.

A study of Swan Street's social past is equally revealing. On one level, Swan Street stood as a physical barrier between the wealthy citizens of Richmond Hill and many of Melbourne's poorest people – confined to the crowded and flood prone dwellings located close to the Yarra River. However, a more intricate analysis shows something more – that it is a rare piece of common ground – catering to the daily needs of both communities. Indeed, in some respects, it was the attempts of Richmond's entrepreneurs to respond to these very different demographics that created the rich architectural legacy that Swan Street enjoys today, and which continues to attract traders and residents to shop, work and live in the area.

¹ Bridge Road is the other main street that connects Richmond to the eastern suburbs.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



The early days: 1837-1850

What is today known as Swan Street was designated as a road reserve in Robert Hoddle's Crown Survey of 1837. Along with Bridge Road and Church Street, it was one of the first roads laid out in Richmond (Figure 2).² Like most roads in Melbourne at the time, its location was determined without particular reference to the topography of the land. Rather it and Bridge Road – 800 metres to the north – provided a neat east-west axis allowing the geometry of the surveyed land immediately adjacent to the Hoddle Grid to push further into the surrounding 'bush'. The area between these two key thoroughfares was subdivided into regular blocks – providing an artificial sense of order in what was still, for the Colony's new arrivals, a deeply unfamiliar landscape (Figures 3, 4 and 5).³ Allotments on the north side of Swan Street were sold by the Crown from 1839, while lots on the south side were sold from 1846.⁴

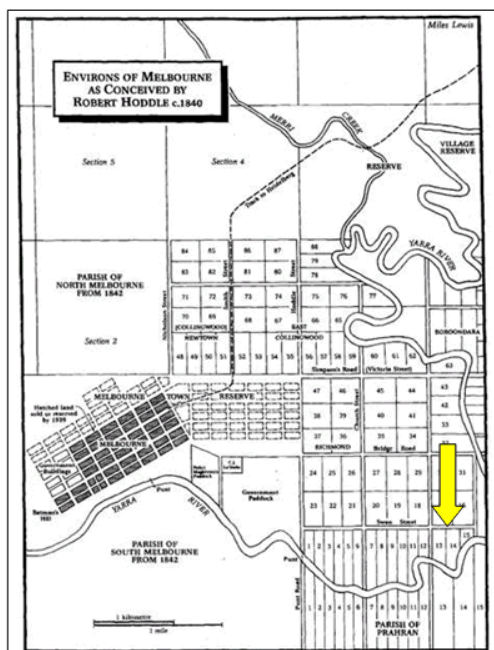


Figure 2. Environs of Melbourne by Hoddle c1840, which showed the further subdivision of the original 1837 allotments (Map by Miles Lewis, cited in Lewis, 1989: 9) The yellow arrow identifies Swan Street.

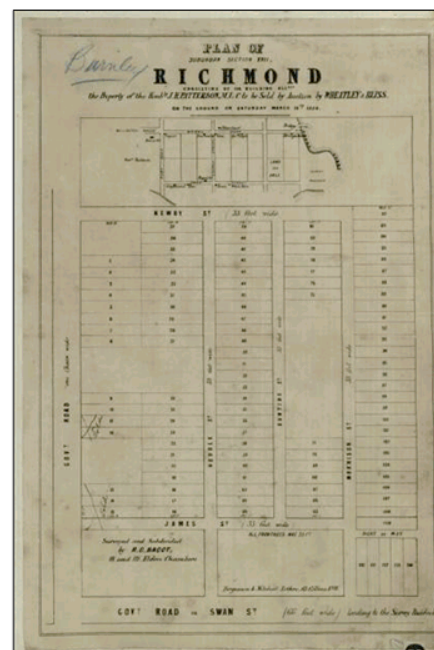


Figure 3. Early Subdivision Plan, showing Swan Street (1858).

Whereas the current Swan Street extends all the way to Wallen Bridge to the east, providing a link over the Yarra River, the street of 1840 started at Punt Road and terminated at the Survey Paddock (now Burnley Park), a designated public park and recreation reserve in the bend of the Yarra River (Figure 4).

² Allom Lovell & Associates, *City Of Yarra Heritage Review* (July 1998): Vol 1, 14; Vol 3, 155.

³ Maxwell Lay, 'Roads', *eMelbourne: The City Past and Present* (www.emelbourne.net.au/biogs/EM01255b.htm). Accessed 18 May 2017.

⁴ Jika Jika Parish Plans.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

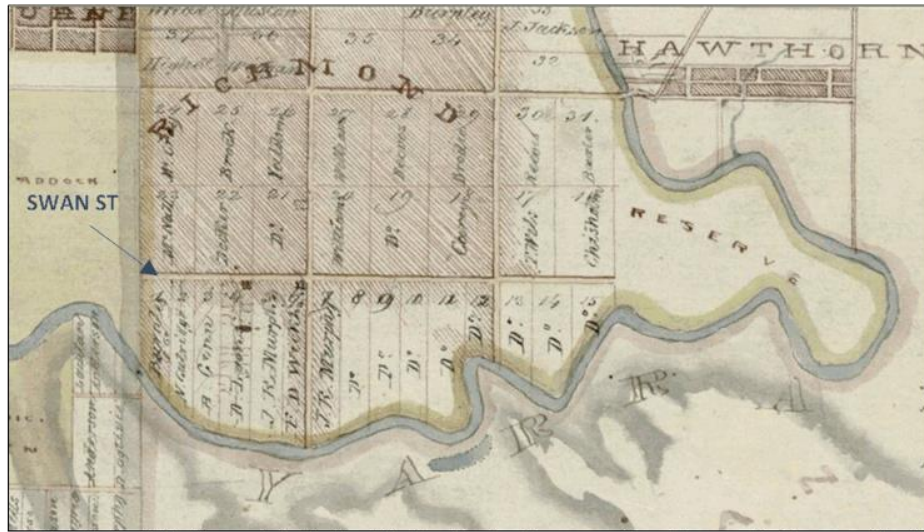


Figure 4: Detail of an 1851-52 map of the Parish of Jika Jika, showing the extent of Swan Street at this date, extending from Punt Road to the reserve within the Yarra River bend (indicated by blue arrow).

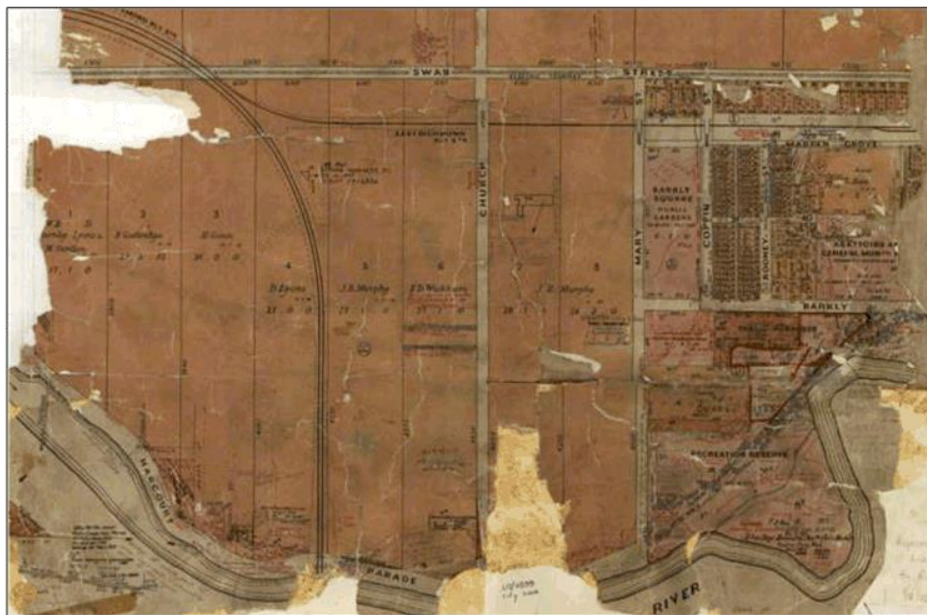


Figure 5: Jika Jika Parish Plan showing Crown allotments along Swan Street, between Punt Road and Burnley Street. Parish Plans have no single 'date', but reflect changes over time. The dates on individual blocks indicate when sale/subdivision occurred.

The 1840s saw the development of primary industry in the vicinity of Swan Street, with a small number of quarries established to the south of Swan Street in what is now Burnley.⁵ These fledgling industries ushered in an industrial character in areas surrounding the Swan Street thoroughfare which would persist – in various guises – for well over a century.

⁵ Lovell, *Yarra Review* Vol 1, 35. .

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Growth and Consolidation: 1851-1879

By 1855, Richmond had undergone significant development, imprinting itself firmly on the landscape. In 1855 Richmond was declared a municipality. James Kearney's 1855 survey map of Melbourne shows development fronting the west end of Swan Street, with a further concentration of development near the intersection with Church Street. To the east of Charles Street there was little construction occurring, with vast areas of vacant land reaching towards Survey Paddock (Figures 6A and 6B).

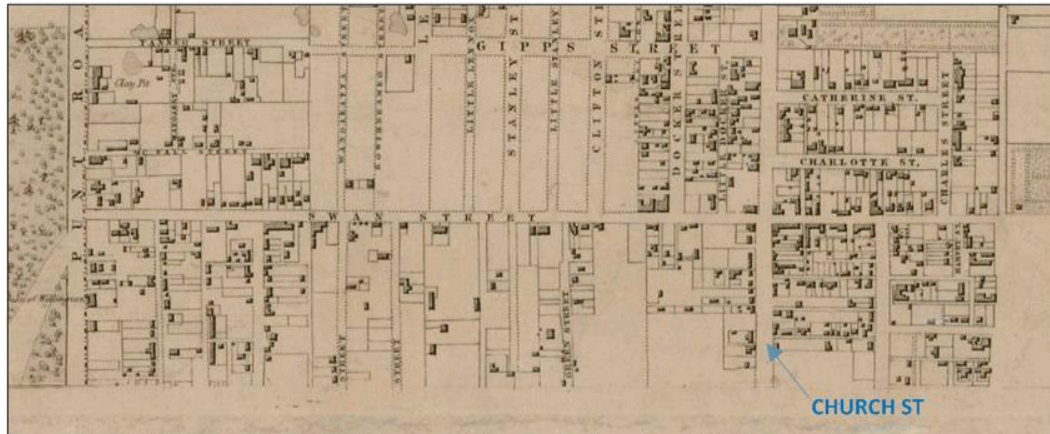


Figure 6A Detail of the 1855 Kearney map of the west end of Swan Street (Kearney, 1855).

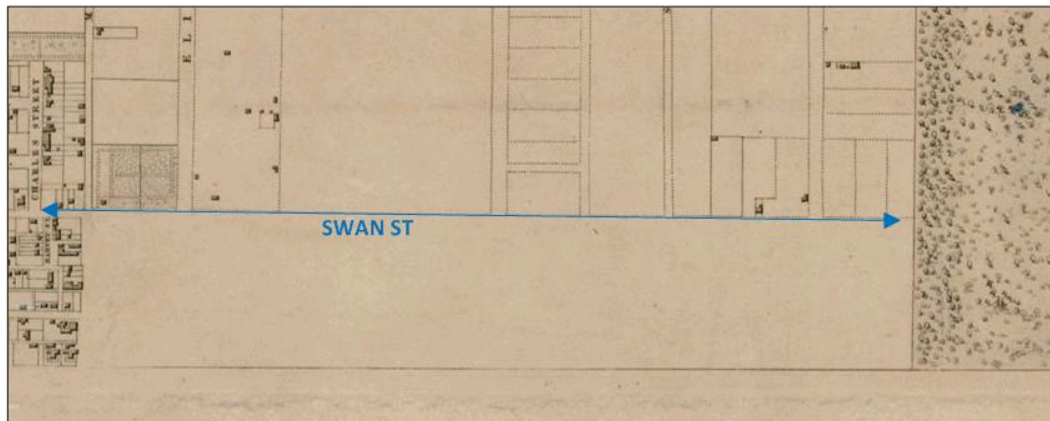


Figure 6B. Detail of the 1855 Kearney map of the east end of Swan Street (Kearney, 1855).

By 1857 Swan Street was a mix of butchers, drapers, fruiterers, tailors, shoemakers, hairdressers and hoteliers, including the Swan Inn (after which the Street was to be named, and the predecessor of the existing three-storey Swan Street Hotel - 1889) the Whitehorse, Dover and Royal Hotels.⁶

A key influence on the development of Richmond was the arrival of the railway. The Swan Street area was first served by public transport following the November 1857 authorisation for the newly formed

⁶ Lovell, *Yarra Review* Vol 3, 155.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Melbourne and Suburban Railway Co. to build a line from Princes Bridge Station to Windsor, with a branch line through Richmond to Hawthorn. On 8 February 1859, the line opened as far as Punt Road, and the extension to Church Street station (now East Richmond) and Pic-nic station (which was located between Burnley and Hawthorn) opened in September 1860, which primarily provided access to the pleasure grounds of Richmond Park (now Burnley Park). In 1859 the Punt Road Station was closed and the station relocated to Swan Street (now Richmond station).⁷

Richmond was initially imagined as a residential ideal *'where the well-to-do Melbourne merchants and professionals could retire after the worry and the wear, the profit and the loss, of a busy day....'*⁸ As a result, the first settlers were the pioneering gentry who were attracted by the fine views from its central hill, which fell away to the flood-prone areas towards the Yarra River. By 1861, there were more than 2,700 permanent houses in Richmond; predominantly homes for the business and upper class. Blocks in Richmond sold well, boosted by poetic advertising, which emphasised the area's sufficiencies of natural resources, such as water and timber, and it soon became a prosperous township.

Traders quickly established businesses to meet the needs of the growing community, opening along the west end of Swan Street, particularly near the junctions with Punt Road and Church Street. An example of commercial development from this period is the premises of M. Ball and Co. on the corner of Swan and Church streets, built in the 1860s and '70s (Figure 7). By c1865 the Duke of Richmond Hotel (later the Richmond Club Hotel, built between 1915 and 1925) at 100 Swan Street had opened (Figures 8-9).



Figure 7. M. Ball & Co. Building, corner Swan and Church streets (VHD, Place 93579, accessed June 2017).

⁷ Lovell, *Yarra Review*, Vol 3, 62, 155.

⁸ Lovell, *Yarra Review*, Vol 1, 23.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Figure 8. Swan Street level rail crossing, c1865-1879, showing the railway line extending to the south prior to the construction of the bridge. The image also shows the Duke of Richmond Hotel at 100 Swan St (marked with blue arrow), which operated from c1865-1879, prior to the construction of the Richmond Club Hotel which remains today (COYL, Image No. RL LF 1).

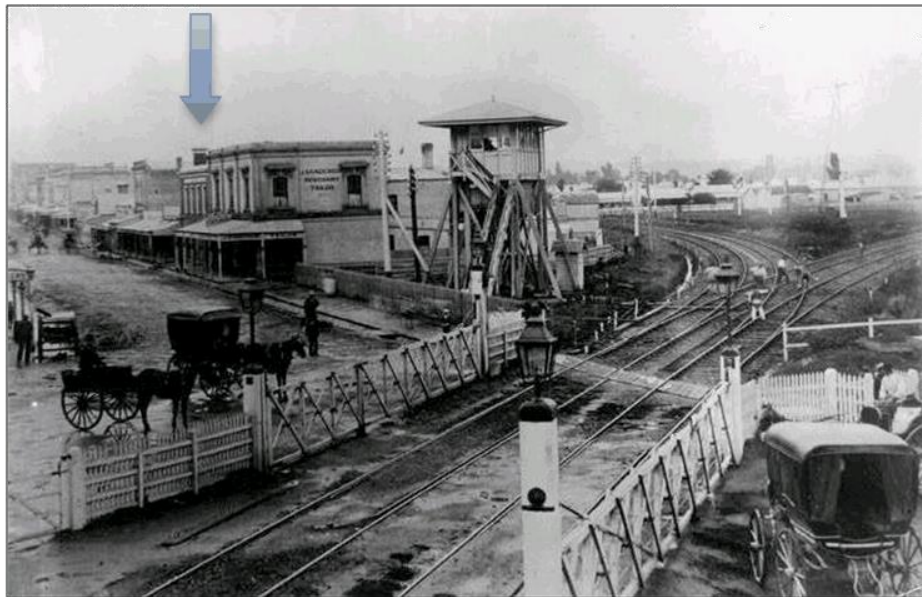


Figure 9. The Swan Street rail crossing c1884, showing the railway line extending to the south. Immediately left of the signal box are the shops that remains at 94-98 Swan Street. The Richmond Club Hotel (the successor of the Duke of Richmond Hotel) is marked with an arrow (COYL, Image No. RL 240).

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Figure 10. Image of same site today. The Richmond Club Hotel is at the far left and the shops at 94-98 Swan Street to the right of the Hotel (in Figure 8) remain (Google Streetview, October 2016).

Richmond's proximity to the City was also attractive to industry and from the 1860s a number of (often noxious) commercial enterprises also began to populate the lower parts of the municipality – adjoining the Yarra River. In 1872 Richmond was proclaimed a Town.

Boom Town: 1880-1890

Like Melbourne generally, Richmond experienced a development boom in the 1880s and became the City of Richmond in 1882. Swan Street was extended to the Yarra River to the east sometime between 1874 and 1888, and the Wallen Road Bridge (VHR H0380) was built in 1881⁹, linking the street with those areas developing to its east.

⁹ Lovell, *Yarra Review*, Vol 3, 155.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Figure 11: Image showing 'Mr Alec Lamb diving' from Wallen Bridge, published in the *Melbourne Weekly Times* 16 February 1907.



Figure 12: A 2008 photo showing Wallen Bridge (State of the Historic Environment Report, 2008).

Commercial development on Swan Street further expanded in the 1880s as a booming population coupled with exorbitant rents and soaring property prices drove shopkeepers out of Melbourne and to the surrounding ring of inner cities, like Richmond. The population of Richmond more than doubled in twenty years – from fewer than 17,000 in 1871 to 39,000 in 1891.¹⁰

The influx of people resulted in a rapid expansion of Richmond's commercial offerings and acted as a catalyst for the development of a significant number of predominantly two-storey buildings along Swan Street with shops at ground level and residences above (Figures 13-16). This 1880s boom period indelibly shaped the form and character of the street that we know today. Notable buildings that have continued to serve the community since the late nineteenth century include the Perrins Buildings, which extends the full width of the block at 128-138 Swan Street (1884) (Figures 15-17), the Central Club Hotel (no. 291 Swan Street; 1888) (Figure 18) and the two-storey shop at 95-97 Swan Street (1885). Intact and impressive rows of commercial Victorian architecture remains just west of Church Street, between no. 224 and 234 Swan Street (Figures 13 & 14).

¹⁰ Victorian Places, 'Richmond', <<http://www.victorianplaces.com.au/richmond>>, accessed April 2017.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Figure 13. Looking west down Swan Street from Church Street, c1912 (SLV Image a03960).



Figure 14. Looking west down Swan Street from Church Street, 2017 (GJM Heritage 2017).

Attachment 2 - Swan Street Built Form Study Heritage Assessments

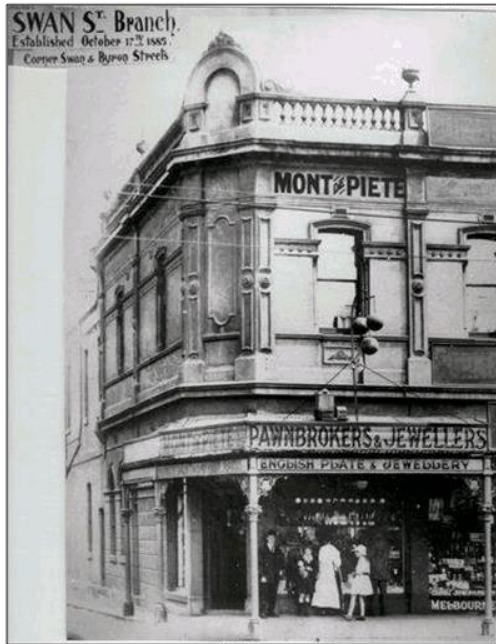


Figure 15: Perrins Buildings at the corner of Swan and Byron Streets. The photo notes that the business was established in 1885 (COYL, Image no. RL 268 – undated).



Figure 16: Perrins Buildings at the corner of Swan and Byron streets in 2017 (GJM Heritage 2017).



Figure 17: Perrins Buildings, 128-138 Swan Streets in 2017 (GJM Heritage 2017).

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Figure 18: Central Club Hotel, 291 Swan Street, Richmond (VHD, Place No. 103085, accessed June 2017)

The growth during this period also generated an increased demand for public transportation, which was quickly met. A significant expansion of the suburban railway network, encouraged by the passage of the *Railway Construction Act*, took place from 1884.¹¹ The *Argus* pronouncing at the time that ‘*the hamlet through which the Brighton-line was laid by the Hobson’s Bay Company has become a City, and the single line has become a network of permanent ways, upon which year by year a larger numbers of trains will be run*’.¹²

The Richmond stations were some of the busiest in Melbourne. Those in proximity to Bridge Road quietened with the arrival of the cable tram in 1885, however, a cable tram was not built along Swan Street at this time because of the close proximity of the rail line.¹³ Towards the eastern end of Swan Street, the opening of Burnley Station in 1880 saw a pocket of Victorian commercial development around the Burnley Street intersection. Towards the end of the decade in 1887, the level crossing at the western end of Swan Street was replaced with a bridge.¹⁴

¹¹ Lovell, *Yarra Review*, Vol 3, 155.

¹² *The Argus*, 6 July 1885, 7.

¹³ Lovell, *Yarra Review*, Vol 3, 62, 155. Lovell, *Yarra Review*, Vol 3, 62, 155.

Vines, *Melbourne Metropolitan Tramway Heritage Study*, 30, 42.

¹⁴ Lovell, *Yarra Review*, Vol 3, 155.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Figure 19. Workmen on Rail Bridge over Swan Street c1885 (SLV Image No. b21194).

The expanded transport options made the commute to and from the city easier and quicker. However, it did not just improve transport to the City from Richmond – the train and tramlines ran through Richmond and out into the hillier areas of Hawthorn and beyond. Suddenly, the necessity to live close to the city was not as great as it had been. As a consequence, some of Melbourne's wealthier citizens chose to escape the increasingly squalid conditions in the city's inner urban areas and built large villas and mansions in the outlying southern and eastern suburbs, beyond the boundaries of the current City of Yarra.¹⁵

In Richmond the impact of these changes was mixed. There was certainly an outflow of wealthier families looking to escape the cramped and, in parts, unsanitary conditions of the area. There was also a significant influx of men and women looking to work in the many industrial complexes that had been established or the commercial businesses that lined both Swan Street and Bridge Road. These people were typically poorer and could only afford modest accommodation. The growth in blue-collar worker numbers, in conjunction with the relaxed regulations governing building in the area, triggered the construction of small and simple buildings – particularly in the areas adjoining the factories themselves. The number of houses in Richmond was 4,800 by the early 1880s and had doubled again by the end of the decade. During the boom as many as six terrace houses were built on blocks of land previously set aside for one.¹⁶

There was also a smaller influx of white-collar professionals, attracted by the newly developed transport links to the City. Wealthier than Richmond's poorest, the needs of this class were often met by speculative

¹⁵ Lovell, *Yarra Review*, Vol 1, 28.

¹⁶ Janet McCalman, *Struggletown, public and private life in Richmond 1900-1965* (1985), 7-12.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



builders who subdivided larger landholdings to create small blocks of land occupied by neat rows of terrace houses or small-detached dwellings.

Finally, there were the residents of Richmond Hill – many of whom remained in their larger mansions on the Hill, albeit sometimes on reduced land holdings.

An analysis of a Melbourne Metropolitan Board of Works map from 1896 – following the end of the 1880s property boom – clearly illustrates this pattern of residential development and dense development along Swan Street, in the vicinity of Church Street.

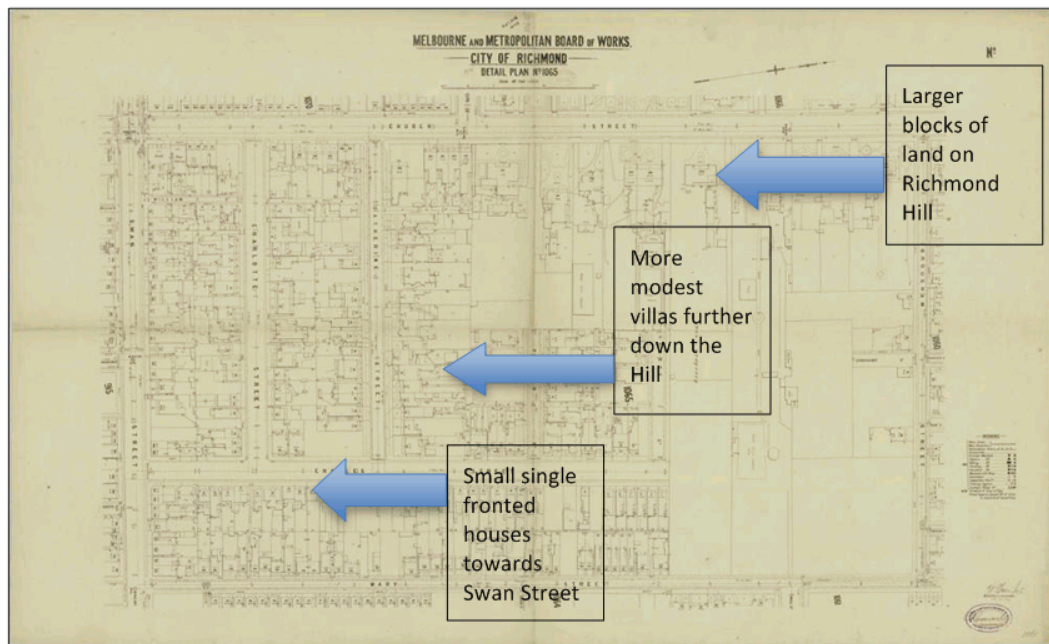


Figure 20: Residential development north-east of Swan Street (left) and Church Street (top) in 1896 (MMBW DP No. 1065, dated 1896).

What emerges is effectively a social and economic hierarchy, with the larger mansions situated on Richmond Hill giving way to terraces and villas occupied by the professional classes and further down the Hill still, the more compact terrace homes near Swan Street itself. Richmond's poorest residents were often located on the southern side of Swan Street where tightly packed terraces were mixed with industrial buildings that required access to the Yarra River to dispose of their waste.

Hutchinson's 1888 map of Richmond (Figure 21) reveals the impact of this growth on Swan Street itself, which now extends from the Yarra River in the west (east of Punt Road) to the Yarra River in the east, where it is joined to Hawthorn via Wallen Bridge.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

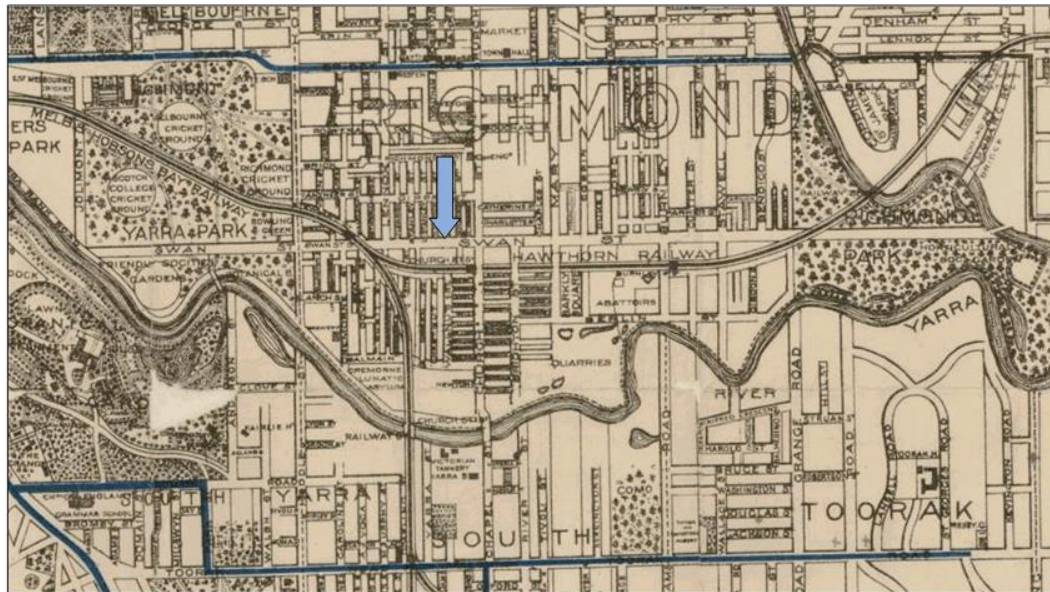


Figure 21. The extent of Swan Street in 1888, meeting the Yarra River at both the west and east ends. Swan Street is indicated by the blue arrow (Hutchinson, 1888).

Depressions and Recovery 1890-1940

The 1890s depression caused construction in Richmond, and Melbourne more broadly, to virtually cease. Many of Richmond's houses became vacant, with residents unable to pay rent, and the houses deteriorated accordingly.¹⁷ The impoverished areas that established during the depression, particularly in the smaller lanes and flat land near the Yarra River, persisted well into the twentieth century.¹⁸

The depression of the 1890s also saw many communities turn inwards as the cost of travel was prohibitive and families and friends were kept close and called upon to provide financial and moral support. Perhaps as a result, in 1900, Richmond was largely a community unto itself, with most residents earning their living in their home suburb or close by, and working for employers who also hailed from Richmond.

By the end of the 1890s much of the predominantly Victorian streetscape between Punt Road and Church Street, that we know today, had been formed. The commercial development that fronted Swan Street by this date is evident on the 1895 Melbourne and Metropolitan Board of Works Plan (Figure 22).

¹⁷ Lovell, *Yarra Review*, Vol 1, 25.

¹⁸ McCalman, *Struggletown*, 28, 89.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

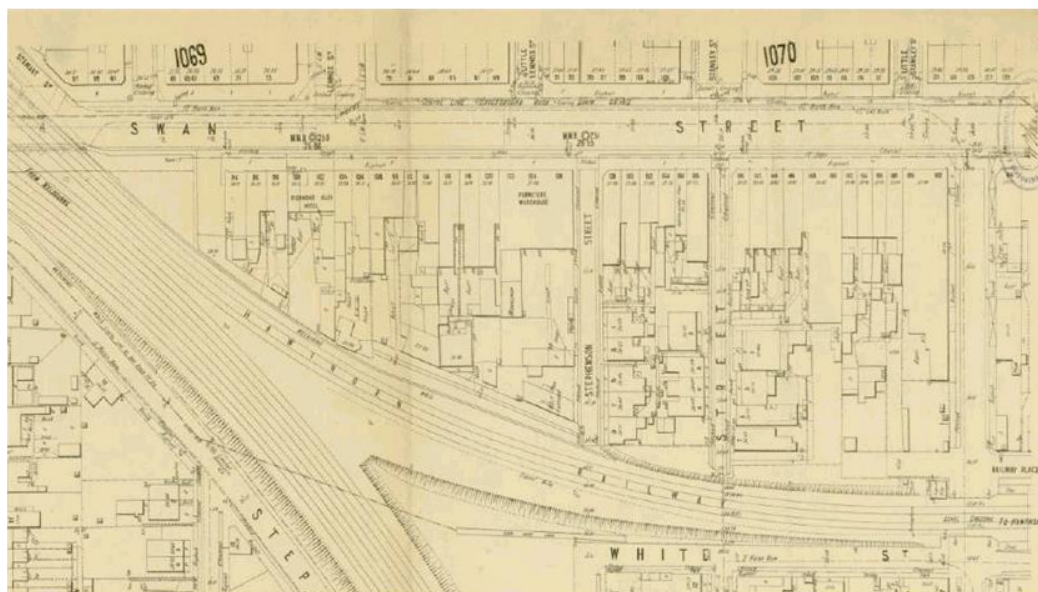


Figure 22. The dense development along the west end of Swan Street, in the vicinity of the railway line, in 1895 (MMBW DP No. 912, dated 1895).

The following Melbourne and Metropolitan Board of Works plans show the sparse and varied development along the eastern reaches of Swan Street – east of Burnley Street – by 1899, which contrasted with the consistent commercial streetscape that had been established to the west.

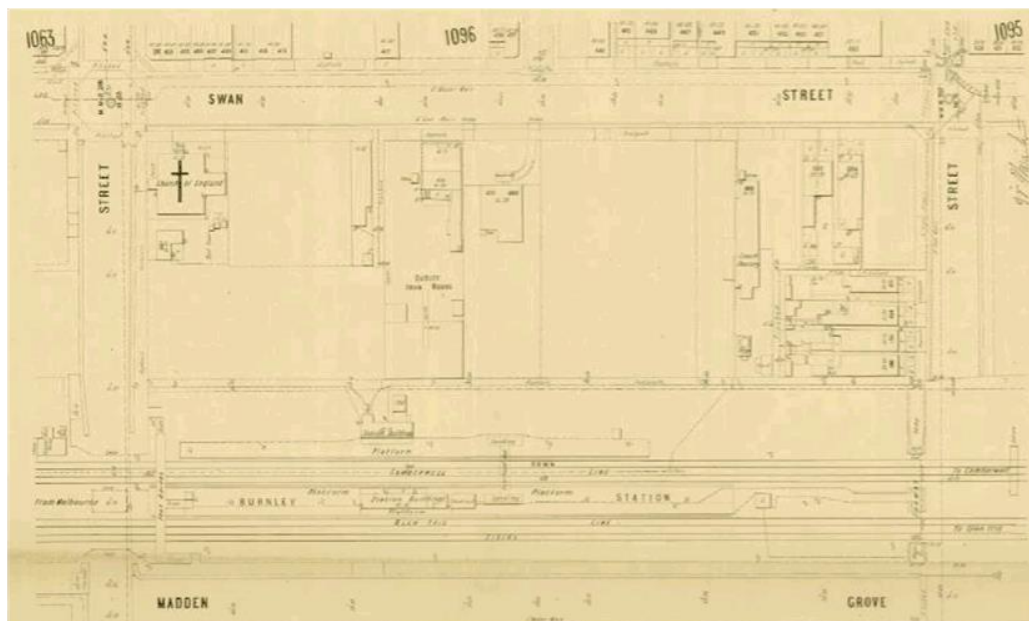


Figure 23. Swan Street east of Burnley Street (left) (MMBW DP 921, dated 1899).

Attachment 2 - Swan Street Built Form Study Heritage Assessments

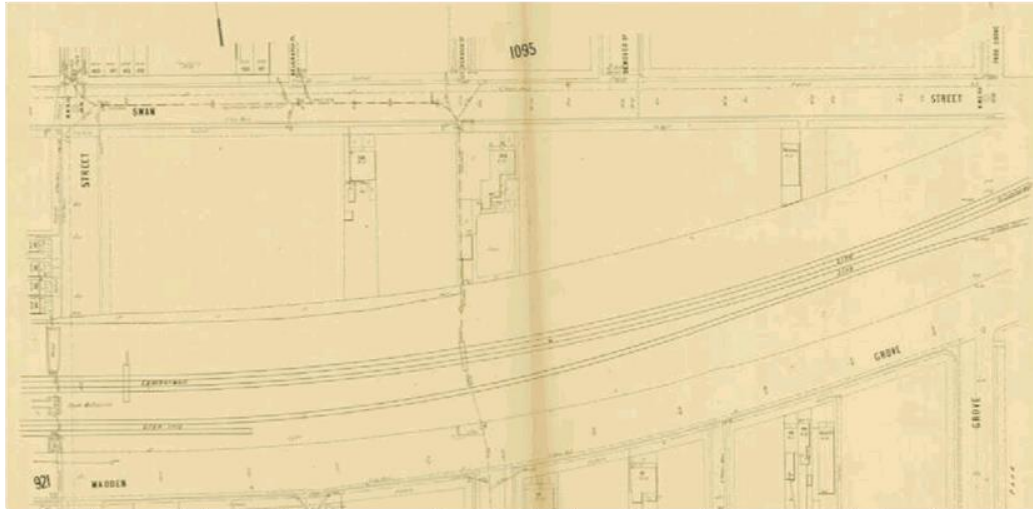


Figure 24. The east end of Swan Street between Stawell Street and Burnley Park in 1899 (MMBW DP 923, dated 1899).

The economic fortunes of Victoria recovered after the turn of the twentieth century and industry increased in Richmond, revitalising the local economy, which again began to develop and grow.¹⁹ From the earliest years of the 20th century, low-cost housing stock in the inner suburbs was attractive to migrants and others who needed to be close to the industrial areas of Richmond and Collingwood, as well as Melbourne's inner western suburbs. Many occupied large terrace houses that had been converted to boarding houses in the 1880s and 1890s.²⁰

Commercial development along Swan Street recommenced in about 1900²¹, and in 1901 the Swan Street roadway was sealed or 'macadamised'.²²

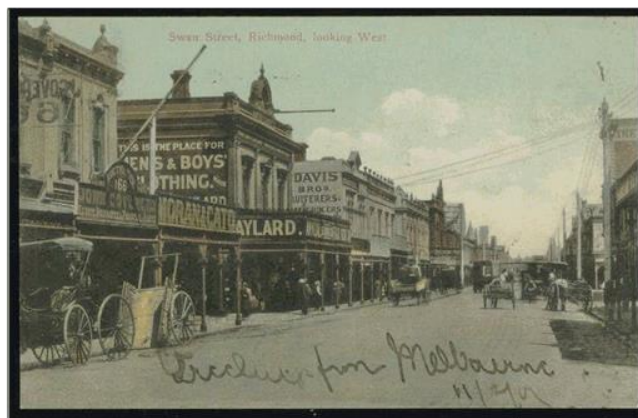


Figure 25. A photo of the Swan Street streetscape c1907, looking west (SLV Image H85.70/125).

¹⁹ McCalman, *Struggletown*, 28, 89.

²⁰ Lovell, *Yarra Review*, Vol 1, 30.

²¹ John O'Connor, Thurley O'Connor, Roslyn Coleman, & Heather Wright, *Richmond Conservation Study* (1985), 14.

²² Graeme Butler and Associates, *City of Yarra Review of Heritage Overlay Areas* (2007), 160.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



New building stock constructed in the earlier part of the twentieth century was predominantly single and two-storey shops and residences, harmonising with the prevailing Victorian streetscape. Prominent Edwardian buildings include Maples Pianos Showroom (126 Swan Street) and the South Richmond Post Office, built in 1905 (90-92 Swan Street; VHR H48) (Figure 26).



Figure 26. South Richmond Post Office (GJM Heritage, 2017)

Two notable exceptions to the more common fine-grained form of development included the construction of the ornate State Savings Bank, built in 1907 (216 Swan Street; VHR H732), and the Dimmey's department store at 148 Swan Street (VHR H2184), which is one of the largest commercial developments on Swan Street. Dimelow & Gaylard's original store in Richmond was burnt out in 1906, and in 1907 the new large department store was built, designed by architects H.W. and F.B. Tompkins, and renamed 'Dimmey's Model Stores' in 1912 (Figures 27-32).²³ The building was grand in scale and the erection of the highly prominent clock and ball tower in 1910 provided a local landmark and a strong sense of place. It became, and remains, a dominant streetscape feature.²⁴

By the conclusion of the Edwardian period (c1918) the west end of Swan Street was a contiguous row of Victorian and Edwardian architecture. Today, three highly intact sections of Swan Street and the intersecting Church Street can be identified. One section is the row of commercial buildings between nos. 91 and 115 on the north side of Swan Street, predominantly comprising Victorian buildings, with a small number of Edwardian buildings. The second is the impressive, expansive streetscape on the south side of

²³ Lovell, *Yarra Review*, Vol 3, 156.

²⁴ In 1997 Dimmey's was ranked first in *The Age's* Melbourne Icon series. Despite some changes to the store and its recent conversion to a supermarket and residential complex – the tower and ball remain Swan Street's most prominent landmark.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



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Swan Street, which extends from 94 Swan Street to Church Street, and retains Victorian and Edwardian building stock, and a small number of notable Interwar buildings. A third section, located on the west side of Church Street, extends south of Swan Street and is a continuation of the notable Victorian and Edwardian built form of Swan Street.



Figure 27. Swan St Richmond c1910s, showing Dimmey's clock tower (NLA No. 146716314).



Figure 28. Swan Street looking towards Dimmey's in 2017 (GJM Heritage 2017).

gard'ner jarman martin

18

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Figure 29. A tram timetable (undated but post 1916) with an advertisement promoting Dimmey's on Swan Street 'under the red globe', with 'prices lower than city demands' and trams to the door (RBHS website).



Figure 30: Detail of a c1940s photo showing Dimmey's Tower Clock and Ball (left) from 'Richmond Furnishing Company 1940-49' (SLV Image H2009.177/19).

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Figure 31: Dimmey's Tower, c1980s (SLV Image H2009.52/59).



Figure 32. Dimmey's Clock Tower in 2017 (GJM Heritage 2017).

The population of the municipality slowly increased during the first decade of the century, from 38,000 in 1901, to 40,000 in 1911²⁵, and in 1916 the electric tram service was finally established along Swan Street (Figure 33).²⁶

²⁵ Victorian Places, 'Richmond'.

²⁶ Graeme Butler and Associates, *Yarra Review*, 159.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Figure 33. A crowd watched Mayoress A. F. Fear in the driver's cabin cut the ribbon held in front of the tram on the corner of Swan St and Punt Rd. The photo was published in the social paper *Table Talk* on 13 April 1916 (COYL, Image no. RL 340).

A pocket of industrial development was established north of Richmond Station from c1900. In the following decades, particularly during the Interwar period, this development expanded to fill the block between Stewart Street and Tanner Street. Key industries established were the Australian Knitting Mills (41-42 Stewart Street; 1899, 1912, 1922-24), the Kookaburra Underwear Factory (24 Tanner Street, c1915-1925) and the Kayser factory (28 Tanner Street, c1925-1930). An aerial image taken between 1924-39 clearly shows the factories in place. The Australian Knitting Mills building is indicated with a yellow arrow.

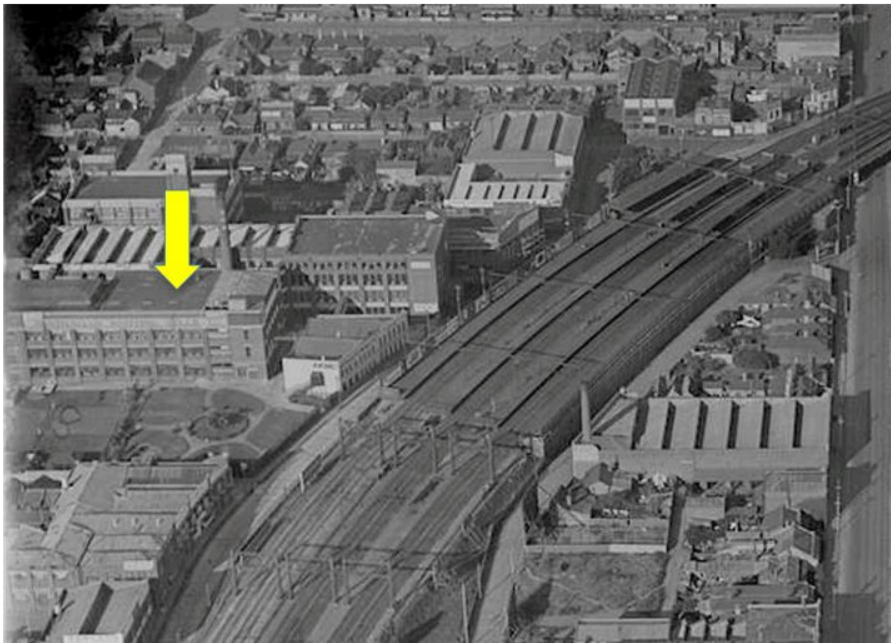


Figure 34: Aerial Image (1924-39) showing factory buildings to the north of Richmond Station. H2013.337/4

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Following World War I the municipality of Richmond experienced further growth with the population peaking in 1921, reaching just over 43,000 people.²⁷ This precipitated a further phase of expansion and saw most of the remaining 'gaps' in Richmond's urban landscape filled with residential buildings.

Fronting Swan Street, gaps towards the western end of the street were filled or earlier buildings replaced. Examples of buildings from this Interwar period of development remain at the H.E. McNaughton ironmongery and residence (69 Swan Street; 1924) and the Slattery Building at 173A Swan Street (1923). Along the western end of Swan Street, industry continued to develop on the vacant land on the south side of the street, comprising larger scale buildings on sizeable lots, opposite the rows of single-storey Edwardian houses which remain today. The increasingly dense development at the western end of the Swan Street is evident on the Melbourne and Metropolitan Board of Works plan dating between 1933 and 1950 (Figures 35A-C).

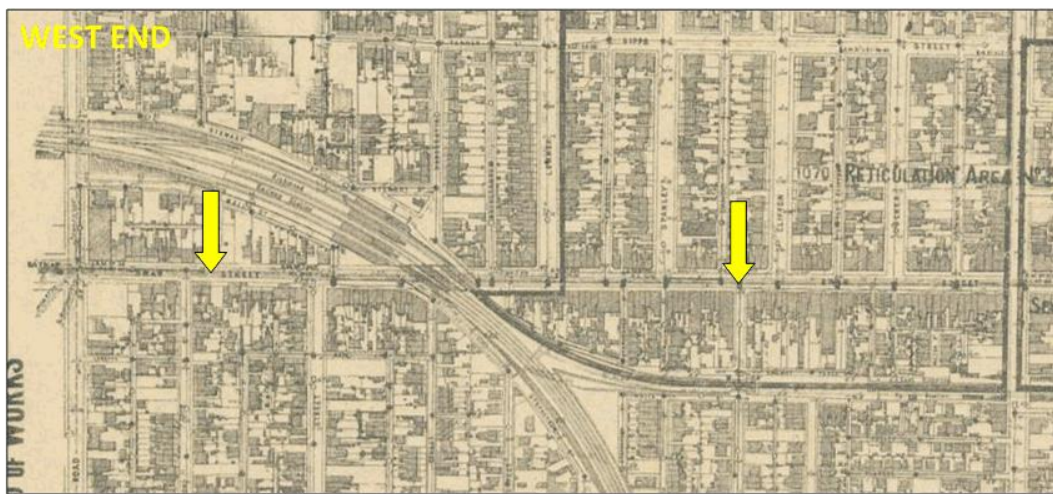


Figure 35A: MMBW Base Map (No. 42) of Swan Street between 1933 and 1950. Swan Street shown by yellow arrow.

²⁷ Lovell, *Yarra Review*, Vol 1, 28.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

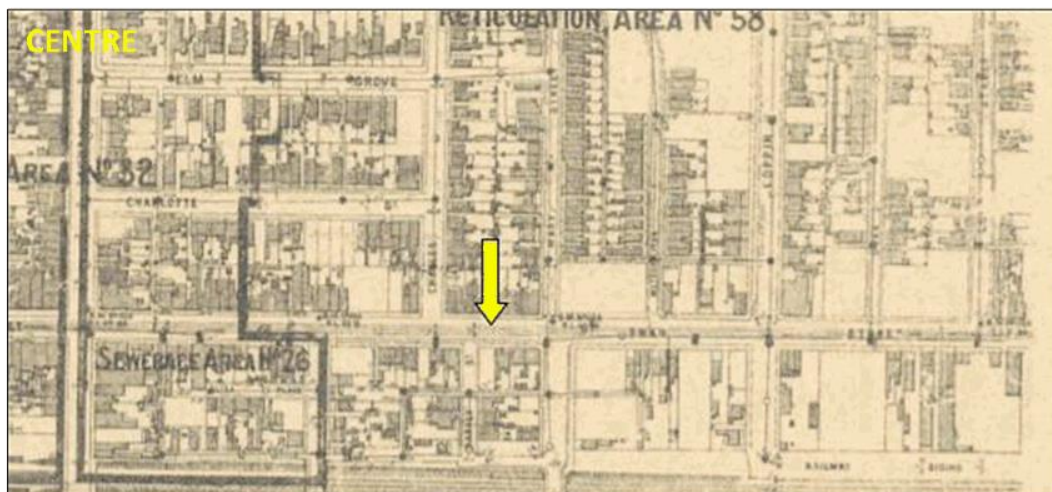


Figure 35B: MMBW Base Map (No. 42) of Swan Street between 1933 and 1950. Swan Street shown by yellow arrow.

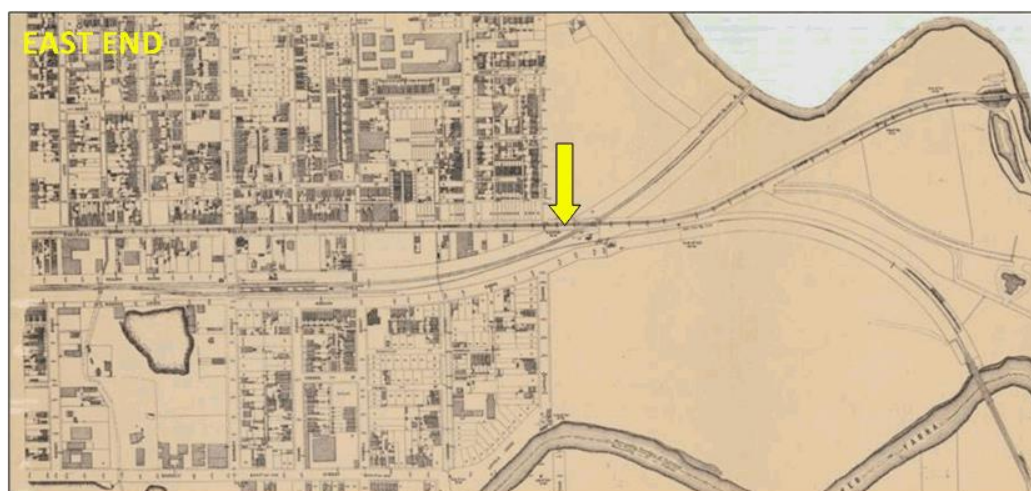


Figure 35C: MMBW Base Map (No. 42) of Swan Street dating between 1933 and 1950. Swan Street shown by yellow arrow.

An aerial image (Figure 36) provides a more graphic representation of the scale of development, towards the western end of the street.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Figure 36. Oblique aerial photo dating between c1925 and c1940, looking east down Swan Street with Punt Road in the foreground (Pratt, c1925-c1940, SLV image H91.1601640).

Despite the grandeur of some individual buildings, the western end of Swan Street and the surrounding suburb remained predominantly working class. Although conditions were often bleak, rent in Richmond's small terrace houses was cheap and they continued to provide accommodation close to the factories that employed large numbers of the suburb's residents.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Figure 37. Workers cottages in Cremorne in 1915. The photo looks north from Richmond Power Station towards Swan Street (blue arrow). To the left is the railway line, and extending north are Green and Chestnut streets (Museums Victoria, Item MM 10376).

It's relative poverty and reliance upon large-scale manufacturing meant that the depression of c1926-c1939²⁸ hit Richmond particularly hard. Many of the battles are eloquently brought to life in 'Struggletown' by Janet McCalman, who notes that 'for Richmond the depression came early and finished late'.²⁹

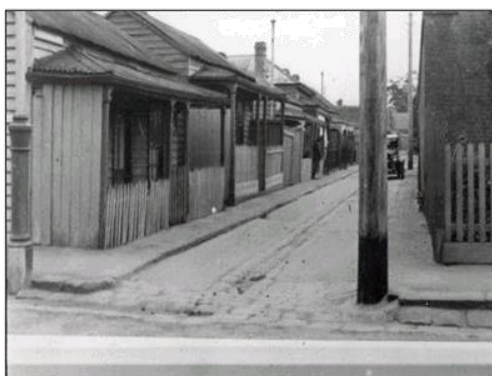


Figure 38: Loughnan Street, c1935 (SLV Image H2001.291/244).



Figure 39: Loughnan Street, 2014 © Google Maps

²⁸ There's some dispute about the dates of the depression – which is usually seen to coincide with the Stock Market Crash of 1929. However, many communities in Richmond were struggling earlier – see McCalman, *Struggletown*, 153.

²⁹ McCalman, *Struggletown*, 153.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Figure 40. Children at a condemned house in Richmond in 1936, a photo taken from the *Herald* newspaper's campaign for slum abolition of 1936 (COYL, Image No. RL 167).

The day-to-day effects of the depression were unemployment and poverty. During this period, many houses again became empty as people were too poor to afford rent. In 1938, the Housing Commission was formed, which in the following decades would implement its 'slum clearance' or housing reclamation program.³⁰

The establishment of various benevolent and relief funds helped to ease the burden. Nonetheless, the depression influenced all aspects of economic and social life as all events that required money – even engagements, marriages and having children – were delayed due to a lack of funds. However, it was also a time that many remembered fondly as 'Richmond's finest hour', as communities banded together to ensure that no one starved.³¹

Nor did the hard times mean that Richmond residents were without social or recreational options. Serving the social needs of the community, Richmond Park (or Burnley Gardens as it became known; now Burnley Park) was popular with its cricket pitches, football ovals, banked bicycle track and large open spaces. Originally a part of the area of Richmond known as Survey Paddock (as the surveyor's horses grazed there) families would picnic there, trainers would take their animals, and you could swim or fish in the Yarra

³⁰ Lovell, *Yarra Review*, Vol 1, 32.

³¹ McCalman, *Struggletown*, 186.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



River.³² Similarly, the Richmond Football Club provided residents with an important distraction – their Premierships of 1932 and 1934 providing the local community with a source of identity and pride.



Image 41: Richmond Football Club 1933 (SLV Image H2008.122/20).

1945 and Beyond

By 1945 Swan Street was a continuous line of buildings stretching from Punt Road to the Wallen Street Bridge. The western portion (approximately west of Burnley Street) retained its consistent Victorian and Edwardian character while the industrial area continued to expand at the eastern end of Swan Street, particularly south of Swan Street in Burnley. Aerial images demonstrate the scale and density of the development by 1945.

³² Lovell, *Yarra Review*, Vol 1, 103.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



GJM Heritage



Figure 42A-C. Swan Street in 1945 (University of Melbourne).

While Swan Street had been ‘developed’, the history of the street did not stop – rather it continued to evolve as different sections were re-developed and transformed.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



It was World War II that was to prove the turning point for the social and economic recovery of the working class in Richmond and life and trade on Swan Street.³³ Following World War II, Richmond's boarding houses were particularly attractive to young single male immigrants from Italy, Greece, Macedonia and Eastern Europe. Small concentrations of immigrants of various ethnic origins developed. Many of the trappings of cultural life were established by these different groups during the post-war period, including places of worship, commercial enterprises and coffee houses.³⁴

Despite the influx of new residents, significant parts of Richmond remained Anglo Celtic and working class. The suburb's reputation was fierce. The tabloid newspapers were quick to seize upon details surrounding unsavoury incidents in the suburb – particularly the street fights which occurred upon occasion. In June 1944, for example, 400 people are reported to have watched a family fight between two men and two women outside a Swan Street Hotel; while in December 1958 the police raided a party in Lincoln Street where over 300 men and thirty six women were gathered around 171 gallons of beer on Sunday afternoon to raise bail and defence money for a 'popular lad' on a 'serious charge'.³⁵

Things were changing though; the Housing Commission became increasingly active in the area purchasing large areas of modest homes, and demolishing them to make way for new public housing in the form of flats – such as those built between Bridge Road and Victoria Street.³⁶ The increased population and the rise of cars also saw an increase in the traffic running through the suburb. This increase in personal mobility, in turn, undermined the traditional street life of Richmond's high streets, while the arrival of supermarkets saw the gradual decline of the corner store, the local butcher and green grocer.

There was also a growing trend of gentrification, as from the 1970s and '80s students and artists began to move into the suburb, attracted by its large sections of terrace housing, proximity to the city and cheap rents. Professionals – seeking reasonably priced housing within walking distance of the city – arrived next and, along with investors, have again transformed the suburb. While the recession of the early 1990s slowed re-development, by the mid-late 1990s it was again accelerating. The impact was compounded by planning reforms that encouraged urban consolidation (in preference to greenfield development on Melbourne's urban fringe). As a result, a number of significant heritage buildings were 're-developed' for both commercial and residential accommodation. Major developments to occur in the late 1990s and early 2000s included the re-development of the Bryant & May Factory (VHR H0626), and the Rosella complex (H0349).

³³ McCalman, *Struggletown*, 152, 213.

³⁴ Lovell, *Yarra Review*, Vol 1, 30.

³⁵ McCalman, *Struggletown*, 270.

³⁶ Howe, R. Nichols, D. and Davison, G. *Trendyville: The Battle for Australia's Inner Cities* (2014), 64-65.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Figure 43. Bryant and May Factory (c1940-50), SLV H2012.195/27

As the population of students and professionals has increased, so has the demand for cafes, specialist shops and entertainment venues. Many new businesses have sprung up to meet the demand, while others that previously existed have expanded.

On Swan Street, the Corner Hotel (re-built in 1966) is one of the most visible pieces of evidence of this new class of resident and has become synonymous with live music in Melbourne, hosting well-known international and local acts.



Figure 44. The Corner Hotel live music venue in 2017 (GJM Heritage 2017).

Attachment 2 - Swan Street Built Form Study Heritage Assessments



The impact on other businesses has been mixed. On the one hand, the changing demographic has helped to secure the future of the banks, post office and many retail shops. However, it has also placed pressure on several of Richmond's long-established stores. Perhaps the most significant of these is Dimmeys, which closed its Swan Street store in 2014/15. While the building and famous clock tower remains, the ground floor is now occupied by Coles with an apartment complex to the rear.



Figure 45. Sales day at Dimmeys in 1952 (COYL, Image No. RL 269A).



Figure 46. Sales day at Dimmeys in 1984 (COYL, Image No. RL 269B).

Swan Street's proximity to the city and its strong cultural and entertainment precinct continues to make it a sought after place to live and work. As a result, significant development pressures have emerged, and the difficult challenge of balancing increasing demand for residential and commercial development with the desire to retain key elements of the street's rich history has emerged in the last 30 to 40 years.

In response, the first heritage study for Richmond was completed in 1985 and Swan Street was identified as warranting inclusion in an Urban Conservation Area as *'A fine commercial precinct of nineteenth century buildings which are intact above verandah level and which developed parallel with Bridge Road as Richmond's commercial centre.'*³⁷

Swan Street was again assessed for its heritage value in 1998 and was subsequently included in the Heritage Overlay of the new format Yarra Planning Scheme, having been identified as significant as:

One of three main east-west thoroughfares through Richmond, it is a Victorian and Edwardian commercial streetscape, containing a mixture of shops, hotels and other commercial buildings, many of which are substantially intact at first floor level. Within the

³⁷ John O'Connor, et al, *Richmond Conservation Study*, 41.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



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Precinct, there are a number of individually significant buildings, several of which have very intact, elaborate Italianate facades. Collectively they demonstrate the variegated nature of a typical 19th century retailing strip.

The most intact streetscapes within the Precinct are the south side of Swan Streets between Brighton Street and Shakespeare Place, and the shops near the south-west corner of Swan and Church Street. Non-heritage building stock occurs throughout the Precinct, with small grouping on the north side of Swan Street between Lennox and Carroll, and Waverley and Docker Streets, and on the south side, west of Shakespeare Place.³⁸

In 2017, the highly intact turn of the century commercial 'High Street', known as the 'Swan Street Precinct' (HO335), is valued by the community for the following reasons:

What is significant?

Swan Street, Richmond from Botherambo Street to Brighton Street (nos. 63-221 & 90-272), Church Street, south of Swan Street to the railway line (nos. 421-425 & 454-468), Byron Street (nos. 2-8 & 140-160) and Kipling Street (nos. 1, 2, 2A, 3, 5 & 7).

History

Swan Street was designated as a road reserve in Hoddle's Crown survey of 1837. Allotments on the north side of Swan Street were sold from 1839 and the south side from 1846. By 1857 a number of commercial businesses had been established in Swan Street, particularly at the west end, and traders included butchers, drapers, fruiterers, tailors, shoemakers, hairdressers and hoteliers. Amongst the early hotels was the Swan Inn after which the street was named, and the predecessor of the present three-storey Swan Hotel (1889) at the corner of Church Street.

Swan Street ran from Punt Road to the Survey Paddock (now Burnley Park) before extension to the Yarra River sometime between 1874 and 1888. In 1859 a railway line from Princes Bridge to Punt Road provided access to Swan Street and this was extended to Church Street (East Richmond Station) and beyond to the present Burnley Park the following year. Running south of, and parallel to, Swan Street, this railway line provided transport to and from the city. In 1916 an electric tram service provided additional transport along Swan Street, encouraging further development along the length of Swan Street.

The commercial western end of Swan Street experienced a development boom in the 1880s and much of the present commercial building stock, particularly between the railway line (which was raised above Swan Street in 1887) and the Church Street intersection, was constructed at this time. This included a number of predominantly two-storey shops with residences above, including the extensive Perrins Building, 128-38 Swan Street (1884), shops opposite at 95-97 Swan Street (1885) and a highly decorative group of buildings at 224-234 Swan Street.

³⁸ Lovell, *Yarra Review*, Vol 3, 156.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Swan Street was sealed in 1901 and construction of commercial buildings continued on allotments at the western end of Swan Street. Substantial and distinctive commercial and public buildings, such as the Maples Piano Showroom and the Richmond South Post Office in 1905, and Dimmeys and the former State Savings Bank of Victoria in 1907 added an Edwardian presence to the existing Victorian character of the precinct. A highly prominent clock tower with ball, added to the Dimmeys store in the 1910s, became a landmark feature in Swan Street.

Swan Street's long history as a commercial centre has also seen it play a central role in the social life of Richmond. For over 150 years, the street has provided the community with social and recreational opportunities, with the long-term commercial success of the street being predicated upon its attractiveness as a social space. It is this rich social legacy that binds the various phases of the street's development together, and which continues today to attract new residents and visitors.

Description

The main development period of the Swan Street Precinct is from the 1880s to 1920 and the streetscape dates largely from this period. A small number of buildings from both earlier and later periods make a contribution to the precinct. A number of individually significant buildings are contained within the precinct, dating predominantly from the 1880s-1920 period.

Buildings are predominantly attached Victorian and Edwardian shops and residences. They are predominantly two-storey with some three/four and single-storey shops interspersed.

Elements that contribute to the significance of the place include (but are not limited to):

- A variety of simple and highly decorative façade parapets, with pitched roofs behind
- No front or side setbacks
- Face red brick (including polychrome) or rendered walls
- Rendered window frames, sills and hoods to upper stories
- Rendered ornament and incised decoration to upper stories
- Brickwork with corbelled capping courses
- Original post-supported street verandahs
- Strong horizontal lines formed by parapets, cornices, string courses
- Repetitive upper floor fenestration patterns
- Consistent two-storey scale with some one and three-storey buildings
- Shop fronts with display windows, timber or tiled plinths, and entry recesses
- Some red brick storage or stable buildings at the rear or side lane frontage
- Corner buildings with secondary façades to side streets or lanes
- Splayed corners to buildings at intersections
- Corrugated iron and slate roof cladding
- Bluestone pitched road paving, crossings, stone kerbs and channels and asphalt paved footpaths.

How is it significant?

Swan Street, Richmond is of local historical, architectural and aesthetic significance to the City of Yarra.

Why is it significant?

The Swan Street Precinct is a major 'High Street' in the City of Yarra and has functioned continuously as one of Richmond's two key commercial centres since the 1840s. It retains a substantial collection of intact

Attachment 2 - Swan Street Built Form Study Heritage Assessments



commercial buildings, predominantly from the Victorian and Edwardian periods, including shops and associated residences, hotels and other commercial and civic buildings. Together these buildings demonstrate the development of this major 'High Street', particularly from the 1880s to c1920 when substantial growth in the street occurred, and are illustrative of the enduring role the street has played in the economic and social life of Richmond since the establishment of the suburb [Criterion A].

The highly intact streetscape of the Swan Street Precinct clearly demonstrates the principal characteristics of a major turn of the century 'High Street' in the City of Yarra. Typical characteristics, including predominantly two-storey Victorian and Edwardian wall heights, parapeted rendered or red brick facades with repetitive upper floor fenestration, and ground floor shopfronts, are displayed in the original forms, fabric and detailing of many of the buildings. The streetscapes on the south side of Swan Street between the former Richmond Post Office and Church street, on the north side of Swan Street between Carroll and Dando Streets, and the west side of Church Street between Swan Street and the railway line are particularly intact and consistent in their architectural form and expression [Criterion D].

The Swan Street Precinct contains a number of landmark and individually significant buildings which are well-considered and carefully detailed examples of commercial and civic buildings. These include, among others, the former State Savings Bank of Victoria (216 Swan Street); the former Richmond South Post Office (90-92 Swan Street); large retail stores such as Maples Pianos (122-126 Swan Street); Dimmeys (140-48 Swan Street); and M Ball & Co (236-240 Swan Street), as well as hotels such as the Swan Hotel (425 Church Street). The clock tower and ball of the Dimmeys building is of particular prominence and is a local landmark. Variations in façade detailing throughout the precinct, including parapet ornamentation, balustrading and pediments, incised and applied decoration and polychromatic brickwork, make an aesthetic contribution to the overall character of the precinct [Criterion E].

Attachment 2 - Swan Street Built Form Study Heritage Assessments



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Attachment 2 - Swan Street Built Form Study Heritage Assessments



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Attachment 2 - Swan Street Built Form Study Heritage Assessments

Appendix C – Heritage Citation: Swan Street West Precinct (30-42 Swan Street)

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Attachment 2 - Swan Street Built Form Study Heritage Assessments



Heritage Citation

SWAN STREET WEST PRECINCT

Address: 30-42 Swan Street, Cremorne

Prepared by: GJM Heritage

Date: August 2017

Place type: Commercial shops	Architect: Not known
Grading: Locally significant precinct comprising four contributory buildings	Builder: Not known
Integrity: High (above street level)	Construction Date: Victorian, Edwardian
Recommendation: Include in Heritage Overlay (Swan Street West Precinct)	Extent of Overlay: Refer to Figure 20



Figure 1. 30-42 Swan Street, Cremorne (GJM Heritage, October 2016)

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Statement of Significance

What is significant?

The Swan Street West Precinct comprising 30-42 Swan Street, Cremorne.

Elements that contribute to the significance of the place include (but are not limited to):

- The original external form, materials and detailing of the four buildings
- The high level of integrity of the buildings to their late nineteenth and early twentieth century design.

Later (post 1940) alterations and additions to the rear and shopfront are not significant.

How is it significant?

The Swan Street West Precinct is of local historical and architectural significance to the City of Yarra.

Why is it significant?

The Swan Street West Precinct is illustrative of historical development along a major, early commercial thoroughfare in the City of Yarra. As the only remaining group of intact commercial buildings from the Victorian and Edwardian periods west of the Swan Street railway bridge, this precinct demonstrates the commercial development at the west entrance of the major Swan Street 'High Street' up to the 1920s [Criterion A].

The small but intact Swan Street West Precinct clearly demonstrates the principal characteristics of a major Victorian and Edwardian 'High Street' in the City of Yarra. Typical characteristics, including parapeted facades with repetitive upper floor fenestration, rendered facades and ground floor shopfronts, are displayed in the variety of original forms, fabric and detailing of the four buildings [Criterion D].

Historical Themes

The place illustrates the following themes as outlined in the *City of Yarra Thematic History* (1998):

4.0 Developing local economy

- 4.4 Smaller Retailers: Strip Shopping

7.0 Leisure and Entertainment in the Suburbs

- 7.1 Licensed Hotels and 'Sly Grog'

Precinct History

Swan Street was designated as a road reserve in Robert Hoddle's Crown Survey of 1837. Along with Bridge Road and Church Street, it was one of the first roads laid out in Richmond.

The land within the Swan Street West Precinct was part of Crown Allotments 1 and 2 (Parish of Jika Jika) sold by the Crown in 1849. By 1855, Richmond had undergone significant development. James Kearney's 1855 survey map of Melbourne (Figure 2) shows development fronting the west end of Swan Street, with a further concentration of development near the intersection with Church Street. Early structures evident along Swan Street, including within the Precinct, appear to have been demolished during later development. In 1859 the Richmond Railway Station opened, spurring development in its vicinity.

Like Melbourne generally, Richmond experienced a development boom in the 1880s. Commercial development on Swan Street expanded as an increasing population coupled with exorbitant rents and soaring property prices drove shopkeepers out of Melbourne to the surrounding ring of inner cities, like Richmond. By the end of the 1890s much of the predominantly Victorian streetscape between Punt Road and Church Street had been formed (Figure 3). In 1901 Swan Street was sealed and intermittent construction and development of commercial buildings continued at the western end of Swan Street during

Attachment 2 - Swan Street Built Form Study Heritage Assessments



the Edwardian period. The arrival of the tramline in 1916 provided easier access to the Swan Street shopping strip.

Following World War I, vacant lots at the western end of Swan Street (between Punt Road and Church Street) were filled, and a number of earlier buildings replaced. The dense development along Swan Street at this time is evident on an aerial dating to c1925-c1940 (Figure 8). Redevelopment at the western end of Swan Street has seen the demolition of the majority of early commercial buildings on Swan Street between Punt Road and the railway line (Figures 9-10).



Figure 2. Kearney's 1855 map showing earlier buildings along Swan Street, the red polygon highlights the buildings between Wellington Street and Cremorne Street.

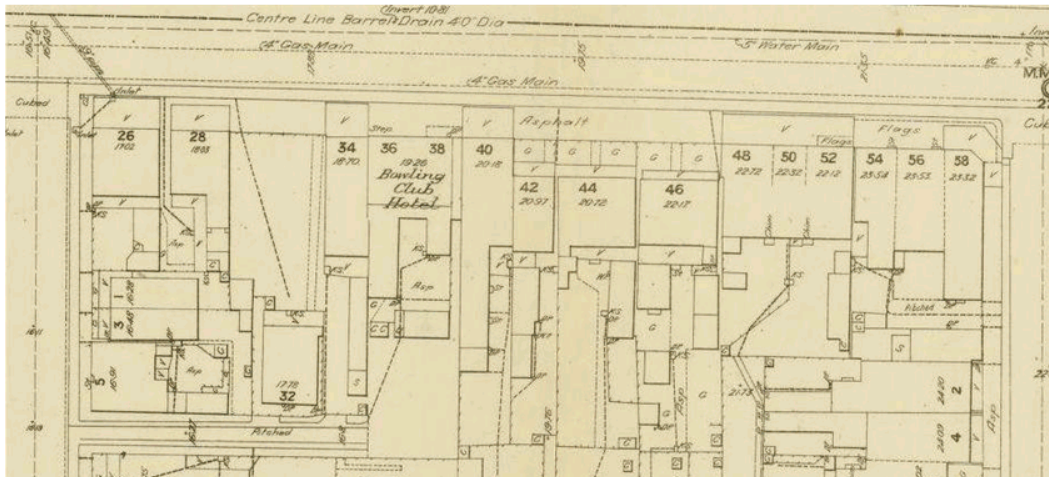


Figure 3. The southern side of Swan Street, between Wellington Street (left) and Cremorne Street (right) in 1896 (MMBW DP 910).

30-32 Swan Street

In 1854, Richard Dunstone purchased the front portion of the current 30-32 Swan Street, while George H. Knight purchased a lot fronting Wellington Street (current 5 Wellington Street), which included the rear portion of the current 30-32 Swan Street (Old Law Note 2518). Knight built a weatherboard house at the rear of the property, which is evident on the 1896 Melbourne Metropolitan Board or Works (MMBW) plan (then part of 32 Swan Street; Figure 3). In 1882 Knight purchased the land fronting Swan Street at 30-32 Swan Street, to form the extent that exists in 2017 (LV:V1400/F951). In 1887 the property passed to Charles E Knight, Hobart gentleman, and John Mann, fruiterer. The property continued to change hands – in 1889 it was sold to Duncan Kerr, bookbinder, in 1894 to John Hurrey, gentleman, and in 1906 it was sold to John William Gipson (LV:V1400/F951). The property remained in the Gipson family until 1938, who also owned the adjacent 34 Swan Street (LV:V3141/F056; RB).

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Images of this part of Swan Street, dating to c1891 and 1892, indicate that no building had been constructed on the Swan Street boundary of nos. 30-32 Swan Street by this date (Figures 4-6). The 1896 MMBW detail plan confirms that the front of 30-32 remained vacant, and the house remained at the rear of the property (since demolished) (Figure 3).

Nos. 30 and 32 Swan Street were first listed in the Sands & McDougall Directories in 1907; 30 was occupied by John Reardon, bootmaker, and 32 occupied by Walter Cameron, cabinetmaker. The 1910 Rate Books confirm that John Gipson was the owner of nos. 30 and 32 Swan Street, each described as a five room brick 'house', with different occupants (Gipson was also rated as the owner and occupant of 34 Swan Street) (RB).

An analysis of the architectural style and detailing of the building suggests that it may date from the early Edwardian period (1901-1918), and was probably constructed for Gipson. The single-storey section to the rear of the shop does not appear to be evident in the c1925-c1940 photo; built date not confirmed (Figure 8).

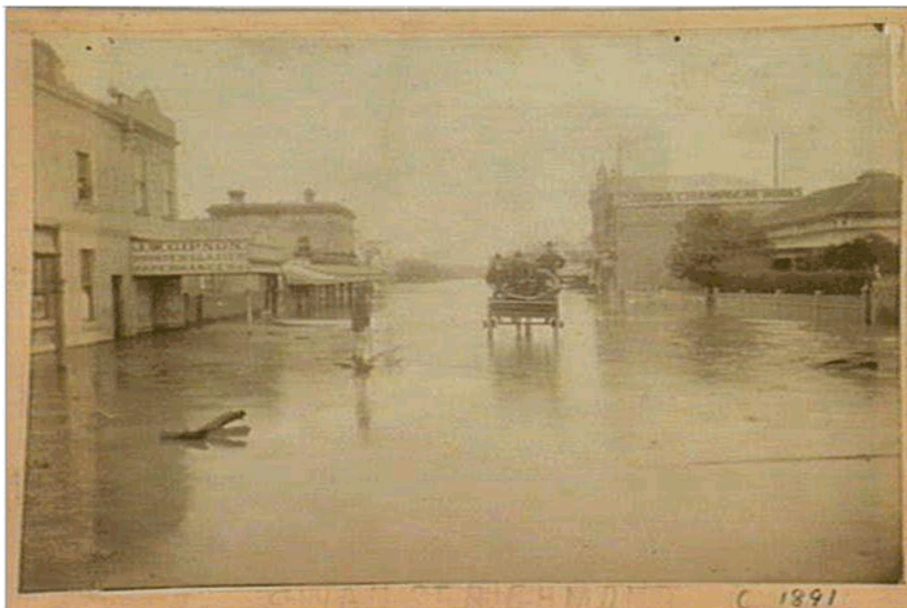


Figure 4. Looking west down Swan Street c1891, during a flood. Far left is 36-38 Swan Street, the next building with the verandah is no. 34. Beyond this, vacant lots are visible (SLV, Image a14552).

34 Swan Street

The current 34 Swan Street was sold to Charles E. Knight in 1854, then to George H. Knight in 1862 (Old Law Note 31103). It has been suggested that the existing building dates to 1870, however research indicates an earlier timber building existed at this date (Butler 2009:404). In 1884 the property was sold to Mark F. Toner and his wife Sarah (Old Law Note 31103). The rate books confirm that in 1886 Mark Toner, blacksmith, was rated as the owner and occupant of a timber (weatherboard) shop and 3 rooms, with a Net Annual Value of 20 pounds (RB). By 1889 Toner, a grocer, was rated as the owner and occupant of a 4 room weatherboard house and shop, with a Net Annual Value of 28 pounds (RB).

In 1890 Amelia M. Jago purchased the property. The following year in 1891 Walter Jago, Richmond butcher, was rated as the owner of the 4 room weatherboard house and shop, with an increased Net Annual Value of 38 pounds, now occupied by John W. Gipson, painter (RB). Images dating to c1891 and 1892 (Figures 4-6) show that a two-storey building existed at this date, with signage advertising Gipson's business. Figure 6 suggests there was timber cladding to the façade of the second storey in 1892. The 1896 MMBW Detail

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Plan (Figure 3) shows the building located on the front title boundary Swan Street, with a verandah over the footpath and a verandah on the rear elevation, as well as a long narrow outbuilding with a stables in the backyard (outbuilding since removed).

In 1897 the property was sold to Mary M. Gipson; the family remained the owner of 34 (and 30 and 32) Swan Street until 1938 (LV:V5124/F714). In 1900 John Gipson, painter, was rated for a 4 room brick house at 34 Swan Street. By 1910 the building was described with 7 rooms and a NAV of 45 pounds (RB).

In 1920, 34 Swan Street was still described as a 7-room brick building, with a NAV of 60 pounds (RB). However by 1925, the building at 34 Swan Street had a large increase of the NAV to 140 pounds (with no description). This large increase in Net Annual Value indicates substantial improvements at the property (RB). This evidence suggests that the third storey was added between 1920 and 1925, at which date the bay window may have also been added to the second storey. The large two-storey building on the rear boundary, evident in the c1925-c1940 photo (Figure 8), may also have been constructed during this period (date not confirmed).

A photo (Figure 7) shows the three-storey building at 34 Swan Street (which remains in 2017); the photo reportedly dates to c1900 however it probably dates later, as it shows the first floor bay window which probably dates to a later period. A c1925-c1940 aerial shows the three-storey (two-storey to the rear) building from the west, with Gipson's advertisement on the side of the building, and the two-storey outbuilding to the rear (Figure 8).

An analysis of the architectural style and detailing of the building suggests that it may date from the late Victorian period (1875-1901), with a second floor addition and alterations made in the 1920s.



Figure 5. An image published in a local newspaper in 1892, showing the earlier form of 34 Swan Street. To the left is the extant building at 36-38 Swan Street (*Reporter*, 23 Sep 1892:4).



Figure 6. A better reproduction of the same image, 1892 (Latrobe Library Picture Collection cited in O'Connor, Coleman et al, 1985:120).

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Figure 7. A photo of 34 Swan Street with three-storeys, reportedly dating to c1900 but probably dating to the 1920s; the c1900 date does not correlate with other evidence and the first floor bay window appears to date to the early Interwar period (Richmond Historical Society as cited in O'Connor, Coleman et al, 1985:67).

36-38 Swan Street

John Smith purchased the current 36-38 Swan Street in 1865, and was first listed in the Sands & McDougall Directories on this part of Swan Street as a grocer in 1869 (Old Law Note 14766; S&Mc). The 1869 rate books confirm that Mrs John Smith, publican, was the owner and occupant of a 6 room brick 'house', with a Net Annual Value of 52 pounds (RB). The following year in 1870, Mrs Smith was listed in the Sands & McDougall Directory as the publican of the Daniel O'Connell Hotel. Five years later in 1875, Smith's building was described as an 8 room brick hotel with a similar NAV of 50 pounds. During this period Smith was also rated for a 3 room wooden house at the rear of the property, which was tenanted (RB). Mary Smith, wife of the late John Smith, died in 1876, with her residence noted as the Daniel O'Connell Hotel in Swan Street (*Argus*, 6 Apr 1876:8).

In 1875 the property was sold to Stephen Stapleton and in 1879 Ludwig Merick was the publican of the 8 room hotel (Old Law Note 14766; RB; S&Mc). In 1881 William J. Cuddon, accountant, purchased the hotel for a short period, before selling to Thomas Fogarty and Lawrence Doyle, wine and spirit merchants in 1882 (LV:V1280/F981; V1380/F900). By 1884 the hotel was renamed the Bowling Club Hotel, retaining an 8 room extent until the late 1880s when the hotel was recorded with 10 rooms. Miss Julia Torpey was the publican of the hotel from 1883 until c1900, when M. M. Fitzgerald took over (S&Mc; RB).

The building and its original ground floor facade are evident in c1891 and 1892 images (Figures 4-6). The footprint of the hotel is evident on the 1896 MMBW plan, with wings extending to the rear of the building with outbuildings in the backyard (Figure 3).

The hotel was sold by Doyle to Michael Fitzgerald in 1913 and subsequently leased to tenants (LV:V1380/F900). From 1919 the Bowling Club Hotel ceased to be listed in the Directories, after which nos. 36 and 38 Swan Street were listed with various commercial occupants (S&Mc). After Fitzgerald's death in 1933, the building had various owners (LV:V1380/F900).

An analysis of the architectural style and detailing of the building suggests that the building dates from the mid-Victorian period (1860-1875). Various stages of additions and outbuildings are evident to the rear of the building (dates not confirmed).

Attachment 2 - Swan Street Built Form Study Heritage Assessments



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40-42 Swan Street

The building at 40-42 Swan Street appears to have been constructed as two separate buildings, with no. 42 extended towards the street, and a unifying facade constructed, at a later date. The current aerial photograph (Figure 19) clearly shows two different roof forms behind the later façade.

In 1865 Abraham England purchased the property (the current 40-42), and was subsequently listed in the Sands & McDougall Directories, however it is not clear what building existed at this date. In 1869 the property was sold to Matilda J. W. Thorpe (Old Law Note 13829).

In February 1881 Ernest A. Avery, 'general dealer' officially purchased the property (LV:V1226/F124). However prior to this, the 1879-80 rate books recorded that Avery, greengrocer, was rated as the owner and occupant of the property just east of the hotel, with a 6 room brick house and a Net Annual Value of 36 pounds (RB). In 1880, Ernest A. Avery, dairy and greengrocer was listed for the first time in the Directories, just east of the hotel (S&Mc).

By 1881, Avery, a dairyman, was listed as the owner of the two adjacent lots east of the hotel. Next to the hotel was a 5 room brick and weatherboard shop with a NAV of 30 pounds, which was occupied by Avery. The second lot held a 5 room brick house with a NAV of 20 pounds (RB). By 1884 both of Avery's lots were occupied by a 6 room brick 'house', both occupied by David Chambers, timber merchant; no. 40 had a NAV of 30 pounds, while no. 42 had a NAV of 24 pounds.

In 1891 the property was transferred to John Hall, bottle merchant (LV:V1226/F124). After Hall's death in 1901, the property was jointly owned by Joseph Hall, a cellarman, and George Whaley, a bottle merchant (LV:V1226/F124). The 1896 MMBW plan (Figure 3) shows that two individual buildings existed at this date, with no. 42 setback from Swan Street with a verandah along the facade, which probably served as a residence at this date. Both buildings are shown with wings and outbuildings extending to the south (which appear to all have been replaced with later additions; dates not confirmed).

Between 1910 and 1922 the property was officially owned by Equity Trustees following the death of the previous owners (LV:V1226/F124). In 1910 the NAV of the properties (each with 6 rooms) was similar to that of 1884. By 1920, the NAV of no. 40 had increased from 32 pounds in 1910 to 45 pounds, while no. 42 had increased from 20 to 33 pounds (RB). John Jeffrey purchased the property in 1922; the Jeffrey family retained ownership until 1954 (LV:V3482/F274).

The rate books do not give a clear indication of when the facade was constructed for both 40 and 42, and when no. 42 was presumably extended to reach the front title boundary (as evident from the 1896 MMBW plan, Figure 3), however an analysis of the architectural style and details suggests that the façade dates to the early twentieth century. The two buildings were separately listed in the Directories, with various occupants, until c1925 when Robert Jeffrey 'motor cars for hire' was addressed at 40-42 Swan Street, with John Jeffrey, motor accessories and leather goods also addressed at 40 Swan Street (S&Mc).

An analysis of the architectural style and detailing of the building suggests that the building façade dates from the Edwardian period (1901-1918).

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Figure 8. A detail of an oblique aerial (dated c1925-c1940) look east down the southern side of Swan Street from Wellington Street, with Gipson's three-storey building prominent at 34 Swan Street (Charles D. Pratt, c1925-c1940, SLV Image H91.160/1640).



Figure 9. Swan Street off Punt Road (looking east) c1925-c1940 (Charles D. Pratt, c1925-c1940, SLV Image H91.160/1640).



Figure 10. Swan Street off Punt Road (looking east) in 2017 (Google Maps, 2017).

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Physical Description

The row of commercial premises at 30-42 Swan Street is situated on the south side of Swan Street between Wellington and Cremorne Streets, opposite the Richmond Railway Station. The row is flanked by vacant allotments and is therefore viewed as an isolated group of commercial buildings with no front set back and little or no side setbacks. All buildings have rendered facades and roofs set behind parapets.

30-32 Swan Street (Figure 11)

The commercial premises at 30-32 Swan Street contains two shops with residences above and presents as a parapeted, two-storey rendered (overpainted) facade to Swan Street with detailing typical of the late Victorian/early Edwardian period. The upper façade contains two rectangular windows with prominent sills and simple label head mouldings. Central glazing bars divide the lower window sashes while air conditioning units have replaced the upper sashes. These windows are separated and flanked by raised vertical panels containing decorative mouldings. The parapet above has a central curved pediment with crowning scrolled motif, side urns on vermiculated rusticated pedestals (one missing) and a central diamond motif similarly rusticated. Front verandahs have been removed and the simple timber shopfront is more recent.

34 Swan Street (Figure 12)

The commercial premises at 34 Swan Street is a three-storey building which contains a single shopfront. The building dates from the late Victorian period with additions and alterations made in the 1920s. The front façade is rendered (overpainted) and contains two rectangular double-hung one-over-one sash windows at the upper level, with moulded stringcourses above and below, and a rectangular bay window at first floor level. The parapet is a plain cornice, with crowning curved pediment containing the number '34', flanking scrolls and small central curved pediment.

The bay window at first floor level has a small hipped roof of corrugated iron, timber framed windows and diagonal timber panelling below. The shopfront has a recessed timber-framed side entry and large shop windows, which are likely to date from the 1920s (Context, 2014). A front verandah has been removed.

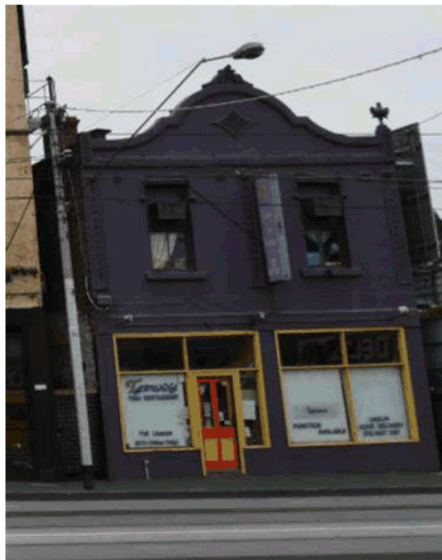


Figure 11. 30-32 Swan Street (GJM Heritage, October 2016)

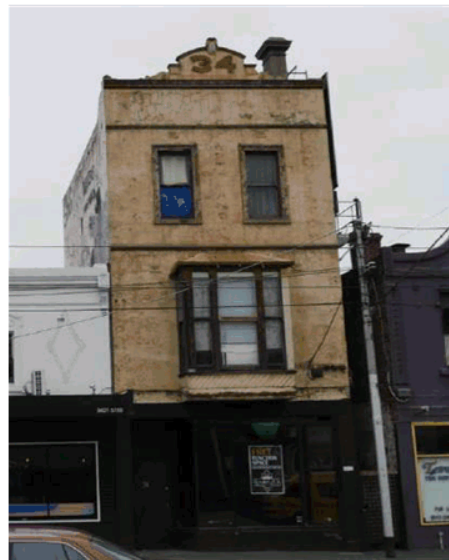


Figure 12. 34 Swan Street (GJM Heritage, October 2016)

Attachment 2 - Swan Street Built Form Study Heritage Assessments



36-38 Swan Street (Figure 13)

The commercial premises at 36-38 Swan Street presents as a single parapeted, two-storey building to Swan Street, dating from the mid-Victorian period. The broad upper façade is rendered (overpainted) with three large incised diamond-shaped motifs and two rectangular double-hung two-over-two sash windows. These windows have moulded frames with incised scrolled decoration in pedimented window heads. The crowning parapet cornice has elaborate side consoles and central curved broken pediment with flanking scrolls. Shopfronts at street level are recent metal framed openings with a single entrance on the east side.

40-42 Swan Street (Figure 14)

The commercial premises at 40-42 Swan Street comprises two adjoining buildings and presents as a single parapeted, two-storey building to Swan Street. The symmetrical rendered façade, which dates from the Edwardian period, has rusticated side pilasters and a simple curved parapet line. The upper façade contains a row of four rectangular double-hung one-over-one sash windows with simple moulded frames. At street level shopfronts have been rebuilt and a cantilever canopy constructed.



Figure 13. 36-38 Swan Street (GJM Heritage, October 2016)

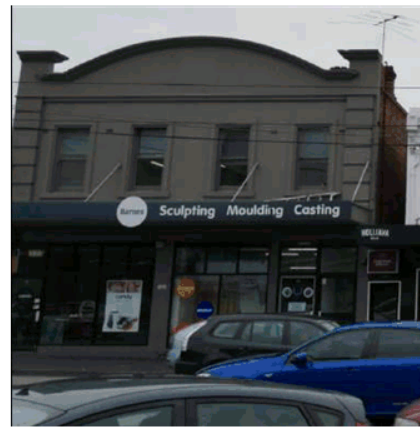


Figure 14. 40-42 Swan Street (GJM Heritage, October 2016)

Integrity

The buildings retain a high degree of integrity to the Victorian and Edwardian periods in fabric, form and detail. While the buildings have undergone some alterations, as described above, – including the loss of verandahs and some shopfronts at street level – these do not diminish the ability to understand and appreciate the places as highly intact examples of Victorian and Edwardian shops and residences.

Comparative Analysis

The commercial premises at 30-42 Swan Street, Cremorne are of note as an intact and representative row of commercial buildings, constructed in the Victorian and Edwardian periods.

Substantial numbers of commercial buildings were constructed in the City of Yarra from the 1880s to the 1920s. Those of the late nineteenth century typically incorporated classical elements and motifs into symmetrical parapeted facades with varying degrees of elaboration. Rendered facades were most common, with some facades of red brick and contrasting render and others of polychromatic brickwork. Rendered decoration, in the form of classical elements such as cornices, architraves, balustrading, urns, stringcourses and pediments, was commonly applied to facades and wall render was occasionally incised. Windows were typically rectangular, sometimes arch-headed, and these were repeated regularly across upper facades. Commercial buildings of the early twentieth century were typically built of face red brick with render contrasts and parapetted facades were generally symmetrically composed. Facades often

Attachment 2 - Swan Street Built Form Study Heritage Assessments



incorporated simple classical elements and non-classical detailing, such as Art Nouveau-inspired decoration.

Commercial buildings from this period were most commonly of two-storeys, with fewer single-storey and three or four-storey premises constructed. They were typically built as rows of attached buildings, as pairs, or as individual buildings with no side setbacks from adjoining properties and no front setback. Corner properties commonly had a splayed corner and addressed both streets, to various degrees.

Within the City of Yarra, large numbers of commercial premises built in the Victorian and Edwardian periods are included in the Heritage Overlay as individually significant and contributory places within precincts. Comparative groups of buildings within existing precincts, which broadly display characteristics similar to the precinct at 30-42 Swan Street, Cremorne, include:

- 409-417 Swan Street (Burnley Street Precinct, HO474)
- 91-101 Swan Street (Swan Street Precinct, HO335)
- 129-141 Bridge Road (Bridge Road Precinct, HO310)
- 178-186 Bridge Road (Bridge Road Precinct, HO310).



Figure 15. 409-417 Swan Street (Burnley Street Precinct, HO474) (Google, Feb 2017).

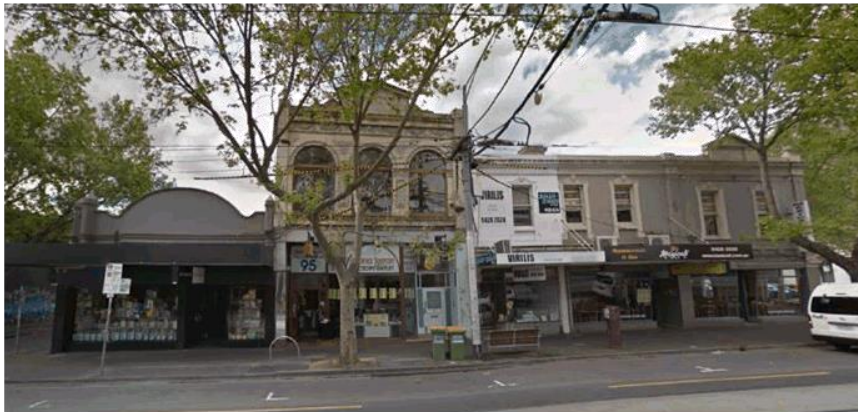


Figure 16. 91-101 Swan Street (Swan Street Precinct, HO335) (Google, Oct 2016).

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Figure 17. 129-141 Bridge Road (Bridge Road Precinct, HO310) (Google, Nov 2016).



Figure 18. 178-186 Bridge Road (Bridge Road Precinct, HO310).

Like these places, the commercial premises at 30-42 Swan Street, Cremorne display a range of characteristics which have strong associations with the Victorian and Edwardian periods and the buildings remain highly intact to demonstrate these associations.

The commercial premises at 30-42 Swan Street, Cremorne demonstrate the following Victorian characteristics:

- A variety of simple facade parapets, with pitched roofs behind
- No front setbacks
- Rendered walls
- Rendered window frames, sills and hoods to upper storeys
- Rendered ornament and incised decoration to upper storeys
- Horizontal lines formed by parapets, cornices, and string courses
- Repetitive upper floor fenestration patterns
- Corrugated iron roof cladding.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



GJM Heritage

Assessment Against Criteria

Following is an assessment of the place against the recognised heritage criteria set out in *Planning Practice Note 1: Applying the Heritage Overlay* (July 2015).

Criterion A: *Importance to the course or pattern of our cultural or natural history (historical significance).*

The Swan Street West Precinct is illustrative of historical development along a major, early commercial thoroughfare in the City of Yarra. As the only remaining group of intact commercial buildings from the Victorian and Edwardian periods west of the Swan Street railway bridge, this precinct demonstrates the commercial development at the west entrance of the major Swan Street 'High Street' up to the 1920s.

Criterion D: *Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments (representativeness).*

The small but intact Swan Street West Precinct clearly demonstrates the principal characteristics of a major Victorian and Edwardian 'High Street' in the City of Yarra. Typical characteristics, including parapeted facades with repetitive upper floor fenestration, rendered facades and ground floor shopfronts, are displayed in the variety of original forms, fabric and detailing of the four buildings.

Grading and Recommendations

It is recommended that the place be included in the Heritage Overlay of the Yarra Planning Scheme as a heritage precinct comprising four 'contributory' buildings.

Recommendations for the Schedule to the Heritage Overlay (Clause 43.01) in the Yarra Planning Scheme:

External Paint Controls?	No
Internal Alteration Controls?	No
Tree Controls?	No
Outbuildings or Fences not exempt under Clause 43.01-3?	No
Prohibited Uses Permitted?	No
Incorporated Plan?	Incorporated Plan under No the provisions of clause 43.01 Heritage Overlay, Planning Permit Exemptions, July 2014
Aboriginal Heritage Place?	No

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Extent of the recommended Heritage Overlay

To the property title boundary, as indicated by the polygon on the aerial below.



Figure 19. Aerial image showing recommended extent (adapted from nearmap)

Attachment 2 - Swan Street Built Form Study Heritage Assessments

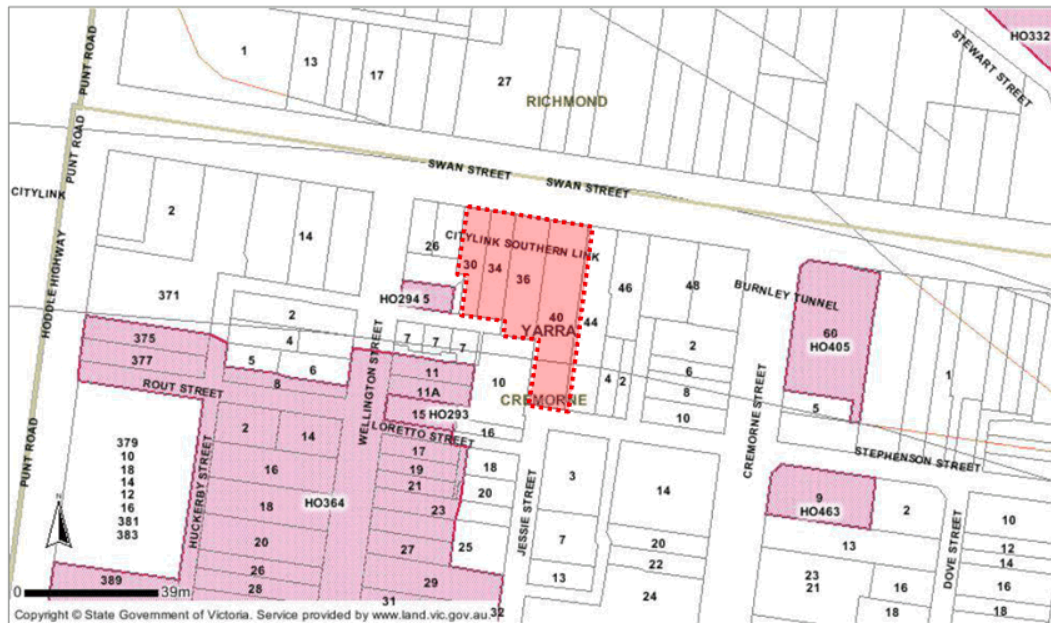


Figure 20. Recommended extent of the Swan Street West Precinct shaded in red (adapted from existing Heritage Overlay map)

Identified by:

Context (2014), *City of Yarra Heritage Gap Study: Review of 17 Heritage Precincts*.

This study re-assessed the Swan Street West Precinct and concluded that it did not meet the threshold of local significance.

Butler, Graeme & Associates (2009), *City of Yarra Heritage Gap Study Stage Two*.

This study identified 'Swan Street West Cremorne, Commercial Heritage Precinct' which included 30, 36 and 40-42 Swan Street as 'contributory' buildings and 34 Swan Street as an 'individually significant' building.

O'Connor, John & Roslyn Coleman & Thurley O'Connor & Heather Wright & Australian Heritage Commission et al. (1985), *Richmond Conservation Study*.

The 1985 Study graded 34 Swan Street 'C' in the Building Index.

Nos. 30, 36-38 and 40-42 were graded 'D' in the Building Index.

References:

Butler, Graeme and Associates (2009), *City of Yarra Heritage Gap Study Stage Two*.

Charles D. Pratt, Airspy image, c1925-c1940, accessed via State Library of Victoria picture collection.

Context (2014), *City of Yarra Heritage Gap Study: Review of 17 Heritage Precincts*.

City of Richmond Rate Books, South Ward: 1886, entry 5902; 1869-70, entry 3087; 1875, entry 4323; 1879-80, entry 4499; 1879-80, entry 4500; 1881, entries 4461-62; 1882, entries 4620-21; 1884-85, entry 5398; 1889-90, entry 7278; 1890, entry 7280; 1900, entry 2126; 1910-11, entries 2276-87; 1920, entries 2393-34; 1925, entries 2377-80.

Kearney, James (draughtsman), *Melbourne and its suburbs* [cartographic material], 1855.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



GJM Heritage

Land Victoria (LV), Certificates of Title, as cited above.

Melbourne and Metropolitan Board of Works (MMBW), Detail Plan 910, dated 1896.

O'Connor, John & Roslyn Coleman & Thurley O'Connor & Heather Wright & Australian Heritage Commission et al. (1985), *Richmond Conservation Study*.

Old Law Notes, as cited above.

Reporter [Box Hill].

Sands & McDougall Directories (S&Mc)

State Library of Victoria (SLV), Images as cited.

The Argus.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

Appendix D – Heritage Citation: 273A Swan Street, Richmond

gard'ner jarman martin

Attachment 2 - Swan Street Built Form Study Heritage Assessments



GJM Heritage

Heritage Citation

SHOP AND RESIDENCE

Address: 273A Swan Street, Richmond

Prepared by: GJM Heritage

Date: August 2017

Place type: Commercial shop	Architect: Not known
Grading: Individually Significant	Builder: Not confirmed
Integrity: High	Construction Date: 1885-1890
Recommendation: Include in Heritage Overlay	Extent of Overlay: To property title boundaries

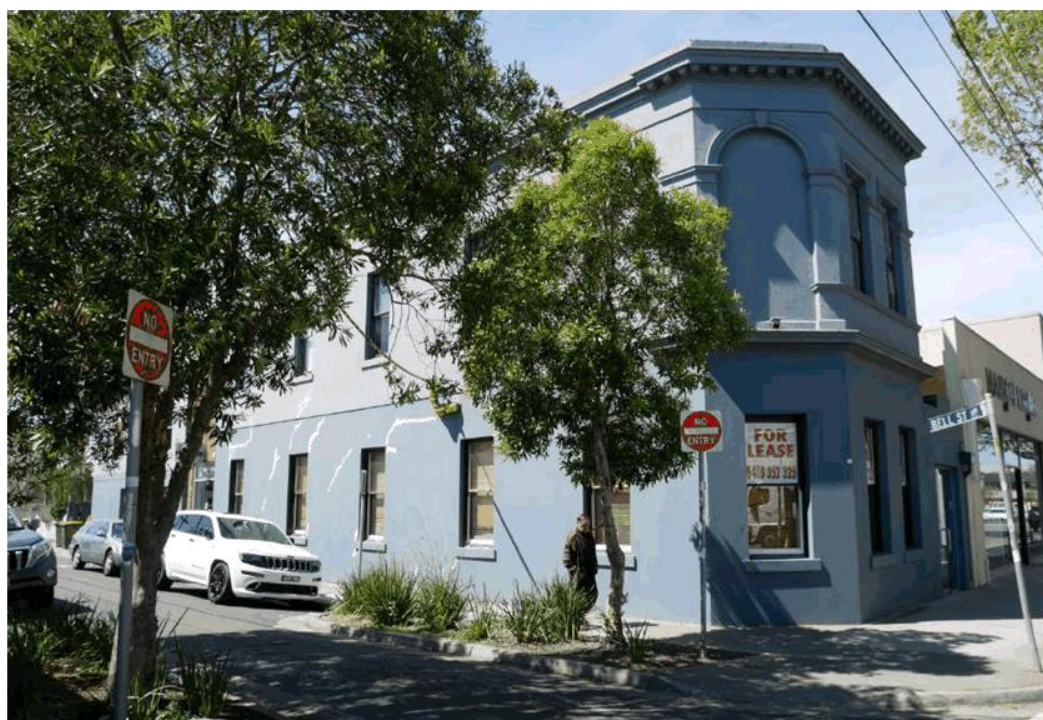


Figure 1. 273A Swan Street, Richmond (GJM Heritage, October 2016)

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Statement of Significance

What is significant?

The two-storey corner shop and residence at 273A Swan Street, Richmond, built c1885-90.

Elements that contribute to the significance of the place include (but are not limited to):

- The building's original external form, materials and detailing
- The building's high level of integrity to its original design.

Later (post 1900) alterations and additions to the rear, shopfront and eastern side are not significant.

How is it significant?

The two-storey corner shop and residence at 273A Swan Street, Richmond is of local historical and architectural significance to the City of Yarra.

Why is it significant?

The two-storey corner shop and residence at 273A Swan Street, Richmond is illustrative of historical development that occurred along a major, early commercial thoroughfare in the City of Yarra, particularly in the 'boom' period of the 1880s [Criterion A].

The two-storey corner shop and residence at 273A Swan Street, Richmond is a fine, intact and representative example of a Victorian shop and residence. It displays typical features of the Victorian style popular in the 1880s in Richmond and across Melbourne more broadly, including a parapeted façade with repetitive ground and upper floor fenestration, articulated facades to both streets with splayed corner, rendered facades and ground floor shopfronts [Criterion D].

Historical Themes

The place illustrates the following themes as outlined in the *City of Yarra Thematic History* (1998):

- 4.0 Developing local economy
 - 4.4 Smaller Retailers: Strip Shopping

Place History

In November 1884 Lawrence Cremean, timber merchant of Swan Street, Richmond, purchased the current 273-275 Swan Street (comprising a 66 foot frontage to Swan Street) (LV:V1627/F325).

The Cremeans were a prominent Catholic family in Richmond. Several members were heavily involved in politics, first with the ALP, then with the DLP after the 1955 party split. Herbert M (Bert) Cremean was Mayor of Richmond in 1928-29 (Allom Lovell 1998, Vol 2:340). Lawrence Cremean was included in an 1891 selection of portraits entitled *The Pioneers of Burnley, Victoria*. Cremean owned various lots along this part of Swan Street during this period, including an adjacent timber yard on the west side of Bell Street (originally Metropolitan Street) and Cremean's Family Hotel at 291 Swan Street (built 1888, now the Central Club Hotel), both of which are shown on the 1895 and 1896 MMBW plans (Figures 2 & 3) (RB; S&Mc). In 1887 and 1888 Cremean also ran an ironmongers east of 273 Swan Street (addressed at the time as 207 Swan Street) (S&Mc). A newspaper notice in 1887 (reporting on his application for a victualler's license for his then proposed hotel) recorded Cremean's occupation as a builder (*Argus*, 1 Mar 1887:7).

In 1885, the current 273-275 Swan Street – with a 66ft frontage to Swan Street – remained vacant land (RB). In 1890, Cremean was rated for a 7 room brick house that was occupied by Ralph Dillon, hairdresser, with a Net Annual Value of 60 pounds. Dillon was listed as the occupant of 273 Swan Street in the 1891 and 1892 Sands and McDougall Directories. This indicates that the two-storey building was constructed between 1885 and 1890, possibly by Cremean, and an analysis of the architectural style and details suggests the building dates to this period. The footprint of the building is evident on the 1896 Melbourne and Metropolitan Board of Works (MMBW) detail plan, with a corner verandah (since removed) (Figure 3).

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Additions were later constructed off the rear and east elevations of the original hipped roof building (dates not confirmed).

By 1900, 273 Swan Street was occupied by J Newman, greengrocer and fruiterer (S&Mc). In February 1901, Cremean subdivided 273-75 Swan Street to form the current extent of no. 273A, which was sold to Alfred Thompson, piano manufacturer, who occupied the premises as a 'piano and organ maker' (LV:V1627/F325; S&Mc). By 1905, the premises were occupied by Mrs Kate Loveday, confectioner (S&Mc).

Subsequent owners of the property were Joseph Justins, civil servant, from 1906, who sold to Ellen Luce, the wife of Swan Street grocer Ernest W. Luce, in April 1910. The property remained owned and occupied by the Luce family for 52 years until 1962. Subsequent later owners were the Diaco's (poultry farmers) from 1962 and Michelle Inserra (shoemaker) and his wife Rosaria from 1963 (LV:V2807/F215;V7440/F885).

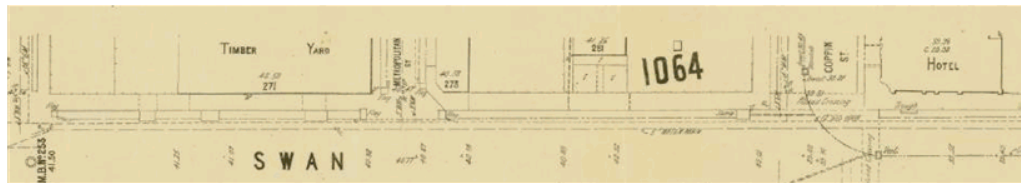


Figure 2. Lots on the north side of Swan Street in 1895, showing (left to right) Cremean's Timber Yard, 273 Swan Street and Cremean's Hotel east of Coppin Street (MMBW DP 919, dated 1895).

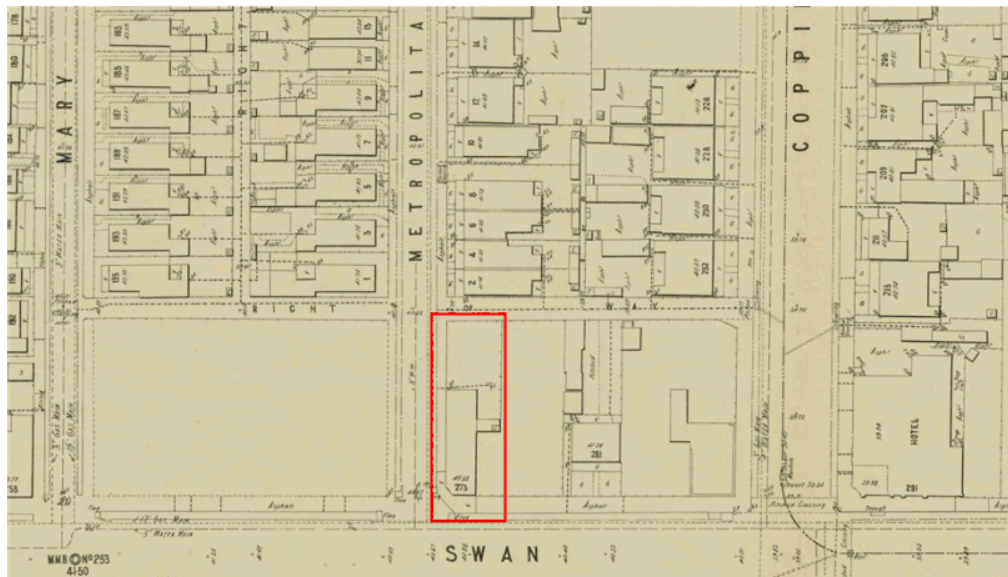


Figure 3. The same lots on the north side of Swan Street in 1896; 273 Swan Street shown in red (MMBW DP 1064, dated 1896).

Physical Description

The two-storey commercial premises at 273A Swan Street, Richmond is situated on the north side of Swan Street at the east corner of Bell Street. Built in the late 1880s, this building displays characteristics typical of the Victorian period. It is of rectangular form with narrow, two-window façade facing Swan Street and an extensive, five-window façade facing Bell Street. A splayed corner contains a single window opening at street level and a blind arch-headed window above. Openings are generally plain with one-over-one double-hung sash windows, except for the two upper windows facing Swan Street which have simple

Attachment 2 - Swan Street Built Form Study Heritage Assessments



moulded hoods and a stringcourse forming the sills. Rendered (overpainted) facades are parapeted with a dentilled cornice.

A portion of cornice between ground and first floor levels indicates removal of a corner verandah from the Swan Street frontage and part of the Bell Street frontage. Original street access to the building, whether from Swan Street or the angled corner bay, has been removed and converted into a window opening.

Integrity

The building retains a high degree of integrity to the Victorian period in fabric, form and detail. While the building has undergone some alterations, including those described, these do not diminish the ability to understand and appreciate the place as a fine example of a Victorian shop and residence.

Comparative Analysis

The commercial premises at 273A Swan Street, Richmond is of note as a representative and intact example of a shop and residence built in the Victorian 1880s boom period.

Substantial numbers of commercial buildings were constructed in the City of Yarra from the 1880s to the 1920s. Those of the late nineteenth century typically incorporated classical elements and motifs into symmetrical parapeted facades with varying degrees of elaboration. Rendered facades were most common, with some facades of red brick and contrasting render and others of polychromatic brickwork. Rendered decoration, in the form of classical elements such as cornices, architraves, balustrading, urns, stringcourses and pediments, was commonly applied to facades and render was occasionally incised. Windows were typically rectangular, sometimes arch-headed, and these were repeated regularly across upper facades.

Commercial buildings from this period were most commonly of two-storeys, with fewer single-storey and three or four-storey premises constructed. They were typically built as rows of attached identical buildings, as pairs or as individual buildings with no side setbacks from adjoining properties and no front setback. Corner properties commonly had a splayed corner and addressed both streets, to various degrees.

Within the City of Yarra, large numbers of commercial premises built in the Victorian period are included in the Heritage Overlay, both on an individual basis and as individually significant places within precincts. Comparative examples which broadly display characteristics similar to the commercial premises at 273A Swan Street, Richmond include commercial premises at:

- 275-77 Victoria Street, Abbotsford (1890) (HO58)
- 166 Swan Street, Cremorne (c1870-90), individually significant in HO335 Swan Street Precinct
- 418-22 Bridge Road (c1870-90), individually significant in HO310 Bridge Road Precinct.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



GJM Heritage



Figure 4. 275-77 Victoria Street, Abbotsford (1890) (HO58) (Google, Jul 2014).



Figure 5. 166 Swan Street, Cremorne (c1870-90), individually significant in HO335 Swan Street Precinct (Google Oct 2016).



Figure 6. 418-22 Bridge Road (c1870-90), individually significant in HO310 Bridge Road Precinct

Like these places, the commercial premises at 273A Swan Street, Richmond display a range of characteristics which have strong associations with the Victorian period and the building remains highly intact to demonstrate these associations.

The commercial premises at 273A Swan Street, Richmond demonstrate the following Victorian characteristics:

- Simple facade parapet, with pitched roof behind
- No front setbacks
- Rendered walls
- Horizontal lines formed by parapet, cornice and string courses
- Repetitive upper floor fenestration patterns
- Corrugated iron roof cladding
- Splayed corner and articulated facades to both streets.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Assessment Against Criteria

Following is an assessment of the place against the recognised heritage criteria set out in *Planning Practice Note 1: Applying the Heritage Overlay* (July 2015).

Criterion A: *Importance to the course or pattern of our cultural or natural history (historical significance).*

The two-storey corner shop and residence at 273A Swan Street, Richmond is illustrative of historical development that occurred along a major, early commercial thoroughfare in the City of Yarra, particularly in the 'boom' period of the 1880s.

Criterion D: *Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments (representativeness).*

The two-storey corner shop and residence at 273A Swan Street, Richmond is a fine, intact and representative example of a Victorian shop and residence. It displays typical features of the Victorian style popular in the 1880s in Richmond and across Melbourne more broadly, including a parapeted façade with repetitive ground and upper floor fenestration, articulated facades to both streets with splayed corner, rendered facades and ground floor shopfronts.

Grading and Recommendations

It is recommended that the place be included in the Heritage Overlay of the Yarra Planning Scheme as an individually significant heritage place.

Recommendations for the Schedule to the Heritage Overlay (Clause 43.01) in the Yarra Planning Scheme:

External Paint Controls?	No
Internal Alteration Controls?	No
Tree Controls?	No
Outbuildings or Fences not exempt under Clause 43.01-3?	No
Prohibited Uses Permitted?	No
Incorporated Plan?	Incorporated Plan under No the provisions of clause 43.01 Heritage Overlay, Planning Permit Exemptions, July 2014
Aboriginal Heritage Place?	No

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Extent of the recommended Heritage Overlay

To the property title boundary, as indicated by the polygon on the aerial below.



Figure 7. Aerial image showing recommended extent (adapted from nearmap)



Figure 8. Recommended extent shaded in red (adapted from existing Heritage Overlay map)

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Identified by:

Butler, Graeme and Associates (2007, updated 2013), *City of Yarra Review Of Heritage Overlay Areas*.

The 2007 Study graded the place as Contributory (information accessed via Hermes).

O'Connor, John & Roslyn Coleman & Thurley O'Connor & Heather Wright & Australian Heritage Commission et al. (1985), *Richmond Conservation Study*.

The 1985 Study graded the place 'D' in the Building Index.

References:

Allom Lovell & Associates (1998), *City of Yarra Heritage Review*, Volume 2: Building Citations.

City of Richmond Rate Books (RB), Central Ward: 1885, entry 5291; 1890, entry 8509.

Land Victoria (LV), Certificates of Title, as cited above.

Melbourne and Metropolitan Board of Works Detail Plan 1064, dated 1896.

Sands & McDougall (S&Mc) Directories.

The Argus.

The Pioneers of Burnley, Victoria [images] (1891), Accession no. H84.316/1, State Library of Victoria.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

Appendix E – Heritage Citation: 323-325 Swan Street, Richmond

gard'ner jarman martin

Attachment 2 - Swan Street Built Form Study Heritage Assessments



GJM Heritage

Heritage Citation

PAIR OF SHOPS AND RESIDENCES

Address: 323-325 Swan Street, Richmond

Prepared by: GJM Heritage

Date: August 2017

Place type: Commercial shops	Architect: Not known
Grading: Individually Significant	Builder: Not confirmed
Integrity: High	Construction Date: 1886
Recommendation: Include in Heritage Overlay	Extent of Overlay: To property title boundaries



Figure 1. 323-325 Swan Street, Richmond (GJM Heritage, October 2016)

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Statement of Significance

What is significant?

The two-storey pair of shops and residences at 323-325 Swan Street, Richmond, built in 1886.

Elements that contribute to the significance of the place include (but are not limited to):

- The building's original external form, materials and detailing
- The building's high level of integrity to its original design.

Later (post 1900) alterations and additions to the rear and shopfront are not significant.

How is it significant?

The pair of shops and residences at 323-325 Swan Street, Richmond is of local historical and architectural significance to the City of Yarra.

Why is it significant?

The pair of shops and residences at 323-325 Swan Street, Richmond is illustrative of historical development that occurred along a major, early commercial thoroughfare in the City of Yarra, particularly in the 'boom' period of the 1880s [Criterion A].

The commercial premises at 323-325 Swan Street, Richmond are a fine, intact and representative example of a pair of Victorian shops and residences. They display typical features of the Victorian architectural style popular in the 1880s in Richmond and across Melbourne more broadly, including a parapeted facade with repetitive upper floor fenestration, rendered facades and ground floor shopfronts [Criterion D].

Historical Themes

The place illustrates the following themes as outlined in the *City of Yarra Thematic History* (1998):

- 4.0 Developing local economy
 - 4.4 Smaller Retailers: Strip Shopping

Place History

Timber merchant and local landholder Lawrence Cremean purchased the current nos. 323-325 Swan Street in August 1884 (LV:V1595/F996). The 1885-1886 rate books indicate that the property remained land under Cremean's ownership during this period. In August 1886, Cremean sold the land to Margaret B. Leitch, wife of William Leitch, Richmond builder (LV:V1846/F197). The pair of buildings first appeared in the Sands and McDougall Directories in 1887, as two vacant buildings, indicating the pair were constructed in 1886. An analysis of the architectural style and detailing suggests that the building dates to this (late-Victorian) period. It is probable that Leitch constructed the two buildings. The buildings were first addressed as 233 and 235 Swan Street, until 1892 when the current street numbers were applied. The two shops had various commercial occupants from this early period including grocers, meat suppliers, dressmakers, butchers and saddlers (S&Mc).

Little is known about William Leitch. In 1885, a probate notice for his late father George Leitch reported that George was a builder 'of Cremorne Street, Richmond' while William, also noted as a builder, was addressed at Burnley Street, Richmond (*Argus*, 22 Jul 1885:8). This suggests a local family business.

In November 1887, the pair of shops was sold to William J. Cuddon, accountant of 100 Swan Street. The following year in July 1888, the property was sold to Thomas H. Woodroffe, civil engineer of 'Lesville' in South Yarra (LV:V1846/F197). In 1890, the two buildings were described as 4 room brick houses (both with a Net Annual Value of 50 pounds), with Woodroffe also rated for a third 4 room brick house 'off' 323 Swan Street (Note: all commercial premises on Swan Street were described as 'houses' in the rate books during this period). The 1896 Melbourne and Metropolitan Board of Works (MMBW) plan shows footprints of the

Attachment 2 - Swan Street Built Form Study Heritage Assessments



two buildings fronting Swan Street and a third building on the rear boundary (which doesn't appear to remain), with access to all provided by a right of way on the rear of the property (Figure 2). Later outbuildings were constructed to the rear of the two-storey buildings (dates not confirmed).

Woodroffe retained ownership of the property until April 1920, when 323-325 Swan Street was sold to William G. Russell, Hawthorn tanner (LV:V1846/F197). James A. Christie, 'printers mechanic' owned the property from April 1928 (joint ownership from 1945) until his death in 1967, at which time the property was subdivided into two lots and on-sold (LV:V4305/F949; V8737/F156). It is likely that the building on the rear boundary was removed at (or before) this time. Modern carports have been constructed on the rear boundary.

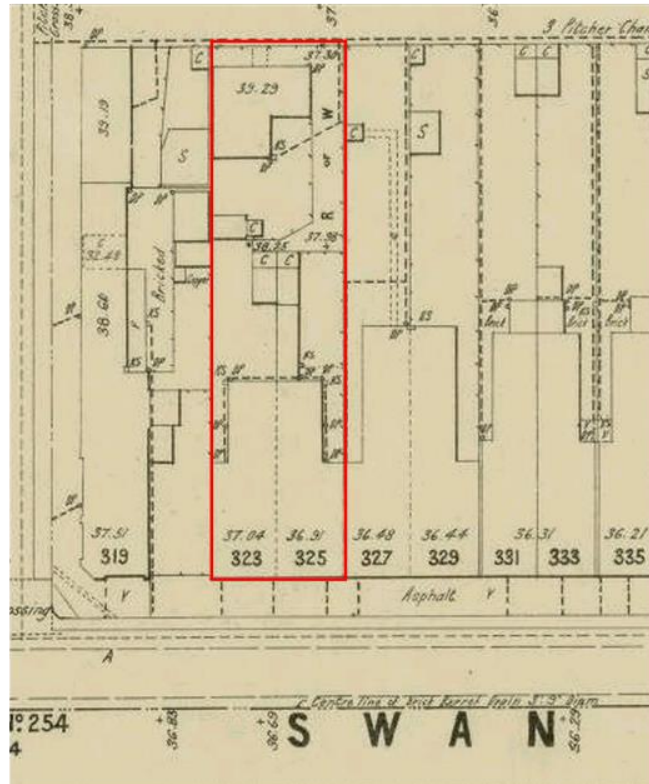


Figure 2. Footprint of the pair of shops in 1896, with a third building on the rear boundary (MMBW DP 1063, dated 1896).

Physical Description

The commercial premises at 323-325 Swan Street, Richmond are situated on the north side of Swan Street to the east of Lord Street. They are a pair of parapeted two-storey shops and residences with rendered (overpainted) upper facades, typical of the Victorian period of the 1880s. Pilaster strips, with lion head mouldings at the base and large consoles above, delineate the two upper facades, and a solid parapet, with balustraded central section (removed from 325 Swan Street), crowns the pair of buildings. Pairs of first floor one-over-one double-hung sash windows, with fluted pilaster frames, have console-supported cornice hoods with scrolled detail, and sills formed by a stringcourse across the façade.

The shopfront at 323 Swan Street retains an early form of central entry with flanking display windows, while the shopfront at 325 Swan Street has been replaced.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Integrity

The building retains a high degree of integrity to the Victorian period in fabric, form and detail. While the building has undergone some alterations, including those described, these do not diminish the ability to understand and appreciate the place as a fine example of a Victorian shop and residence.

Comparative Analysis

The commercial premises at 323-325 Swan Street, Richmond are of note as a representative and intact example of a shop and residence built in the Victorian 1880s boom period.

Substantial numbers of commercial buildings were constructed in the City of Yarra from the 1880s to the 1920s. Those of the late nineteenth century typically incorporated classical elements and motifs into symmetrical parapeted facades with varying degrees of elaboration. Rendered facades were most common, with some facades of red brick and contrasting render and others of polychromatic brickwork. Rendered decoration, in the form of classical elements such as cornices, architraves, balustrading, urns, stringcourses and pediments, was commonly applied to facades and render was occasionally incised. Windows were typically rectangular, sometimes arch-headed, and these were repeated regularly across upper facades.

Commercial buildings from this period were most commonly of two-storeys, with fewer single-storey and three or four-storey premises constructed. They were typically built as rows of attached identical buildings, as pairs or as individual buildings with no side setbacks from adjoining properties and no front setback. Corner properties commonly had a splayed corner and addressed both streets, to various degrees. Within the City of Yarra, large numbers of commercial premises built in the Victorian period are included in the Heritage Overlay, both on an individual basis and as individually significant places within precincts. Comparative examples which broadly display characteristics similar to the pair of buildings at 323-325 Swan Street, Richmond include commercial premises at:

- 413-15 Swan Street (1892), individually significant in HO474, Burnley Street Precinct
- 84-86 Bridge Road (c1870-90), individually significant in HO310, Bridge Road Precinct
- 219 Swan Street (c1870-90), HO335
- 319 Swan Street (1889), HO441.

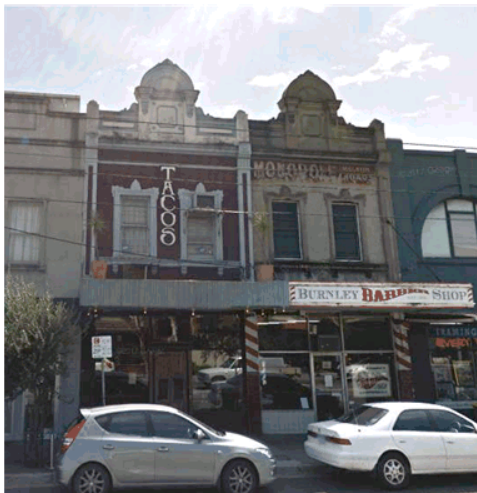


Figure 3. 413-15 Swan Street (1892), individually significant in HO474, Burnley Street Precinct (Google, Feb 2017).



Figure 4. 84-86 Bridge Road (c1870-90), individually significant in HO310, Bridge Road Precinct (Google, Nov 2016).

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Figure 5. 219 Swan Street (c1870-90), HO335 (Google, Oct 2016).



Figure 6. 319 Swan Street (1889), HO441 (Google, Feb 2017).

Like these places, the commercial premises at 323-325 Swan Street, Richmond display a range of characteristics which have strong associations with the Victorian period and the building remains highly intact to demonstrate these associations.

The commercial premises at 323-325 Swan Street, Richmond demonstrate the following Victorian characteristics:

- Facade parapet, with pitched roof behind
- No front setbacks
- Rendered walls
- Rendered window frames, sills and hoods to upper stories
- Rendered detailing and ornament such as pilaster strips, lion heads and consoles
- Horizontal lines formed by parapet, cornice and string courses
- Repetitive upper floor fenestration patterns
- Corrugated iron roof cladding

Assessment Against Criteria

Following is an assessment of the place against the recognised heritage criteria set out in *Planning Practice Note 1: Applying the Heritage Overlay* (July 2015).

Criterion A: *Importance to the course or pattern of our cultural or natural history (historical significance).*

The pair of shops and residences at 323-325 Swan Street, Richmond are illustrative of the historical development that occurred along a major, early commercial thoroughfare in the City of Yarra, particularly in the 'boom' period of the 1880s.

Criterion D: *Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments (representativeness).*

The commercial premises at 323-325 Swan Street, Richmond are a fine, intact and representative example of a pair of Victorian shops and residences. They display typical features of the Victorian architectural style popular in the 1880s in Richmond and across Melbourne more broadly, including a parapeted facade with repetitive upper floor fenestration, rendered facades and ground floor shopfronts.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Grading and Recommendations

It is recommended that the place be included in the Heritage Overlay of the Yarra Planning Scheme as an individually significant heritage place.

Recommendations for the Schedule to the Heritage Overlay (Clause 43.01) in the Yarra Planning Scheme:

External Paint Controls?	No
Internal Alteration Controls?	No
Tree Controls?	No
Outbuildings or Fences not exempt under Clause 43.01-3?	No
Prohibited Uses Permitted?	No
Incorporated Plan?	Incorporated Plan under No the provisions of clause 43.01 Heritage Overlay, Planning Permit Exemptions, July 2014
Aboriginal Heritage Place?	No

Extent of the recommended Heritage Overlay

To the property title boundaries, as indicated by the polygon on the aerial below.



Figure 7. Aerial image showing recommended extent (adapted from nearmap)

Attachment 2 - Swan Street Built Form Study Heritage Assessments

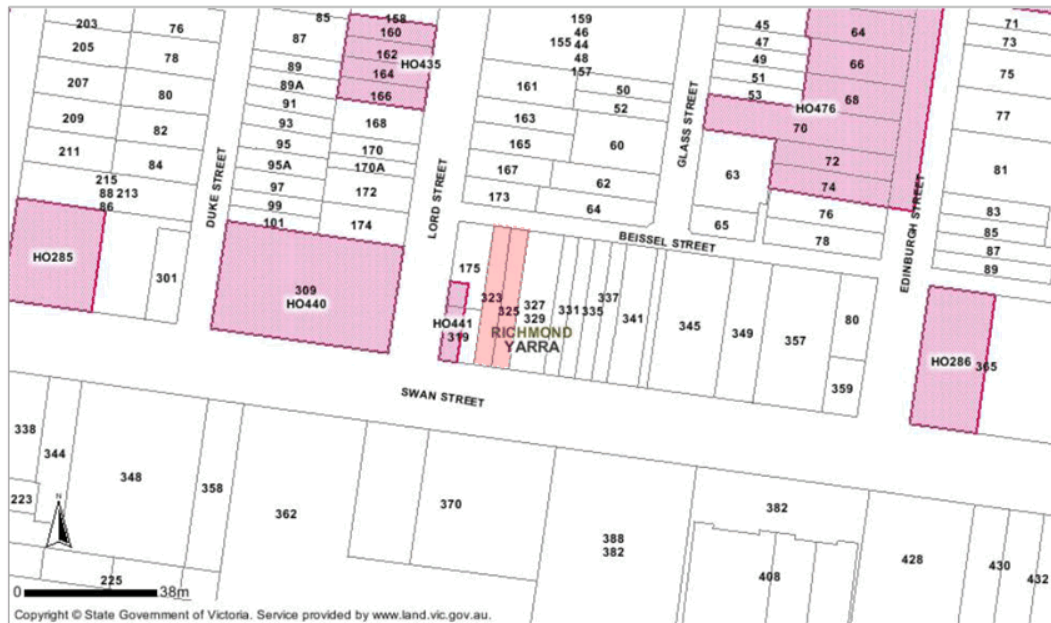


Figure 8. Recommended extent shaded in red (adapted from existing Heritage Overlay map)

Identified by:

Butler, Graeme and Associates (2007, updated 2013), *City Of Yarra Review Of Heritage Overlay Areas*.

The 2007 Study graded the places as Contributory (information accessed via Hermes).

O'Connor, John & Roslyn Coleman & Thurley O'Connor & Heather Wright & Australian Heritage Commission et al. (1985), *Richmond Conservation Study*.

The 1985 Study graded the placed 'D' in the Building Index.

References:

Land Victoria (LV), Certificates of Title, as cited above.

Melbourne and Metropolitan Board of Works Detail Plan 920, dated 1895.

City of Richmond Rate Books (RB), Central Ward: 1886, entry 5785; 1890, entries 8498-8500; 1892, entries 8645-47.

Sands & McDougall (S&Mc) Directories.

The Argus.

Attachment 2 - Swan Street Built Form Study Heritage Assessments

Appendix F – Statement of Significance: Corner Hotel

gard'ner jarman martin

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Heritage Citation

THE CORNER HOTEL

Address: 57-61 Swan Street, Richmond

Prepared by: GJM Heritage

Date: August 2017

Place type: Hotel	Architect: Not known
Grading: Individually significant in Swan Street Precinct (HO335)	Builder: Not known
Integrity: Fair	Construction Date: 1966

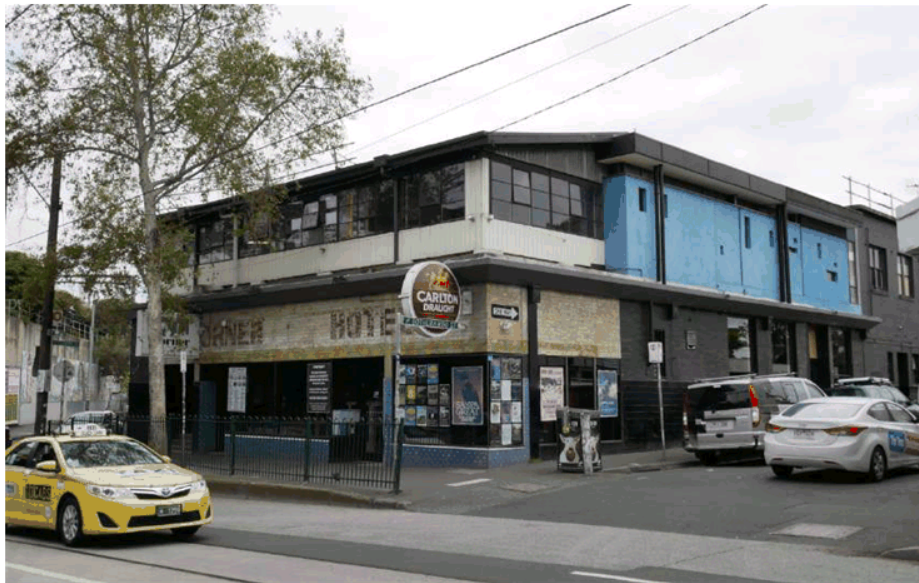


Figure 1. 57-61 Swan Street, Richmond (GJM Heritage, October 2016)

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Statement of Significance

What is significant?

The two-storey hotel known as the Corner Hotel, 57-61 Swan Street, Richmond, built in the 1960s.

How is it significant?

The Corner Hotel, 57-61 Swan Street, Richmond is of local historical and social significance to the City of Yarra.

Why is it significant?

The Corner Hotel, Richmond has made a strong contribution to the commercial and social life of Richmond from its establishment in the early 1870s and an important and highly influential contribution to the music industry as an important live music venue since its rebuilding in the mid 1960s and renovation in the 1990s [Criterion A].

The Corner Hotel, Richmond is of particular social significance for its long-term and continued use as a live music venue. It is a well-established and well-known venue which is considered amongst the most pre-eminent in the City of Yarra and the broader community [Criterion G].

Historical Themes

The place illustrates the following themes as outlined in the *City of Yarra Thematic History* (1998):

- 7.0 Leisure and Entertainment in the Suburbs
- 7.1 Licensed Hotels and 'Sly Grog'

Place History

The Corner Hotel was first listed in its Swan Street location in the Sands & McDougall Directories in 1872 with the license held by David and Jane McCormick (Johnston, 2005). The hotel occupied the western end of a two-storey building (which comprised three premises; Figures 2-3) that may have been built as early as 1869 (S&Mc). From 1873, John French was listed as the publican of the Corner Hotel (S&Mc).

An early newspaper article (post-1916 when the tramline was established; RBHS) advertised the sale of the 'Corner Hotel Richmond' with a photo of the earlier building on the site and the Corner Hotel occupying the western premises (Figure 2). An oblique aerial photo dating to 1945 (Figure 4) shows the earlier Corner Hotel building and outbuildings to the rear. The roof form of the earlier building appears to have been 'updated' during the Interwar period.

The following extract from Chris Johnston's article on the Corner Hotel chronicles the hotel's history (2005):

In 1881 a William Malone renovated the pub to include "first class" hotel accommodation with "best brands" of ales, wines and spirits. Malone held the pub until 1895; owners with the surnames of Hall, Horrigan, Murphy, Kerr, Dwyer, Munro and Marriot looked after it until the 1930s, Nelly O'Connor and her husband had the pub from 1929 until 1935; Nelly's father had the Plough Inn in Avenal, near Seymour.

Music at The Corner seems to have begun in the 1940s jazz era, but only by day. Details are sketchy, although many Richmond old-timers distinctly remember music from the roof garden on top of the pub. In the 1950s the pub fell under the control of the Melbourne Cooperative Brewing Company, an offshoot of Carlton and United Breweries, with the site titled as "Crown portion 22, Parish of Jika Jika, County of Bourke". It was the height of the six o'clock swill era, when pubs had to shut at 6pm. Working men would charge in at 5.30pm, fighting to the bar, ordering beers five at a time. "The pub was very famous then," says Austin Black, a former CUB property inspector. "It had a very long bar." The law was abolished in Victoria in



1966. Closing time became 10pm, but the old Corner Hotel, intact for 100 or so years, was then completely demolished, just as it stood to make a killing, to make way for wider railway lines out of Richmond station, which was busier now with the growth of the eastern and southern suburbs. It was rebuilt quickly, however, as a stand-alone, larger hotel, without the previous adjoining shops, a 1000-square-metre building on the same site, just shifted a little to let the trains through. It had a beer garden on the roof, hotel accommodation upstairs, and two bars - one of which would become the famous Corner Hotel band room.

From 1985 until 1987, Wayne Gale co-owned the pub with the Italian-born Gualtieri brothers, Joe and Frank. Joe was a legendary Melbourne music identity through the 1970s and 1980s - he owned Bombay Rock and Earl's Court in St Kilda, which became the Venue. He also had two Joey's bars, in St Kilda and Prahran. In 1987, Gualtieri and the other partners sold up and Wayne Gale bought the business back with his share of the proceeds. In 1988, two lucky strikes bathed The Corner in lights, if only briefly. Pink Floyd guitarist Dave Gilmour played unannounced at The Corner in February, with an all-star band, as The Fishermen. Then in October, Mick Jagger came calling and played an impromptu gig at The Corner.

By 1993, The Corner was near-derelict. Biker gangs had claimed the smaller public bar as their own and it had turned into a no-go zone and eventually it was deserted. New owners swooped, and Michael Geoghagen bought the lease in late 1993. He found The Corner "wrecked". The cellars were flooded, he says, the bar was vandalised, the upstairs rooms were damaged and there was evidence of squatters. He spent \$14,000 on renovations, and tried to get the bands back. It worked, to a degree, but Geoghagen left The Corner after only a year, and it lay idle for another six months. Then the current owners came in, Tim Northeast and Mat Everitt, who bought the place in 1995. The Corner is now universally considered the best medium-sized rock venue in town.

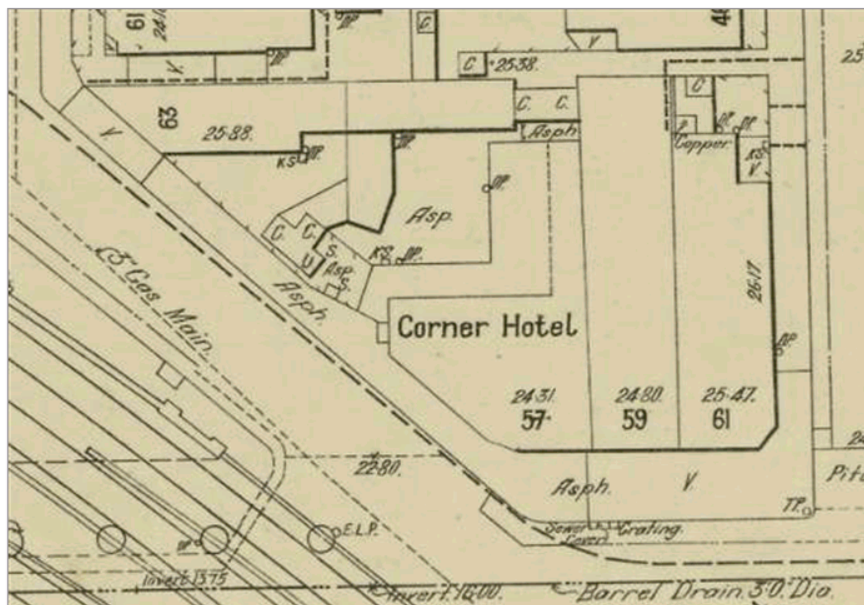


Figure 2. The Corner Hotel at 57 Swan Street in 1896 (MMBW DP 1069, dated 1896).

Attachment 2 - Swan Street Built Form Study Heritage Assessments

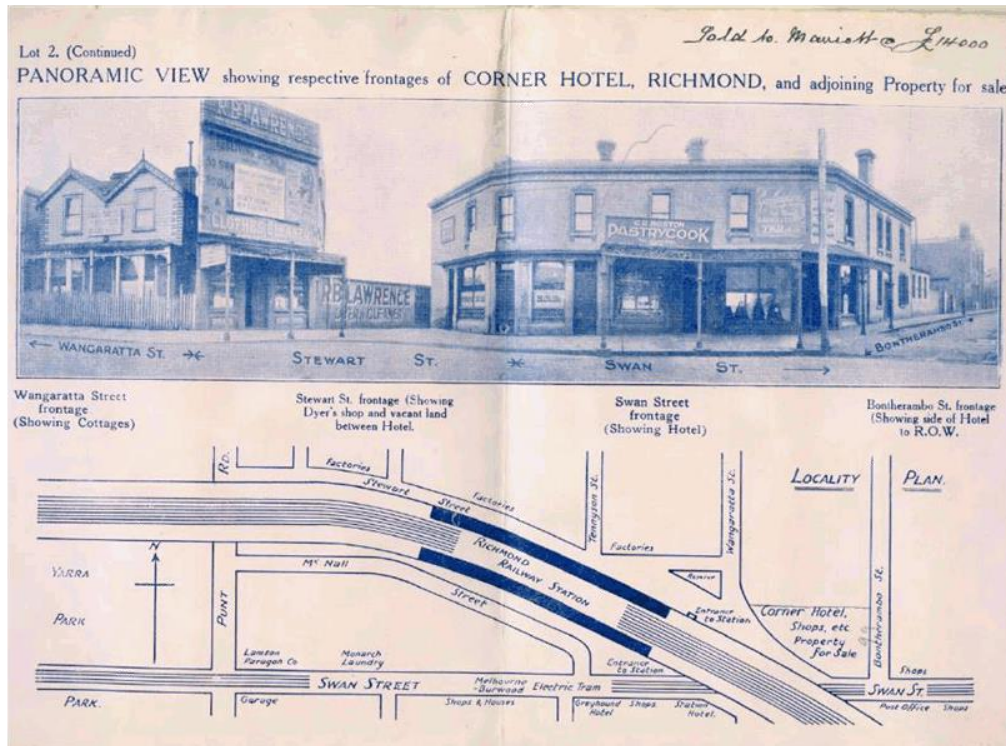


Figure 3. The earlier building comprising the Corner Hotel and two adjacent shops. No date recorded on advertisement but dates to post-1916 when the tramline was constructed on Swan Street (RBHS HS03064).



Figure 4. Detail of a 1945 aerial photo showing the earlier building that the Corner Hotel occupied (Charles D. Pratt, c1945, SLV Image H91.160472).

Attachment 2 - Swan Street Built Form Study Heritage Assessments



Physical Description

The Corner Hotel, 57-61 Swan Street, Richmond is located on the north side of Swan Street between Wangaratta and Botharambo Streets. It occupies an irregularly shaped allotment which faces Swan Street and the adjoining Stewart Street. The latter runs at an angle along the north side of the elevated railway line.

The Swan Street/Stewart Street facade is simple and two-storey, with tiled lower face and lightweight cladding, enclosing a roofed beer garden, at the upper level. To the north is a two-storey red brick rectangular building, with tiled hipped roof, which runs east-west between Wangaratta and Botharambo Streets. An assortment of open air decks and building sections link these two main buildings.

Intactness and Integrity

The current hotel was constructed in the 1960s. Additions and alterations have since been made to the building. The place retains a fair level of physical intactness to its 1960s construction. The place retains a high level of integrity to its historical and social values.

Assessment Against Criteria

Following is an assessment of the place against the recognised heritage criteria set out in *Planning Practice Note 1: Applying the Heritage Overlay* (July 2015).

Criterion A: *Importance to the course or pattern of our cultural or natural history (historical significance).*

The Corner Hotel, Richmond has made a strong contribution to the commercial and social life of Richmond from its establishment in the early 1870s and an important and highly influential contribution to the music industry as an important live music venue since its rebuilding in the mid 1960s and renovation in the 1990s

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

The Corner Hotel, Richmond is of particular social significance for its long-term and continued use as a live music venue. It is a well-established and well-known venue which is considered amongst the most pre-eminent in the City of Yarra and the broader community.

Grading and Recommendations

The Corner Hotel has occupied a prominent position at the western end of the commercial heart of Swan Street, Richmond since it was first constructed in the early 1870s. The place is strongly linked to the historic function and form of Swan Street. It is recommended that the place be included in the Heritage Overlay of the Yarra Planning Scheme as an individually significant heritage place within the Swan Street Precinct (HO335).

Identified by:

Butler, Graeme and Associates (2007, updated 2013), *City Of Yarra Review Of Heritage Overlay Areas*.

The 2007 Study graded the place as Individually Significant within the Richmond Hill Precinct (HO332).

Allom Lovell & Associates (1998), *City of Yarra Heritage Review*.

The 1998 Study recommended the place be included in the Richmond Hill Precinct.

Attachment 2 - Swan Street Built Form Study Heritage Assessments



GJM Heritage

References:

Charles D. Pratt, Airspy Image H91.160472, 1945, accessed via State Library of Victoria picture collection.

Johnston, Chris (2005), 'Corner - House of Rock', published in *Age Melbourne Magazine*, November 2005.

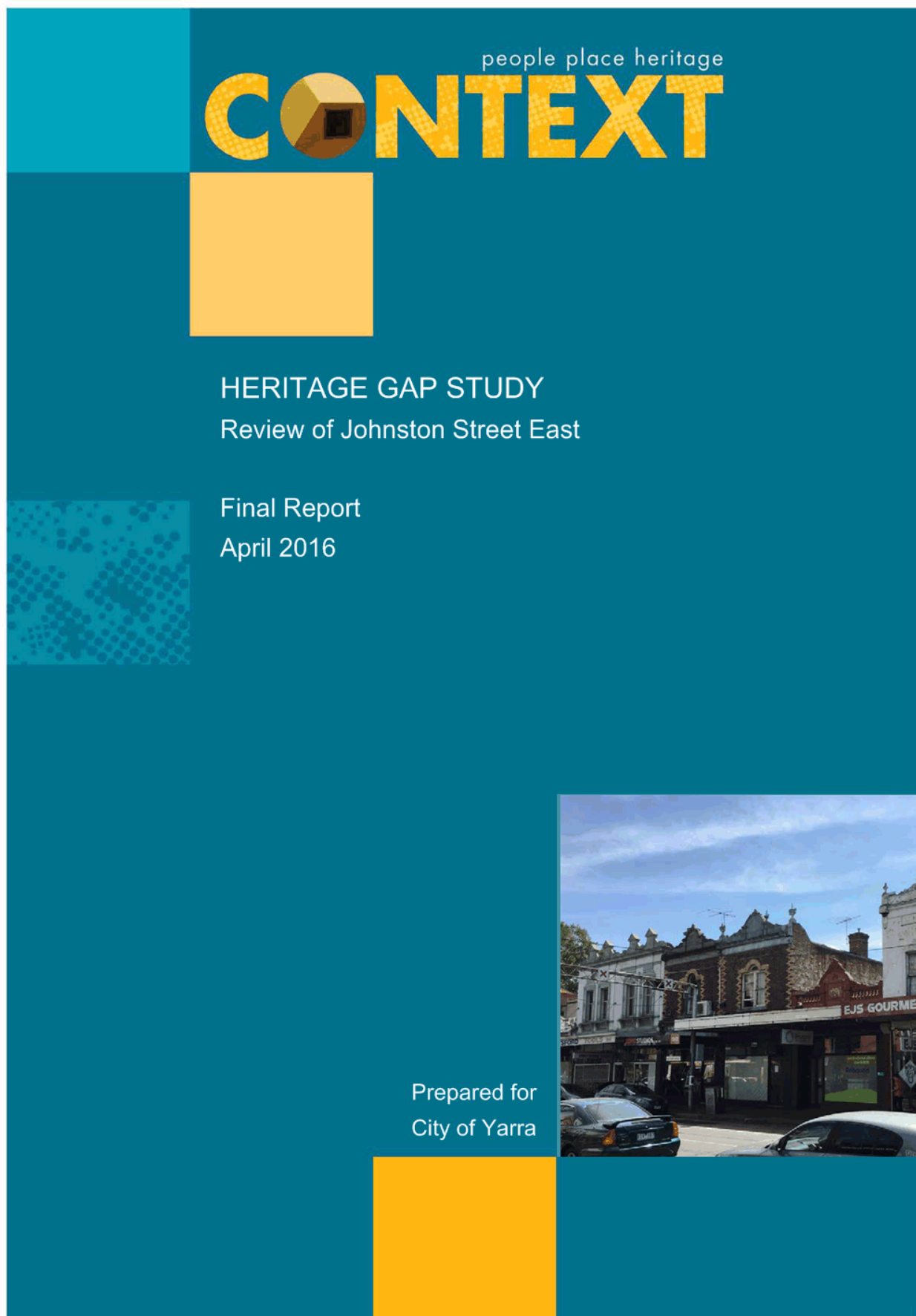
Accessed via 'The Corner Hotel 15 years anniversary',
<<https://flipflashpages.uniflip.com/2/45976/81822/pub/html/31.html>>, accessed July 2017.

Melbourne and Metropolitan Board of Works (MMBW) Detail Plan 1069, dated 1896.

Richmond and Burnley Historical Society (RBHS), Image No. HS03064 (no date), via City of Yarra Library catalogue.

Sands & McDougall (S&Mc) Directories.

Attachment 3 - Johnston Street East Heritage Study



Attachment 3 - Johnston Street East Heritage Study

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David Helms, David Helms Heritage Planning

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.

Project No.	Issue No.	Notes/description	Issue Date	Issued to
2096	1	Final Report (Draft)	8 March 2016	Evan Burman
2096	2	Final Report	22 March 2016	Evan Burman
2096	3	Final report v2	22 April 2016	Evan Burman

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Attachment 3 - Johnston Street East Heritage Study

FINAL REPORT

CONTENTS

EXECUTIVE SUMMARY	IV
Findings	iv
Statutory recommendations	iv
1 INTRODUCTION	5
1.1 Purpose	5
1.2 Methodology	5
2 FINDINGS & RECOMMENDATIONS	10
2.1 Findings	10
2.2 Statutory recommendations	11
REFERENCES	12
City of Yarra Heritage Studies	12
Other	12
APPENDIX A – JOHNSTON STREET EAST PRECINCT CITATION	13
APPENDIX B – UPDATES TO ‘CITY OF YARRA REVIEW OF HERITAGE OVERLAY AREAS. APPENDIX 8’	22
APPENDIX C – HO SCHEDULE	25
APPENDIX D – THRESHOLDS AND PRECINCTS	26
D.1 Establishing a threshold of local significance	26
D.2 What constitutes a precinct?	29

Attachment 3 - Johnston Street East Heritage Study

HERITAGE GAP STUDY – REVIEW OF JOHNSTON STREET EAST

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

Attachment 3 - Johnston Street East Heritage Study

HERITAGE GAP STUDY – REVIEW OF JOHNSTON STREET EAST

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

Attachment 3 - Johnston Street East Heritage Study

FINAL REPORT

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* (3rd 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.

Attachment 3 - Johnston Street East Heritage Study

HERITAGE GAP STUDY – REVIEW OF JOHNSTON STREET EAST

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

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

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.

Attachment 3 - Johnston Street East Heritage Study

FINAL REPORT

Heritage overlay schedule controls

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

Attachment 3 - Johnston Street East Heritage Study

HERITAGE GAP STUDY – REVIEW OF JOHNSTON STREET EAST

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.

Attachment 3 - Johnston Street East Heritage Study

FINAL REPORT

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:
 - 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.

Attachment 3 - Johnston Street East Heritage Study

HERITAGE GAP STUDY – REVIEW OF JOHNSTON STREET EAST

REFERENCES

City of Yarra Heritage Studies

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- Andrew C. Ward & Associates, *Collingwood Conservation Study*, 1989
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- Graeme Butler & Associates, 2009, *City of Yarra Heritage Gap Study - Stage 2*
- Lovell Chen, 2012, *City of Yarra Heritage Gaps Study*

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<<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

Attachment 3 - Johnston Street East Heritage Study

HERITAGE GAP STUDY – REVIEW OF JOHNSTON STREET EAST



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



Tapered stone piers on the north side of Johnston Street

Attachment 3 - Johnston Street East Heritage Study

FINAL REPORT

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), woollscourers, 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

Attachment 3 - Johnston Street East Heritage Study

HERITAGE GAP STUDY – REVIEW OF JOHNSTON STREET EAST

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).

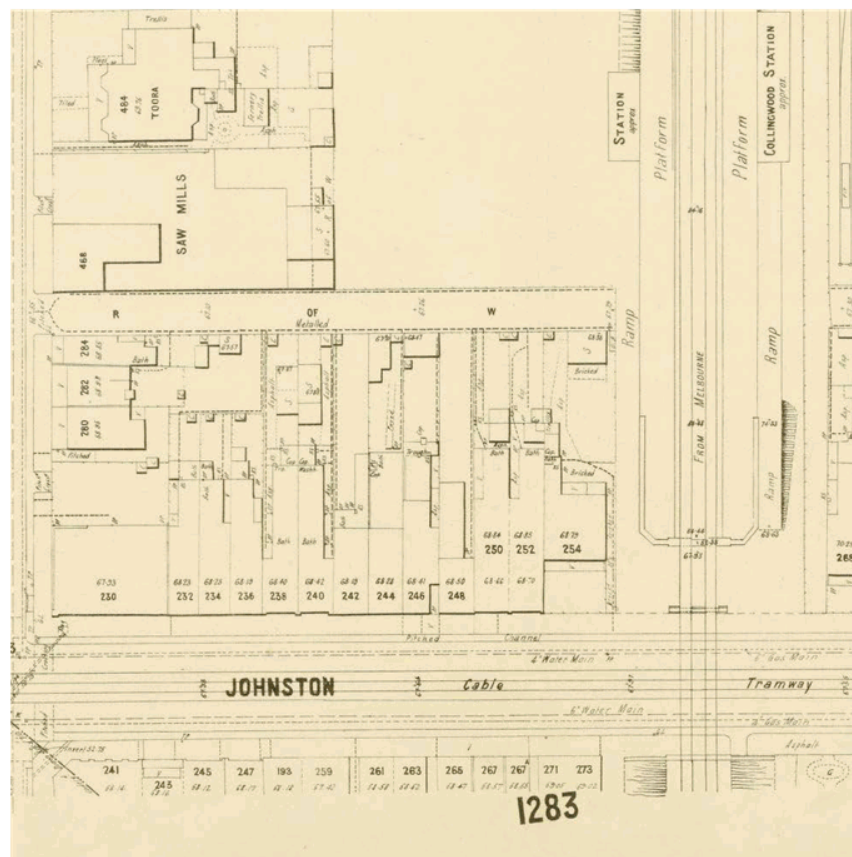


Figure 2: MMBW Detail Plan No. 1233 showing development in 1901

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

Attachment 3 - Johnston Street East Heritage Study

FINAL REPORT

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
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- Collingwood History Committee (CHC, ed.), *In those days: Collingwood remembered (3rd 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 1st 1858 [cartographic material]: with schedule of heights of bench-marks 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

Attachment 3 - Johnston Street East Heritage Study

HERITAGE GAP STUDY – REVIEW OF JOHNSTON STREET EAST

‘Brodiggy Villa’) along with the original rendered chimneys and hipped roof clad in slate. Internally, recent renovations have exposed part of 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

Attachment 3 - Johnston Street East Heritage Study

FINAL REPORT

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.

Attachment 3 - Johnston Street East Heritage Study

HERITAGE GAP STUDY – REVIEW OF JOHNSTON STREET EAST

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)

Attachment 3 - Johnston Street East Heritage Study

FINAL REPORT



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



Attachment 3 - Johnston Street East Heritage Study

HERITAGE GAP STUDY – REVIEW OF JOHNSTON STREET EAST

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.

Attachment 3 - Johnston Street East Heritage Study

FINAL REPORT

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		

Attachment 3 - Johnston Street East Heritage Study

HERITAGE GAP STUDY – REVIEW OF JOHNSTON STREET EAST

JOHNSTON STREET EAST PRECINCT										
NAME	STREET	NUMBER	SUBURB	DATE	GRADING	PROPERTY NUMBER	PRECINCT	CHANGES FROM CURRENT HO		
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	

Attachment 3 - Johnston Street East Heritage Study

FINAL REPORT

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 & 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.

Attachment 3 - Johnston Street East Heritage Study

FINAL REPORT

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

Attachment 3 - Johnston Street East Heritage Study

HERITAGE GAP STUDY – REVIEW OF JOHNSTON STREET EAST

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 and 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).

Attachment 3 - Johnston Street East Heritage Study

FINAL REPORT

- 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 following 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.

Attachment 3 - Johnston Street East Heritage Study

HERITAGE GAP STUDY – REVIEW OF JOHNSTON STREET EAST

- 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)

12.1 Notice of Motion No. 22 of 2017 - Concrete Tree Surrounds

Trim Record Number: D17/191006

Responsible Officer: Group Manager Chief Executive's Office

I, Councillor Jackie Fristacky, hereby give notice that it is my intention to move the following motion at the Ordinary Meeting of Council to be held on 5 December 2017:

“That Council:

- (a) notes the damage to street trees hit by parking cars on Yarra Streets and the loss of street trees as a result (*refer photograph Attachment 1*);
- (b) notes the introduction of concrete tree surrounds by the City of Melbourne in Cardigan Street, Carlton (*refer photograph Attachments 2 and 3*);
- (c) trial at least 2 such concrete tree surrounds in vulnerable areas where street trees have been damaged and lost due to car parking, often on several occasions, such as the southwest corner of Budd/Sackville Streets, Collingwood, reported to the administration on 9 November 2017, but not yet replaced;
- (d) evaluates these trial concrete tree surrounds after a period of 12 months in terms of comparative cost, tree protection, overall benefit; and
- (e) advise on whether the trial should be continued, or extended. “

Background: Attachments 1, 2 and 3 as follows in order:



Attachment 1



Attachments 2 and 3

RECOMMENDATION

1. That Council:
 - (a) notes the damage to street trees hit by parked/parking cars on Yarra Streets and the loss of street trees as a result (*refer photograph Attachment 1*);
 - (b) notes the introduction of concrete tree surrounds by the City of Melbourne in Cardigan Street, Carlton (*refer photograph Attachments 2 and 3*);
 - (c) trial at least 2 such concrete tree surrounds in vulnerable areas where street trees have been damaged and lost due to car parking, often on several occasions, such as the southwest corner of Budd/Sackville Streets, Collingwood, reported to the administration on 9 November 2017, but not yet replaced;
 - (d) evaluate these trial concrete tree surrounds after a period of 12 months in terms of comparative cost, tree protection, overall benefit; and
 - (e) advise on whether the trial should be continued or extended.

12.2 Notice of Motion No. 23 of 2017 - Planning Applications in the World Heritage Environs Area

Trim Record Number: D17/192888

Responsible Officer: Group Manager Chief Executive's Office

I, Councillor Stephen Jolly, hereby give notice that it is my intention to move the following motion at the Ordinary Meeting of Council to be held on 5 December 2017:

“That planning applications for development within the shaded area shown in clause 22.14 (Development Guidelines for Heritage Places in the World Heritage Environs Area) of the Yarra Planning Scheme (City of Yarra properties only) be determined by Council’s Internal Development Approvals Committee where they are taller than the highest point of the existing building.”

Background:

1. Extract Yarra Planning Scheme – being Clause 22.14

22.14
19/11/2009
C118

DEVELOPMENT GUIDELINES FOR HERITAGE PLACES IN THE WORLD HERITAGE ENVIRONS AREA

This policy applies to all land covered by the Heritage Overlay within the World Heritage Environs Area (WHEA) Area of Greater Sensitivity as shown in Figure 1.

Specifically, this policy applies to land within HO361 (World Heritage Environs Area Precinct).

The policy outlined in Clause 22.02 of the Yarra Planning Scheme also applies.

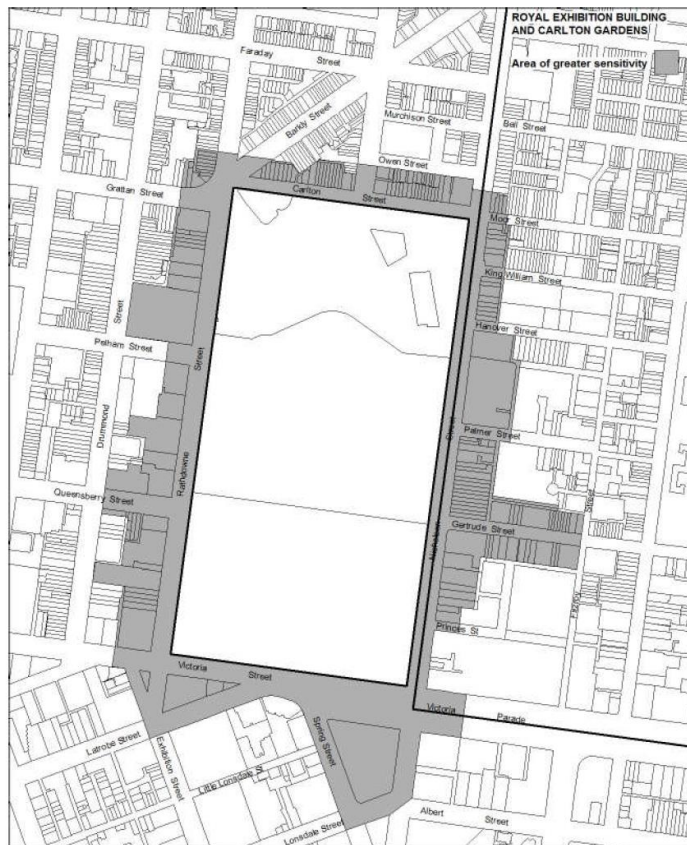


Figure 1

22.14-1
19/11/2009
C118

Policy Basis

The MSS highlights the importance of the WHEA in providing a buffer zone for the World Heritage Listed Royal Exhibition Building and Carlton Gardens. The WHEA provides a setting and context of significant historic character for the World Heritage property.

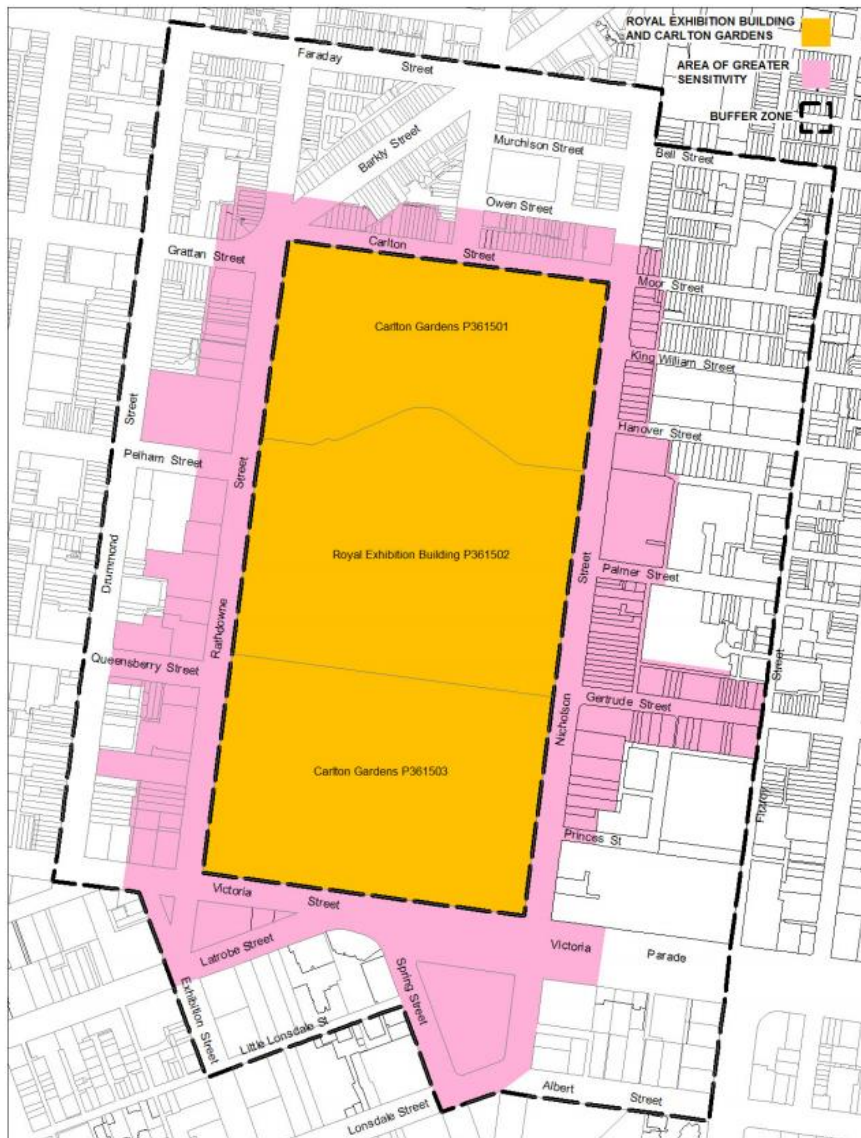
22.14-2
19/11/2009
C118

Objectives

- To protect significant views and vistas to the Royal Exhibition Building and Carlton Gardens.
- To maintain and conserve the significant historic character (built form and landscapes) of the area.
- To ensure new development in the area has regard to the prominence and visibility of the Royal Exhibition Building and Carlton Gardens.

2. Map 8 of World Heritage Environs Area

APPENDIX 8 MAP OF THE SITE SHOWING THE BUFFER ZONE



Royal Exhibition Building and Carlton Gardens and Buffer Zone, showing Area of Greater Sensitivity in pink.

Taken from Royal Exhibition Building and Carlton Gardens World Heritage Management Plan (October 2013)

RECOMMENDATION

That planning applications for development within the shaded area shown in clause 22.14 (Development Guidelines for Heritage Places in the World Heritage Environs Area) of the Yarra Planning Scheme (City of Yarra properties only) be determined by Council's Internal Development Approvals Committee where they are taller than the highest point of the existing building.