

CONTEXT

Boroondara Planning Scheme Amendment C337boro

Statement of evidence by Natica Schmeder

Report prepared for the City of Boroondara

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Contents

1	Introduction	1
1.1	Purpose	1
1.2	Instructions	1
1.3	Preparation of this report	1
1.4	Reports relied upon	1
1.5	Relevant expertise	1
1.6	Qualifications and experience	3
	Declaration	3
2	Strategic basis to amendment C337boro	4
3	Methodology of the Study	4
3.1	Background: Municipal-Wide Heritage Gap Study	4
3.2	Stage 1: Preliminary identification of places and precincts	5
3.2.1	<i>Field survey</i>	5
3.2.2	<i>Delineating proposed precinct boundaries</i>	6
3.2.3	<i>Preliminary research</i>	7
3.2.4	<i>Consultant workshops</i>	7
3.2.5	<i>Stage 1 recommendations</i>	7
3.3	Stage 2: Assessments and recommendations	8
3.3.1	<i>Site visits</i>	8
3.3.2	<i>Historical research</i>	8
3.3.3	<i>Documentation</i>	8
3.3.4	<i>Comparative analysis</i>	9
3.3.5	<i>Assessment of significance</i>	9
3.3.6	<i>Thresholds for identifying individually significant places and precincts</i>	10
3.3.7	<i>Thresholds for gradings within precincts</i>	10
3.3.8	<i>Statutory recommendations</i>	11
3.3.9	<i>Background report</i>	12
3.4	Preliminary consultation	12
3.5	Exhibition consultation	13
3.6	Summary of C337boro places and precincts	13
3.7	Summary of recommended changes	14
3.8	Conclusion	14
4	Response to Submissions—Appearing	15
4.1	Introduction	15
4.2	Home Farm Estate and Environs Precinct (Submissions 5 and 14)	15
4.2.1	<i>Background</i>	15
4.2.2	<i>Statement of Significance</i>	15
4.2.3	<i>56 Albion Road, Glen Iris (Submission 14)</i>	16
4.2.4	<i>62 Albion Road, Ashburton (Submission 5)</i>	26
5	Response to Submissions—Not appearing	34
5.1	Home Farm Estate and Environs Precinct (Submissions 2, 8, 11 & 13)	34
5.1.1	<i>Background</i>	34

5.1.2	<i>Home Farm and Environs Precinct (Submission 2)</i>	34
5.1.3	<i>1 and 3 Dunlop Street, Ashburton (Submission 8)</i>	36
5.1.4	<i>67 Albion Road, Ashburton (Submission 11)</i>	39
5.1.5	<i>9 Dunlop Street, Ashburton (Submission 13)</i>	41

1 Introduction

1.1 Purpose

I, Natica Schmeder, have prepared this statement of evidence for Boroondara City Council in relation to Amendment C337boro to the Boroondara Planning Scheme (the Amendment).

The Amendment proposes to implement the recommendations of the 'City of Boroondara Municipal-Wide Heritage Gap Study, Volume 8. Ashburton', prepared by Context in 2019, as revised on 2 February 2021 and 26 July 2021.

1.2 Instructions

This statement of evidence was prepared in accordance with the following instructions issued by Maddocks on 1 October 2021:

- *To prepare a statement of evidence and appear as an expert witness for Council at the Planning hearing*
- *Your written statement of evidence should:*
 - *Provide an overview of your involvement and previous role in respect of the Study, and particularly HO915 – Home Farm Estate and Environs] Precinct*
 - *Review and express your opinion in respect of the Amendment documentation, and particularly as it relates to HO915 – Home Farm Estate and Environs Precinct*
 - *Address the submissions that relate to the HO915 – Home Farm Estate and Environs Precinct*

I note that, as Trethowan Architecture & Design carried out the assessment of the interwar and post-war individual places, their Director Mark Stephenson has been asked to prepare a separate expert statement regarding the property at 1 Keyes Street, Ashburton.

1.3 Preparation of this report

I, Natica Schmeder, have prepared this statement. The views expressed in it are my own.

1.4 Reports relied upon

In preparing this report, I have relied upon the Ashburton Heritage Gap Study report. As noted above, it was prepared by a team of heritage consultants at Context and Trethowan Architecture & Design ('Trethowan'). I was the project lead.

1.5 Relevant expertise

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

I have been retained by a number of councils to appear as an expert witness on heritage-related matters at Independent Panel Hearings, including: City of Boroondara (Amendments C116, C177, C178, C183, C236, C243, C263 Pt 2, C266, C274, C276, C284, C294, C305, C306, C308 & C318), City of Brimbank (Amendments C125 & C200), Shire of Cardinia (Amendment C161), City of Maroondah (Amendment C116), City of Moonee Valley (Amendments C142, C143, C164 & C200), City of Moreland (Amendment C149), Shire of Mornington Peninsula (Amendment C214), City of Stonnington (Amendments C233,

C238, C248 & 249) and City of Yarra (Amendments C149, C173, C177, C183 & C198), as well as by the National Trust (City of Yarra Amendment C163).

I have an excellent understanding of the historic development and heritage of Boroondara through my involvement in the following projects for the City of Boroondara:

- Glenferrie Oval & Grace Park CMP, 2006.
- Hawthorn Heritage Precincts Review, 2008.
- Provision of in-house strategic heritage advice to the City of Boroondara's Strategic Planning Department, Aug. 2012 to the present. This includes, among other things, heritage assessment of individual places and precincts.
- Peer review of Surrey Hills South Residential Precincts Heritage Study, Lovell Chen, 2014. As part of the implementation of Amendment C177 I peer reviewed all precinct and place citations in this study and revised them where I thought necessary. I then acted as Boroondara Council's expert witness at the panel hearing.
- Peer review of Balwyn and Balwyn North Heritage Study, Built Heritage, 2015. I reviewed all citations in this study and responded to all submissions to the proposed Amendment C276 to implement recommendations from this study. I then acted as Boroondara Council's expert witness at the panel hearing.
- Municipal-Wide Heritage Gap Study, ongoing, commenced 2016. All suburb-wide gap studies have been completed, for Canterbury, Camberwell, Hawthorn, Kew, Kew East and Mont Albert, Hawthorn East, Glen Iris and Ashburton. I led this project as well as carrying out the initial suburb-wide surveys and assessing some of the places and precincts. I have acted as Council's expert witness at the Amendment C266 Panel hearing (Canterbury), the C274 Panel hearing (Camberwell), the C284 Panel hearing (Hawthorn), the C294 Panel hearing (Kew), the C306 Panel hearing (Kew East), and the C308 Panel hearing (Hawthorn East).

1.6 Qualifications and experience

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

I am an architectural historian and buildings conservator with over 20 years' experience in architectural research and assessment, materials conservation, heritage studies, conservation management plans and heritage advice, in Australia, the United States, England and Poland.

I worked at Context from 2005 until June 2018 and was an Associate of that company. Currently, my role there is as a contracted Heritage Specialist for specific projects. At Context I worked on numerous municipal heritage studies and reviews, many of which I led and/or acted as the architectural historian, including the Mornington Peninsula Heritage Review (Areas 1 & 2), Central Richmond Heritage Gaps Study, Yariambiack Shire Heritage Study, Moonee Valley Thematic Gaps Study, Moonee Valley Heritage Study 2015, City of Yarra Review of 17 Precincts, City of Yarra Central Richmond Gaps Study, Lygon Street Heritage Study, Cardinia Shire Heritage Studies Review, City of Manningham Heritage Study Review, Baw Baw Shire Heritage Study, Murrindindi Shire Heritage Study, Yarra Ranges Shire Heritage Study Review, Moreland North of Bell Street Heritage Study, Stonnington Victorian Houses Study, Stonnington Federation Houses Study, Stonnington Churches and Halls Study, Stonnington Residential Flats Study, Hawthorn Heritage Precincts Study and the Boroondara Municipal-Wide Heritage Gap Study.

I am a member of the Heritage Council of Victoria; a member of the Heritage Advocacy Committee and former Built Environment Committee member (Chair 2012-17) both of the National Trust of Australia (Victoria); and a full international member of Australia ICOMOS (International Council on Monuments and Sites) and served on their Executive Committee in 2009-12. I have also tutored and lectured for architectural conservation subjects at the University of Melbourne (2010-16), and at the Longford Academy (Tasmania).

Declaration

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

Signed,



Natica Schmeder

2 Strategic basis to amendment C337boro

The 'City of Boroondara Municipal-Wide Heritage Gap Study, Volume 8. Ashburton', as revised on 2 February 2021 and 26 July 2021, (the "Ashburton Heritage Gap Study", the "Ashburton Study", or "the Study") should be taken as the strategic basis for Amendment C337boro. It contains an explanation of the assessment methodology, summarises the findings and recommendations of the Study, and contains the heritage citations for places and precincts recommended for the Boroondara Heritage Overlay as revised after consultation for this planning scheme amendment and in response to conditions placed by DELWP for authorisation of the amendment.

3 Methodology of the Study

In this chapter of my expert evidence, I will set out the steps taken and decision-making process around the selection of individual places and precincts to be assessed for their heritage significance, and how these assessments were made. While providing a broad overview of the entire process and its participants, I will focus on my role in the project and how I made specific decisions.

All of this section is underpinned by Chapter 2: Approach and Methodology of the Ashburton Heritage Gap Study report, which sets out the heritage practice guidance we followed in our assessments. These are predominantly *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Heritage Significance* (rev. 2013) and the Victoria Planning Provisions Practice Note No. 1 'Applying the Heritage Overlay' (2018). I also applied guidance provided in the panel reports for projects in which I have previously been involved. The key guidance for current heritage best-practice, both quotes from the Practice Note and discussions of how this was applied, is set out at length in the Study, so I will not repeat it here.

3.1 Background: Municipal-Wide Heritage Gap Study

The *Planning and Environment Act* 1987 places an obligation on municipal councils 'to conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or other of specific cultural value'. Consistent with this objective, the City of Boroondara has prepared numerous heritage studies that identify places of heritage significance.

In the past decade, Council has commissioned further area studies of two entire suburbs – Balwyn (incorporating Balwyn North and Deepdene) and Surrey Hills – as well as studies of smaller areas and individual places. The Surrey Hills Study was implemented by Amendment C177. Most of the recommendations of the Balwyn Study were implemented by Amendment C276 (Balwyn Peer Review Stage 1) and Amendment C318 (Stage 2).

Council adopted an updated Heritage Action Plan (HAP2016) on 2 May 2016. The HAP2016 set out as a very high priority action the preparation of a Municipal-Wide Heritage Gap Study (MWHGS) for the remaining suburbs of Boroondara. The MWHGS involved the investigation of all properties outside the existing Heritage Overlay in Boroondara in the suburbs of Canterbury, Camberwell, Hawthorn, Kew, Kew East, Mont Albert, Hawthorn East, Glen Iris and Ashburton. All of these suburb-based heritage studies have now been completed.

I have been the project leader for the entire MWHGS, leading a team of heritage consultants from Context and Trethowan Architecture & Design. This chapter of my evidence supplements the Ashburton Study report in discussing my role and decision-making both in leading the study and in assessing some of the places and precincts myself along with other Context consultants.

3.2 Stage 1: Preliminary identification of places and precincts

3.2.1 Field survey

The first stage of the Ashburton Heritage Gap Study was a survey of the entire suburb of Ashburton to its current boundaries, apart from for the one precinct already in the Heritage Overlay. I had already visited this precinct during the preceding Glen Iris Heritage Gap Study, to compare it to a proposed precinct just to the west in Glen Iris.

I carried out this survey over two weeks in October 2018, riding a bicycle along all streets in Ashburton that were not wholly covered by the Heritage Overlay.

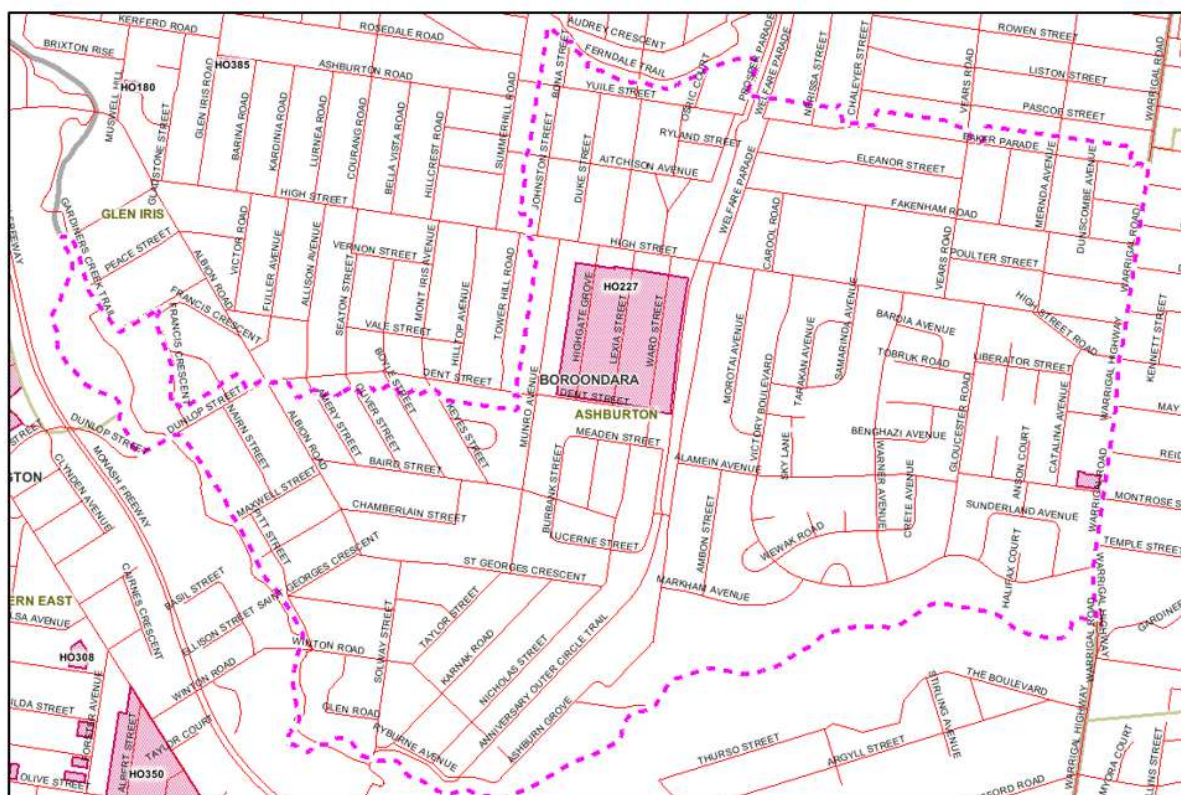


Figure 1. Map of Ashburton showing its boundaries and the current extent of the Heritage Overlay (shaded). (Source: Land Channel, 2019)

As indicated by the above map, there was minimal Heritage Overlay coverage in Ashburton the time of the survey: with one interwar-era residential precinct and one individual interwar house in the HO.

I worked from a base map that indicated any previous heritage recommendations or nominations. For the most part, these were:

- Precincts and individual places identified by the 'Camberwell Urban Conservation Study' (G Butler, 1991)
This study recommended three precincts and four individual places for heritage protection, of them one individual place (HO417) and one precinct (HO227) were included in the Heritage Overlay.
- Places listed on other registers and inventories, including the National Trust Register, the Victorian War Heritage Inventory, places nominated to the Victorian Heritage Register but rejected, and DELWP's Heritage Identified inventory.

- Places used as examples for themes covered in the 'Boroondara Thematic Environmental History' (Built Heritage, 2012).
- Places noted for further investigation by former Boroondara Heritage Advisor, Graeme Butler.
- Places recommended for assessment by the 'Survey of Post-War Heritage in Victoria' (Heritage Alliance, 2008 & Built Heritage, 2010).

On this base map, I recorded the following:

- An indication whether a property or streetscape had any apparent heritage value, either as an individual place or as (part of) a precinct.
- For those places and streetscapes of potential heritage value:
 - The built-era(s): Victorian, Edwardian, interwar (early or late), post-war (early or later); and
 - A tentative grade for the best individual properties, reflecting their architectural quality and intactness.
- If there were several streetscapes of notable architectural quality and/or visual cohesion grouped together, I drew tentative precinct boundaries on the base map, to be revisited later with a colleague.

This survey revealed that the High Street Commercial Precinct, originally proposed in the 1991 'Camberwell Urban Conservation Study', still had a high level of intactness, and there were cohesive rows of interwar shops adjacent to (but outside of) the previously proposed precinct boundaries. In contrast, there had been a high level of change – both full demolition and extensive alterations – to properties in the third precinct proposed in 1991 – Ashburton Housing Commission Estate – so this precinct was not pursued further.

I identified a number of new individual places and a new potential precinct during the survey. The individual places ranged from the handful of largely intact Victorian and Edwardian houses, a few stand-out interwar and postwar dwellings, and a number of interwar and postwar community buildings (churches and schools). I identified one new precinct, a very cohesive area of interwar housing at the western edge of the suburb, now the Home Estate and Environs Precinct. It included an individual place that had been identified in the 1991 Camberwell Urban Conservation Study (13 Dunlop Street).

3.2.2 Delineating proposed precinct boundaries

As noted above, while carrying out the property-by-property survey, I noted streetscapes that stood out in the suburb in terms of their visual cohesiveness and design quality.

Both in the field, and once back in the office, I drew preliminary precinct boundaries to encompass standout streetscapes in proximity to one another, in an attempt to balance the following goals:

- Include as many properties of high heritage value (usually meaning high architectural quality and high intactness);
- Include streetscapes of high integrity (low number of Non-contributory properties and/or much altered buildings) and high visual cohesion.

I returned to all of the areas earmarked as possible precincts with Context colleague Christina Dyson. We viewed them all by car on a single day, allowing us to compare amongst themselves and discuss which ones should be recommended for further assessment in Stage 2.

3.2.3 Preliminary research

At this point I made further investigations, as I saw fit, into places earmarked for individual assessment if the site visit had raised any questions.

For those properties shaded on the survey map (indicating a previous assessment or other mention), I returned to those sources and noted any pertinent information (historical information, why it was listed, etc.).

I sought previous citations for all individual places shortlisted, as well as the 1991 precinct citation for the High Street Commercial area. For the individual Victorian and Edwardian houses, I consulted historical sources such as MMBW and estate subdivision plans, and Boroondara Council's building permit records to better understand their level of intactness.

As a result of this investigation, one individual place identified in the 1991 Camberwell Urban Conservation Study was rejected due to alterations made since that time (15 St George's Crescent).

3.2.4 Consultant workshops

The decision to proceed with place and precinct assessments was a collaborative process which I coordinated and contributed to.

As a first step, I presented all of the identified individual places to my Context colleague, Director Louise Honman. For each place I showed her the photos and any information gathered, as well as explaining why I felt this place stood out in the context of Ashburton or Boroondara more broadly. The exercise of comparing all of the photos together, grouped by built-era for houses and community-use places, made their relative merits clearer, as did our discussion during this process. By the end, we decided that a number of them were likely to fall short of the threshold of local significance, and removed them from deliberation.

I held a second "workshop" with Trethowan Architecture team members at their offices. I brought photos of all individual interwar and post-war individual places that I had identified during the field survey, both those that Ms Honman and I agreed were good candidates for further assessment, and those we had preliminarily rejected. I presented the photos, and information gathered, and explained the rationale behind each choice.

After this workshop, Trethowan Architecture made the enquires they considered necessary before presenting me with a final list of places they had found worthy of assessment, along with an outline of the reasons they were likely to be of individual significance.

As a final step, I made a site visit to the potential precincts with staff from the Boroondara Strategic Planning Department to test the legibility of the proposed precinct boundaries. As part of this process the final extent of the Home Farm Estate Precinct was consolidated, leaving out the west end of Dunlop Street and Amery Street just to the east.

3.2.5 Stage 1 recommendations

The final step in Stage 1 of the Ashburton Heritage Gap Study was the compilation of Context's and Trethowan's final recommendations for the places and precincts to assess in the next stage, along with brief rationale for each recommendation. This comprised the reporting for Stage 1 of the study. It has been superseded by the Stage 2 report for the Study.

3.3 Stage 2: Assessments and recommendations

During the assessment stage, Trethowan Architecture carried out all of the steps set out below for the individual places they assessed, with two exceptions. Context provided the initial locality history for all citations, which could be shortened or added to depending on the place assessed (in accordance with its development era). In addition, I reviewed all first draft citations and provided feedback to Trethowan Architecture. The revised drafts were then provided to the Boroondara Strategic Planning Department.

Context assessed all of the individual Victorian and Edwardian dwellings, and the precincts. Trethowan assessed all individual interwar and post-war places.

3.3.1 Site visits

At the end of Stage 1, the Context consultants and I decided on the division of the assessment work. Mark Huntersmith and I assessed the two precincts. I was to assess the two Victorian dwellings and two Edwardian dwellings.

I carried out my fieldwork in May 2019, revisiting the individual places I was assessing. At this time, I viewed all properties from the public domain (generally the footpath).

While in the field, I took photos showing each place and its setting, as well as details of note, recording such things as the style, distinguishing features, visible alterations and other elements on the site (plantings, trees, fences, outbuildings).

Mr Huntersmith did the same for the two precincts, visiting and photographing each property and any built or natural elements on it of interest. For the High Street Commercial Precinct, he specifically photographed each shopfront.

3.3.2 Historical research

The histories for the places and precincts assessed by Context consultants were prepared by a number of people. Heritage Specialist Robyn Ballinger prepared a locality history and the precinct histories, and Senior Heritage Consultant Dr Helen Doyle prepared the place histories.

I reviewed all of the histories, which were then revised by the historians in response to my feedback.

3.3.3 Documentation

Apart from the histories, I prepared the rest of the text of the individual place citations. This included a description in which I described the setting and any contributory elements (such as fences, outbuildings, trees), the principal façade(s) and any other visible elevations of the building, comparing its form, details and materials against what was typical of that architectural style. External alterations were also noted, including alterations visible from the public domain, and extensions visible in aerials.

Mr Huntersmith carried out a detailed site inspections of the two precincts, noting similar things for the residential precinct. For the commercial precinct, he also noted elements like surviving shopfronts, verandahs and first-floor facades in the commercial precinct. Following Mr Huntersmith's site visits, we discussed his findings and how to structure the precinct descriptions before he prepared them. Mr Huntersmith also prepared tables of all properties in each precinct indicating their built-date and grade within the precinct. (There is further discussion about property gradings, below.)

3.3.4 Comparative analysis

As part of the preparation for the comparative analysis of precincts and places in all suburbs investigated in the Municipal-Wide Heritage Gap Study, Context prepared a number of “reference” documents.

For the precincts, Ms Honman and I wrote a brief summary of the character and reasons for significance for each existing precinct in the Boroondara Heritage Overlay. These were a paragraph each, and were based mainly on the precinct statements of significance then found in Clause 22.05 Heritage Policy of the Boroondara Planning Scheme (they have since been moved to a separate reference document). We sorted these precincts by the principle built-era(s) in them, and their residential or other (commercial, civic) character. This document provided a starting point for the preparation of precinct comparative analyses.

For individual places, I assigned a built-era (Victorian, Edwardian, interwar, post-war) in the HERMES heritage database to each property of individual significance in the Boroondara Heritage Overlay. This included both places with individual HOs and those in precincts. Doing so allowed me to generate lists of all individually significant Victorian and Edwardian residential properties in the Heritage Overlay. A photograph was obtained for each of these places. (Note that as Trethowan Architecture was assessing all individual interwar and post-war houses, we did not prepare documents for these two eras.)

These compiled documents were invaluable to me when preparing comparative analyses of individual residential places, particularly when assessing architectural quality and rarity in a given part of the municipality. As Ashburton was a developmental “frontier” in the late nineteenth and early twentieth century, I found that the houses there were modest when compared to most individually significant Victorian and Edwardian houses in most other parts of Boroondara. For this reason, I concluded that the two Victorian houses were of historical significance and rarity value, but not of architectural (representative or aesthetic) significance.

I also prepared the comparative analyses for the two precincts, drawing both on the previously prepared summary of existing precincts as well as my visits to these comparator precincts over the course of the Municipal Wide Heritage Gap Study and previous work I had done for the City of Boroondara.

3.3.5 Assessment of significance

All assessments of significance of places and precincts were carried out in relation to the HERCON criteria. This provided a structure to consider the ways that an individual place or precinct might stand out within Ashburton or Boroondara more widely. I prepared the assessments against the criteria and statements of significance for the Victorian and Edwardian places and for the two precincts.

For the most part, I drew this information from the locality and place history in relation to the various types of historical significance (Criteria A, B or H) and from the comparative analysis and description in relation to architectural design (Criteria D, E or F).

For the most part, I did not include a discussion for the criteria I did not think the place/precinct met, but simply made the note “NA” (Not Applicable).

The summaries of the criteria against which I judged the place or precinct to meet the threshold of local significance were included in the final statement of significance. For each of these I used the standard three-part approach (What, How, Why), and in the first section attempted to provide enough brief information so that future users of the citation will understand what they are dealing with. For individual places this might mean including a built date, original use, architectural style, and original owner if this

was of interest. For precincts, I provided a brief description of the types of contributory built form, as well as noting early or original fences, garages, garden settings and plantings.

148 High Street

One of the two individual Edwardian houses that I assessed was removed from the Ashburton Study and incorporated into a precinct proposed by the preceding Glen Iris Heritage Gap Study.

This precinct, the Mont Iris Estate and Environs Residential Precinct, is largely in Glen Iris but also includes 66-74 Dent Street, 146A-150 High Street, and 1-35 & 2-36 Munro Avenue, Ashburton, within its proposed boundaries. The Glen Iris Study is being implemented by Amendment C333boro.

Dr Helen Doyle had already prepared a place history for the Edwardian house at 148 High Street, and I had made my Stage 2 site visit to it by the time the decision was made to incorporate it into the Mont Iris Estate and Environs Residential Precinct. Following this decision, I incorporated its history, description and significance into that precinct citation. It is an individually significant place within the precinct.

For this reason, the assessment of the Edwardian house at 148 High Street is not included in the Ashburton Heritage Gap Study report.

3.3.6 Thresholds for identifying individually significant places and precincts

As discussed in the sections above, each individual place and precinct recommended for the Heritage Overlay was assessed against two thresholds during the successive stages of the study.

In Stage 1, I looked at all properties in Ashburton outside of the Heritage Overlay, and noted all those that stood out. Individual places “stood out” due to their notably high architectural quality (sometimes paired with substantial size), as places likely to be important in the community (either historically or also to the present day) such as churches and schools, or due to their relative rarity in Ashburton (Victorian and Edwardian buildings). By its nature, this was a “long-list” as I was better able to judge the relative architectural quality or rarity of places once I’d reached the end of the survey than at the beginning. My decisions at this stage were also informed by the previous seven years during which I had been carrying out one-off place assessments and previous stages of the Municipal Wide Heritage Gap Study for the City of Boroondara. As these required site visits to every part of the municipality, as well as comparative analysis for each one, I already had a good awareness of the relative quality and nature of Boroondara’s building stock even before the Municipal Wide Heritage Gap Study began in 2016.

For precincts, I compared the visual cohesion of streetscapes and level of overall integrity (proportion of Non-contributory properties), the average intactness of individual buildings, and the architectural quality of those buildings against precincts with a similar make-up (built era, building use, social class of original owners).

The review of the “long-list” of places with my colleagues was also a mainly suburb-centric exercise, comparing them amongst themselves.

In Stage 2, as detailed above, when assessing the individual places and precincts I compared them to other examples of their type across Boroondara. Examples of comparative places and precincts were drawn from the current Heritage Overlay, and in some cases places and precincts recommended for the HO by previous volumes of the Heritage Gap Study.

3.3.7 Thresholds for gradings within precincts

When assessing properties within a proposed precinct to determine if they are Non-contributory, Contributory or Significant in relation to that precinct, the first thing that needs to be defined is the period

of time that is of heritage significance, and if these properties were developed (built) within that period. Note that this may be a single historical era, such as the interwar era, or multiple eras.

Once the “valued period” is defined, the question is whether the given property/building is able to contribute to an understanding of the development in this period and the reasons the precinct is significant (as expressed in the statement of significance). This comes down to intactness, both in relation to the extent of alterations and their legibility as later interventions.

When viewing an altered building of the “valued period” I consider whether it is still legible as, for example, an interwar bungalow or shop. And, secondly, if it is possible to understand what its original form was – particularly major aspects such as roof form. In cases where an upper-storey extension is so dominant, and particularly where it subsumes the original roof form, then the answer may be “no”.

In regard to commercial buildings, I have found that the large majority of shops in Boroondara’s Heritage Overlay have lost their original shopfronts, so I do not consider retention of an original shopfront a requirement for a Contributory grade.

Whether a property is Significant in a precinct often relies on its architectural quality – as compared to the suburb or municipal-wide context – though it may also be related to its historical credentials (e.g., the oldest house in the area).

3.3.8 Statutory recommendations

Apart from the decision whether or not to recommend an individual place or precinct to the Heritage Overlay, in this step I determined the appropriate HO boundaries and if any specific controls should be ticked in the draft HO Schedule.

HO extents

For the most part, the properties I assessed were on small to medium-sized suburban blocks, containing a front and rear garden setting for the residential properties, and on narrow blocks developed to the front boundary for commercial properties. In these cases, I recommended the entire cadastral boundaries to the HO, in accordance with accepted practice and the guidance of Practice Note 1: ‘Applying the Heritage Overlay’.

Trethowan assessed two places where there was only one building of heritage significance on an large site, and recommended a smaller HO polygon covering the significant building with a curtilage around it (for St Michael’s Parish Hall and Ashburton Primary School).

Additional HO controls

During site visits Mr Huntersmith and I looked out for original front fences, original outbuildings (usually garages), mature tree plantings and garden layouts that appeared to be early or original in relation to the house and worthy of protection.

No trees of potential heritage significance were noted at the places and precincts assessed.

There were many original front fences (and gates) noted in the Home Farm Estate and Environs Precinct, and they are identified by address in the precinct description and noted as contributory elements in the statement of significance. While they could have also been included in the HO Schedule so that planning permit applications to alter or remove them would have to be publicly advertised, the Boroondara Strategic Planners asked that we not trigger this additional control. The rationale behind this request was that the general HO control already protects fences identified as contributory, and Boroondara has Heritage Advisors that review all planning applications impacting places in the Heritage Overlay, so requiring all such applications to be advertised will not provide any substantive additional

protection. As this seemed reasonable, I did not tick 'Outbuildings or fences which are not exempt' in the draft HO Schedule.

3.3.9 Background report

Once all of the place and precinct citations were complete, I prepared a background report to serve as an introduction to and summary of the Ashburton Heritage Gap Study. It includes the background to the study (previous heritage studies and the place this one sits in the current Municipal-Wide Gap Study), an overview of the current (pre-study) Heritage Overlay coverage in the suburb, and a discussion of the major findings of the Stage 1 field survey. The next section sets out the methodology of the study, with reference to the policy guidance adhered to (mainly the VPP Practice Note: 'Applying the Heritage Overlay', 2018). The final section of the background report is a summary of the findings of the study – which places and precincts were found to be of local significance – and recommendations for the implementation of these findings.

Once the background report and all of the citations had been reviewed by the Boroondara Strategic Planners, and revised in response to this feedback, Context assembled them into an overarching final draft study report. The version of the study dated 1 August 2019 was released for preliminary community consultation.

3.4 Preliminary consultation

Boroondara City Council carried out preliminary consultation following completion of the draft study. Council notified all property owners and occupiers in Ashburton including those who owned properties recommended for the Heritage Overlay as well as the rest of owners and residents. All community members were invited to provide feedback on the draft study recommendations. Some also nominated additional properties to be considered for inclusion in the Heritage Overlay.

The Boroondara Strategic Planners prepared an initial response to the general issues raised by objecting submissions, such as potential impacts on property value, zoning and other planning tools, etc. They then highlighted the heritage-related issues for my attention. This included submitters who questioned the application of the HERCON criteria, whether thresholds were met, raised possible errors in the citations, or simply questioned whether their property was of heritage significance. In one case, 7 Vears Road, the owner was kind enough to share historical photos and documents related to his family's long tenure at this address.

The heritage-related issues in regard to places assessed by Trethowan Architecture were addressed by them in a shared table setting out issues and responses to each submission. I prepared responses for the places assessed by Context.

I made a number of edits to the Home Farm Estate and Environs Precinct in response to the submissions. This included downgrading two properties (4 Dunlop Street had been recently demolished, while 80 Albion Road was found to have been rebuilt in 2010), removing a subdivided rear allotment (79A Albion Road), and providing further information about the original appearance of one house (3 Dunlop Street).

I added further information to the citations for the two Victorian houses, including extensive family history information and photos for 7 Vears Road.

A number of nominations of new places and a precinct were made by submitters (1 precinct and 4 individual places). These were all investigated by Trethowan and myself, apart from two places that had

already been considered in Stage 1 of the Ashburton Study and rejected. We did not find any of the others worthy of further assessment either.

Once these revisions were made, I prepared the 11 May 2020 version of the Ashburton Study.

Many objecting submissions were made during the preliminary consultation by owners of properties within the proposed High Street Commercial Precinct. While none of them raised issues that warranted revisions to the precinct citation, Boroondara's UPSC decided to defer requesting Heritage Overlay controls for this precinct. Due to this change, I was asked to prepare a new draft of the Ashburton Study that reflected this decision. All information about the proposed precinct was retained in the study report (revised 8 July 2020), including the precinct citation, but it was classified as a 'precinct deferred for future consideration' and does not form part of Amendment C337boro.

3.5 Exhibition consultation

Boroondara City Council adopted the Ashburton Heritage Gap Study, as revised after preliminary consultation and deferral of the High Street Commercial Precinct, and requested authorisation from the Minister for Planning to prepare an amendment to the Boroondara Planning Scheme.

As part of the conditions of authorisation, DELWP officers required the removal of one Non-contributory property from the Home Farm Estate Precinct: 55 Albion Street. This change was duly made in the 2 Feb. 2021 version of the Ashburton Study. This is the exhibited version of the Study.

Once authorisation was received, Boroondara City Council began exhibition of Amendment C337boro. Notice of the amendment was sent to owners and occupiers of the affected and adjoining properties, prescribed Ministers, preliminary consultation submitters and other stakeholders such as heritage interest groups.

Subsequently, Context and Trethowan addressed any new heritage-related issues raised by submissions as part of the response prepared by Council's strategic planners. I prepared responses to all heritage-related issues for the places and precincts that the Context team assessed.

Largely the same issues were raised as during the preliminary consultation, so I did not recommend any further changes to citations or statutory recommendations. (Trethowan recommended a change of clarification for 1 Keyes Street.) This, slightly revised, version of the Study is dated 26 July 2021.

Those submissions where there are unresolved heritage-related issues in regard to the Home Estate and Environs Precinct are addressed in this expert evidence. I understand that a place assessed by Trethowan Architecture that is the subject of unresolved submissions is to be addressed in Mark Stephenson's expert evidence.

3.6 Summary of C337boro places and precincts

The places and precincts recommended for inclusion in the Heritage Overlay which are the subject of Amendment C337boro assessed by me and other Context team members are:

- Home Farm Estate and Environs Precinct (with Mark Huntersmith)
- Edwardian house, 9 Donald Street
- Victorian house, 10 Marquis Street
- Pyrus Park (Victorian house), 7 Vears Road

In the course of the two rounds of community consultation, I have had the opportunity to review all of the citations that were the subject of an objecting submission. Based on this review, as well as my original identification and assessment of these places and precinct, I am confident that they all meet the threshold of local significance.

3.7 Summary of recommended changes

As noted above, following consideration of the submissions made to Amendment C337boro, I do not recommend any changes be made to the statutory recommendations or citations for places and precincts that I (and others at Context) assessed.

While it is not the subject of my expert evidence, I note that I support the change proposed to the statement of significance for the house at 1 Keyes Street, which clarifies that post-1953 additions and alterations are not significant.

3.8 Conclusion

It is my professional opinion that the Ashburton Heritage Gap Study was undertaken by me and other heritage professionals at Context and Trethowan Architecture with rigour and in accordance with current best-practice guidance. The study has been particularly thorough in its initial survey of the suburb to identify places and precincts for assessment. Its accuracy was also aided by reviews of the citations over two rounds of community consultation.

4 Response to Submissions—Appearing

4.1 Introduction

This chapter contains information on places where an owner will be appearing at the Amendment C337boro Planning Panel hearing. For each place the heritage-related objections are quoted or summarised, and my response provided. They are dealt with in the order the submitter will be appearing at the hearing.

In my evidence, I respond only to issues related to the heritage significance of the precinct and grading of properties within it, such as intactness (and condition where this impacts upon intactness), history and comparison to other places. I do not respond to non-heritage issues, such as maintenance costs, property value or future development plans, as I understand that Council will respond to them and furthermore in my experience they are properly dealt with at the planning permit stage.

4.2 Home Farm Estate and Environs Precinct (Submissions 5 and 14)

4.2.1 Background

This precinct was assessed by Mark Huntersmith and me as part of the Ashburton Heritage Gap Study and found to be of local significance. It is recommended for inclusion in the Boroondara Heritage Overlay. The reasons for its significance are set out in the statement of significance, below.

4.2.2 Statement of Significance

The statement of significance I prepared for this place (as revised, February 2021), reads as follows:

What is significant?

The Home Farm Estate and Environs Precinct, comprising 57-79 & 52-96 Albion Road and 1-13 & 2-6 Dunlop Street, Ashburton and Glen Iris, is significant. The precinct was developed from the early 1920s to 1942.

Original front fences (and gates) are contributory elements in the precinct.

How is it significant?

The Home Farm Estate and Environs Precinct is of local historical, architectural and aesthetic significance to the City of Boroondara.

Why is it significant?

The Home Farm Estate and Environs Precinct is of historical significance as a tangible illustration of the first residential boom in this area (formerly part of Malvern East), which took place during the interwar years. While several suburban estates were subdivided during the 1880s, in anticipation of the coming of the Outer Circle Railway line, there was only very scattered development until after World War I. It is also an excellent example of the 'spec building' which characterised interwar development in the area, whereby residences were constructed by local builders on land they owned with the intention of placing the houses directly on the market for sale. In the precinct, many houses were builder owned at the time of construction, and its architectural character was strongly influenced by builders such as RL Clarke, A Galbraith, J Treloar, DR Davies, GS Luckins, and WJ Bacon, with RA Dixon of particular note. In contrast to Victorian and Edwardian speculative development, which resulted in rows of identical or similar dwellings, these interwar examples were characterised by the pleasing variety in style and detail provided by a single builder in response to the interwar appetite for eclecticism. (Criteria A & H)

The Home Farm Estate and Environs Precinct is of architectural significance as a collection of good quality interwar dwellings that illustrate the range of styles and materials popular through the course of the interwar period. The earliest houses in the precinct are timber bungalows, including a substantial attic-storey bungalow at 13 Dunlop Street. By the late 1920s this moved to face brick California Bungalows. The more prestigious masonry construction remained the rule for the rest of the interwar period, moving through the classically inspired Mediterranean Revival (mostly rendered), medieval Old English (clinker brick and/or rendered), and then machine-age Moderne (usually rendered) style houses. (Criterion D)

The Home Farm Estate and Environs Precinct is of aesthetic significance in particular for the unusual Old English style house at 6 Dunlop Street, designed and constructed by R A Dixon and Sons in 1939. It is a restrained and elegant version of the style with a dramatically steep front gable and walls of multi-hued glazed brick, and a front fence of matching brick. The early 1920s attic-storey bungalow at 13 Dunlop Street also stands out with its fine and unusual Craftsman detailing, including curved exposed floor joist ends, shingle work and crossed timber panels, reminiscent of Swiss chalet bungalows popular in California. This house also retains its original brick fence and metal pedestrian gate. (Criterion E)

4.2.3 56 Albion Road, Glen Iris (Submission 14)



Figure 1. 56 Albion Road, Glen Iris. (Source: Context, 2019)

Recommendations and Amendment C337boro

56 Albion Road, Glen Iris (built by 1927), has a Contributory grade in the precinct proposed for the Boroondara Heritage Overlay by the Ashburton Heritage Gap Study.

Response to Submission

The submitter objects to the recommendation for inclusion of 56 Albion Road in particular as well as much of the Home Farm Estate and Environs Precinct in the Heritage Overlay. The submitter's points raised are provided below in *italics*, with my response to each issue provided below.

Significance of the precinct

I oppose the amendment because it is too broad and includes properties that are not significant compared to the rest of Boroondara or Melbourne.

I assume that the submitter is referring to the Home Farm Estate and Environs Precinct here, as it is the subject of the rest of the submission. I note that, overall, a relatively small number of precincts and individual places across Ashburton are recommended for inclusion in the Heritage Overlay, so the overall amendment could hardly be described as “broad” in its scope.

In regard to the precinct itself, the properties with heritage value within it are graded “Contributory”. This means that – as the submitter states – they are not significant in their own right when compared to similar properties in Boroondara.

They do, however, compare well with other Contributory properties within interwar precincts already found in Boroondara’s Heritage Overlay. In these existing HO precincts, the majority of Contributory buildings have a high level of external intactness (as viewed from the public domain), but there are some that have undergone a degree of (sympathetic or unsympathetic) alteration. As long as they are still clearly recognisable as relating to the reasons that the precinct is of local significance (e.g. interwar residential development), in my expert opinion, they still contribute to the significance of the precinct and are correctly graded Contributory.

In the case of a precinct in the Heritage Overlay, the group of properties as a whole must meet the threshold of local significance, and not the individual (Contributory) properties themselves.

As defined in the Practice Note, ‘Applying the Heritage Overlay’ (rev. 2018): ‘*Local Significance*’ includes *those places that are important to a particular community or locality*. In the Ashburton Heritage Gap Study, I sought to identify places (both individual properties and precincts) that were important in Ashburton (the locality) and compared well across the entire municipality. Upon comparing the Home Farm Estate and Environs Precinct with a number of interwar residential precincts already in the Boroondara Heritage Overlay, I concluded that it is of a comparable quality and thus meets the threshold of local significance.

The submitter is correct that no attempt has been made to compare the heritage value of individual properties or the whole precinct across the entire Melbourne metropolitan area, and no claims have been made that the precinct is significant at this regional level. The purpose of a municipal Heritage Overlay is to protect places that are important within that municipality, and there is no requirement for a higher level of significance as suggested by the submitter.

New development within the proposed precinct

4 Dunlop Street is a new, modern property and should be excluded. Nos. 2 & 6 are dissimilar to the other properties in Dunlop Street. The submitter claims the properties do not form a coherent or cohesive precinct of significance, with the northern side of Dunlop Street and the adjacent part of Albion Road having undergone significant redevelopment. 2, 4 & 6 Dunlop Street should be removed from the precinct.

When I first identified this precinct, there was a 1930s rendered brick house at 4 Dunlop Street, which would have been Contributory to an interwar residential precinct such as this one. By the time Mr Huntersmith surveyed the precinct in Stage 2, however, it had been demolished and the site was vacant. For this reason, the property was graded Non-contributory. As it sits between two Contributory properties – 2 and 6 Dunlop Street – Mr Huntersmith and I agreed that it should remain in the precinct, as is standard practice (and the reason that the Non-contributory grade exists).

By the time the early version and recommendations of the Ashburton Heritage Gap Study were released for preliminary consultation, a new house had been built at 4 Dunlop Street. I revisited the street at this time to understand the impact of the new development and determine whether it so undermined the heritage value of this part of Dunlop Street that it should be removed from the precinct.



Figure 2. 2 to 6 Dunlop Street, with the new dwelling at 4 Dunlop Street at centre. (Source: Context, 2020)

As there were no HO controls in place as yet, there was no requirement for the new dwelling's design to respond to heritage guidelines. It is a very contemporary design, in its boxy massing and materiality (dark grey cut basalt and timber louvres). However, the new dwelling at 4 Dunlop Street is contextual in its front setback and the overall height of the house, which are in keeping with its neighbours, so it is not unduly visually intrusive.



Figure 3. Current aerial view of the north side of Dunlop Street showing that the front setback of the new house at No. 4 is very similar to that of its 1930s neighbours at Nos. 2 and 6. (Nearmap, 4 April 2021)

I agree that it is not a contextual design in style or materials, and it stands out in its current context, set between two 1930s face brick houses. On the other hand, new houses of this type are very frequently approved and built in Boroondara's existing HO precincts, and this has not undermined the heritage significance of those precincts. There are multiple examples in HO162 Sackville Street Precinct, Kew, a precinct that has been in the Heritage Overlay since the early 1990s. Since that time, many very modern, boxy dwellings have been approved (generally replacing Non-contributory houses, however). A few examples are depicted below. Note that, apart from front setbacks and height, these new houses in the HO162 precinct are generally unrelated in style and materials to the Significant and Contributory houses in the precinct, which date from the Victorian, Edwardian and interwar eras.



Figure 4. 95 Sackville Street, Kew. Built c2018, Non-contributory in HO162. (Source: Google Maps)



Figure 5. 108 Sackville Street, Kew. Remodelled c2014, Non-contributory in HO162. (Source: Google Maps)



Figure 6. 114 Sackville Street, Kew. Built c2016, Non-contributory in HO162. (Source: Google Maps)



Figure 7. 118 Sackville Street, Kew. Built c2014, Non-contributory in HO162. (Source: Realestate.com.au)

Following the site visit to the Home Farm Estate and Environs Precinct in 2020, I concluded that the high architectural quality and intactness of the two adjoining dwellings, at 2 and 6 Dunlop Street, meant that this side of Dunlop Street still makes a large contribution to the precinct and should be retained within it.

The submitter also claims that the Contributory houses at 2 and 6 Dunlop are “dissimilar” to the houses on the south side of Dunlop Street, and raises this as a further argument why the entire north side of the street (2-6 Dunlop Street) should be removed from the precinct.

The claim of dissimilarity has some basis, in that the houses at 2 and 6 Dunlop Street are two of the most idiosyncratic designs in the precinct. No. 2 is distinguished by its unusual and fanciful use of tapestry brick for its entire front façade (tapestry brick was usually just for discrete accents), paired with a Tudor-arched porch, while No. 6 is a very elegant and finely detailed Old English house of glazed bricks with a dramatically steep front gable. Both retain their original brick front fences.



Figure 8. Tapestry brick house at 2 Dunlop Street. (Source: Context, 2018)



Figure 9. Old English house at 6 Dunlop Street. (Source: Realestate.com.au)

However, the two also have much in common with the houses on the south side of the street. All of the houses (apart from 4 Dunlop Street) were built during the interwar period. The interwar period is characterised by a great deal of stylistic eclecticism, so interwar-era heritage precincts usually have many styles unless they were built over a very short time (e.g. 5 years). The earliest house, at 13 Dunlop Street, is a fine example of an attic-storey bungalow, a type that was most popular in the late 1910s. The 1920s houses on Dunlop Street (and the rest of the precinct) are mostly California Bungalow in style, built of timber and brick. The 1930s houses, at 2, 5, 6 and 7 Dunlop Street, are all brick houses, though Nos. 5 and 7 are partly rendered. The houses at Nos. 2, 5 and 6 all have a strong Old English influence, while No. 7 is an ahistorical Moderne type.

In conclusion, in my expert opinion, the houses at 2 and 6 Dunlop Street still make a very strong contribution to the precinct, even after demolition and replacement of an interwar house at 4 Dunlop Street. Therefore, this entire side of the street should remain within the Home Farm Estate and Environs Precinct.

Contribution of the property

56 Albion Road is an insignificant property. It is a basic weatherboard property with aluminium window frames. It does not possess any architectural similarities to neighbouring properties. The style and condition of the property are inconsistent with the general neighbourhood. Residents believe there should be no impediments to redevelopment of that property.

The house at 56 Albion Road is a timber California Bungalow, built in the early 1920s (prior to 1927). While the submitter asserts that it has no 'architectural similarities to neighbouring properties' it is, in fact, one of a number of timber California Bungalows in the precinct, including two just to its north at 54 and 52 Albion Road.



Figure 10. 54 Albion Road, Ashburton. Another Contributory timber California Bungalow in the precinct (Source: realestate.com.au, 2016)



Figure 11. 52 Albion Road, Ashburton. Another Contributory timber California Bungalow in the precinct (Source: Context, 2019)

Other timber examples of this style on the street are at 86 and 90 Albion Road, as well as brick California Bungalows at 92, 94 and 96 Albion Road.

As was typical of 1920s California Bungalows, their designers used standard roof and porch types and combined them in a variety of ways to create visual interest. There is no other California Bungalow that is identical to 56 Albion Road, but then again, there are no identical pairs at all in the precinct. It is one of the many gable-fronted designs, also seen at 52, 86 and 96 Albion Road. California Bungalow roofs are most commonly beneath a front gable, as seen at 56 Albion Road as well as 86, 90 and 96 Albion Road. In regard to porch supports, common California Bungalow types were tapered or square piers, either full-length or atop low piers. The house at 56 Albion Road has the tapered masonry piers, which is the type most characteristic of California Bungalows, and they are also used next door at No. 54 and at 96 Albion Road. Straight piers are used at 86 Albion Road, and the remaining examples have dwarf columns or timber posts atop brick piers. In conclusion, the California Bungalows in the precinct have been designed with characteristic roof and porch forms, and these elements have been combined in a variety of ways. All of them possess architectural similarities to each other, including 56 Albion Road, but none are identical.

As the submitter notes, 56 Albion Road is not externally intact. Its front timber windows have been replaced with simpler aluminium units. Despite this alteration, the house retains its cross-gabled roof form, timber eaves struts, brick chimney, and tapered masonry piers to the return verandah, so that it retains a clear California Bungalow style and can contribute to the precinct. Note that the required level of external intactness is generally less for Contributory buildings as compared to individually Significant ones. Some examples of Contributory properties in comparator interwar residential precincts, with alterations to their front windows, are shown below.



Figure 12. 20 Fairview Avenue, Camberwell, a Contributory property in HO225 Fairview Avenue Precinct. The front windows of this 1930s timber California Bungalow have been replaced and enlarged. (Source: Domain.com.au, 2021)



Figure 13. 41 Fairview Avenue, Camberwell, a Contributory property in HO225 Fairview Avenue Precinct. The front windows of this 1930s timber bungalow have been replaced and enlarged, the original porch supports replaced and neo-Federation fretwork installed. (Source: Domain.com.au, 2021)



Figure 14. 11 Goodwin Street, Glen Iris, a Contributory property in HO226 Goodwin Street & Somerset Road Precinct. The front windows of this 1930s Old English house have been replaced, including the surrounds. (Source: Onthehouse.com.au)

A single-storey addition was constructed to the rear of 56 Albion Road, which is visible due to its corner location. This was built in 2005, in accordance with Building Permit No. 34977. The addition replaced non-original additions at the back of the house, as well as the original kitchen chimney and back porch. The addition has a separate roof form so is both legible as a later intervention while of a scale that does not dominate the original house. This is the type of rear addition that is frequently supported in HO precincts.

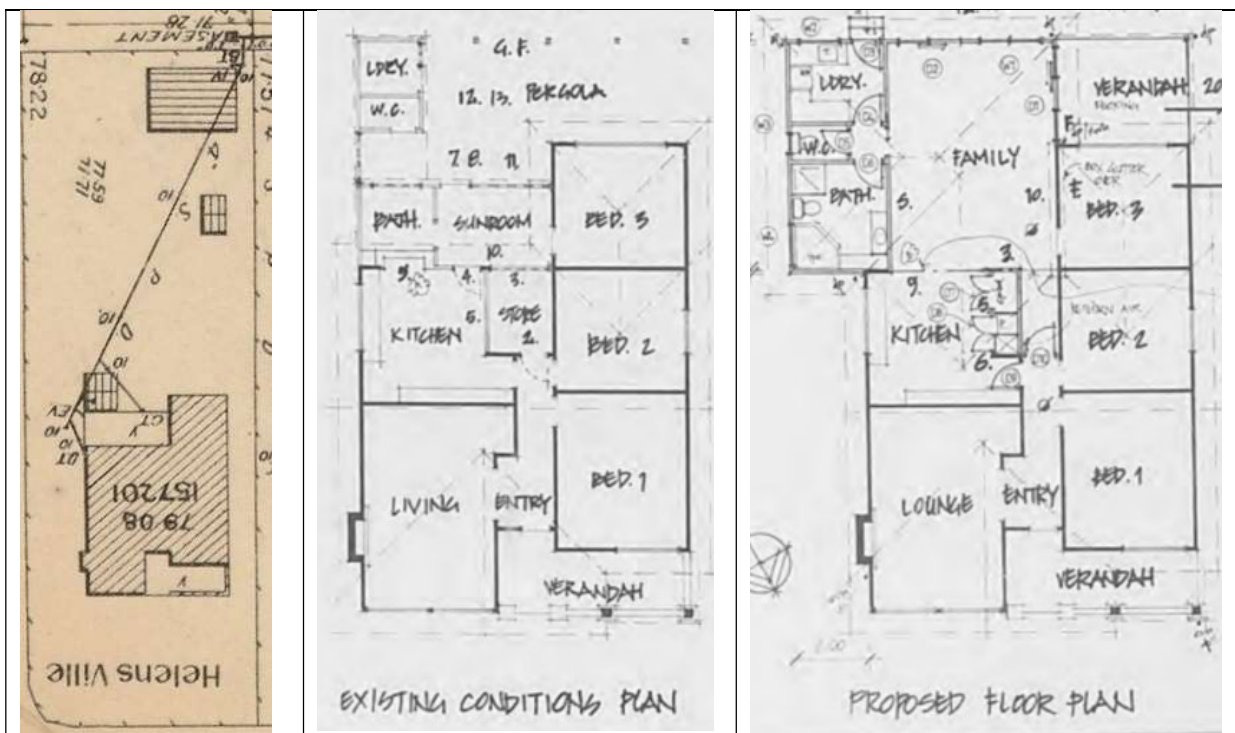


Figure 15. 56 Albion Road in 1927 (left, MMBW Detail Plan No. 2745), by 2005 (centre), and after 2005 (right; BP 34977/05). Note that only the back porch and part of the back wall (including kitchen chimney) were demolished as part of the 2005 works.

In my expert opinion, 56 Albion Road is sufficiently intact to be Contributory to this precinct. While it would not be significant on its own, as part of the Home Farm Estate and Environs precinct it helps to demonstrate the interwar residential development of this part of Boroondara.

58 & 60 Albion Road are new properties, as is the majority of Dunlop Street buildings visible from Albion Road. 52-60 Albion Road should be removed from the precinct.

I agree that the houses at 58 & 60 Albion Road are recent in date, hence their Non-contributory grade. They are, however, surrounded by Contributory properties at 62-78 Albion Road to the south, 56-52 Albion Road to the north, and 57-63 Albion Road to the east. As future change at 58 and 60 Albion Road could have an impact on the rest of the HO precinct, it is logical to include them in the precinct. This is why the option exists to give a Non-contributory grade to properties in an HO precinct that do not themselves have any heritage value.

While the submitter states that the majority of Dunlop Street buildings visible from Albion Road are “new”, this only applies to the new house at 4 Dunlop Street. The remainder visible are all Contributory interwar-era dwellings at 1-13, 2 and 6 Dunlop Street.

While the submitter proposes that 52-60 Albion Road should be removed from the precinct, this would result in the removal of a row of three Contributory California Bungalows (at Nos. 52-56) and the physical isolation of Dunlop Street from the rest of the precinct. In my professional opinion, such a change would have a negative impact on the significance of the precinct as a whole.

Conclusion and Recommendations

It is my opinion that:

- On the basis of comparative analysis with interwar residential precincts in the Boroondara Heritage Overlay, the local significance of the Home Farm Estate and Environs Precinct has been demonstrated.
- Despite the loss of the interwar house at 4 Dunlop Street, and its replacement with a contemporary design, the north side of the street still strongly contributes to the significance of the precinct.
- Despite the replacement of original windows with aluminium units, and the construction of a modest rear addition, the California Bungalow at 56 Albion Road is sufficiently intact to contribute to the significance of the precinct.
- The two Non-contributory properties at 58 and 60 Albion Road are surrounded by Contributory properties so should be retained in the precinct.
- 56 Albion Road, Glen Iris, is correctly graded Contributory in the proposed precinct, and the proposed precinct boundaries are well justified.
- No changes should be made to Amendment C337boro in response to this submission.

4.2.4 62 Albion Road, Ashburton (Submission 5)

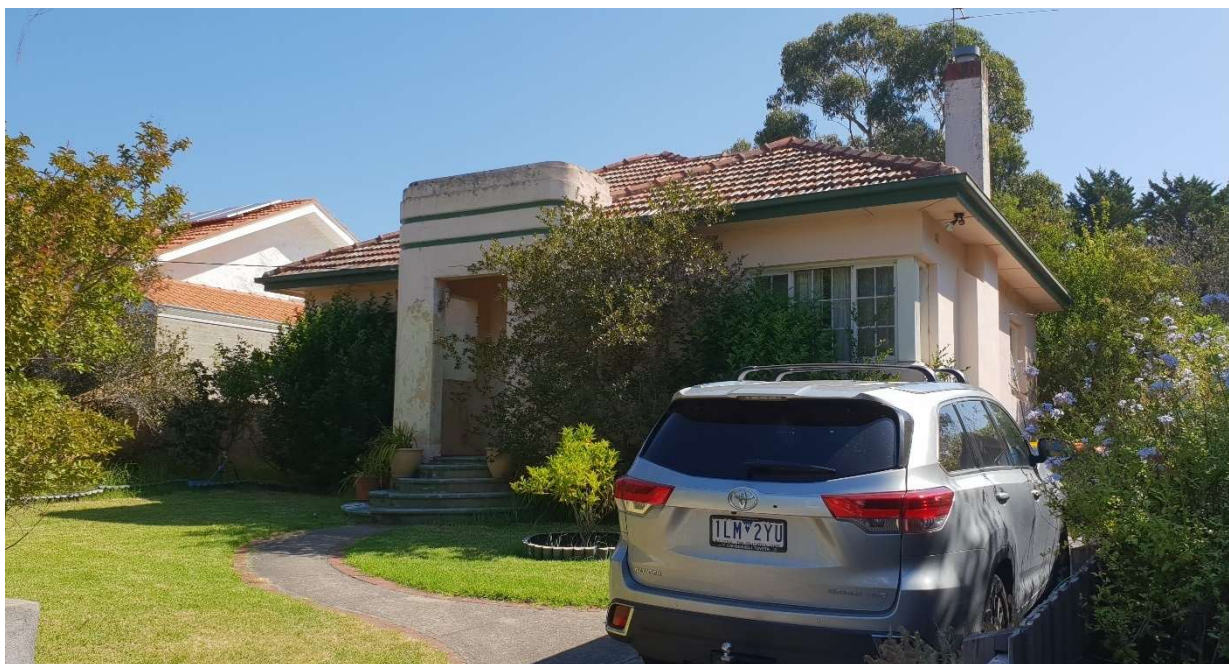


Figure 16. 62 Albion Road, Ashburton. (Source: Context, 2019)

Recommendations and Amendment C337boro

62 Albion Road, Ashburton (built in 1936), has a Contributory grade in the precinct proposed for the Boroondara Heritage Overlay by the Ashburton Heritage Gap Study.

Response to Submission

The submitter objects to the recommendation for inclusion of 62 Albion Road and the proposed Home Farm Estate and Environs Precinct in the Heritage Overlay. The submitter's points raised are provided below in *italics*, with my response to each issue provided below.

Extent of proposed precinct

The arbitrary nature of the Home Farm Estate for heritage overlay protection does not reflect the views of those residents living in this precinct. The report states it is a tiny area of Ashburton (so why only a tiny area). There has been urban renewal in this precinct which has not affected objective 4 ("protect the heritage and respect the character of the city to maintain amenity and liveability while recognising the need for appropriate well designed development for the future."), so why the need to put an overlay on a tiny amount of residents? I believe it is the council responsibility via its planning department to allow urban renewal.

The submitter is correct that there has been much redevelopment ("urban renewal") in Ashburton, so that many of the original interwar and early postwar streetscapes are now dominated by more recent buildings.

In the Stage 1 survey for the Ashburton Heritage Gap Study, I identified the most intact and cohesive area of interwar housing, focussed on Albion Road and Dunlop Street. The precinct is relatively small as the area surrounding it has undergone a greater level of redevelopment.

The Home Farm Estate and Environs Precinct is, however, large enough to give a very good illustration of the typical kinds of residential development that characterised this part of Boroondara when it was first developed.

Note that the Heritage Overlay does not mean that no change can occur to houses in the precinct. It is very common for buildings to be internally upgraded and extended to the rear in the Heritage Overlay, allowing them to survive into the future while meeting contemporary needs.

Recent development in and around the proposed precinct

I have enclosed photos of houses in Dunlop Street [bordering] the farm estate and the properties of 60 and 58 Albion Road which council has approved by its permit system and I see no need to change the system in the farm estate on an individual basis.

I agree that the new dwellings at 58 and 60 Albion Road were legally constructed, as were the new dwellings that border the proposed precinct.

As noted in the previous section, in relation to Submission 14, the houses at 58 & 60 Albion Road are recent in date, hence their Non-contributory grade. They are, however, surrounded by Contributory properties at 62-78 Albion Road to the south, 52-56 Albion Road to the north, and 57-63 Albion Road to the east. As future change at 58 and 60 Albion Road could have an impact on the rest of the HO precinct, it is logical to include them in the precinct. This is why the option exists of a Non-contributory grade for properties without heritage value in an HO precinct.

The submitter has also provided images of new, and altered, dwellings surrounding the Home Farm Estate and Environs Precinct. They provide a clear illustration of why the precinct was not extended any further than it is at present, as there has already been extensive redevelopment in the surrounding area.

Fairness of the assessment

... how is this fair and equitable to the homeowners who are not asked if they want a heritage overlay on their property. I believe an equitable system would be to opt into a heritage overlay. If the reason it is not an opt in system, as nobody would do this, then you should ask yourself the question why not if the residents of the area support the amenity of their neighbourhood.

The possibility of an opt-in system for the Heritage Overlay has been explored recently by the Bayside City Council. They were informed, however, by a letter from the Minister for Planning, stating that he had 'concerns with the council's self-nomination approach to the protection of heritage places', and drew that Bayside's attention to their obligation under the *Planning and Environment Act 1987* to ensure that all places of heritage significance are conserved, not only those where the owner opts in (Letter to Mayor of Bayside, dated 24 May 2020, in Bayside CC Meeting Agenda of 23 June 2020).

The City of Boroondara is correctly following the objectives of the *Planning and Environment Act 1987* in commissioning the Municipal Wide Heritage Gap Study and implementing its recommendations. The inclusion of a place within the Heritage Overlay should be based on its heritage significance, with consideration of the social, economic and environmental effects at the broader community level for present and future generations.

Scope of considerations in the panel hearing

Currently the guidelines of objection only allow you to argue on the basis of the criteria in the report. It is against a fair outcome in that you are only able to argue your property does not match criteria which has already been selected by the proposer of the report. They are employed by the council to give them a result they want. I cannot object to the principle of heritage overlay for my property on the given criteria.

There is no recognition of the need for urban renewal specifically to private houses but in the council budget it is specifically targeted.

The submitter is correct in stating that the key consideration at this planning panel hearing is heritage significance in relation to the HERCON Criteria. As noted above, impacts on the broader community can also be taken into account.

The personal circumstances, plans and condition of buildings in the Heritage Overlay are taken into account at the planning permit stage, when an owner or their representative lodges a planning permit for proposed works. There is very frequent refurbishment of (particularly internally) and rear additions to buildings within the Heritage Overlay. This can be considered a form of “urban renewal” that revalorises dilapidated buildings while preserving their contribution to the heritage significance of the precinct.

The submitter states that heritage consultants, such as myself, are ‘employed by the council to give them a result they want’. This is true insofar as Boroondara City Council wanted the identification of places of potential heritage significance not yet in the Heritage Overlay, and assessment to see if they meet the threshold of local significance. As noted above, this is one of Council’s obligations under the *Planning and Environment Act*.

Boroondara City Council did not, however, provide a list of properties and precincts that must be recommended for the Heritage Overlay. As I have detailed in the background section of this report (and of the Ashburton Heritage Gap Study report), I was provided with a long-list of places and precincts previously identified, but I was under no obligation or pressure to recommend them for the Heritage Overlay. Together with the project partner Trethowan, we rejected more than half of the previously identified places and precincts, and also identified many new ones. The Home Farm Estate and Environs Precinct is a precinct that I newly identified for assessment, and not one on the previously identified list.

Condition of 62 Albion Street

Our property has a number of structural issues unrelated to the façade which will need to be addressed at some stage. The cost to keep the façade to maintain the heritage overlay would be seen to by many to be substantial but is not seen to be a consideration of the study nor the councillors considering the study on behalf of the residents who are affected by the heritage overlay. We are not a new estate and the houses at some time coming to the end of its cost effective functional life.

The submitter has provided photos showing peeling paint on the front façade, cracking above the porch entrance, and cracks in the curved front steps (particularly the bottom step). Other photos show a crack inside the house, and the condition of a rear addition that ‘is coming to its end of a useful life’.

The submitter has also provided an Architect’s Advice Report from Archicentre Australia (based on a 13 October 2021 inspection by architect Nazario Vocale). Mr Vocale identified a range of issues related to structural movement and rising and falling damp. On page 6 of the report he lists a range of investigations and remediation works required to the original (1936) part of the house. He concludes: ‘Due to the extensive and potentially expensive nature of the abovementioned remedial works, a further consideration may be to demolish and reconstruct the front [i.e. 1936] part of the house’.

The Archicentre report by Mr Vocale is a useful document which documents movement of foundations of the front porch and house as well as problems related to rising and falling damp. For the most part, he recommends a cautious approach which is appropriate for a heritage building, such as getting advice ‘from an experienced structural engineer on a means of managing the stability of the ground’ as opposed to underpinning (p. 5) which requires more extensive intervention and is also expensive. He also appropriately recommends determining the cause of the structural movement by first ensuring ‘all

plumbing is not leaking (including stormwater, sewer and water)', prior to seeking advice from a geotechnical engineer to assess the footing system, depth and founding soil type (p. 5). The house at 62 Albion Road is one of many masonry houses of the 1920s and 1930s in the HO precinct but appears to be in by far the worst condition. While this is undoubtedly due in part to deferred maintenance, it is also a signal to look for other site-specific causes to the problem, as it has the same type of footings on the same founding soils as the other houses.

Mr Vocale also makes sensible suggestions to passively combat damp problems, such as lowering garden ground levels around the house (as these gradually rise over time), and removing the overpainting from the face brick plinth and rendered walls above to allow moisture movement as intended. Two things he does not specifically mention is whether or not the original damp-proof course (DPC) has been bridged (that is, if the garden soil levels are now above the DPC, rendering it useless), or the impact of bushes planted up against the front wall (which both inhibit moisture evaporation from the walls and may be watered – introducing high moisture levels in the soil).

Mr Vocale also points out that the current front windows of the house are poorly operating replacements (in a Colonial style not suitable for a Moderne house). I agree with this assessment, and in my professional opinion, they would have originally been groups of two double-hung sashes surrounding a fixed window. This configuration is seen at a similar house at 1 Lexia Street, Ashburton (Contributory in HO227), as shown below. It also indicates what the original unpainted face-brick building plinth would have looked like.



Figure 17. 1 Lexia Street, Ashburton. A 1930s Moderne house that retains its original windows. (Source: Realestate.com.au, 2009)

Mr Vocale also notes that there is a non-original rear addition, and I agree with this assessment. This flat-roofed addition is clearly visible on aerial photos behind the original hipped roof part of the house. As the heritage significance of the precinct rests on the interwar residential development, this later addition is not considered a Contributory part of the house, so there should be no opposition to its future demolition (and appropriate replacement) despite the property's inclusion in the Heritage Overlay. I also note that this extension is single-storey and is not visible from the street, so it does not impact the contribution to the HO precinct.



Figure 18. Aerial photo of 62 Albion Road, Ashburton. The hipped and tiled roof at the front covers the original part of the house, while the later addition behind it has a light-coloured roof. (Source: Google Maps, 2021)

What would be the impact on the heritage value of the house if the summary list of remediation works were carried out, combined with the prior replacement of the front windows? The works recommended by Mr Vocale with the greatest impact on intactness are: reconstruction of the brick and render front fence, partial reconstruction of the masonry front porch and total replacement of the front steps, reconstruction of the southeast wing wall (that is, an integral masonry fence separating front and back yards), potential replacement of eaves lining if this is asbestos-cement, re-rendering areas that were rebuilt or where the render is defective, removing overpainting from face brick and render finishes, and replacing the (non-original) front windows.

Removing overpainting and replacing the front windows with new ones in a configuration suitable to a 1930s house would be a positive step, both in regard to the appearance of the house and its overall integrity (that is, returning it to its original appearance incorporating some appropriate replacement elements). Replacing the front fence with a new, identical one (with deeper footings) would mean that the fence has no heritage value but is a sympathetic replacement. Note that, while features such as original fences contribute to the heritage value of residential property, they are not essential for a house to be Contributory in an HO precinct. The partial or full reconstruction of elements at the front of the house – the side fence, the front steps and (part of) the masonry porch – would diminish the overall intactness of the house, but are the type of repair work foreseen for older buildings in the Heritage Overlay (ideally, with a conservative approach, only replacing unsound material). This is expressed in the Victorian Planning Provision Clause 43.01 Heritage Overlay which notes that a planning permit is required for ‘works, repairs and routine maintenance’ only when they ‘change the appearance of a heritage place or which are not undertaken to the same details, specifications and materials’.

In conclusion, if the list of works recommended by the Archicentre report were carried out, in my professional opinion, 62 Albion Road would still be contributory to the Home Farm Estate and Environs Precinct.

If, however, the second option of demolishing and reconstructing the entire original part of the house was carried out, it would no longer have any intrinsic heritage value. Even a total and externally accurate reconstruction would solely have interpretive value.

Mr Vocale states that potential full demolition and rebuilding may be worthy of consideration ‘Due to the extensive and potentially expensive nature of the abovementioned remedial works’. Is it appropriate at the Panel stage to consider the potential expense of the remedial works?

Poor condition is not generally a consideration in the assessment of significance.¹ There is a large body of panel consideration and precedent about how the (poor) condition of a heritage place should affect deliberations on whether it should be given heritage protection.

In this regard, I refer to the following extract of the Independent Panel Report prepared for the Southern Grampians Planning Scheme Amendment C6 (page 20):

The Panel takes the view that that there is a two-stage planning process in relation to management of heritage places – the objective identification of heritage significance (the current stage); and, second, ongoing management of the place having regard to such matters such as the economics of building retention and repair, reasonable current day use requirements etc. (consideration of permits for development).

This framework for management of heritage places is not set out in the Act nor in the Practice Note but has been adopted in practice by planning panels and by the Victorian Civil and Administrative Tribunal. The comments by the panel considering the Ballarat Planning Scheme Amendment C58 are instructive in this regard. At page 53 of their report the Panel said:

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

This approach is also endorsed in the August 2007 report by the Advisory Committee on the 'Review of Heritage Provisions in Planning Schemes'.

Accordingly, the Panel rejects as irrelevant, or substantially discounts, those submissions or parts of submissions which have focused on personal impacts (or perceived impacts), the economic effects of the inclusion of the property in the Heritage Overlay, or on the condition of the building.

This principle has been re-affirmed in subsequent Independent Panel reports including the Panel appointed for Amendment C99 to consider submissions to the Boroondara Planning Scheme (6 Feb. 2012, p. 14), and the Panel appointed for Amendment C186 to the Melbourne Planning Scheme (11 July 2012, pp. 30-36).

In relation to building condition, the City of Melbourne Amendment C207 Panel also discussed the relevance of building condition in relation to proposed application of the HO to an individually significant building. In doing so it cited previous Panel decisions including Amendment C99 to the Boroondara Planning Scheme and Amendment C140 to the Whitehorse Planning Scheme and made the following comment (pp. 24-27):

In all we were not persuaded by the arguments presented on this issue that the nature of the decision-making framework, including the limitations applying to decisions on permits, is such that condition should normally be taken into account at the listing stage.

Having said this we do acknowledge that condition may sometimes be relevant in extreme cases of dilapidation where demolition is an inevitable outcome. In such circumstances, the case for demolition would have to be irrefutable and the communitywide costs and benefits of the demolition versus conservation outcomes would have to be clearly identified.

As Mr. O'Farrell submitted:

¹ Planning Panels Victoria, March 2018, Heritage Issues, Summaries from Panel Reports, Issue 2, p.34

It is conceivable that there could be an amendment that presents sufficient negative environmental, social and economic effects that a Panel might find that the amendment results in a net detriment to the community.

He suggested that it might be found that it would be a waste of community resources to go to the permit stage to consider the [sic] whether demolition should be allowed. He nevertheless said that there would have to be a very high certainty threshold to be passed to make the decision at the amendment stage. We agree that the case for demolition would have to be unassailable.

We also consider that it is possible that condition may become relevant in the circumstances where the necessary renovations of a building, which is being considered for listing/retention, are so extensive that the original fabric of the building is in large measure lost and the form and nature of the heritage place would no longer be able to be appreciated. In that way, the significance of the place would be degraded. Again, we would expect that the certainty threshold would be a very high one.

Guidance on how to determine whether 'demolition is an inevitable outcome' has been provided by the VCAT decision CBA Building Designers v. Greater Bendigo CC [2010] VCAT 2008, as follows:

... to support demolition of a building with heritage values and a reasonable level of significance, its physical condition should be beyond repair, both physically and economically. It should be in a ruinous condition. Whilst this is not defined, it would reasonably mean that parts of the building would likely (50% probability) to collapse in the short to medium term if no remedial works are undertaken. The applicant is required to demonstrate the building has reached this threshold of disrepair. The assessment should also be undertaken by heritage practitioners ...

This approach was accepted by the Shire of Mornington Peninsula Amendment C214 Panel, which stated (page 15):

The Panel accepts Ms Schmeder's evidence that there must be evidence that the building is at a point where demolition is inevitable so that it can be considered during the Amendment stage.

To conclude, the report by architect Mr Vocale has set out a pathway to rehabilitate the Contributory house at 62 Albion Road, and has not suggested that that 'demolition is an inevitable outcome'.

I further note that Boroondara's Heritage Policy (Clause 22.03-3.3) states in regard to the full demolition of Contributory places: *It is policy to consider the following, as appropriate, before determining an application for demolition of 'contributory' heritage places: ... Whether the heritage place is structurally unsound and cannot be reasonably rectified. The poor condition of a heritage place should not in itself, be a reason for permitting demolition of a 'contributory' heritage place.*

The policy speaks about whether the poor condition of a building can be 'reasonably rectified' but does not put a precise price tag on this. Certainly the cost of 'rectification' can be taken into account at the planning application stage in regard to how much partial demolition is considered appropriate.

As clearly set out by Mr Vocale's report, he considers it possible to 'rectify' the house at 62 Albion Road, though it will require further expert input (from engineers).

In conclusion, in my professional opinion, following the scope of rectification works recommended by Mr Vocale the house at 62 Albion Street will still be Contributory to the precinct. And as its poor condition can be rectified, it is appropriate to set aside matters of condition at the Panel stage.

Grading of 62 Albion Street

If you plan to go ahead with the heritage overlay I would request you designate our house as non-contributory and let normal planning procedures direct the future of the property.

The Moderne house at 62 Albion Road was built in 1936. Its most striking feature is its parapeted front porch. The house is largely intact externally, retaining its hipped roof form, rendered walls and chimneys, curved front steps, horizontally oriented window openings, curved concrete front path, and a low rendered front fence.

I have provided a number of examples of Contributory houses in existing Boroondara HO precincts, in section 4.2.3 above, that have had far more extensive alterations to their windows (original windows removed and openings enlarged). In my professional opinion, the house at 62 Albion Road is clearly of an external intactness sufficient for it to contribute to the precinct. And, as discussed above, it will still be intact enough to retain this Contributory grade even after necessary remedial works are carried out.

In conclusion, this is a largely intact interwar house which clearly contributes to an understanding of the interwar residential development of this area (Criterion A), and illustrates the Moderne style that was so popular in the late 1930s (Criterion D). In my professional opinion, it should remain Contributory within the precinct.

Conclusion and Recommendations

It is my opinion that:

- The Home Farm Estate and Environs Precinct has been recommended for inclusion in the Boroondara Heritage Overlay because it is one of the most intact areas of interwar residential development in Ashburton and it compares well with interwar residential precincts already in the Boroondara Heritage Overlay.
- The *Planning and Environment Act 1987* calls for all places of local heritage significance to be included in a municipality's Heritage Overlay, not only those where the owner opts in.
- While the Archicentre report by architect Nazario Vocale identifies a series of structural and non-structural defects that should be remedied, it has not reached a state where its demolition is inevitable. For this reason, condition should only be considered at this Panel hearing insofar as it impacts on intactness and heritage value.
- Even with the (prior) loss of the original front windows, and rebuilding certain elements (front fence, wing wall, front steps, part of front porch) the house will be intact enough to contribute to the Home Farm Estate and Environs Precinct.
- 62 Albion Road, Ashburton, is correctly graded Contributory in the proposed precinct.
- No changes should be made to Amendment C337boro in response to this submission.

5 Response to Submissions—Not appearing

5.1 Home Farm Estate and Environs Precinct (Submissions 2, 8, 11 & 13)

5.1.1 Background

The precinct was assessed as part of the Ashburton Heritage Gap Study and found to be of local significance. It is recommended for inclusion in the Boroondara Heritage Overlay. The reasons for its significance are set out in the statement of significance, found in section 4.2.2.

5.1.2 Home Farm and Environs Precinct (Submission 2)

Recommendations and Amendment C337boro

The Ashburton Heritage Gap Study recommends inclusion of the Home Farm and Environs Precinct in the Boroondara Heritage Overlay. The precinct comprises 57-79 & 52-96 Albion Road and 1-13 & 2-6 Dunlop Street, Ashburton and Glen Iris.

Response to Submission

The submitter supports the recommendations in the Study and seeks to extend the Home Farm and Environs Precinct. The submitter's points raised are provided below in italics, with my response to each issue provided on the right-hand side.

Extension to the Home Farm and Environs Precinct

Issues raised	Responses
<p><i>The submitter seeks to extend the precinct to include the following addresses:</i></p> <ul style="list-style-type: none"> <i>8-18 & 15-19 Dunlop Street, Ashburton: The submitter believes these properties are visually linked by the Old English, Art-Deco house at 10 Dunlop Street. The other properties nominated are intact and endearing Interwar houses that directly impact the significance of Dunlop Street and the wider precinct.</i> <i>55 and 79a Albion Road, 1-11 Dent Street & 2-24A Amery Street: The submitter believes these properties are from the Interwar period and share the same qualities as the rest of the precinct. The submitter believes the additional properties would not only make the existing precinct more impressive, but also the nearby Mont Iris Estate and Environs Precinct (HO901) more impressive.</i> 	<p>In Stage 1 of the Ashburton Heritage Gap Study, I considered the entire length of Dunlop Street for a potential interwar residential precinct (along with Albion Road and Amery Street). I determined a preliminary boundary for the precinct along Dunlop Street being Nos. 2-16 and 1-19 (that is, almost its full length, including properties to the west of Winifred Cr/Nairn St). I visited the potential precincts in Ashburton with Boroondara Strategic Planners to review their boundaries at the end of Stage 1. As there are new dwellings on the western side of the Winifred Cr/Nairn St corners, and a higher level of alteration to interwar houses than in the rest of the potential precinct, they did not support inclusion of the west end of Dunlop Street, so Context assessed the precinct without it.</p> <p>55 Albion Road is a new house which was graded non-contributory to the precinct. The property was removed from the amendment as a condition of authorisation by the Department of Environment, Land, Water and Planning. The property at 79A Albion Road was also a non-contributory property which was deleted from the precinct following preliminary consultation given its peripheral location to the precinct. I originally recommended that 1-11 Dent Street (in total, 1-51 Dent St) be included along with the north side of Dent Street in the Mont Iris Estate and Environs precinct (assessed as part of the Glen Iris Heritage Gap Study). However, due to the demolition of some of the finest houses on the south side of Dent Street prior to adoption of the Glen Iris study, I supported its removal from the proposed precinct.</p>

Issues raised	Responses
<ul style="list-style-type: none"> <i>1-15 Maxwell Street, 8-12 Maxwell Street & 16-22 Nairn Street: The submitter believes this collection of Interwar houses is homogenous and highly intact. There is also a rare Victorian era dwelling at number 15.</i> 	<p>I surveyed this area (1-13 Maxwell Street, 8-12 Maxwell Street & 16-22 Nairn Street) in Stage 1 of the Ashburton Heritage Gap Study, along with the rest of Ashburton. As there was more redevelopment and alterations to the interwar houses on these two streets, I did not include them in my preliminary boundaries for the Home Farm Estate and Environs Precinct.</p> <p>I carefully viewed 15 Maxwell Street during the Stage 1 survey of Ashburton. I also revisited it in response to this submission.</p> <p>It is a timber house of late Victorian origin, as noted by the submitter. It retains its original roof form (M-hipped roof with projecting hipped front room), asymmetrical front façade and a corbelled brick chimney. It is possible that some of the ashlar-block timber cladding to the front façade is original, and possibly the four-panelled front door and surround. Other elements have been replaced with sympathetic though inaccurate faux-Victorian elements. These include the front windows (which are of the wrong proportions) and the entire front verandah. The footprint of the front verandah has been enlarged (it projects out further than original), the verandah roof is new (and very likely the wrong profile), the verandah posts are poor-quality faux-Edwardian reproductions, there is no frieze or brackets to the verandah beam, and light-weight cast aluminium elements are used for the balustrade. While the house is pleasant in appearance, it is now a neo-Victorian re-creation and not a true Victorian house anymore. With this level of intactness, it does not qualify to be protected in a site-specific Heritage Overlay.</p>
<ul style="list-style-type: none"> <i>7-23 Amery Street: The submitter believes this collection is an intact row of early post-war houses that borrow strongly from the Tudor style from the Interwar period. The submitter notes the house at no. 15 is especially notable as a fine expression of Moderne architecture. It is listed as 'possible' as it falls marginally out of the significant periods of development for the precinct, but this could be revised to include them.</i> 	<p>I identified Amery Street in the Stage 1 survey of Ashburton as a possible part of the Dunlop St/Albion Road precinct, due to its 1930s and 1950s houses. This potential precinct was reviewed with Boroondara Strategic Planners, and it was decided that the intactness of the Albion Road and Dunlop Street section was notably higher than Amery Street, so the precinct was assessed without it.</p>

Conclusion and Recommendations

It is my opinion that:

- The places and streetscapes nominated by the submitter were carefully considered during Stage 1 of the Ashburton Heritage Gaps Study, but rejected from further assessment due to lower intactness than the final area forming the Home Farm Estate and Environs Precinct.
- The Victorian house at 15 Maxwell Street has been extensively rebuilt and altered and no longer illustrates 19th-century development in this area. It is not of local significance.
- The current precinct boundary is justified and should be retained.
- No changes are warranted to Amendment C337boro in response to this submission.

5.1.3 1 and 3 Dunlop Street, Ashburton (Submission 8)



Figure 19. 1 Dunlop Street, Ashburton. (Source: Context, 2019)



Figure 20. 3 Dunlop Street, Ashburton. (Source: Context, 2019)

Recommendations and Amendment C308

1 and 3 Dunlop Street, Ashburton (both built by 1927), are proposed as Contributory properties in the precinct proposed for the Boroondara Heritage Overlay by the Ashburton Heritage Gap Study.

Response to Submission

The submitter seeks answers to several queries and questions whether the Heritage Overlay should apply to 1 and 3 Dunlop Street. The submitter's points raised are provided below in italics, with my response to each issue provided on the right-hand side.

Justification of Criterion A

Issue raised	Response
<i>The properties at 1 and 3 Dunlop Street, Ashburton are different from others in the Home Farm Estate and Environs Precinct, the report provides no details of architectural or builder claims and a more detailed justification is required against Criteria A.</i>	<p>I agree that 1 and 3 Dunlop Street are earlier than most of the other precinct houses on Dunlop Street, and are California Bungalows instead of the 1930s Art Deco and Old English houses that characterise much of this street. They are similar in form, however, to the other California Bungalows in the precinct that predominate along Albion Road (e.g. 52, 54, 56, 64, 86 & 92 Albion Road). The reason that earlier houses, such as 1 and 3 Dunlop Street and other 1920s houses in the precinct do not have their builder or precise construction date recorded in the precinct citation is because this information is not available. It is only from the mid-1930s that this information is still held in the City of Boroondara's records (inherited from the City of Camberwell).</p> <p>In my experience of carrying out heritage assessments for a wide range of metropolitan and rural municipalities in Victoria, I have found that it is very unusual for extensive building permit records to survive from earlier than the 1990s (as much was discarded at the time of municipal amalgamations). This means that in the vast majority of HO precincts, in Boroondara and elsewhere, there is no information about the builder (or designer) of Contributory buildings nor their precise built-date. In my professional opinion, there is no requirement for the designer or builder or precise built-date to be known for property to contribute to a heritage precinct.</p> <p>While 1 and 3 Dunlop Street might not demonstrate the 'spec builder' phenomenon demonstrated by many of the 1930s houses, they still contribute to the architectural significance of the precinct (Criterion D) as part of a collection of early to late interwar houses typical of their era. In my professional opinion, a property needs only to contribute to <u>one</u> aspect of a precinct's significance to warrant a Contributory grade.</p>

Lack of appropriate comparative analysis

Issue raised	Response
<p><i>The Home Farm Estate is one of several areas developed around the same time. The time of development appears to [be] and error in judgement [by] the consultant. The consultant has not made any comparisons with other estates developed around that time.</i></p> <p><i>We note that the houses in the Home Farm Estate are remarkably like those found throughout Ashburton and therefore discussion of individual houses in one area and not others suggest bias or superficial analysis. Other estate areas and names should be considered and contrasted.</i></p>	<p>I agree that Ashburton was largely developed in the interwar and early postwar periods, so there were many comparable subdivision estates in the suburb and comparable houses built at the same time.</p> <p>Every single street in Ashburton was surveyed during Stage 1 of the Ashburton Heritage Gap Study to find the most intact and representative area or areas of development in the suburb. As there was extensive redevelopment across much of the suburb, the area around Albion Road and Dunlop Street was identified as the most intact area of interwar development in Ashburton.</p> <p>In Stage 2 the potential precinct was compared against other interwar-era residential precincts in Ashburton and other Boroondara suburbs to see if it compared well to them. As set out in Practice Note 1 'Applying the Heritage Overlay', it is necessary to demonstrate that a place or precinct meets the</p>

Issue raised	Response
	<p>threshold of local significance by comparing it with comparable places/precincts that are <u>already</u> in the Heritage Overlay.</p> <p>I agree with the submitter that there are other examples of most of the types of houses seen in the Home Estate and Environs Precinct (with the possible exception of 2 and 6 Dunlop Street). This is the nature of “Contributory” properties in most HO precincts – they are typical buildings of their time that would not warrant protection in the HO on their own. It is as a cohesive group that such “typical” houses can be considered to be a precinct that, as a whole, meets the threshold of local significance.</p>

Conclusion and Recommendations

It is my opinion that:

- The houses at 1 and 3 Dunlop Street are two among many 1920s California Bungalows that contribute to an understanding of popular interwar domestic architectural styles.
- There is no requirement for the precise construction date or designer/builder to be known for a building to contribute to an HO precinct.
- A property needs to contribute only to one of the key reasons for a precinct’s significance for it to be graded Contributory.
- Comparative analysis has been carried out with the remainder of Ashburton in Stage 1 of the Ashburton Heritage Gap Study, and with other interwar residential precincts in the Boroondara Heritage Overlay in Stage 2, demonstrating that it is of local significance.
- 1 and 3 Dunlop Street, Ashburton, are correctly graded Contributory in the proposed precinct.
- No changes are warranted to Amendment C337boro in response to this submission.

5.1.4 67 Albion Road, Ashburton (Submission 11)



Figure 21. 67 Albion Road, Ashburton. (Source: Context, 2019)

Recommendations and Amendment C308

67 Albion Road, Ashburton (built in 1938), is proposed as Contributory properties in the precinct proposed for the Boroondara Heritage Overlay by the Ashburton Heritage Gap Study.

Response to Submission

The submitter does not support the recommendation to include the property at 67 Albion Road in the Heritage Overlay. The submitter's points raised are provided below in italics, with my response to each issue provided on the right-hand side.

Intactness of the place

Issue raised	Response
<i>The property has been altered with an extension to the front of the building (verandah bricked in, front window opening into this enclosed verandah), offers nothing special and no one of note has lived in the property.</i>	<p>I agree that the original front verandah has been enclosed with brick walls (to match the rest of the house) and a new window installed in this wall (reportedly the original front window remains in place). As shown on the 1966 building permit plans (No. 39069), the roof of the verandah and its size were not altered in these works, nor was the window to the front room set behind it (the lounge). This means that these changes are largely or fully reversible should a future owner desire to restore the house back to its original appearance. Extracts from the building plans are shown below.</p> <p>This house is otherwise intact externally, with face brick walls, a tiled hipped roof, timber sash and fixed windows. In my professional opinion, this level of intactness is sufficient for it to contribute to the precinct. Constructed in 1938, it is a good example of the simple bungalows that were constructed at the end of the interwar period. For this reason, it contributes to the architectural significance of the precinct by demonstrating one of the common interwar house forms. There are no claims that someone important lived at 67 Albion Road, and this is not necessary for a place to be of heritage value.</p>

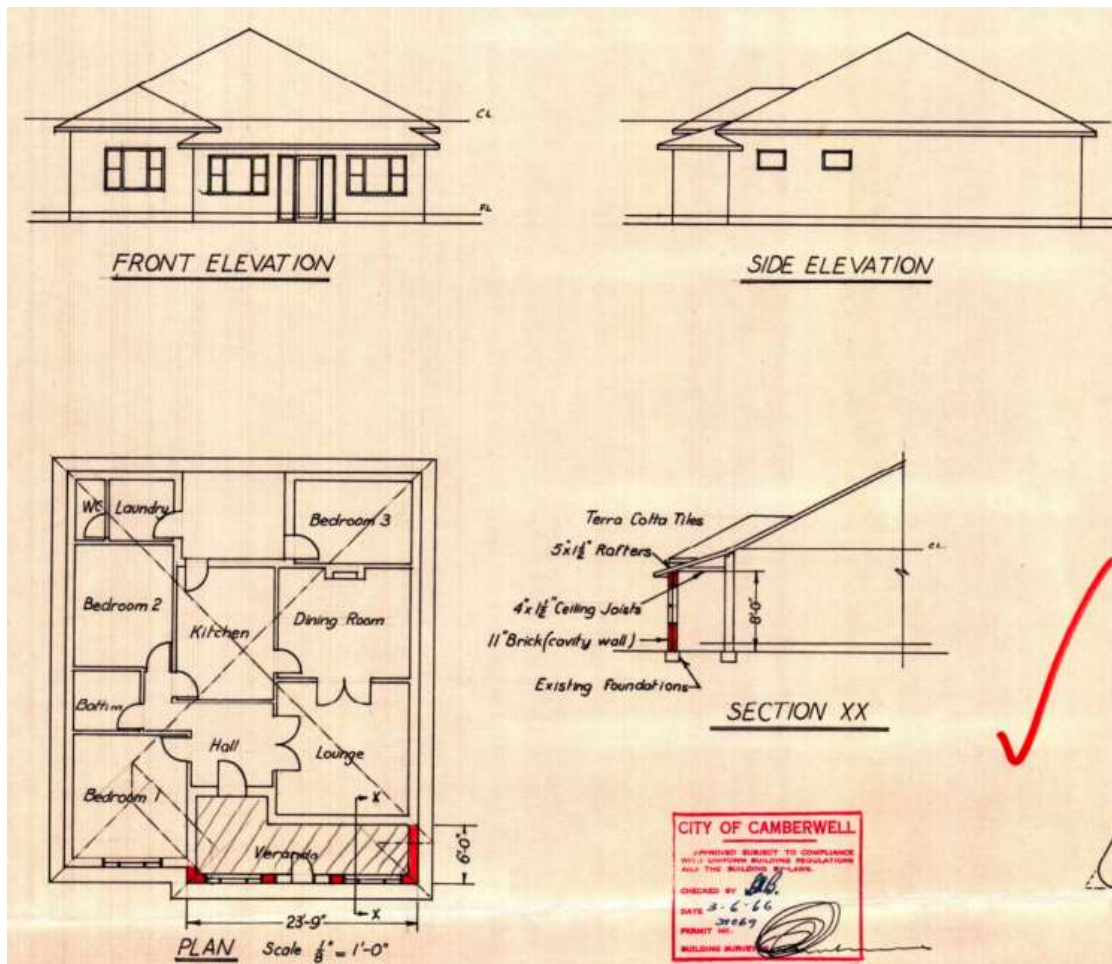


Figure 22. 1966 plans showing the enclosure of the front verandah. New construction is shown on the plan and section in red. Note that, apart from removal of the original porch supports, no demolition took place.

Conclusion and Recommendations

It is my opinion that:

- Despite the infill of the front verandah, the house at 67 Albion Road is still intact enough to demonstrate interwar domestic design.
- 67 Albion Road, Ashburton, is correctly graded Contributory in the proposed precinct.
- No changes are warranted to Amendment C337boro in response to this submission.

5.1.5 9 Dunlop Street, Ashburton (Submission 13)



Figure 23. 9 Dunlop Street, Ashburton. (Source: Context, 2019)

Recommendations and Amendment C308

9 Dunlop Street, Ashburton (built by 1927), is proposed as Contributory properties in the precinct proposed for the Boroondara Heritage Overlay by the Ashburton Heritage Gap Study.

Response to Submission

The submitter does not support the recommendation to include the property at 9 Dunlop Street in the Heritage Overlay. The submitter's points raised are provided below in italics, with my response to each issue provided on the right-hand side.

Demolition and new development in Dunlop Street

Issues raised	Responses
<i>The heritage value of Dunlop Street has been diminished by the recent demolition of period houses at No. 4 (within the proposed precinct) and Nos. 8 and 15 (at the boundary of the proposed precinct), with new double-story houses irreparably degrading the period character of the street. Dunlop Street no longer has a continuous streetscape of period houses.</i>	I agree that the demolition of the interwar house at 4 Dunlop Street and its replacement with a contemporary dwelling has had a negative impact on the heritage precinct, but not to the extent that 2-6 & 1-13 Dunlop Street does not form a valuable part of the Home Farm Estate Precinct. I also agree that the Dunlop Street streetscape is interrupted by new two-storey development at 8 and 15 Dunlop Street. As these properties are separate from the proposed precinct boundaries by Nairn St/Winifred Cr, I considered this to be an appropriate end to the precinct.
<i>The submitter disputes the officer's response to a prior submission that the height and front setback of the new house at 4 Dunlop Street is in keeping with 6 Dunlop Street. The submitter believes this is not the case with the whole two-storey structure at 4 Dunlop Street projecting approximately one metre past the front of No. 6, increasing its obtrusiveness in the streetscape. This house is not sympathetic to the existing</i>	In regard to the front setback of 4 Dunlop Street, I consider that its setback is "in keeping", i.e. similar, to that of 2 and 6 Dunlop Street (see Figure 3). The previous interwar house at 4 Dunlop Street also had a lesser front setback than 6 Dunlop Street. I agree that the materials and massing of the new house at 4 Dunlop Street contrast with the interwar character of the precinct. While the demolition of Contributory houses is rarely supported in HO precincts, frequently very contemporary/modern dwellings are supported as infill development (generally to replace a Non-contributory

Issues raised	Responses
<p><i>streetscape and has significantly diminished the character of the eastern end of Dunlop Street.</i></p> <p><i>The submitter disputes the claim that the Home Farm Estate and Environs Precinct is similar to HO226 (Goodwin Street and Somerset Road) and HO227 (Great Glen Iris Railway Junction Estate, which comprises Ward Street, Lexia Street, Highgate Grove and part of Dent Street). The submitter claims there is no viewpoint in the proposed precinct where a non-contributory building cannot be seen. The submitter notes the proposed precinct will have 9 contributory houses, a central non-contributory building and is surrounded by unsympathetic two storey houses. The house at 56 Albion Road has an incompatible extension.</i></p>	<p>dwelling). See for example, in the Sackville Street Precinct, two-storey contemporary designs whose materiality and massing do not reference the Contributory Victorian, Edwardian or interwar dwellings at 91, 99, 108, 114, 116, and 118 Sackville Street (see illustrations of some examples in section 4.2.3 of this evidence). That is to say, there are many contemporary Non-contributory buildings in Boroondara's HO precinct and if they do not form the dominant character of the precinct, their presence is acceptable. In the case of Dunlop Street, the new dwelling at No. 6 alters but does not dominate the character of this street. In my professional opinion, 1-13 & 2-6 Dunlop Street still forms a valued part of the Home Farm Estate Precinct, and the precinct's significance would be diminished should it be excised.</p> <p>Both HO226 and HO227 contain Non-contributory houses. This is true for all but the tiniest HO precincts. In my professional opinion, the fact that the Non-contributory grade exists indicates that the presence of such properties in a heritage precinct is acceptable. The housing stock in these two precincts bears many similarities to that in the proposed precinct.</p> <p>The rear extension to 56 Albion Road is visible from Dunlop Street, due to its corner site, but it is single storey and of similar materiality to the house, so it is not intrusive and in my professional opinion does not detract from the heritage value of the precinct.</p>

Potential future development in Dunlop Street

Issue raised	Response
<p><i>The Heritage Overlay in Dunlop Street will fix the streetscape in its current state, and the east end of the street will be seen as an incoherent underdeveloped curiosity, rather than a place of aesthetic or heritage value.</i></p>	<p>I agree that the purpose of the HO precinct will be to preserve the Contributory houses generally as they are currently viewed from the street. This does not rule out, however, restoration of altered features to front facades or rear additions to these houses.</p>

Conclusion and Recommendations

It is my opinion that:

- Despite the demolition and replacement of the interwar house at 4 Dunlop Street, 1-13 & 2-6 Dunlop Street contribute to the heritage significance of the precinct.
- 9 Dunlop Street, Ashburton, is correctly graded Contributory in the proposed precinct.
- No changes are warranted to Amendment C337boro in response to this submission.