

### 3.3 High Street Commercial Precinct, Ashburton - Outcomes of Preliminary Consultation

#### Executive Summary

##### Purpose

The purpose of this report is to inform the Urban Planning Delegated Committee (UPDC) on the outcomes of the preliminary consultation on the independent peer review and the revised heritage citation for the High Street Commercial Precinct, Ashburton, prepared by GJM Heritage, heritage consultants. The report seeks a resolution to commence a planning scheme amendment to apply the Heritage Overlay to the recommended heritage precinct, on a permanent basis.

##### Background

The High Street Commercial Precinct, Ashburton was initially identified in the Draft Ashburton Heritage Gap Study prepared by Context in 2019 which recommended nine individual heritage places and two heritage precincts for inclusion in the Heritage Overlay.

Following preliminary consultation on the Draft Ashburton Heritage Gap Study in November/December 2019, the Urban Planning Special Committee (UPSC) resolved to defer consideration of the High Street Commercial Precinct being included in the Heritage Overlay, and commission an independent peer review by another qualified heritage consultant. The resolution was made at the meeting of 6 July 2020. A key factor in the decision to defer consideration of the proposed precinct was opposition from traders based on the challenging retail and business conditions which traders were facing due to Covid-19 lockdowns and restrictions on trading.

Following the UPSC resolution, GJM Heritage was commissioned to carry out an independent peer review of the High Street Commercial Precinct and the recommendation to include the precinct in the Heritage Overlay. GJM Heritage found there was a sound strategic basis for including the precinct in the Heritage Overlay subject to changes, including expansion of the precinct to include more properties to the east towards the railway line, on the northern side of High Street, Ashburton. Based on the advice provided from GJM Heritage, officers commissioned a revised heritage citation, provided at **Attachment 1**.

On 6 March 2023, officers tabled a report for consideration by the Urban Planning Delegated Committee (UPDC) recommending preliminary consultation be undertaken on the revised heritage citation prepared by GJM Heritage. The UPDC resolved to carry out preliminary consultation.

##### Key Issues

Preliminary consultation on the outcomes of the peer review was undertaken from 3 April 2023 to 13 May 2023. Owners and occupiers of the affected properties, as well as owners of adjoining and adjacent properties, community and historical groups were notified in writing of the consultation period and invited to provide feedback.

Thirty (30) submissions were received, including twenty-seven (27) objecting, one (1) opposing petition, one (1) partially supportive and one (1) supporting submission.

The key issues raised in the feedback include:

- Economic impacts and unfair limitation on future development potential.
- Issues with maintenance and repairs of heritage places.
- Concerns about the structural condition of buildings.
- Concerns about competing planning policy objectives (e.g., urban consolidation).

Officers and Council's heritage consultant have reviewed the feedback received and have provided a summary of and response to each submitter in the table at **Attachment 2**.

No properties are recommended to be excluded from the amendment. No changes are recommended to the citation prepared by GJM Heritage.

### Next Steps

Officers recommend the Urban Planning Delegated Committee (UPDC) adopt the GJM Heritage citation provided at **Attachment 1** and resolve to seek authorisation from the Minister for Planning to prepare and exhibit a planning scheme amendment to introduce a Heritage Overlay to the properties on a permanent basis.

## **Officers' recommendation**

That the Urban Planning Delegated Committee resolve to:

1. Receive and note the feedback received and outcomes of the preliminary consultation process undertaken on the High Street Commercial Precinct, Ashburton peer review.
2. Endorse the officers' response to the preliminary feedback received to the High Street Commercial Precinct, Ashburton peer review outlined in **Attachment 2**.
3. Adopt the High Street Commercial Precinct, Ashburton heritage citation contained in **Attachment 1**.
4. Write to the Minister for Planning to request authorisation to prepare an amendment to the Boroondara Planning Scheme in accordance with Section 4B and 8A(4) of the *Planning and Environment Act 1987* to include properties identified in the High Street Commercial Precinct in the Heritage Overlay.
5. Following receipt of authorisation from the Minister for Planning, exhibit the amendment in accordance with Section 19 of the *Planning and Environment Act 1987*.
6. Authorise the Director Urban Living to undertake administrative changes to the amendment that do not change the intent of the amendment, or any changes required under the Minister for Planning's Authorisation prior to the commencement of exhibition.

**Responsible director: Scott Walker, Director Urban Living**

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## 1. Purpose

The purpose of this report is to:

- Provide a summary of the outcomes of the preliminary consultation process and key issues raised in the feedback to the High Street Commercial Precinct peer review.
- Provide an officers' response to the key issues raised in the feedback.
- Seek a resolution from the Urban Planning Delegated Committee (UPDC) to adopt the heritage citation and request authorisation from the Minister for Planning to prepare and exhibit a planning scheme amendment to implement the citation's recommendations.

## 2. Policy implications and relevance to community plan and council plan

### **Boroondara Community Plan 2021-2031**

The Boroondara Community Plan 2021-2031 sets out the 10-year vision for Boroondara's future based on values, aspirations, and priorities important to the community.

The heritage assessments implement Strategic Objective 4 of the Plan: *Protect the heritage and respect the character of Boroondara, while facilitating appropriate, well-designed developments.*

Specifically, the heritage assessments implement the following strategy:

- **Strategy 4.1** - Boroondara's heritage places are protected through ongoing implementation of heritage protection controls in the Boroondara Planning Scheme.

### **Heritage Action Plan 2016**

The Heritage Action Plan was adopted by Council on 2 May 2016 and establishes the framework to guide Council's heritage work program as it relates to the identification, protection, management, and promotion of Boroondara's heritage assets.

The heritage assessments are consistent with the following action of the Heritage Action Plan 2016:

- Identify opportunities to improve the protection, management, and promotion of the City's heritage assets (including public and private buildings, parks, gardens, public spaces, objects, and other features).

### **Boroondara Planning Scheme**

The identification and protection of the subject sites through the Heritage Overlay is consistent with the Planning Policy Framework (PPF), including the following Clauses:

- Clause 02.03-4 - **Built environment and heritage** of the Municipal Planning Strategy which includes the strategic direction to 'protect all individual places, objects and precincts of cultural, aboriginal, urban and landscape'.
- Clause 15.03-1S - **Heritage conservation** which seeks to 'ensure the conservation of places of heritage significance; and to 'identify, assess and document places of natural and cultural heritage significance as a basis for their inclusion in the planning scheme'.
- Clause 15.03-1L - **Heritage in Boroondara** which seeks to 'preserve 'significant' heritage places, protecting all significant heritage fabric including elements that cannot be seen from the public realm'.

The PPF seeks to ensure the Heritage Overlay is applied to protect places of heritage significance in the City of Boroondara.

### **Plan Melbourne 2017-2050**

The identification, assessment, and protection of places of local heritage significance are supported by Outcome 4 of *Plan Melbourne* which seeks to ensure that '*Melbourne is a distinctive and liveable city with quality design and amenity*'.

Direction 4.4 recognises the contribution heritage makes to Melbourne's distinctiveness and liveability and advocates for the protection of Melbourne's heritage places.

Specifically, Policy 4.4.1 '*Recognise the value of heritage when managing growth and change*' acknowledges the need for '*continuous identification and review of currently unprotected heritage sites and targeted assessments of heritage sites in areas identified as likely to be subject to substantial change.*'

The High Street Commercial Precinct is consistent with these Plan Melbourne directions and initiatives.

### **Planning and Environment Act 1987**

The heritage assessment of the precinct is consistent with the objectives of planning in Victoria, in particular the objective detailed in Section 4(1)(d) of the *Planning and Environment Act 1987* (the Act), being:

*To conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value.*

This means that Council has a statutory obligation to continuously identify and protect places of heritage significance through the Heritage Overlay.

## **3. Background**

### **Ashburton Heritage Gap Study and Amendment C337boro**

The Draft Ashburton Heritage Gap Study (Draft Study) was prepared by Context, heritage consultants, in 2019 and recommended nine (9) individually significant heritage places and two heritage precincts be included in the Heritage Overlay. This included the High Street Commercial Precinct.

Preliminary consultation on the draft Study was undertaken between 11 November 2019 and 9 December 2019. Fifty-six (56) submissions were received including 12 supporting submissions, four neutral submissions and 40 opposing submissions.

Thirty-one (31) of the opposing submissions received were from property owners, occupiers, and traders associated with the High Street Commercial Precinct, and the Ashburton Traders Association. Generally, submitters opposed the recommendation for the following reasons:

- The buildings do not display uncommon, unusual, rare, historical and cultural significance.
- Lack of heritage value of the subject properties based on simplicity of form and design.
- Alterations to properties, particularly at ground floor level.
- The recommendation is inconsistent with Victorian Government objectives encouraging residential intensification in shopping centres to support retail.
- A Heritage Overlay will hinder improvements and new development and negatively influence customers visiting the centre.
- The onset of the COVID-19 pandemic and associated lockdowns and restrictions created challenging economic and retail conditions for traders, and the recommendation was an unwanted distraction from business operations.

### **Resolution of 6 July 2020**

On 6 July 2020, the Urban Planning Special Committee (UPSC) considered the Draft Study and preliminary feedback received. The UPSC resolved to adopt the study without the High Street Commercial Precinct. The UPSC also resolved to commission an independent peer review of the recommendation to include the High Street Commercial Precinct in the Heritage Overlay.

The UPSC resolved to proceed to a planning scheme amendment to implement the balance of the Draft Study, which formed the basis of Amendment C337boro.

Amendment C337boro implemented the recommendations of the Ashburton Heritage Gap Study by including 9 individual places and one precinct in the Heritage Overlay, and was gazetted by the Minister for Planning on 30 June 2022.

### **High Street Commercial Precinct, Ashburton Peer Review**

Following the UPSC resolution of 6 July 2020, GJM Heritage was commissioned to carry out an independent peer review of the citation and recommendation to include the High Street Commercial Precinct in the Heritage Overlay.

GJM Heritage found the recommendation to include the High Street Commercial Precinct in the Heritage Overlay to be strategically justified, subject to the following changes:

- Include additional properties at 261-281 High Street (east of Y Street) and 216 High Street in the precinct.
- Regrade the three post-war buildings at 188-192 High Street from 'contributory' to 'non-contributory'.

- Regrade the two interwar buildings at 237-239 High Street from 'non-contributory' to 'contributory'.
- Include additional comparative analysis of the precinct with other post-war commercial high streets within Boroondara.

GJM Heritage also concluded the precinct does not satisfy Criterion E (aesthetic significance) under the HERCON criteria, and important attributes of the proposed precinct, including its very high level of consistency of built form, were not well articulated in the previous citation or the Statement of Significance.

Officers commissioned GJM Heritage to prepare a revised heritage citation for the precinct based on the advice in the peer review. The revised citation is provided at **Attachment 1**.

On 6 March 2023, the Urban Planning Delegated Committee (UPDC) considered a report on the peer review, and a recommendation to proceed to preliminary consultation on the citation prepared by GJM Heritage. The UPDC resolved to proceed.

### **Preliminary consultation**

Preliminary consultation was undertaken on the citation prepared by GJM Heritage from 3 April 2023 to 13 May 2023. The preliminary consultation process involved a mailout to all affected and adjoining property owners and occupiers to the precinct, interest groups and previous submitters to the recommendation through preliminary consultation on the Draft Ashburton Heritage Gap Study.

Council received thirty submissions during preliminary consultation including:

- Twenty-seven opposing submissions;
- One partially supporting submission;
- One supporting submission; and
- One opposing petition (975 signatures).

A summary of each submission and officer response is provided in the table at **Attachment 2**.

## **4. Outline of key issues**

### **Key issues raised in feedback**

There are several key issues which have been raised through the feedback received. These are discussed as follows.

#### ***Economic impacts and unfair limitation on future development potential***

Feedback received during preliminary consultation expressed concerns the implementation of the Heritage Overlay would create economic impacts on businesses, and place an unfair limitation on future development potential in the area.

It is accepted that there are economic and competitive challenges facing small strip-based retail centres such as High Street, Ashburton. It is understood that the additional planning controls associated with including properties in a Heritage Overlay are valid concerns for some local traders and landowners. The Heritage

Overlay will place some additional requirements and limitations on how these sites can be developed in future. Council must balance these concerns with appreciating how the heritage fabric of the centre contributes to the centre's built form and retail appeal.

In the case of the High Street Commercial Precinct, a section of the existing shopping centre has been recommended for heritage protection on the basis of intact interwar and early post war architecture.

From a planning scheme perspective, future development opportunities are not identified as a relevant concern to the assessment of heritage significance. *Planning Practice Note 1: 'Applying the Heritage Overlay'* identifies the criteria for assessing the heritage significance of a heritage place and refers to only matters of a heritage nature.

The trader and landowner concerns about how the Heritage Overlay may affect how individual land parcels can be developed in future is understood. However, there is no evidence that indicates the application of a Heritage Overlay would detrimentally affect the economic performance of a shopping centre.

Council has a responsibility to protect valued heritage places, and carries out heritage assessments and develops recommendations for this purpose. The Heritage Overlay is the most appropriate mechanism for protecting valued heritage places and precincts. Other planning objectives such as regulating building heights and design outcomes are not uncommon in an urban area such as Boroondara. However, these are most appropriately considered during the planning permit application process rather than the heritage assessment process.

In addition, the Heritage Overlay does not prohibit redevelopment but requires the identified heritage values be considered as part of the planning permit application process. Appropriate designs can be achieved within the Heritage Overlay. It is also noted not all commercial properties along High Street have been recommended for inclusion in the Heritage Overlay.

### ***Maintenance and repairs of heritage places***

Submitters raised concerns the application of a Heritage Overlay would prevent property owners from undertaking repairs and maintenance of properties.

The Heritage Overlay does not place a statutory obligation on the property owner to upkeep and maintain a heritage building to a particular heritage standard.

The Heritage Overlay provisions include an exemption from planning permit requirements for routine maintenance and repair that replace materials like-for-like and do not change the external appearance of the building. Internal maintenance and repairs such as rewiring, plumbing, restumping, replastering, and installation of a new kitchen or bath do not require planning approval (unless internal controls are activated). No internal controls are proposed for the buildings in the recommended precinct.

Submitters also raised concerns about increased costs associated with maintaining a heritage place. Private financial circumstances are not a valid consideration in a heritage assessment.

**Concerns about the structural condition of a building**

Submitters have expressed concerns some buildings are in poor condition and do not hold any heritage value as a result.

These issues are not matters relevant to a heritage assessment according to *Planning Practice Note 1: Applying the Heritage Overlay*. Typically, an assessment of the economic life of a building is subjective and is dependent on a range of factors including a property owner's willingness or desire to maintain or renovate the property. Many elements of a building's structural integrity are not visible from the public realm such as foundation and condition of internal framing and are not matters for consideration in a heritage assessment.

Council has a responsibility to identify and protect places of local cultural significance. If evidence can be provided that a building is structurally unsafe, then allowance could be made during the planning permit approval stage once the Heritage Overlay has been applied, i.e., allow for full demolition. However, officer experience is that most buildings can be protected with appropriate maintenance or repair.

**Concerns about competing planning policy objectives (e.g., urban consolidation)**

Submitters raised the issue of potentially competing policy outcomes arising from protecting heritage places close to public transport and other infrastructure. Whilst urban consolidation objectives might point to redevelopment opportunities, these matters are not considered in heritage assessments.

Heritage assessments are focused only on considering a property from a heritage perspective, consistent with *Planning Practice Note 1: 'Applying the Heritage Overlay'* and accepted professional heritage practice. If a property can be identified as being of heritage significance or as part of a coherent heritage precinct, then the property has been recommended for inclusion in the Heritage Overlay and assigned a grading.

The Heritage Overlay does not prohibit redevelopment but requires the identified heritage values be considered along with other planning objectives as part of the planning permit application process.

**Strategic justification for the High Street Commercial Precinct**

GJM Heritage has carried out an independent peer review of the earlier recommendation included with the Draft Ashburton Heritage Gap Study to include the High Street Commercial Precinct in the Heritage Overlay. GJM Heritage found the recommendation was strategically justified subject to changes and modifications to the citation, including an expansion of the precinct to include more properties.

The revised citation recommends the precinct be included in the Heritage Overlay based on Criterion A (historical significance) and Criterion D (representativeness). GJM Heritage found the recommendation cannot be justified against Criterion E (aesthetic significance) as had been recommended in the earlier citation.

The recommended precinct presents as a visually cohesive commercial shopping strip, with a consistent two-storey scale with shopfronts at street level, and which illustrates the major period of Ashburton's development. Specifically, the recommended precinct contains a fine representative sample of styles which were popular in the interwar and early post-war periods including Moderne, English Domestic Revival, Georgian Revival, Exotic and Functionalist/Modernist. On this basis, it has been deemed to meet the threshold for local heritage significance.

Each building in the precinct is assigned a heritage grading based on its contribution to the heritage fabric of the precinct.

## **5. Consultation/communication**

All affected and adjoining property owners and occupiers to the precinct were notified in writing of the citation prepared by GJM Heritage and were invited to provide feedback. The High Street Commercial Precinct peer review was also available on Council's website.

All parties who provided written feedback, as well as owners and occupiers of the affected and adjoining properties were notified of this UPDC meeting.

If the UPDC resolves to proceed with a planning scheme amendment to implement the recommendation, and the Minister authorises an amendment be prepared and exhibited, the amendment will be exhibited in accordance with the requirements of Section 19 of the *Planning and Environment Act 1987*.

As part of the exhibition process, all affected and adjoining property owners and occupiers, previous submitters, and other interested parties will be notified in writing of the amendment and invited to lodge submissions. All parties will be able to present their views at a future UPDC meeting.

Where submissions are received but cannot be resolved, Council will need to refer submissions to an independent planning panel for consideration. All submitters will have the opportunity to make further submissions to a panel.

## **6. Financial and resource implications**

Costs associated with a planning scheme amendment process will be funded through the Planning and Placemaking Department budget in 2023/2024.

## **7. Governance issues**

No officers involved in the preparation of this report have a general or material conflict of interest requiring disclosure under chapter 5 of the Governance Rules of Boroondara City Council.

The recommendation contained in this report is compatible with the Charter of Human Rights and Responsibilities 2006 as it does not raise any human rights issues.

## **8. Social and environmental issues**

The inclusion of the recommended precinct in the Heritage Overlay would have positive social and environmental effects by contributing to the continual protection and management of the City's heritage.

**Manager:** David Cowan, Manager Planning and Placemaking

**Report officer:** Robert Costello, Acting Coordinator Strategic Planning



**HIGH STREET COMMERCIAL PRECINCT, ASHBURTON**

Prepared by: GJM Heritage

**Address:** 225-281A & 162-214 High Street, Ashburton

<b>Name:</b> High Street Commercial Precinct, Ashburton	<b>Survey Date:</b> July 2021
<b>Place Type:</b> Commercial precinct	<b>Architect:</b> Various
<b>Grading:</b> Significant	<b>Builder:</b> Various
<b>Extent of Overlay:</b> See precinct map	<b>Construction Date:</b> Interwar & early Postwar



- Grading**
- HO boundary
  - Contributory
  - Non-contributory

**Historical Context**

*[The following historical context is informed by the 2020 Context Pty Ltd citation 'High Street Ashburton Commercial Precinct']*.

The suburb of Ashburton, formerly located in the municipal area of the City of Camberwell, is centred on the commercial strip of High Street and is bounded by Gardiners Creek to the south, Warrigal Road to the east, and Baker Parade and Yuile Street to the north (McConville 2008). Ashburton, which includes the localities of Solway and Alamein,



experienced its most intensive and significant development after World War II (Built Heritage 2012:17).

Ashburton was the name given to the local railway station (formerly named Norwood) on the Outer Circle Railway Line in 1890 at the suggestion of Camberwell City Councillor E Dillon. It was named after his birthplace in Ashburton Terrace in Cork, Ireland (McConville 2008; Victorian Places 2015). Up until the 1920s, the area from Gardiners Creek to the Outer Circle Railway was referred to as Glen Iris, with the area from the railway line to Boundary Road referred to as Burwood. The postal districts of Ashburton and Ashburton South were declared in 1923 (Lee 2016:13).

#### ***Interwar development***

In the 1920s, Ashburton comprised mainly dairy farms, market gardens and orchards with access to the area provided by High Street, the railway (electrified in 1924) (Lee 2016:12, 17) and the recently constructed tram line. However, an influx of people and development throughout the 1920s, accompanied by the economic boom of the time, brought changes to the rural character of the Ashburton area (McConville 2008).

A number of estates were subdivided in the area with lots offered for sale in the 1920s including Waverley Golf Links (1922); the Great Glen Iris Railway Junction Estate (1923); the Ashburton Terminus Estate (1924); an estate located between High Street and Dent Street (1926, see Figure 1), subsequently known as the Tower Hill Estate; and the New Township Estate (1927). Ashburton Heights, developed by builder Clarence Gladstone Ward in 1926, featured concrete roads (Lee 2016:14).

The Ashburton Shopping Centre on High Street was surveyed in the 1920s with some shops and residences built by 1926 (seen in the Auction Notice at Figure 1). The Ashburton Post Office opened on 15 December 1927; the Ashburton Primary School opened in 1928; and the Ashburton Hall in High Street, which opened in 1927 by the Progress Association, served as a meeting place for the community as well as housing Catholic and Presbyterian church services (Victorian Places 2015).

Some development continued into the 1930s. Camberwell Council purchased land at the corner of High Street and Vears Road and, by 1932, had established Ashburton Park (Lee 2016:15). St Michaels Catholic Church was constructed in High Street in 1932, the Baptist Church built in Y Street in 1934, and the Methodist Church in Ashburn Grove in 1935 to a design by architects R M & M H King. The Ashburton Dairy was established by the Stocks family in High Street c1937 (Built Heritage 2012:81). However, for the most part, the economic depression of the 1930s slowed development in the area. Gardiners Creek was straightened in sections at this time by men on sustenance (welfare payments) (City of Boroondara 2018).



**AUCTION, SATURDAY, 30th OCTOBER, 1926, at 3 p.m.**

Wonderfully high and healthy position, with beautiful slopes

**59 GLORIOUS HOME SITES**

On one of which, Lot 4, stands the Villa

The recent progress of Glen Iris and Ashburton has been phenomenal. The Shops and Villas shown below have been built since the 1st of January, 1926. The former rapid progress is noted, and an ever increasing rate in values of these beautiful lots can be safely predicted. This locality affords the unusual expansion of 4000 great Cities, Malvern and Camberwell.

Read the statistics—

MALVERN		
Year	Population	Properties
1924	27,000	624,079
1925	30,000	672,242
1926	34,000	826,403

CAMBERWELL		
Year	Population	Properties
1922	22,000	512,258
1924	28,000	637,485
1925	31,000	748,142
1926	36,000	876,346

Wonderful Terms for such High-class Land  
**£20** per lot Deposit  
**£3** Monthly  
 Balance in 5 years.  
 Interest 6 per cent, payable Quarterly.  
 Right to see off at any time.  
 Building can commence at once.

The Estate having been proclaimed a brick area, no future use of Subdivided residential sites is allowed.

ASHBURTON SHOPPING CENTRE

LOCALITY PLAN

Figure 1. Estate plan for 56 home sites bounded by High Street, Munro Avenue, Dent Street and Tower Hill Road, Ashburton, 1926. Views include houses built on the adjoining estate (LHS) and Ashburton Shopping Centre (RHS) ('56 glorious home sites' 1926).

### **Post-war development**

Unlike most other suburbs comprising what was then known as the City of Camberwell, open land still existed in Ashburton in 1945, including a large area bounded by High Street, Ashburn Grove, and Warrigal Road that included the Ashburton Forest (Built Heritage 2012:133). Post-war development in this area was stimulated by the Housing Commission of Victoria, founded in 1938, which laid out its first residential estate at Port Melbourne and had soon established others at Preston, Brunswick, Coburg, Williamstown, Newport and six regional Victorian centres. The provisions of the *Housing Act 1943* allowed for the acquisition of sites for several large-scale suburban estates.

Most of Ashburton and nearby Holmesglen were identified as sites for substantial public housing estates after World War II. In 1944, the Housing Commission acquired land for the Ashburton Estate, primarily east of the railway line (at that stage closed but soon to be reopened), taking in the Ashburton Forest. Construction began in 1947, with the estate named 'Alamein' after El Alamein in north Africa, the site of the battle in 1942 which turned back the German army. World War II events and locations were used to name streets in the estate, including Tobruk Road, Liberator Street, Wewak Road and Victory Boulevard. In 1948 the railway line was extended from Ashburton to Alamein station (named in 1947) to service the new Housing Commission estate (Victorian Places 2015).

The Alamein estate brought new business to the Ashburton Shopping Centre, located between Munro Avenue and the railway station. The centre was expanded and upgraded after 1950, and following the opening of the Chadstone Shopping Centre in Malvern East in 1960, local traders upgraded displays, improved parking and diversified outlets, to ensure the success of the centre (McConville 2008). Industry was also attracted to the area, including the Nicholas Ltd Factory designed by architect D G Lumsden and built in Ashburton in 1955 (Built Heritage 2012:232).

The provision of services continued in the post-war period with a library designed by architect Daryl Jackson opening in High Street, Ashburton, in 1980 (Built Heritage 2012:191).



Today, Ashburton has an active strip shopping centre along High Street near the railway station. Ashburton Park and Warner Reserve have modern indoor and outdoor swimming pools and associated facilities. The Malvern Valley golf course is located nearby on Gardiners Creek (Victorian Places 2015).

### **Precinct History**

*[The following history is based on the 2020 Context Pty Ltd citation 'High Street Ashburton Commercial Precinct', with additional information as cited].*

High Street, Ashburton was formed as part of the survey of the Parish of Boroondara in 1838. According to a journalist in the 1860s, High Street at that time consisted of an abattoir at one end, a blacksmith's forge at the other (see Figure 2), with a continuation of bog holes in between (cited in Lee 2016:6). The Gardiner Road Board and Boroondara Road Board carried out some limited gravelling of High Street in 1861-62, and formed and metalled it in 1864 (Lee 2016:7).

By 1892, John Lee had opened a store in High Street, next to the Ashburton Railway Station (Lee 2016:11).



Figure 2. Fisher's shoeing forge at 328-330 High Street, in operation by the 1860s ('Fisher's Shoeing Forge, 328-330 High Street, Ashburton', undated).

The High Street Commercial Precinct, Ashburton was developed on and adjacent to the 1888 Great Glen Iris Railway Junction Estate. The 1888 estate subdivision plan included commercial lots fronting the southern side of High Street (see Figure 3), however these were not developed until the 1920s and 1930s, during a period of consolidated residential development in the area.



Figure 3. Great Glen Iris Railway Junction Estate, Ashburton, 1888 ('Great Glen Iris Railway Junction Estate' 1888?).

The development of the precinct reflects the development phases of the Ashburton area more generally, with shops constructed in two main stages: during the interwar years of the 1920s and 1930s; and after World War II, in the 1950s.

**Interwar development**

In 1923, the subdivision plan for the Great Glen Iris Railway Junction Estate was amended by surveyor, E L G Cresswell, with streets renamed as follows: Baillieu Avenue became Highgate Grove; Gladstone Avenue became Lexia Street; Station Parade became Ward Street; and Station Street became Dent Street (Butler 1997).

The Ashburton Heights Estate was developed by builder Clarence Gladstone Ward in 1926 to the immediate west of the Great Glen Iris Railway Junction Estate. Ashburton Heights incorporated Dent Street, the eastern side of Munro Street, High Street and Highgate Grove. By August 1926, Ward had built 20 houses in this estate, all brick five- or six-roomed residences with garages (*Herald* 6 August 1926:18). Ward also built five shops in High Street (Lee 2016:14).

By the mid-1920s, the High Street Commercial Precinct, Ashburton comprised a real estate agent, Gordon Hargreaves, at 243 High Street in premises built by 1925 (see Figure 4), and a store (Lee 2016:11).



Figure 4. Gordon Hargreaves Real Estate building at 243 High Street in 1925 (Mawby 2018).

By 1926, C G Ward had built shops and dwellings at 245 and 249 High Street (BP; 'Ashburton Shopping Centre' 1926). Because of their architectural similarity, the shops and dwellings at 247, 251 and 253 High Street are likely to have been constructed by Ward in the same period (construction dates and builder details for these properties are not noted in the available City of Camberwell building cards) (see Figures 5 and 6) ('Ashburton Shopping Centre' 1926).



Figure 5. Gordon Hargreaves Real Estate building at 243 High Street, and five shops and dwellings at 245-253 High Street, in 1926 ('Ashburton Shopping Centre' 1926).

Additional shops in the High Street Commercial Precinct were erected in the late 1920s: numbers 184-186 in 1927 for V M Smith; number 194 in 1928 by a Mr Eddy; number 235 by builder H Fudge for butcher J T Hepburn; and number 259 by builder W Eddy in 1928 (BP). Numbers 269-271 High Street were built c1929 for owner H J Fudge (PSP), and are evident in a photo published in a 1934 auction pamphlet for 'Tower Hill Estate Ashburton' (Figure 6).

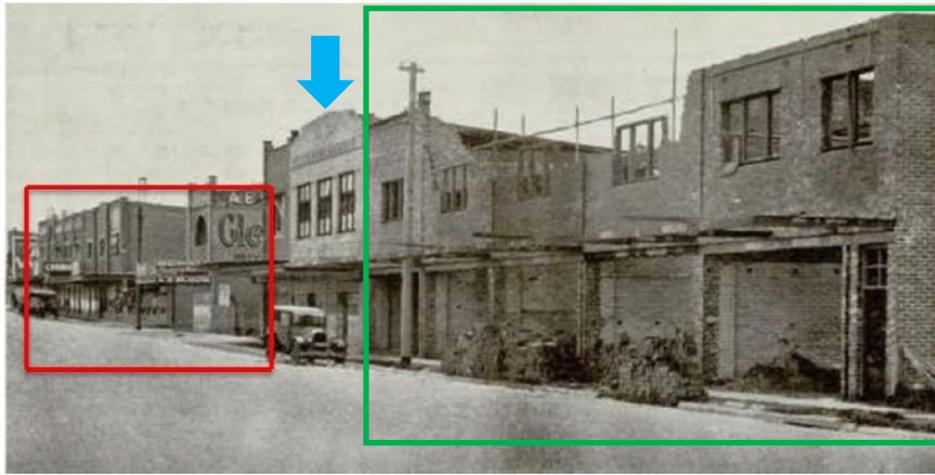


Figure 6. A photo of the north side the Ashburton Shopping Centre, published in 1934. The building at 269-271 High Street is evident, indicated by the blue arrow. The five two-storey brick shops and dwellings at 273-281 High Street) are shown under construction (outlined in green). The two-storey shops, believed to be 245-253 and 259 High Street, constructed in the 1920s, are outlined in red ('Tower Hill Estate' 1934).

By 1930, on the northern side of the High Street Commercial Precinct, the following businesses were in operation between Marquis Street and Y Street (from west to east): the Commercial Bank; James Hepburn butcher (number 235); G Hargreaves Pty Ltd estate agents (number 243); Walter Hooper confectioner; Miss G Turner fancy goods; Mrs D Cooney draper (number 251); Mrs K D Ross fruiterer; T S A McCausland chemist; Edward Lee boot repairer (number 257); and A E Richards ironmonger (number 259). East of Y Street to the railway line, were: A E Block, storekeeper; R M Bilson dairy produce; Norman L Gorrie hairdresser; and Mrs E L Berrisford, fruiterer (BP; S&Mc 1930).

By 1930, on the southern side of the High Street Commercial Precinct, the following businesses operated (from west to east): H Wetherall plumber; H G Johnston garage (number 192); and A O Bilson grocer (likely 194 High Street); and between Lexia and Ward streets, Mrs I Logan operated a newsagent (BP; S&MC 1930).

A number of shops with dwellings were constructed in the subject precinct in the 1930s.

On the southern side of High Street, builders R A Dixon and Sons constructed shops at numbers 180-182 in 1937; L E Newman at numbers 196-204 in 1938 and numbers 206-212 in 1939; and number 214 was built in 1931 for owner Isabella Logan (BP).

Builder R A Dixon and Sons worked on a number of high profile buildings around Melbourne at the time (*Herald* 6 June 1928:14). When R A Dixon died in 1932, an obituary described him as 'one of Melbourne's leading builders' (*Herald* 14 July 1932:29). By 1935, the Dixon building business was operating from Hawthorn (*Age* 30 March 1935:16).

On the northern side of High Street, R A Eddy built shops and dwellings at numbers 225-229 in 1939 and W A Medbury built two shops and a dwelling at 231 High Street in 1937 (the two shops at 231 and 233 High Street were combined into one in 1976) (BP).

Builder J Hattersby constructed shops and dwellings at 237-239 High Street in 1939 (BP). Early architectural drawings for the building show a curved and stepped parapet and four timber windows to the first floor of each shop (Figure 7), which is different to the current appearance of the building (Figure 8). It is likely that these design changes were made between the design and construction stages, as there is no obvious physical evidence of



alterations to the main elevation above ground level. The building at 237 High Street was occupied by the Bank of New South Wales and the ANZ Bank in the 1960s and 1970s (BP).

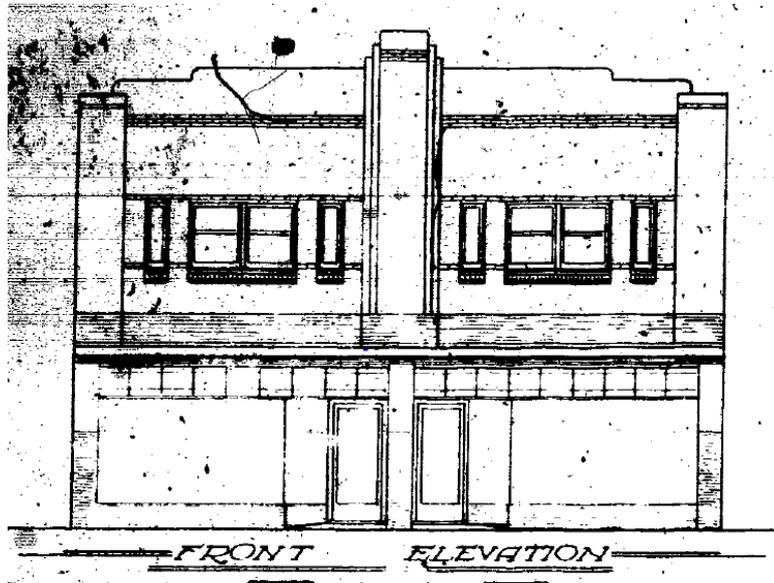


Figure 7. Architectural drawings for 237-239 High Street, which appear to show an earlier design for the building (Source: City of Camberwell building permit plans).



Figure 8. 237-239 High Street as it appears today. Note the simplified architectural detail and steel framed windows as built compared with the architectural drawings (Source: GJM Heritage, 2020)

Grocers Moran and Cato built a shop at 241 High Street in 1937 (BP).



In 1937, additions were made to the existing shop at 243 High Street, the Gordon Hargreaves Real Estate building, at a cost of £3400 (BP).

Two shops and dwellings at 255-257 High Street were built for Miss G E Moss after 1934 (BP; 'Tower Hill Estate' 1934).

The row of five two-storey shops and residences at 273-281 High Street was built c1934. The row is shown under construction in a photo published in a 1934 auction pamphlet for 'Tower Hill Estate Ashburton' (Figure 6).

By 1938, on the northern side of High Street, between Marquis and Y streets, the following businesses were in operation: J T Hepburn, butcher, at number 237; Richard Somers, estate agent, at 243; A E Barton, fruiterer, at 245; R H Eastman, confectioner, at 249; I and R Abbott, fancy goods, at 251; T S A McCausland, chemist, at 253; Ashburton Post Office at 255; and E T Owens, boot repairer at 259 (S&Mc 1938). By 1940, commercial occupants between Y Street and the railway line included: A E Block, storekeeper at 261; Mrs H Johnston, cakes, at 267; F D Hay, hairdresser, at 269; J O Conrick, confectioner, at 271; C R Ratford, butcher, at 273; N V Parris, fruiterer, at 275; R Miller, dairy produce, at 277, F Roberts, radio distributor, at 279; and Olivette Robes, frock shop, at 281 (S&Mc, 1940).

By 1938, on the southern side of High Street, the following businesses were in operation: B R O'Grady, butcher, at number 184; Mrs G Hepburn, dairy produce, at 186; A W Roscoe, manchester, at 192; W J Stevenson, grocer, at 194; and Mrs I Logan, newsagent, at 204 (S&Mc 1938).

#### **Post-war development**

In 1949, a newspaper article reported on the lack of shops at the newly opened Housing Commission Estate, Alamein, noting that residents had to access the Ashburton Shopping Centre, whose prices were 'thriving as a result of the influx of customers' and were 'generally higher than these new dwellers, who come mostly from industrial and semi-industrial suburbs', had formerly paid (*Age* 14 January 1949:5).

The influx of population into the Alamein Estate from the 1940s instigated another stage of development in the Ashburton Shopping Centre. In 1955, for instance, new lock-up shops of 40 feet deep and 60 feet deep, or built to specific requirements, were advertised for sale by real estate agent W J Giblett (*Argus* 15 June 1955:16).

L Smith erected three shops and dwellings at 178 High Street in 1950 (BP). Kensington building company Simmie & Co Pty Ltd built a single-storey shop at 216 High Street in 1953. Brighton builder, K Jellis, constructed a row of three single-storey shops at 188-192 High Street in 1954 (BP). R D Shields built brick shops at 162-170 High Street in 1957 on a site that formerly housed a residence built in 1926 (BP).

Builder Cooper Morison Pty Ltd made alterations to the Moran and Cato store at 241 High Street in 1958 (BP).

Part of the Ashburton shopping centre in 1988 can be seen in Figure 9.

Within the precinct, a large two-storey building at 261-267 High Street is a recent construction, replacing earlier commercial buildings.

The shopping centre, known today as Ashburton Village 3147, continues to serve the local community.



Figure 9. Shops at 245-259 High Street in 1988 (Source: City of Boroondara Library Service 'Shopping centre, High Street, Ashburton', 1988).

#### **Description & Integrity**

*[The following description is adapted from the 2020 Context Pty Ltd citation 'High Street Ashburton Commercial Precinct'. It has been expanded to include the properties east of Y Street].*

The High Street Commercial Precinct runs along both sides of High Street, Ashburton, from the Alamein train line (former Outer Circle Line) to just beyond Marquis Street on the northern side (Nos. 225-281A) and between Highgate Grove and just before Ward Street on the southern side (Nos. 162-214). It is located on the northern side of HO227 Great Glen Iris Railway Junction Estate, Ashburton, a residential area developed in the 1920s and 1930s which is part of the same subdivision as 182-216 High Street in this precinct.

The precinct consists of one and two-storey shops built largely in the Interwar period with a second wave of development occurring in the immediate Postwar period, to the end of the 1950s. This development coincided with an influx of people into the area after the completion of the Ashburton Housing Commission Estate, 'Alamein', in 1948.

All the shops are built to the front and side boundaries forming a continuous street wall. The earlier shops are built in a range of Interwar styles, whilst the latter 1950s shops exhibit a simplicity in design that accompanied a Postwar austerity. The precinct is enhanced by several sets of shops built to the same or similar designs.

The earliest shop built in the precinct dates from 1925. Located at 243 High Street, it is a red brick single storey shop with a simple stepped parapet set between engaged piers. By 1929 a number of additional shops had been constructed. All were two-storey in height. They include a group of five shops at Nos. 245-253 built in 1926, a pair of shops at Nos. 184-186 built in 1927, single shops at No. 194 and No. 235 built in 1928, a group of three shops at Nos. 255-259 built in 1928. These shops are representative of a simplified commercial architecture with some Arts and Craft influences. All are constructed in face brickwork, some with smooth or roughcast render bands (some overpainted). All have parapets concealing the roof form behind. The parapets sit between capped engaged piers defining the party walls of each individual shop. The upper-level facades and parapets of the shops between Nos. 245-259 are largely intact and provide a uniform streetscape that creates a sense of cohesion to the precinct.



Figure 10. Shops at 245-259 High Street, Ashburton (Source: Context, 2019).

East of Y Street, a pair of more architecturally refined shops at Nos. 269-271 were built c1929. Exhibiting some Egyptian Exotic Revival decorative motifs, the building has a stepped parapet, low relief render details and six vertically proportioned windows on the first floor, with what appears to be original joinery.



Figure 11. Shops at 269-271 and 273-275 High Street, Ashburton (Source: GJM Heritage, 2020).

Built in 1934, the row of shops at Nos. 273-281A are simpler in form and detailing but continue the character of the shops west of Y Street. These rendered brick shops have single central windows with expressed brick lintels and a decorative string course framing the opening. The flat parapets and engaged piers expressing the party walls are capped with a sawtooth brick on edge coping. Nos. 273, 275, 281 and 281A retain their original sliding sash windows with margin light to the upper sash. Other windows have been replaced. The brick detailing has been overpainted on all shops with the exception of No. 277 and the window lintel and string course to Nos. 281 and 281A. No shops east of Y Street retain early or original shopfronts.



Figure 12. Shops at 277-281A High Street, Ashburton (Source: GJM Heritage, 2020).

The western end of the precinct comprises distinctive group of shops built on opposing corners of Marquis Street. Nos. 231-233 High Street, on the eastern corner, was built in 1937 in the Georgian Revival architectural style whilst the group of three shops at Nos. 225-229, built in 1939, display the horizontal lines, curved corners and geometric forms of the Moderne architectural style.

The shops at 225-229 High Street retain typical elements of the Moderne architectural style to their first floors including sheer wall planes, a curved corner, horizontal banding in the brickwork and contrasting vertical banding at the corner, a raised parapet concealing a flat roof behind, and steel framed windows with horizontal glazing bars. The original sandy coloured wash survives on the rendered elements of the parapet.



Figure 13. Shops at 225-229 High Street, Ashburton (Source: Context 2019).

In contrast, the shops at 231-233 High Street demonstrate the restrained and simplified classicism of the Interwar Georgian Revival architectural style. In Australia, the Interwar Georgian Revival style began to make its presence felt during the 1920s. Constructed of red face brick with a terracotta tiled roof, 231-233 High Street demonstrates the symmetry, use of prominent pitched roof forms with gable ends, and six-over-six sliding sash windows with faux timber shutters common to the Georgian Revival style.



Figure 14. Shops at 231-233 High Street, Ashburton (Source: Context 2019).

The shops on the southern side of the precinct are built in a range of Interwar architectural styles, with some Postwar buildings. Interwar architectural styles include a simple commercial style with some Arts and Crafts influences (Nos.184-186 [1927], 194 [1928] & 214 [1931]), Moderne (Nos. 196-204 [1938]) and English Domestic Revival elements (Nos.180-182 [1937]).

Notable examples include the group of five shops at Nos. 196-204 High Street, constructed in 1938 by builder L E Newman. Built in the Interwar Moderne architectural style the building has a sheer rendered wall plane, horizontal recessed banding and striking curved corner to Lexia Street. Steel framed windows with horizontal glazing bars are protected by projecting slab awnings. Unusually the upper floors of Nos. 198-204 are recessed allowing for balconies. Whilst these have all been filled in with windows or open screen blocks, they remain legible elements.

The four shops at Nos. 206-212 were built the following year in 1939 by the same builder (L E Newman). These retain pressed metal 'Jazz Moderne' soffit lining to the awnings to Nos. 196-210 (spanning the two groups of shops built by builder L E Newman) which appears original.



Figure 15. The soffit lining to the awning of 196-210 High Street (Source: Context 2019).



An influx of population into the 'Alamein' Housing Commission Estate from the 1940s instigated another stage of development in the Ashburton Shopping Centre. Within the precinct, shops were built at Nos. 174-178 in 1950, 188-192 in 1954 and 162-170 in 1957.

The group of three shops at 174-178 High Street, built in 1950, exhibit stylistic traits of the Interwar Moderne architectural style, popular during the 1930s, and the early Postwar Functionalism. This building is of note for its high degree of intactness at both the street and first floor level. Distinctive features include the curved layout of the shop fronts shown on the original architectural drawings, and still evident at Nos. 174 and 176, fenestration at the upper-level with a horizontal band of steel framed windows with curved end, and tiled columns that demarcate the boundary of the individual shops and runs through the ground and first floor elevations.

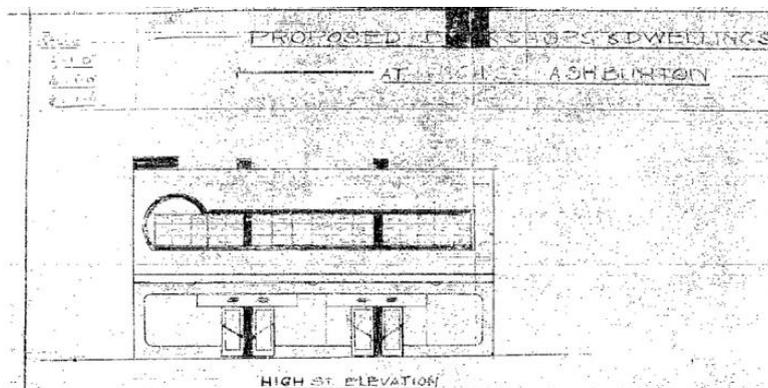


Figure 16. Detail of original architectural drawings for 174-178 High Street, Ashburton, showing the main elevation to High Street. Drawings by G James, dated 1950 (Source: City of Camberwell building permit plans).



Figure 17. Shops at 174-178 High Street, Ashburton, designed by G James in 1950 (Source: Context, 2019).

In contrast, Nos. 162-170 (1957) exhibit elements of Postwar Functionalist or Modernist architecture. Stylistic features included the simple flat roof line with projecting eaves, sloping windows at the upper-level (remnants of the original sloping shop front detail can



also be seen at No. 162 facing Highgate Grove), floor to ceiling windows, the use of new materials and technology creating uninterrupted floor spaces internally such as the lightweight expressed structural steel beams, and a stripping back of decorative styling coupled with textural surfaces for interest. The stacked stone cladding to the piers between the shopfronts is original, as is the shopfront at No. 170.



Figure 18. The shops at 162-170 High Street, Ashburton, constructed in 1957 (Source: Context 2019).

Nos. 188-192 are simple single-storey shops with plain undecorated parapets. Unlike the two-storey shops at Nos. 174-178 and 162-170 these buildings do not demonstrate stylistic features of late-Interwar and early-Postwar architecture and are not readily legible as buildings of that period.

Within the precinct there are a number of contributory buildings that retain elements of original shopfronts, including at Nos. 162, 164, 166, 168, 170, 172, 174, 176, 180, 182, 196, 196A, 202, 212, and 229.

These shops retain ground floor elements including recessed entries (some with original tiled or terrazzo floors), original soffits, original metal window frames, highlight windows and tiled stallboards.

The shopfronts at Nos. 172-176 High Street, which retain their original layout with curved glass form, drawn metal frame and curved corners at its western end (refer Figure 17). Whilst original tiles have been either replaced or removed, the black tiling to the central pillar appears original as do the timber doors. The arcade at Nos. 180-182 provides a through-block link to the rear car park with the two-street facing and the internal shopfronts remaining intact, although the original tiling has been lost.

All other shopfronts have been replaced.

There are four non-contributory properties in the precinct:

- The row of three shops at Nos. 188-192 (1954)
- Two-storey building at Nos. 261-267 (c.1980s).

### **Key Features**

Elements that contribute to the significance of the High Street Commercial Precinct, Ashburton include, but are not limited to:

- Largely intact shops and commercial buildings dating from the Interwar and early Postwar periods
- Moderne, English Domestic Revival, Georgian Revival, Exotic and Functionalist/Modernist architectural detailing and decoration



- Consistent two-storey scale interspersed with single storey shops at 241-243 High Street
- Narrow allotments with buildings constructed to the street boundary
- Parapeted forms
- Gable form tiled roof to 231-233 High Street
- Rendered or unpainted brick walls
- Projecting canopies
- Original or early shop fronts, canopy soffits and first floor joinery.

#### **Intactness/Integrity**

The commercial buildings within the High Street Commercial Precinct, Ashburton, are largely intact to their original construction in the 1920s-1950s and retain a high degree of integrity to either the Interwar or early Postwar periods in fabric, form and detail. Some ground-floor shopfronts have undergone alterations, which is common in commercial precincts, and a number of face brick facades have been overpainted. In some instances, the first-floor balcony opening has been infilled with windows or blockwork (see Nos. 198-204), and in others the first-floor windows have been replaced (see Nos. 249 and 253). The upper-storey of No. 186 (but which was identical to No. 184), and the upper-storey windows of No. 225 (which is part of Nos. 225-229) have been boarded over. The above alterations do not diminish the ability to understand the significance of the precinct as a whole. The grouping retains a high degree of integrity, with a consistent, largely two-storey streetscape retained on both sides of High Street.

#### **Comparative Analysis**

*[The following is informed by the comparative analysis in the 2017 Trethowan Architecture / Context Pty Ltd citation for 'South Camberwell Ashburton Commercial Precinct']*.

The High Street Commercial Precinct, Ashburton, is of note as one of the most highly intact Interwar and early Postwar shopping strips in the City of Boroondara. Built between the 1920s and 1950s, the predominantly two-storey shops display a consistency of scale and architectural character and together present as a highly consistent, representative grouping of Interwar and Postwar shops.

Commercial precincts in the Heritage Overlay of the Boroondara Planning Scheme are generally included for their Victorian and/or Edwardian building fabric, illustrating early commercial centres within the municipality. Some precincts, such as the Kew Junction Commercial Precinct (HO520) include some contributory Interwar buildings. Other examples of these predominantly late nineteenth and early twentieth century commercial precincts included on the Heritage Overlay include: Burke Road North Commercial & Transport Precinct, Camberwell (HO505), Union Road Commercial Precinct, Surrey Hills (HO532), Auburn Village Precinct (HO260), Glenferrie Road Commercial Precinct (HO491) and Maling Road Shopping Centre and Residential Environs (HO145).

In regard to the High Street Commercial Precinct, Ashburton, there are few direct comparisons of commercial precincts which demonstrate Interwar and early Postwar development included in the Heritage Overlay of the Boroondara Planning Scheme.

Two precincts that are most comparable as Interwar shopping strips are the South Camberwell Commercial Precinct, 964-984 Toorak Road, Camberwell (HO738) and 523-531 Camberwell Road, Camberwell (part of HO1 - Golf Links Estate, Camberwell). These precincts contain a row of intact shops and shops/residences that present as a highly consistent grouping of representative Interwar retail buildings.



**South Camberwell Commercial Precinct, 964-984 Toorak Road, Camberwell (HO738)**

964-984 Toorak Road, Camberwell, forms a small commercial precinct comprising a row of single and two-storey shops constructed between 1926 and 1937, that are diverse in scale, form and detail. The strip is demonstrative of typical commercial/retail buildings and architectural characteristics of the Interwar period. A majority of the shopfronts were altered or replaced from the 1950s onwards.



Figure 19. South Camberwell Commercial Precinct, 964-984 Toorak Road, Camberwell (HO738) (Source: Trethowan Architecture, 2017).

**523-531 Camberwell Road, Camberwell (part of HO1 - Golf Links Estate, Camberwell)**

523-531 Camberwell Road, Camberwell is a small shopping strip that forms part of a larger Interwar heritage precinct which is largely residential in character. The commercial strip at 523-531 Camberwell Road comprises single and two-storey buildings of varying form and architectural detail typical of the Interwar period, with a number retaining original shopfronts. Shops are located on both sides of this part of Camberwell Road, but the row on the western side are excluded from the heritage precinct.



Figure 20. 523-531 Camberwell Road, Camberwell; Golf Links Estate, Camberwell (HO1) (Source: Google Streetview, 2017).

There are other comparative examples of smaller shopping strips of the same Interwar period that are not included on the Heritage Overlay.

The set of shops from 720-746 Riversdale Road, Camberwell, represent a small-scale shopping strip, developed near public transport. Although predominantly on a single side of Riversdale Road, shops are scattered along the opposing side, showing the continued



growth these sites maintained through the Interwar and Postwar periods. Several of the shops have undergone significant alterations, diminishing their integrity.

The shopping centre based around the junction of Camberwell and Toorak roads – formerly the village of Hartwell – was developed during the Interwar period with the expansion of rail transit, but is not included in the Heritage Overlay. The precinct demonstrates the characteristics of the suburban boom through its composition of single and two-storey buildings with no front or side setbacks, parapets, cantilevered awnings, and metal framed shopfronts. This precinct demonstrates the type of continued growth that occurred at the key intersections of Camberwell.

Another comparator not included on the Heritage Overlay is the small group of shops at 1210-1230 Toorak Road, Camberwell. Built between 1930 and 1941 this small shopping strip comprises sets of shops that were designed in the Moderne style with decorative expressed brick detailing. The buildings remain largely intact at the first-floor level, with shopfronts typically altered at the ground level.

### **Conclusion**

The above comparative examples each comprise small rows of shops dating to the Interwar period, which illustrate commercial development in the suburbs of the City of Boroondara in the mid-twentieth century. These commercial buildings display characteristics typical of the Interwar or early Postwar period. The resulting streetscapes in these precincts display a similar (in the case of South Camberwell Commercial Precinct and 523-531 Camberwell Road, Camberwell) or lesser (in the case of 720-746 Riversdale Road, Hartwell Village, and 1210-1230 Toorak Road) degree of integrity as the High Street Commercial Precinct, Ashburton.

While the High Street Commercial Precinct, Ashburton, is comparable in the diversity of built form found in these other shopping centres, it comprises a substantially larger group of shops on both sides of High Street, with the intact building stock contributing to a continuous streetscape of high integrity which is uniform in scale, form and fabric and demonstrates cohesive architectural character. It is apparent that Interwar/Postwar commercial shopping strips are under-represented in the Boroondara Heritage Overlay.



### **Assessment Against Criteria**

Criteria referred to in *Practice Note 1: Applying the Heritage Overlay*, Department of Planning and Community Development, August 2018, modified for the local context.

*CRITERION A: Importance to the course, or pattern, of the City of Boroondara's cultural or natural history (historical significance).*

The High Street Commercial Precinct, Ashburton, is illustrative of the development of Ashburton in the Interwar and early Postwar periods, when the commercial strip developed in response to the substantial residential growth of the suburb. This was largely a result of the subdivision of a number of residential estates in the area in the 1920s and the establishment of the 'Alamein' Housing Commission Estate east of the railway line in the immediate Postwar period. The High Street Commercial Precinct, Ashburton, clearly illustrates these important phases of development in the City of Boroondara.

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

The High Street Commercial Precinct, Ashburton, is a visually cohesive and largely intact representative example of an Interwar and early Postwar commercial shopping strip, that is uniform in scale, form and fabric. The buildings within the precinct clearly demonstrate a variety of architectural styles popular in the municipality and across Victoria more broadly in the Interwar and Postwar periods, including Moderne, English Domestic Revival, Georgian Revival, Exotic and Functionalist/Modernist architectural styles, with the majority of buildings remaining largely intact to their period of construction to demonstrate the key characteristics of these styles.

Together these commercial buildings present as a highly consistent, representative Interwar and early Postwar shopping precinct.



## Statement of Significance

### *What is Significant?*

The High Street Commercial Precinct, Ashburton, developed during the Interwar and early Postwar period.

The precinct comprises 225-281A and 162-214 High Street, Ashburton.

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

- Largely intact shops and commercial buildings dating from the Interwar and early Postwar periods
- Moderne, English Domestic Revival, Georgian Revival, Exotic and Functionalist/Modernist architectural detailing and decoration
- Consistent two-storey scale interspersed with some single storey shops at 241-243 High Street
- Narrow allotments with buildings constructed to the street boundary
- Parapeted forms
- Gable form tiled roof to 231-233 High Street
- Rendered or unpainted brick walls
- Projecting canopies
- Original or early shop fronts, canopy soffits and first floor joinery.

The single storey buildings at 188-192 and the two-storey building at 261-267 High Street are not significant. Later alterations and additions to the properties are not significant.

### *How is it significant?*

The High Street Commercial Precinct, Ashburton is of local historical and representative (architectural) significance to the City of Boroondara.

### *Why is it significant?*

The High Street Commercial Precinct, Ashburton, is illustrative of the development of Ashburton in the Interwar and early Postwar periods, when the commercial strip developed in response to the substantial residential growth of the suburb. This was largely a result of the subdivision of a number of residential estates in the area in the 1920s and the establishment of the 'Alamein' Housing Commission Estate east of the railway line in the immediate Postwar period. The High Street Commercial Precinct, Ashburton, clearly illustrates these important phases of development in the City of Boroondara (Criterion A).

The High Street Commercial Precinct, Ashburton, is a visually cohesive and largely intact representative example of an Interwar and early Postwar commercial shopping strip, that is uniform in scale, form and fabric. The buildings within the precinct clearly demonstrate a variety of architectural styles popular in the municipality and across Victoria more broadly in the Interwar and Postwar periods, including Moderne, English Domestic Revival, Georgian Revival, Exotic and Functionalist/Modernist architectural styles, with the majority of buildings remaining largely intact to their period of construction to demonstrate the key characteristics of these styles. Together these commercial buildings present as a highly consistent, representative Interwar and early Postwar shopping precinct (Criterion D).



### Grading and Recommendations

Recommended for inclusion in the Schedule to the Heritage Overlay of the Boroondara Planning Scheme.

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

<b>External Paint Colours</b> <i>Is a permit required to paint an already painted surface?</i>	No
<b>Internal Alteration Controls</b> <i>Is a permit required for internal alterations?</i>	No
<b>Tree Controls</b> <i>Is a permit required to remove a tree?</i>	No
<b>Victorian Heritage Register</b> <i>Is the place included on the Victorian Heritage Register?</i>	No
<b>Incorporated Plan</b> <i>Does an Incorporated Plan apply to the site?</i>	No
<b>Outbuildings and fences exemptions</b> <i>Are there outbuildings and fences which are not exempt from notice and review?</i>	No
<b>Prohibited uses may be permitted</b> <i>Can a permit be granted to use the place for a use which would otherwise be prohibited?</i>	No
<b>Aboriginal Heritage Place</b> <i>Is the place an Aboriginal heritage place which is subject to the requirements of the Aboriginal Heritage Act 2006?</i>	No

### Gratings

Number	Street	Grading	Built Date
225	High Street	Contributory	1939
227	High Street	Contributory	1939
229	High Street	Contributory	1939
231	High Street	Contributory	1937
233	High Street	Contributory	1937
235	High Street	Contributory	1928
237	High Street	Contributory	1939
239	High Street	Contributory	1939
241	High Street	Contributory	1937
243	High Street	Contributory	1925
245	High Street	Contributory	1926
247	High Street	Contributory	1926
249	High Street	Contributory	1926
251	High Street	Contributory	1926
253	High Street	Contributory	1926
255	High Street	Contributory	1928
257	High Street	Contributory	1928
259	High Street	Contributory	1928
261-267	High Street	Non-contributory	c.1980s
269	High Street	Contributory	c1929
271	High Street	Contributory	c1929
273	High Street	Contributory	c1934
275	High Street	Contributory	c1934



Number	Street	Grading	Built Date
277	High Street	Contributory	c1934
279	High Street	Contributory	c1934
281	High Street	Contributory	c1934
281A	High Street	Contributory	c1934
162	High Street	Contributory	1957
164	High Street	Contributory	1957
166	High Street	Contributory	1957
168	High Street	Contributory	1957
170	High Street	Contributory	1957
172	High Street	Contributory	1950
174	High Street	Contributory	1950
176	High Street	Contributory	1950
178	High Street	Contributory	1950
180	High Street	Contributory	1937
182	High Street	Contributory	1937
184	High Street	Contributory	1927
186	High Street	Contributory	1927
188	High Street	Non-contributory	1954
190	High Street	Non-contributory	1954
192	High Street	Non-contributory	1954
194	High Street	Contributory	1928
196	High Street	Contributory	1938
198	High Street	Contributory	1938
200	High Street	Contributory	1938
202	High Street	Contributory	1938
204	High Street	Contributory	1938
206	High Street	Contributory	1939
208	High Street	Contributory	1939
210	High Street	Contributory	1939
212	High Street	Contributory	1939
214	High Street	Contributory	1931

#### Identified By

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1	Yes	<p>The submitter supports the inclusion of High Street Commercial Precinct in the Heritage Overlay as it will prevent inappropriate development affecting the shopping strip and losing its character.</p> <p>The submitter would like to see attempts made to restore properties to former aesthetics such as any future refurbishments should be in keeping with the original aesthetics / colour schemes.</p>	<p>Officers note the supportive submission and comments.</p> <p>The Heritage Overlay cannot compel property owners to maintain properties to a certain standard. The Heritage Overlay sets the planning control to assess any proposals for alterations, additions, or development.</p> <p>The inclusion of the precinct in the Heritage Overlay would result in the heritage provisions within the Boroondara Planning Scheme being applied to the precinct which includes the policy to <i>"Encourage reconstruction of features or finishes formerly removed only in instances where historic evidence of original or earlier appearance can be found"</i>. External paint controls are not proposed to be activated for the precinct.</p>	<p><b>No change recommended.</b></p>
2	Partially	<p>The submitter supports the inclusion of High Street Commercial Precinct in the Heritage Overlay on the following grounds:</p> <ol style="list-style-type: none"> <li>1. It is a good collection of interwar shops.</li> <li>2. Cannot see it making a difference to the local community and/or Council.</li> </ol> <p>The submitter also makes the following comments:</p> <ol style="list-style-type: none"> <li>a. The significance of the shops at 180-182 High Street ('contributory') is understated due to the architectural detail and composition with strapped gables, extensive decorative brickwork, corbelled parapet and wing-walls and original tri-partite windows with dramatized proportions and margin glazing. These elements are very common in the work of local builder R.A Dixon who constructed many of the houses along Goodwin Street in Glen Iris (a street of state significance protected in the 90s). They warrant consideration as locally significant, more than just 'contributory' as they are of a quality much higher than others in the precinct and Ashburton.</li> <li>b. There are concerns about 162-170 High Street being included in the precinct because these are post-war shops which have a different architectural style and character. The properties have different proportions and materials and are located in a predominantly interwar precinct (whilst also being at the edge and austere). The submitter believes the building at 174-178 High Street</li> </ol>	<p>Officers note the supportive submission and comments.</p> <p>GJM Heritage advise as follows:</p> <ol style="list-style-type: none"> <li>a) The commercial buildings within the High Street Commercial Precinct, Ashburton are substantially intact and display a range of architectural detailing and decoration from the Interwar and early Postwar periods, including Moderne, English Domestic Revival, Georgian Revival, Exotic and Functionalist/Modernist. All Interwar and early Postwar buildings are graded 'Contributory' to the precinct.</li> </ol> <p>Constructed in 1937, the building at 180-182 High Street displays elements which are characteristic of the Interwar English Domestic Revival style, a style found throughout Boroondara, albeit predominantly in a residential setting. The submitter states the designer, builder R A Dixon, was responsible for other buildings in Boroondara with similar detailing, including houses in the Goodwin Street and Somerset Road Precinct, Glen Iris (HO226). It is noted all Interwar buildings in HO226 are also graded 'Contributory' to the precinct.</p> <p>Within the High Street Commercial Precinct, Ashburton the commercial building at 231 High Street was also built in 1937 in the English Domestic Revival style and is of similar architectural interest, displays similar detailing, a similar quality of work and level of</p>	<p><b>No change recommended.</b></p>

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		<p>has a more consistent late-interwar character and would serve as a much better bookend to the precinct than 162-170 High Street.</p>	<p>intactness. In a similar manner, the building at 225-229 High Street, constructed in 1939, is an example of the Moderne style and displays a similar quality of work and level of intactness as other buildings in the precinct. The commercial building at 180-182 High Street, Ashburton is considered to be appropriately graded 'Contributory' to the High Street Commercial Precinct, Ashburton precinct.</p> <p>b) Developed in the Interwar and early Postwar periods, the High Street Commercial Precinct, Ashburton reflects the substantial growth of Ashburton during these periods. Both the Interwar and the early Postwar buildings demonstrate a variety of architectural styles from these periods, however together they present as a visually cohesive commercial shopping strip, with a consistent two-storey scale with shopfronts at street level. Two intact Postwar commercial buildings at 162-170 and 174-178 High Street are located at the western end of the south side of High Street, at the corner of Highgate Grove. Like the Interwar buildings, these buildings present different architectural styles but continue the consistent two-storey scale with shopfronts at street level, from Lexia Street through to Highgate Grove. The commercial building at 162-170 High Street, Ashburton is appropriately considered to be 'Contributory' to the High Street Commercial Precinct, Ashburton precinct.</p>	
3	No	<p>The submitter is opposed to the inclusion of High Street Commercial Precinct in the Heritage Overlay and believes the precinct has no heritage value.</p>	<p>The heritage citation prepared by Council's heritage consultant provides an assessment justified against the heritage criteria set out in the <i>Planning Practice Note 1: Applying the Heritage Overlay</i>. The precinct satisfies Criterion A (historical significance) and Criterion D (representativeness).</p> <p>No evidence has been provided in the submission to substantiate the claim the precinct has no heritage significance.</p>	<p><b>No change recommended.</b></p>

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4	No	<p>The submitter is opposed to the inclusion of High Street Commercial Precinct in the Heritage Overlay on the following grounds:</p> <ol style="list-style-type: none"> <li>1. The selected properties are not endearing, particularly in comparison to other areas across Melbourne.</li> <li>2. New development has occurred, and applying the Heritage Overlay will result in a lack of development and the continued presence of a visually unappealing streetscape/shopping precinct.</li> </ol>	<p>The heritage citation prepared by Council's heritage consultant provides an assessment against the recognised heritage criteria. The recommended precinct satisfies Criterion A (historical significance), and Criterion D (representativeness). As set out in the precinct citation, the High Street Commercial Precinct contains a fine representative sample of styles which were popular in the interwar and early post-war periods. While they may have less ornament than other eras, this does not mean they are devoid of decorative expression. As this is a fine group of interwar/post-war commercial buildings, and one which illustrates the major period of Ashburton's development, it has been deemed to meet the threshold for local heritage significance.</p> <p>Each building in the precinct identified by Council's heritage consultant is assigned a heritage grading based on its contribution to the heritage fabric of the precinct. A non-contributory grading has been assigned where appropriate to reflect differences in built form. Council's heritage consultant believes the precinct offers sufficient intactness to warrant inclusion in the Heritage Overlay.</p>	<p><b>No change recommended.</b></p>
5	No	<p>The submitter is opposed to the inclusion of High Street Commercial Precinct in the Heritage Overlay. The submitter believes no heritage characteristics are evident in the built form, and the proposed controls do not address the need for appropriate renewal of buildings in the precinct.</p> <p>The submitter believes height restrictions would be more suitable for the frontage of buildings if there is investment in renewing the area.</p>	<p>The heritage citation prepared by Council's heritage consultant provides an assessment against the recognised heritage criteria. The recommended precinct satisfies Criterion A (historical significance), and Criterion D (representativeness). No evidence has been provided in the submission to substantiate the claim the precinct has no heritage significance.</p> <p>The Heritage Overlay does not prohibit redevelopment or innovative architectural design however the control requires that the identified heritage values of a property are considered as part of the planning permit application process. No internal alteration controls are recommended, so no planning permit is required to undertake internal alterations where there is no external implication of the works. Additions and alterations to 'contributory' graded properties may be approved if they are consistent with Council's Heritage Policy.</p> <p>The area is covered by the Design and Development Overlay - Schedule 16 (DDO16) which manages built form</p>	<p><b>No change recommended.</b></p>

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			outcomes such as overall building heights and upper-level setbacks and will not be changed by the proposed application of heritage controls.	
6	No	<p>The submitter is opposed to the inclusion of High Street Commercial Precinct in the Heritage Overlay on the following grounds:</p> <ol style="list-style-type: none"> <li>1. The buildings are dilapidated and of no historical significance.</li> <li>2. The inclusion of the precinct in the Heritage Overlay will disincentivise businesses from entering the area because of additional cost and planning complexity for no benefit.</li> </ol>	<p>The heritage citation prepared by Council's heritage consultant provides an assessment against the recognised heritage criteria. The recommended precinct satisfies Criterion A (historical significance), and Criterion D (representativeness).</p> <p>No evidence has been provided in the submission to substantiate the claim the precinct has no heritage significance. Council's heritage consultant has determined the proposed precinct has sufficient intactness and significance to warrant inclusion in the Heritage Overlay.</p> <p>Whilst officers understand the economic challenges faced by the High Street Commercial Precinct, there is concern to protect the heritage fabric of local shopping centres which tell a story of a suburb's evolution. Economic and business development objectives are not matters for consideration in a heritage assessment as outlined in <i>Practice Note 1: Applying the Heritage Overlay</i>. The matters for consideration in this instance are whether the precinct has heritage significance and warrants inclusion in a Heritage Overlay.</p>	<b>No change recommended.</b>
7	No	<p>The submitter is opposed to the inclusion of High Street Commercial Precinct in the Heritage Overlay on the basis of several buildings needing significant work to be fit for purpose into the future. The submitter believes a Heritage Overlay will only increase the cost without providing any real tangible benefits.</p>	<p>Council is required under the <i>Planning and Environment Act 1987</i> to identify and protect places of (amongst others) architectural and historical interest.</p> <p>The Heritage Overlay does not prohibit redevelopment or innovative architectural design however the control requires that the identified heritage values of a property are considered as part of the planning permit application process. No internal alteration controls are recommended, so no planning permit is required to undertake internal alterations where there is no external implication of the works. Additions and alterations to 'contributory' graded properties may be approved if they are consistent with Council's Heritage Policy.</p> <p>Construction costs and property maintenance are not matters for consideration in a heritage assessment as</p>	<b>No change recommended.</b>

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			outlined in <i>Practice Note 1: Applying the Heritage Overlay</i> . The matters for consideration in this instance are whether the precinct has heritage significance and warrants inclusion in a Heritage Overlay.	
8	No	<p>The submitter is opposed to the inclusion of High Street Commercial Precinct in the Heritage Overlay on the following grounds:</p> <ol style="list-style-type: none"> <li>1. There are other spaces more worthy of heritage protection than High Street, Ashburton. Ashburton has a strong community spirit represented in the green spaces and railway history.</li> <li>2. By placing a Heritage Overlay on the entire shopping precinct, the Council will be memorialising the culture of neglect and lasting disregard for Ashburton exhibited by local government representatives at the time.</li> <li>3. The precinct does not meet Criterion A and D of the Practice Note 1: Applying the Heritage Overlay:                     <ol style="list-style-type: none"> <li>a) A deeper analysis of Ashburton's history finds the evidence to be highly problematic. The submitter is concerned the evidence is based on newspaper articles from the time, not any comprehensive history of Ashburton. The history devotes only a single short paragraph to the Shopping Precinct. The submitter notes, in the 1920s and 1930s, Ashburton's residents identified far more with Ashburton Primary School, the Ashburton Forest, Ashburton Train Station, and Ashburton Park as locations of significance over High Street. It also appears Camberwell Council did not imbue much significance to the street. At no point did either the local entrepreneurs or Camberwell Council ever build a substantial Public Hall, clock tower, fountain, central square, war memorial, or even a garden as a lasting monument in Ashburton's High Street. Had they done so, this could have acted as a centre point, landmark or meeting place for the Ashburton community to build its identity around that could be extended to High Street. Since they did not, instead, its residents formed their sense of community around local spaces without a commercial purpose.</li> <li>b) Instead of preserving a commercial precinct, recognition and financial support in maintaining other important local sites carries far more</li> </ol> </li> </ol>	<p>Council is required under the <i>Planning and Environment Act 1987</i> to identify and protect places of (amongst others) architectural and historical interest.</p> <p>The heritage citation prepared by Council's heritage consultant provides an assessment against the recognised heritage criteria. The recommended precinct satisfies Criterion A (historical significance), and Criterion D (representativeness).</p> <p>As set out in the precinct citation, the High Street Commercial Precinct contains a fine representative sample of styles which were popular in the interwar and early post-war periods. While they may have less ornament than other eras, this does not mean they are devoid of decorative expression. As this is a fine group of interwar/post-war commercial buildings, and one which illustrates the major period of Ashburton's development, it has been deemed to meet the threshold for local heritage significance.</p> <p>In response to the specific points raised in relation to the citation (Point 3 opposite), officers advise as follows:</p> <ol style="list-style-type: none"> <li>a) GJM Heritage advise the precinct has been assessed in accordance with <i>Planning Practice Note 1: Applying the Heritage Overlay</i> and has been considered in the context of other commercial shopping strips in Boroondara. The precinct clearly illustrates the historical development of the suburb of Ashburton in the Interwar and early Postwar periods, as indicated by both historical documents (including newspapers) and the intact representative collection of commercial buildings from these periods. It has been determined the threshold for local significance has been met.</li> </ol> <p>As noted by the submitter, a comprehensive history of Ashburton has not been written, however a range of available primary and secondary sources were</p>	Refer to consultant.

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		<p>significance to the history of Ashburton than the High Street Shopping Precinct.</p> <p>c) Broadening the scope of the heritage significance to residents from the time, the High Street Shopping precinct is rarely mentioned in comparison to Ashburton Train Station and the railway, Ashburton Park, significant houses, and the Ashburton Primary School.</p> <p>d) The post office was referenced however its demolition was approved years ago.</p> <p>e) On the rare occasion the shopping precinct is mentioned in the historical recollections of Ashburton residents, it is the traders occupying the buildings that hold the most historical value and memories to residents, not the buildings themselves.</p> <p>f) Various historical evidence opposes the report.</p> <p>4. Disagrees with the buildings meeting the threshold for 'class of cultural places', rather they are a combination of opportunistic styles built by unremarkable builders over a period of time. Very few are built in any kind of complementary style to the other.</p> <p>5. Boroondara had over 15,000 buildings listed on its heritage register, however the government has only deemed 10 buildings in Ashburton as worthy of the heritage overlay (aside from the former Summerhill Estate). The buildings that did have historical significance to Ashburton's residents have not been preserved or maintained.</p> <p>6. Current building and planning rules are already working very well to help Ashburton's High Street move into the future. Heritage overlay will only provide a bureaucratic barrier to providing much needed commercial and residential accommodation in a highly desirable area, well served by public transport and with sufficient parking, a rare commodity around Ashburton.</p>	<p>used in the assessment of the significance of the precinct. These included newspaper articles and various histories including those noted by the submitter. Recollections by local residents, which the submitter stated 'made no mention of the shopping precinct as significant to their lives', are of interest, however these can be subjective and may not be based on factual evidence.</p> <p>Newspaper articles provide a valuable contemporary commentary on the development of the commercial High Street and are therefore important in understanding the history of the place. They may also provide valuable information about the development of other places in the suburb, for example the Ashburton Forest in the <i>Herald</i> 1926, as noted by the submitter.</p> <p>It is accepted there are many other places which reflect the development of Ashburton and these are – or may be – of local significance to the Boroondara. An assessment of places such as the local primary school, railway station or park, including comparison with examples throughout the municipality and an assessment of their intactness and integrity, may determine these places are of local significance to the municipality. However, this potential future work does not preclude the significance of the High Street Commercial Precinct, Ashburton also being recognised.</p> <p>The absence of a public hall, clock tower, fountain, central square, war memorial or garden in High Street may indicate the lack of civic importance given to the centre by the Camberwell Council at the time, however this is irrelevant to its historic and ongoing use as a commercial centre.</p> <p>b) Council does not currently provide a heritage grants program to support maintenance of private properties. This is outside the scope of the consideration of heritage controls being applied to the precinct. Council's heritage consultant has recommended the application of heritage controls to the precinct under the Boroondara Planning Scheme which is the most appropriate approach to recognising built heritage fabric through the Planning Scheme.</p>	

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			<p>c) The heritage citation does not rely on associational significance as a criterion for recommending the precinct for the Heritage Overlay. The basis of the recommendation is Criterion A (historical significance) and Criterion D (representativeness).</p> <p>d) GJM Heritage advise reference made to the Post Office in the assessment is the Post Office at 255 High Street, not the demolished Welfare Road Post Office.</p> <p>e) The Heritage Overlay is a built form planning control which introduces a planning permit requirement to consider any buildings and works against Council's Heritage Policy in the Boroondara Planning Scheme. Whilst the social value of the building occupants may hold sentimental value amongst community members this cannot be used to justify the application of the Heritage Overlay. <i>Planning Practice Note 1: Applying the Heritage Overlay</i> provides the criteria Council must use to establish heritage significance.</p> <p>f) Officers referred the submission to Council's heritage consultant for review and response. A detailed response has been provided above.</p> <p>GJM Heritage advise the High Street Commercial Precinct contains a collection of intact two-storey commercial buildings which demonstrate the principal characteristics of an Interwar and early Postwar commercial shopping strip. This is a recognised 'class of place' and the Precinct is highly representative of this class.</p> <p>The collection of buildings displays a range of architectural styles from these periods and were not intended to necessarily complement each other in style. This is typical of shopping strips from these periods – including the South Camberwell Commercial Precinct (HO738 City of Boroondara) and 523-531 Camberwell Road, Camberwell (part of HO1 City of Boroondara) and from other periods, including commercial precincts from the Victorian and Edwardian periods.</p> <p>The Ashburton Heritage Gap Study was the substantive study which first identified the High Street Commercial</p>	

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			<p>Precinct for heritage protection as well as nine individual heritage places and one heritage precinct. The Ashburton Heritage Gap Study was implemented by Amendment C337boro and has been finalised with the nine individual heritage places and the Home Farm and Environs precinct included in the Heritage Overlay.</p> <p>The Heritage Overlay does not prohibit redevelopment however the control requires that the identified heritage values of a property are considered as part of the planning permit application process. No internal alteration controls are recommended, so no planning permit is required to undertake internal alterations where there is no external implication of the works. Additions and alterations to 'contributory' graded properties may be approved if they are consistent with Council's Heritage Policy. The Heritage Policy discourages full demolition of significant and contributory heritage properties.</p>	
9	No	The submitter does not agree to the inclusion of 180 High Street, Ashburton in the Heritage Overlay.	<p>Landowner agreement is not required in determining whether a particular property or precinct has heritage significance and should be included the Heritage Overlay. As the Planning Authority under the <i>Planning and Environment Act 1987</i> Council is responsible for managing the Boroondara Planning Scheme. Specifically, Section 4 1(d) of the Act places an obligation on Council as the Planning Authority to identify and protect places of cultural heritage significance. Further, the identification and protection of heritage places is a key concern for residents of Boroondara and the Heritage Overlay is the statutory mechanism for protecting valued heritage places and precincts.</p> <p>Planning Panels Victoria have previously confirmed that an owner's permission is not required to place a property under the Heritage Overlay, saying "The Panel confirms that an owner's permission is not required to place a property under the Heritage Overlay. Nor is there any basis for property owners to claim compensation" (Boroondara PSA C266 [2018] PPV, p. 23).</p>	<b>No change recommended.</b>

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10	No	<p>The submitter is opposed to the inclusion of High Street Commercial Precinct in the Heritage Overlay on the following grounds:</p> <ol style="list-style-type: none"> <li>1. Putting a heritage overlay on a shopping strip is detrimental.</li> <li>2. Property and business constraints.</li> <li>3. Economic impacts</li> <li>4. Lack of heritage value of the precinct.</li> </ol>	<p>Council is required under the <i>Planning and Environment Act 1987</i> to identify and protect places of (amongst others) architectural and historical interest.</p> <p>Whilst officers understand the economic challenges faced by the High Street Commercial Precinct, there is concern to protect the heritage fabric of local shopping centres which tell a story of a suburb's evolution. Economic and business development objectives are not matters for consideration in a heritage assessment as outlined in <i>Planning Practice Note 1: Applying the Heritage Overlay</i>.</p> <p>The Heritage Overlay does not prohibit property redevelopment or architectural innovation but requires that the identified heritage values are considered as part of the planning permit application process for any development. It is also noted no 'Internal alteration control' is recommended, so no planning permit is required to undertake internal alterations, for example upgrades to kitchen or bathrooms where there is no external implication of this work (e.g., increased building footprint or changes to external windows). Additions and alterations to 'contributory' graded properties may be approved if they are in keeping with Council's Heritage Policy.</p> <p>The heritage citation prepared by Council's heritage consultant provides an assessment justified against the heritage criteria set out in the <i>Planning Practice Note 1: Applying the Heritage Overlay</i>. The precinct satisfies Criterion A (historical significance) and Criterion D (representativeness). As set out in the precinct citation, the High Street Commercial Precinct contains a fine representative sample of styles which were popular in the interwar and early post-war periods. While they may have less ornament than other eras, this does not mean they are devoid of decorative expression. As this is a fine group of interwar/post-war commercial buildings, and one which illustrates the major period of Ashburton's development, it has been deemed to meet the threshold for local heritage significance.</p>	<p><b>No change recommended.</b></p>

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11	No	<p>The submitter is opposed to the inclusion of High Street Commercial Precinct in the Heritage Overlay on the following grounds:</p> <ol style="list-style-type: none"> <li>1. Disagrees the buildings have heritage significance.</li> <li>2. Several of the properties are rundown. A Heritage Overlay will impact on landlords investing in upgrading the properties.</li> <li>3. There will be an impact on other forms of development that will enhance the street appeal and provide mixed uses for the buildings such as residential, office and retail. This type of development could bring more people to the area and provide additional accommodation which has substantial existing transport benefits.</li> <li>4. The buildings cited in the study have several alterations and improvements to the shopfronts and as a result display little of uncommon, unusual, rare or historical and cultural significance. The significant alterations to most of the facades make them unworthy of any further preservation as they are no longer a true representation of the architecture they are supposed to represent. In the vast majority of cases the window frames have been altered at various stages. None or few are original, or even alike.</li> <li>5. Whilst they are old, they are not outstandingly notable or worthy of maintaining. These buildings fail to represent any aesthetic characteristics or do any of them possess any outstanding degree of creative or technical achievement.</li> <li>6. All buildings are poor examples of architectural styles given their simplicity of form and design, making them cheap architectural examples.</li> <li>7. Imposing a Heritage Overlay on properties in Ashburton Village will have a direct impact on the future economic prosperity of Ashburton Village shopping precinct which includes the retail nature and opportunity for investment and development appeal.</li> </ol>	<p>The heritage citation prepared by Council's heritage consultant provides an assessment justified against the heritage criteria set out in the <i>Planning Practice Note 1: Applying the Heritage Overlay</i>. The precinct satisfies Criterion A (historical significance) and Criterion D (representativeness). As set out in the precinct citation, the High Street Commercial Precinct contains a fine representative sample of styles which were popular in the interwar and early post-war periods. While they may have less ornament than eras, this does not mean they are devoid of decorative expression. As this is a fine group of interwar/post-war commercial buildings, and one which illustrates the major period of Ashburton's development, it has been deemed to meet the threshold for local heritage significance.</p> <p>The Heritage Overlay does not prohibit redevelopment or architectural innovation but requires that the identified heritage values are considered as part of the planning permit application process for any development. It is also noted no 'Internal alteration control' is recommended, so no planning permit is required to undertake internal alterations, for example upgrades to kitchen or bathrooms where there is no external implication of this work (e.g., increased building footprint or changes to external windows). Additions and alterations to 'contributory' graded properties may be approved if they are in keeping with Council's Heritage Policy. Further, the Heritage Overlay does not regulate the use of the land, which is managed by the Commercial 1 Zone. Council can consider planning applications for the range of uses allowed under the Commercial 1 Zone, with the Heritage Overlay providing a built form control if external works to the buildings are proposed or full or partial demolition.</p> <p>Officers acknowledge many of the shopfronts have been replaced. However, this is the case in most of Boroondara's current commercial HO precincts, such as HO520 Kew Junction Commercial Precinct and HO505 Burke Road North Commercial and Transport Precinct, Camberwell. Council's heritage consultant believes the precinct is sufficiently intact to justify inclusion in the Heritage Overlay.</p>	<p><b>No change recommended.</b></p>

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			<p>The shops reflect the principal period during which Ashburton was developed: the interwar and early post-war eras. While these shops reflect a range of styles, they reflect the high level of architectural eclecticism which characterised the interwar period. This is not considered to detract from its heritage significance. Further, the interwar period is characterised by an eclectic mix of architectural styles. One of the special features of the recommended precinct is the large number of cohesively designed building groups. Furthermore, there is a high percentage of surviving early buildings in the area recommended.</p> <p>Economic development objectives are not matters for consideration in a heritage assessment as outlined in Practice Note 1: Applying the Heritage Overlay. The matters for consideration in this instance are whether an individual property or precinct has heritage significance and warrants inclusion in a Heritage Overlay.</p>	
12	No	<p>The submitter is opposed to the inclusion of High Street Commercial Precinct in the Heritage Overlay on the following grounds:</p> <ol style="list-style-type: none"> <li>1. The buildings are varied with many modified since construction, making them unworthy of heritage significance.</li> <li>2. The submitter is a longstanding landlord, with the properties in the same family since the 1950's. The Heritage Overlay will have a detrimental impact on the future prosperity of the Centre.</li> </ol>	<p>The heritage citation prepared by Council's heritage consultant provides an assessment against the recognised heritage criteria. The recommended precinct satisfies Criterion A (historical significance), and Criterion D (representativeness).</p> <p>The submitter has not provided evidence to substantiate the claim the precinct has little or no heritage significance. The shops situated along High Street, Ashburton reflect the principal period during which Ashburton was developed: the interwar and early post-war eras. As set out in the precinct citation, the High Street Commercial Precinct contains a fine representative sample of styles which were popular in the interwar and early post-war periods.</p> <p>The interwar period is characterised by its architectural eclecticism, and the buildings in the precinct reflect this reality. One of the special features of the recommended precinct is the large number of cohesively designed building groups. On this basis, the recommended precinct is far less mixed than what might be seen in another interwar shopping strip. Furthermore, there is a high percentage of surviving early buildings in the area recommended.</p>	<b>No change recommended.</b>

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			<p>Matters relating to property ownership, length of tenure, and economic and business development issues are not relevant considerations in the assessment of applying heritage controls. <i>Practice Note 1: 'Applying the Heritage Overlay'</i> identifies the criteria for assessing the heritage significance of a heritage place and refers to only matters of a heritage nature. Heritage controls are recommended to individual properties and precincts based on the technical assessment of a qualified heritage consultant based on the criteria set out in <i>Planning Practice Note 1: 'Applying the Heritage Overlay'</i>.</p>	
13	No	<p>The submitter is opposed to the inclusion of 273 High Street, Ashburton in the Heritage Overlay on the following grounds:</p> <ol style="list-style-type: none"> <li>1. The Heritage Overlay is a useless scheme designed to only benefit the council and revenue raising.</li> <li>2. As a tenant in one of the properties, in the last 14 years, the landlord and tenant have made many renovations, but the building is falling apart.</li> <li>3. The old sash windows rotted and started to fall out. The landlord and tenant tried for over 12 months to find a tradesperson who could renovate them to no avail. The original windows have been replaced with modern aluminium.</li> <li>4. There are bricks falling out and damp rising. There aren't any original features left in the building and what is left needs repairing. The landlord and tenants should not need to pay the council additionally thousands of dollars to make repairs on a building that is of no historical value.</li> <li>5. All the buildings are varied, adding a Heritage Overlay will prevent the area from progressing.</li> <li>6. The ramifications of the Heritage Overlay will be negative for all landlords and tenants. This will restrict desire to rent in the area with any further heritage charges passed on to the tenant. This could lead to empty shops.</li> </ol>	<p>Council will not gain a financial benefit as a result of the recommended properties being included in the Heritage Overlay and is not a factor in recommending the properties by the heritage consultant. Council has heard consistently for many years that residents are concerned about the loss of heritage properties and precincts. Equally, Council is required under Section 4 (1)(d) of the <i>Planning and Environment Act 1987</i> to identify and protect places of architectural and historical interest. The property is part of a wider precinct recommendation.</p> <p>Structural integrity and maintenance issues of a building are not matters for consideration in heritage assessments and determining whether a place or precinct should be included in the Heritage Overlay. The heritage assessment is focused on heritage intactness of a building and considers the extent of external alterations to a building which may result in a building being graded lower or not meeting the threshold for inclusion in the Heritage Overlay. The planning permit process is the most appropriate stage to consider a building's structural integrity and management. Similarly, maintenance and repairs that change the external appearance are best considered through the planning permit process to ensure these do not detrimentally impact the significance of the place. Routine maintenance and repairs that do not change the external appearance (i.e., like-for-like replacement) do not require planning approval.</p> <p>The Heritage Overlay does not prohibit redevelopment or architectural innovation but requires that the identified heritage values are considered as part of the planning permit</p>	<p><b>No change recommended.</b></p>

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			<p>application process for any development. It is also noted no 'Internal alteration control' is recommended, so no planning permit is required to undertake internal alterations, for example upgrades to kitchen or bathrooms where there is no external implication of this work (e.g., increased building footprint or changes to external windows). Additions and alterations to 'contributory' graded properties may be approved if they are in keeping with Council's Heritage Policy.</p> <p>Matters relating to business development and tenure arrangements are not relevant considerations in the assessment of appropriate heritage controls. <i>Planning Practice Note 1: 'Applying the Heritage Overlay'</i> identifies the criteria for assessing the heritage significance of a heritage place and refers to only matters of a heritage nature. Heritage controls are recommended to individual properties and precincts based on the technical assessment of a qualified heritage consultant based on the criteria set out in <i>Practice Note 1: 'Applying the Heritage Overlay'</i>.</p>	
14	No	<p>The submitter is opposed to the inclusion of 281 High Street, Ashburton in the Heritage Overlay on the following grounds:</p> <ol style="list-style-type: none"> <li>1. The shops have no heritage significance to protect. The buildings are old, and they don't have any heritage features such as those seen in commercial buildings in Auburn Road.</li> <li>2. Ashburton commercial buildings are rundown and in desperate need of renovations.</li> <li>3. Submitter would support a Heritage Overlay if there was something to protect and preserve.</li> </ol>	<p>The heritage citation prepared by Council's heritage consultant provides an assessment against the recognised heritage criteria. The recommended precinct satisfies Criterion A (historical significance), and Criterion D (representativeness).</p> <p>The High Street Commercial Precinct contains a fine representative sample of styles which were popular in the interwar and early post-war periods. While they may have less ornament than other eras, this does not mean they are devoid of decorative expression. As this is a fine group of interwar/post-war commercial buildings, and one which illustrates the major period of Ashburton's development, it has been deemed to meet the threshold for local heritage significance. The Heritage Overlay seeks to protect valued heritage properties and precincts which can be justified. There is no requirement for buildings in a precinct to be unique examples of their type, they only need to illustrate the themes which make the precinct important.</p> <p>The structural integrity and maintenance issues of a building are not matters for consideration in heritage assessments</p>	<p><b>No change recommended.</b></p>

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			and determining whether a place or precinct should be included in the Heritage Overlay. The assessment is focused on intactness of a building and considers the extent of external alterations to a building which may result in a building being graded lower or not meeting the threshold for inclusion in the Heritage Overlay.	
15,16,18,19,20, 21,22,23,24,26, 27,28,29	No	<p>The submitter is opposed to the inclusion of High Street Commercial Precinct in the Heritage Overlay on the following grounds:</p> <ol style="list-style-type: none"> <li>1. The buildings cited in the study display little of uncommon, unusual, rare or historical and cultural significance. The buildings are old, but they are not outstandingly notable or worthy of maintaining. The buildings fail to represent any aesthetic characteristics or do any of them possess any outstanding degree of creative or technical achievement.</li> <li>2. There have been significant alterations to most of the facades making them unworthy of any further preservation as they are no longer a true representation of the architecture they are supposed to represent. In the vast majority of cases the window frames have been altered at various stages. Unfortunately, none or few are original or even alike.</li> <li>3. All buildings are poor examples of architectural styles given their overwhelming simplicity of form and design making them cheap architectural examples.</li> <li>4. Imposing a Heritage Overlay on properties in Ashburton Village will have a direct impact on the future economic prosperity and development of Ashburton Village shopping precinct.</li> </ol>	<p>The precinct has been assessed against the HERCON Criteria, not the individual buildings which are considered parts of the whole (contributory elements of the precinct). As set out in the precinct statement of significance, the precinct meets the following criteria for inclusion in the Heritage Overlay:</p> <ul style="list-style-type: none"> <li>• Criterion A - illustrates the main development period of Ashburton (interwar and early post-war periods) for which it is of historical significance.</li> <li>• Criterion D - the contributory buildings illustrate the range of architectural styles popular in this period.</li> </ul> <p>No claims have been made in relation to rarity (Criterion B) or outstanding creative or technical achievement (Criterion F). A heritage place or precinct needs to meet <u>one</u> of the HERCON Criteria at the local level to warrant inclusion in the Heritage Overlay. The section of the Ashburton Shopping Centre recommended for the HO meets two criteria.</p> <p>Officers acknowledge many of the shopfronts have been replaced. However, this is the case in most of Boroondara's current commercial HO precincts, such as HO520 Kew Junction Commercial Precinct and HO505 Burke Road North Commercial and Transport Precinct, Camberwell. While there is a portion of shops which have seen their first-floor windows replaced, this is no more extensive than in other heritage precincts, and in many cases is the installation of a new window in a balcony opening. Council's heritage consultant believes the precinct is sufficiently intact to justify inclusion in the Heritage Overlay.</p> <p>The High Street Commercial Precinct contains a fine representative sample of styles which were popular in the interwar and early post-war periods. While they may have less ornament than other eras, this does not mean they are</p>	<b>No change recommended.</b>

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			<p>devoid of decorative expression. As this is a fine group of interwar/post-war commercial buildings, and one which illustrates the major period of Ashburton's development, it has been deemed to meet the threshold for local heritage significance. The Heritage Overlay seeks to protect valued heritage properties and precincts which can be justified. There is no requirement for buildings in a precinct to be unique examples of their type, they only need to illustrate the themes which make the precinct important.</p> <p>Whilst officers understand the economic challenges faced by the High Street Commercial Precinct, there is concern to protect the heritage fabric of local shopping centres which tell a story of a suburb's evolution. Economic and business development objectives are not matters for consideration in a heritage assessment as outlined in Practice Note 1: Applying the Heritage Overlay. The matters for consideration in this instance are whether an individual property or precinct has heritage significance and warrants inclusion in a Heritage Overlay.</p>	
17	No	<p>The submitter is opposed to the inclusion of High Street Commercial Precinct in the Heritage Overlay on the following grounds:</p> <ol style="list-style-type: none"> <li>1. The Ashburton Traders Association should have the leading say given business owners have the practical knowledge and experience to assess and understand what is best for the centre. All business owners are opposed to heritage classification because they see it negatively impacting the future of the Ashburton Commercial Precinct.</li> <li>2. The premises are all involved in retail or retail services. This requires specialist expertise, knowledge, and background plus a large amount of investment and commitment to provide essential services. Its development is much more recent than the older areas such as Kew, Canterbury, Camberwell, or Surrey Hills and accordingly its needs, requirements and representation is different to the older areas.</li> <li>3. The submitter questions the validity and reasonableness of the Urban Planning Delegated Committee to make judgement on the activities of a retail environment.</li> </ol>	<p>Council has invited submissions from the Ashburton Traders Association as well as affected property owners individually. Council considers each submission on its merits and seeks advice where required. Officers recognise the role the Ashburton Traders Association plays in the area however planning controls are ultimately being considered for individual land parcels and relate to heritage matters defined under the <i>Practice Note 1: Applying the Heritage Overlay</i>. The skills and expertise of the association and individual traders is understood by officers as well as the differing eras of development across the municipality.</p> <p>Council is a Planning Authority and has a responsibility to maintain the Boroondara Planning Scheme including the identification and protection of heritage places. The Urban Planning Delegated Committee (UPDC) is responsible for considering certain matters under the <i>Planning and Environment Act 1987</i> including matters relating to the planning scheme amendment process. The UPDC is guided by professional advice as well as the feedback provided by interested parties through submissions. The Ashburton</p>	<p><b>No change recommended.</b></p>

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		<p>4. Applying the Heritage Overlay places further pressure on traders.</p> <p>5. The constraints of heritage planning will not allow for required rebuilding, and realistic modifications to support the traders into the future.</p> <p>6. A large portion of new development and modern styles. The Heritage Overlay will restrict owners and tenants.</p> <p>7. The peer review suggests no consistency from heritage consultants on the merit of applying heritage controls to the area.</p> <p>8. The centre is not an intact shopping strip from the interwar years and has many post war buildings amongst the older buildings. It is an eclectic collection of building styles of medium to poor design and quality.</p> <p>9. Heritage advice obtained by the submitter suggests Ashburton does not exhibit great examples of the period in terms of quality or uniqueness. There are better examples elsewhere in other centres which is also accepted in the peer review.</p> <p>10. The reports do not support Council's Strategic objectives:</p> <ul style="list-style-type: none"> <li>• <i>Objective 4: Protect heritage while facilitating well designed development.</i></li> <li>• <i>Objective 6: Vibrant local economy &amp; shops</i></li> </ul> <p>11. The review shows a heritage consultants sole commercial purpose is to sell heritage. It does so without regard to the problems, consequences, reality and hardships resulting. The studies and recommendations do not recognise the implications to the Ashburton Shopping Centre.</p> <p>12. Council has heritage assets for which it decided that the purpose and suitability should not take precedence over heritage, because the function and suitability for purpose was more important. Examples of this in the Solway ward include:</p> <ul style="list-style-type: none"> <li>• Ashburton Pool complex</li> <li>• Markham Residential Estate</li> <li>• Ashburton Library</li> <li>• St. Michaels School, Ashburton</li> <li>• Ashburton Senior Citizen Complex</li> </ul> <p>13. A disincentive to property and business investment.</p> <p>14. Conflicts with the Victorian State Government's plans for the future of the Ashburton Shopping Centre.</p>	<p>Traders Association is a relevant submitter on these matters but cannot make decisions as a Planning Authority.</p> <p>Whilst officers understand the economic challenges faced by the High Street Commercial Precinct, there is concern to protect the heritage fabric of local shopping centres which tell a story of a suburb's evolution. Economic and business development objectives are not matters for consideration in a heritage assessment as outlined in <i>Practice Note 1: Applying the Heritage Overlay</i>. The matters for consideration in this instance are whether the precinct has heritage significance and warrants inclusion in a Heritage Overlay.</p> <p>The Heritage Overlay does not prohibit redevelopment or architectural innovation but requires that the identified heritage values are considered as part of the planning permit application process for any development. It is also noted no 'Internal alteration control' is recommended, so no planning permit is required to undertake internal alterations, for example upgrades to kitchen or bathrooms where there is no external implication of this work (e.g., increased building footprint or changes to external windows). Additions and alterations to 'contributory' graded properties may be approved if they are in keeping with Council's Heritage Policy.</p> <p>Each building in the precinct identified by Council's heritage consultant is assigned a heritage grading based on its contribution to the heritage fabric of the precinct. A non-contributory grading has been assigned where appropriate to reflect differences in built form. Council's heritage consultant believes the precinct offers sufficient intactness to warrant inclusion in the Heritage Overlay.</p> <p>The heritage citation prepared by Council's heritage consultant provides an assessment against the recognised heritage criteria. The recommended precinct satisfies Criterion A (historical significance), and Criterion D (representativeness). As set out in the precinct citation, the High Street Commercial Precinct contains a fine representative sample of styles which were popular in the interwar and early post-war periods. As this is a fine group of interwar/post-war commercial buildings, and one which</p>	

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			<p>illustrates the major period of Ashburton's development, it has been deemed to meet the threshold for local heritage significance.</p> <p>The peer review of the original recommendation set out in the Ashburton Heritage Gap Study has been supported through the peer review subject to changes, and the precinct has been expanded to include more properties. Officers have undertaken preliminary consultation on the peer review and revised citation and are proceeding on the basis of the peer review recommendation. Council has appointed an independent heritage consultant to make recommendations on heritage matters based on their expertise to do so. The submitter has not provided any heritage advice to officers as noted in the submission.</p> <p>Council completed the Ashburton Heritage Gap Study which was implemented through Amendment C337boro. The amendment protected nine individual heritage places and one individual precinct. The properties nominated by the submitter were not recommended for the Heritage Overlay including Council owned sites. The St Michael's Parish Hall and Memorial Church was included in the Heritage Overlay through Amendment C337boro.</p> <p>In relation to wider strategic planning objectives such as activity centre development and urban consolidation, these are not matters for consideration in a heritage assessment as outlined in <i>Practice Note 1: Applying the Heritage Overlay</i>. The matters for consideration in this instance are whether the precinct has heritage significance and warrants inclusion in a Heritage Overlay. The introduction of heritage controls in areas close to arterial roads and public transport is not necessarily a direct conflict as the HO does not outright prohibit further development. The Heritage Policy at Clause 15.03 of the Boroondara Planning Scheme sets out specific policy guidance on alterations to commercial buildings.</p>	
25	No	<p>Submitter is opposed to the inclusion of High Street Commercial Precinct in the Heritage Overlay on the following grounds:</p> <ol style="list-style-type: none"> <li>The Precinct is not an intact shopping strip from the interwar years, it has many post war buildings It is an</li> </ol>	<p>The submitter states the buildings in the proposed precinct area are 'a very mixed collection'. The interwar period is characterised by its architectural eclecticism, and the buildings in the precinct reflect this reality. One of the special features of the recommended precinct is the large number of</p>	<b>No change recommended.</b>

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		<p>eclectic collection of buildings and styles of medium to poor quality; all buildings have been altered at ground level and many above ground e.g., with window replacements or infills.</p> <ol style="list-style-type: none"> <li>2. The significant alterations to most of the facades make them unworthy of any further preservation as they are no longer a true representation of the architecture they are supposed to represent.</li> <li>3. The reports do not support Council's Strategic objectives: <ul style="list-style-type: none"> <li>• Objective 4: Protect heritage while facilitating well designed development.</li> <li>• Objective 6: Vibrant local economy &amp; shops</li> </ul> </li> <li>4. Several buildings have an advanced stage of concrete cancer including five post war shop buildings on the southern side.</li> <li>5. The report by GJM states that the buildings individually and as a collective do not meet Criterion E (aesthetic significance).</li> <li>6. Disagrees with the initial study that "High Street Ashburton has a finer collection of 1920s shops, both single and two-storeyed" than Maling Road. As a shopping precinct, Maling Road is known for being promoted by Council as an historic shopping precinct. Further to this, at a recent Traders' Presidents' meeting with council officers, the Maling Road Traders President said that the heritage overlay there was not something that should be wished on Ashburton as it made any changes or improvements almost impossible.</li> <li>7. The ground floor shop fronts do not have possible significance. In particular, the buildings at 245-259 High Street along with 225-231 High Street. Alongside these buildings is 213-233 High Street, this building has undergone extensive renovations and additions along the side and rear and is now a poor example of Georgian architecture.</li> <li>8. On the south side of High Street, the buildings between 162-170 and 174-178 High Street have been suggested to be largely intact, but the flat roof and projecting eaves are of little significance and do not represent other architecture in the area.</li> <li>9. There would be barriers for owners or tenants to do maintenance on buildings or proposed development on the basis a report will need to be sourced from a heritage expert at considerable expense and who may insist on</li> </ol>	<p>cohesively designed building groups. On this basis, the recommended precinct is far less mixed than what might be seen in another interwar shopping strip. Furthermore, there is a high percentage of surviving early buildings in the area recommended.</p> <p>Officers acknowledge many of the shopfronts have been altered. However, this is the case in most of Boroondara's current commercial HO precincts, such as HO520 Kew Junction Commercial Precinct and HO505 Burke Road North Commercial and Transport Precinct, Camberwell. While there is a portion of shops which have seen their first-floor windows replaced, this is no more extensive than in other heritage precincts, and in many cases is the installation of a new window in a balcony opening. Council's heritage consultant believes the precinct is sufficiently intact to justify inclusion in the Heritage Overlay.</p> <p>The structural integrity and maintenance issues of a building are not matters for consideration in heritage assessments and determining whether a place or precinct should be included in the Heritage Overlay. The assessment is focused on intactness of a building and considers the extent of external alterations to a building which may result in a building being graded lower or not meeting the threshold for inclusion in the Heritage Overlay. Routine maintenance and repairs that do not change the external appearance (i.e., like-for-like replacement) do not require planning approval.</p> <p>The heritage citation prepared by Council's heritage consultant provides an assessment against the recognised heritage criteria. It argues the place satisfies Criterion A (historical significance), and Criterion D (representativeness). The precinct has not been recognised under Criterion E.</p> <p>Council's heritage consultant agrees Maling Road has fine examples of Victorian and Edwardian shops, with a few examples from the early 1920s. Built over a period spanning approximately 40 years, Maling Road contains a range of architectural styles typical of its period of development, as does High Street, Ashburton. The build dates of shops in the Maling Road area reflect the time over which Canterbury</p>	

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		<p>conditions that would deter further investment. Simple changes such as replacing windows would become expensive and there may be a decline in amenity in the village.</p> <p>10. Ashburton is a centre in strong competition with centres like Chadstone. Loss of amenity and key shops will make the Village a less attractive place to shop.</p> <p>11. To unnecessarily preserve what are insignificant buildings opposes the objectives the Victorian State Government is striving to achieve by allowing development in areas close to commercial services and public transport, which the heritage overlay would inhibit.</p> <p>12. There are no economic, social, cultural or spiritual reason to include any of these buildings in High Street Ashburton in the heritage overlay. The alterations and additions to all these buildings highlighted over time have eliminated any need to preserve these buildings for historical purposes.</p> <p>13. Heritage applications such as the proposed add to the housing shortage. Calling an area "heritage" when there is nothing there of heritage significance and nothing appealing (i.e., of any "aesthetic" value) is really at the margin of heritage applications and represents poor planning. It simply acts a disincentive to do anything with the shops including the possibility of providing additional reasonably affordable housing.</p> <p>14. The proposal in combination with existing height limits of the Design and Development Overlay - Schedule 16 (DDO16) disincentivises owners to remodel their buildings to allow more accommodation in a location that is ideal with commercial amenity and public transport.</p>	<p>was developed in the same way that those on High Street demonstrate the period in which Ashburton was developed.</p> <p>The assessment acknowledges only a small number of the High Street premises included in the precinct have 'original or early shop fronts'. It is only these original or early shop fronts that are considered to contribute to the significance of the place, such as 174-178 High Street.</p> <p>Shop fronts at 245-259 High Street and 225-231 High Street have been altered. The buildings referred to at 213-233 (assumed to mean 213-223) are not included in the recommended precinct.</p> <p>Developed in the Interwar and early Postwar periods, the High Street Commercial Precinct, Ashburton reflects the substantial growth of Ashburton during these periods. Both the Interwar and the early Postwar buildings are largely intact and demonstrate a variety of architectural styles from these periods.</p> <p>The majority of buildings in the precinct present as parapeted facades, however variations include exposed gable ends at 180-182 High Street, exposed gable roof and eaves at 231 High Street and projecting eaves at 162-170 High Street. These are characteristic of particular Interwar and early Postwar styles. Together the buildings present as a visually cohesive commercial shopping strip, with a consistent two-storey scale and shopfronts at street level.</p> <p>The Heritage Overlay does not prohibit redevelopment but requires that the identified heritage values are considered as part of the planning permit application process for any development. It is also noted no 'Internal alteration control' is recommended, so no planning permit is required to undertake internal alterations, for example upgrades to kitchen or bathrooms where there is no external implication of this work (e.g., increased building footprint or changes to external windows). Additions and alterations to 'contributory' graded properties may be approved if they are in keeping with Council's Heritage Policy.</p> <p>Issues relating to economic impacts and centre competition are not relevant considerations in the assessment of heritage controls. <i>Planning Practice Note 1: 'Applying the</i></p>	

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			<p><i>Heritage Overlay</i> identifies the criteria for assessing the heritage significance of a heritage place and refers to only matters of a heritage nature. Heritage controls are recommended to individual properties and precincts based on the technical assessment of a qualified heritage consultant based on the criteria set out in <i>Practice Note 1: Applying the Heritage Overlay</i>.</p> <p>In relation to wider strategic planning objectives such as activity centre development, urban consolidation and housing shortages, these are not matters for consideration in a heritage assessment as outlined in <i>Practice Note 1: Applying the Heritage Overlay</i>. The introduction of heritage controls in areas close to public transport is not necessarily a direct conflict as the HO does not outright prohibit further development. The Heritage Policy at Clause 15.03 of the Boroondara Planning Scheme sets out specific policy guidance on alterations to commercial buildings.</p> <p>The area is covered by the Design and Development Overlay - Schedule 16 (DDO16) which manages built form outcomes such as overall building heights and upper-level setbacks and will not be changed by the proposed application of heritage controls.</p>	
30	No	A petition was received with approximately 975 signatories in opposition to the proposal.	<p>Officers note that this petition was recorded as one submission and handled in accordance with Council's <i>Petitions Policy 2015</i>.</p> <p>Officers note the opposition to the recommendation to include the precinct in the Heritage Overlay. Council's heritage consultant has provided a heritage citation to support the recommendation, and the petition does not provide grounds upon which the citation is opposed. The merits of the citation would be examined further through a planning scheme amendment should the UPDC resolve to commence the process.</p>	<b>No change recommended.</b>