



Planning Panel Hearing
Bentleigh & Carnegie Commercial and Residential Heritage Reviews
(for their respective Structure Plan Areas)

Amendment C190glen
Expert Witness Statement - Heritage

October 2020

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EXPERIENCE, OPINION AND DECLARATION

Authorship

My full name is Anthony Scott Hemingway and I am Senior Associate and Architectural Historian of RBA Architects + Conservation Consultants, 4C/171 Fitzroy Street, St Kilda.

Qualifications/Experience/Expertise

I have a Master of Planning & Design (Architectural History and Conservation) and Master of Arts (Fine Arts), both from the University of Melbourne. For the former I primarily studied under Professors Miles Lewis and Philip Goad. For my Master of Arts, I undertook a thesis on early Medieval (Pre-Romanesque) churches in northern Spain, in the province of Asturias.

Since 2000, I have worked at RBA and amassed significant experience in all aspects of heritage conservation. I have led the team for the heritage studies for the Strathbogie and Towong Heritage Studies (both stages 1 and 2). In addition, I completed the City North Heritage Review for the City of Melbourne, which included parts of Carlton, Melbourne, North Melbourne in the vicinity of the Queen Victoria market (Amendment C198melb); French Island Heritage Review; and a peer review for Boroondara Council (Amendment C64boro). Newtown West Heritage Review (Amendment C365geel). I am currently overseeing heritage studies in Banyule, Mornington, and Port Phillip.

In regards to the City of Glen Eira, I have led the Heritage Reviews that RBA has undertaken for the Bentleigh and Carnegie Structure Plan Areas. Currently we are undertaking similar reviews for the structure plan areas for Elsternwick, Caulfield Railway Station, and Glen Huntly. These studies are largely complete but have been delayed for various reasons.

I have worked on a wide variety of sites from humble dwellings to major public buildings throughout Victoria, ranging in origin from the mid-Victorian period through to the later 20th century. As such, I have gained extensive experience in assessing cultural heritage significance, and also developed expertise in managing change at historic sites, where there is a need to balance the retention of heritage values with an awareness that often-substantial change can be made, if handled in a sympathetic manner.

I have also completed many conservation management plans (CMPs), condition surveys and materials and finishes investigations, and have particular skills in carrying out forensic paint-scrape analysis. I have investigated the original colour scheme and prepared a specification for contemporary equivalents for the Maryborough Railway Station Conservation Works, which was recognised with shortlisting in the 2013 Dulux Colour Awards. I have also prepared schemes at Footscray, Kaniva and Wycheproof railway stations. At Footscray Railway Station, I was also involved in overseeing the Heritage Victoria permit conditions for the Regional Rail Link project.

Instructions

The preparation of this statement has been undertaken at the instruction of the Marcus Lane Group on behalf of the City of Glen Eira. Specifically, these instructions include:

- review as a matter of priority the proposed curtilage proposed on behalf of submitter no. 46;
- prepare an expert evidence statement with reference to the *Guide to Expert Evidence* (Planning Panels Victoria),
- consider and explain the strategic basis of the Amendment, including the methodology employed in respect of the Commercial Review and Residential Review having regard to the PPN01 planning practice note,
- respond to the issues raised in the submissions including a detailed response to the issues raised by submitters being heard (nos 21, 23, 49)
- provide a written response to any questions received from parties not wishing to participate in the witness conference session.

To the extent, I was directed to respond to the heritage related issues in the submissions, I have not made exhaustive responses to those made by parties who not appearing at the panel. Where possible, I have discussed the issues in a general manner.

Prior Involvement

I was responsible for overseeing the preparation of the Glen Eira Heritage Review of Bentleigh and Carnegie Structure Plan Areas (*Commercial*) 2018 and (*Residential*) 2019 at RBA Architects and Conservation Consultants.

Declaration

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

October 2020

A handwritten signature in black ink, consisting of a stylized 'H' followed by a long horizontal line and a loop at the end.

INTRODUCTION

Purpose

1. This statement has been prepared for the Planning Panel appointed to consider submissions relating to Amendment C190glen to the Glen Eira Planning Scheme.
2. Amendment C190glen proposes to give statutory effect to the findings of the following three heritage reviews and amend the Glen Eira Planning Scheme to apply heritage overlays to 21 places (individual and precincts) as well as adjust the extent of three existing heritage overlays (HO47, HO69, HO123). The first two heritage reviews were undertaken by RBA Architects and Conservation Consultants and the third was undertaken by Heritage Alliance.
 - Glen Eira Heritage Review of Bentleigh and Carnegie Structure Plan Areas (Commercial) 2018 (Stage 2 Report) (Commercial Review);
 - Glen Eira Heritage Review of Bentleigh and Carnegie Structure Plan Areas (Residential) 2019 (Stage 2 Report) (Residential Review); and
 - Former Methodist Church, 254 Neerim Road and 1A Toolambool Road, Carnegie reviewed and prepared by Heritage Alliance (2019).
3. My expert witness statement relates to the two heritage reviews undertaken by RBA Architects and Conservation Consultants and not that undertaken by Heritage Alliance.

Background

4. RBA Architects and Conservation Consultants prepared the aforementioned Commercial Review in 2018 and the Residential Review in 2019.
5. I led the team of up to five members working on both the Commercial and Residential reviews. I took part in all the survey work, inspecting all the sites, provided direction on the research and content of the citations, prepared the more complex citations (most of the precincts, some of the individuals) and reviewed/finalised all the citations.
6. The Commercial Review 2018 was prioritised as initially it was to proceed separately, and before the Residential Review. It was adopted by Council on 18 December 2018 and was proposed to be implemented as part of Amendment C184glen – the amendment that proposes to implement the Bentleigh and Carnegie Structure Plans. The heritage component however was removed and merged with the Bentleigh and Carnegie residential heritage amendment – Amendment C190.
7. On 9 April 2019, Council adopted a revision to the proposed Bentleigh Retail Precinct (HO160) – to include an additional section further to the west along Centre Road (nos 248-268). This section came to light when we were undertaking the residential survey work and as it was commensurate with the main section either side of the railway line (nos 354-494), it was recommended that it could be included.
8. On 13 August 2019, Council adopted the Residential Review in 2019. At this meeting, Council also adopted the revised citation for the Former Methodist Church 254 Neerim Road/1A Toolambool Road Carnegie by Heritage Alliance. This citation outlines the revised extent of the existing heritage overlay that is proposed to apply to the site.

Amendment C190glen

9. On 25 October 2019, the Minister for Planning authorised Council to prepare and exhibit the Amendment.
10. The Amendment was exhibited from 30 January to 2 March 2020. In February 2020, four drop-in sessions were held for members of the community to discuss any matters with Council officers. I was not asked to be present at this sessions.
11. In response to the exhibition, Council received 51 submissions - 7 submissions in support, 1 'no comment' submission (EPA), and 43 submissions in objection. I was provided with 47 submissions (nos 1-47), as some were received latter, and provided comments to the Council officers.
12. Council considered the submissions at an ordinary meeting on 21 July 2020, seeking for a Planning Panel to be appointed to consider the unresolved submissions. Several submissions remained unresolved with four submitters requesting to appear at a panel (submitter nos 21, 23, 46, and 49). In regards to submitter 46, Council endorsed the officer's response to restrict the HO to the significant building fabric with a 5 metre curtilage. I had provided responses in regards to the objections for that meeting.
13. A directions hearing was held on 18 August 2020.

14. Subsequently submission no. 46 has been resolved relating to the extent of the overlay proposed for the Rosstown Hotel at 1084 Dandenong Road, Carnegie. Initially it was to cover the whole site, however has been reduced to that relating to the original and significant parts of the building with a 5 metre curtilage.

SUMMARY OF REVIEWS

Scope

15. RBA were engaged by Council in 2018 to undertake a heritage review of the Structure Plan Areas for Bentleigh and Carnegie, both of which included a central commercial core and surrounding residential areas.
16. A review of the commercial areas was undertaken first, with the residential areas subsequently. For both areas – commercial and residential – the work was undertaken in two stages as follows:
 - Stage 1: Preliminary review of potential heritage places within the areas, preparing data sheets for individual places and precincts recommended for Stage 2 assessment.
 - Stage 2: Preparation of citations for the recommended heritage places.
17. A preliminary list of sites was provided as the focus of the assessment process, which had been prepared by Council's heritage advisor. Some of those sites had been nominated by members of the community, including the Glen Eira Historical Society.

Methodology

18. The key tasks included:
 - An inspection of the potential individual sites and precincts from the street,
 - Survey of the structure plan areas to determine if any other sites might reach the threshold for local significance,
 - Undertake historical research and comparative analysis in Glen Eira,
 - Prepare citations,
 - Revision of the existing citation for the Bentleigh Residential Precinct (HO69) and Carnegie Railway Station (HO123).
19. A number of primary and secondary sources were consulted, including the following:
 - Photographs, including aerial photographs, held by the State Library of Victoria, and Landata,
 - MMBW plans,
 - Sands & McDougall's street directories,
 - Various newspapers via Trove,
 - Rate books,
 - Certificates of title,
 - Building files held by the Glen Eira City Council,
 - *Glen Eira Heritage Management Plan* (Andrew Ward & Assoc., 1996)
 - Statements of significance for existing heritage overlays.
20. Identifying sites of potential significance and thresholds for local significance was based on reviewing the statements of significance for existing heritage overlays in Glen Eira and my experience more broadly across the Metropolitan and State.
21. In regards to thematic context, in the absence of a dedicated thematic environmental history, Historical Background vol. 1 of the *Glen Eira Heritage Management Plan* (Andrew Ward & Assoc., 1996) was employed.
22. The citations were prepared in accordance with the *Burra Charter* (or The Australia ICOMOS Charter for Places of Cultural Significance) and the Planning Practice Note 1 'Applying the Heritage Overlay' (August 2018) - PPN1.
23. In keeping with the PPN1, the HERCON criteria were employed in assessing heritage significance. These widely used criteria were adopted at the 1998 Conference on Heritage (HERCON) and are based on the earlier and much used, Australian Heritage Commission (now Australian Heritage Council, AHC) criteria for the Register of the National Estate (RNE).
 - Criterion A: Importance to the course, or pattern, of our cultural or natural history (historical significance).
 - Criterion B: Possession of uncommon, rare or endangered aspects of our cultural or natural history (rarity).

- Criterion C: Potential to yield information that will contribute to an understanding of our cultural or natural history (research potential).
 - Criterion D: Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments (representativeness).
 - Criterion E: Importance in exhibiting particular aesthetic characteristics (aesthetic significance).
 - Criterion F: Importance in demonstrating a high degree of creative or technical achievement at a particular period (technical significance).
 - Criterion G: Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons. This includes the significance of a place to Indigenous peoples as part of their continuing and developing cultural traditions (social significance)
 - Criterion H: Special association with the life or works of a person, or group of persons, of importance in our history (associative significance).
24. Each building within the precincts were graded either 'Contributory' or 'Non-Contributory' in accordance with the gradings defined at Clause 22.01 of the Glen Eira Planning Scheme, as follows:
- Within precincts, places are graded either contributory or non-contributory, the definitions of which are provided below:
- Contributory: The place is a contributory element within a larger heritage precinct. A contributory element could include a building, or building parts such as rooflines, chimneys, verandahs or other structures or works such as landscaping, front fences or paving.
 - Non Contributory: The place is not individually significant and does not contribute to the Heritage Precinct.¹
- Places may also be individually significant and contribute to the significance of the precinct, and will have their own statement of significance.
25. In regards to the assessing the contribution, or not, of an individual item (usually a building) to the significance of the precinct, an approach was adopted in keeping with good heritage practice (as outlined in *The Burra Charter* which is the guiding document for professionals dealing with post-contact cultural heritage in Australia).

A place has been attributed with a contributory grading if the following apply:

- It contributes to the character of the streetscape/precinct, and
 - It was constructed during the period of significance (identified as the main or secondary phases of development in the statement of significance), and
 - It is an intact example or a place which though altered, remains largely identifiable as an example of its type/period, and
 - It typically retains its form, most original materials, and at least some original detailing (which might include openings [windows + doors], chimneys, verandah or porch, decorative elements, etc.),
 - Generally any changes that have occurred are reversible, allowing for accurate reconstruction in accordance with the *Burra Charter*,²
 - If it forms part of a similar group, then it could be more altered if other examples in the group are intact,
 - If there are visible additions, they are sufficiently set back such that the original section is not overwhelmed and the original roof form remains legible.
26. Typically for non-contributory places, one of the following would apply:
- Did not relate to the period of significance of the precinct,
 - Were heavily altered such that their original design/appearance was not able to be ascertained,

¹ Clause 22.01 (Heritage Policy), p8

² In the *Burra Charter* 'reconstruction means returning a place to a known earlier state and is distinguished from restoration by the introduction of new material'.

- Additions dominate the remaining original portion of the building.

Recommendations of the Commercial Review

27. The key recommendations from the Glen Eira Heritage Review of Bentleigh and Carnegie Structure Plan Areas (Commercial) 2018 (Stage 2 Report) (Commercial Review) were to apply the following heritage overlays:

- Nine new places – five individual and four precincts,
- Modify one existing heritage overlay and its citation (HO123).

28. The five individual places are:

HO	Name + Address
HO157	Rosstown Hotel 1084 Dandenong Road, Carnegie
HO161	Former ES&A Bank 385 Centre Arcade, Bentleigh
HO162	Centre Arcade and Neon Sign 325 Centre Road, Bentleigh
HO163	Shops at 369-377 Centre Road 369-377 Centre Road, Bentleigh
HO164	Former Brighton Gas Company and Showrooms 411 Centre Road, Bentleigh

29. The four proposed precincts are:

HO	Name + Addresses
HO158	Carnegie Retail Precinct Koornang Road: nos 22 to 166 (east side) and nos 41 to 145, the latter also including 288 Neerim Road (west side) Morton Avenue: no. 1-1B (south side), 18 (north side) Rosstown Road: no. 73 (north side) and no. 66 (south side) Woorayl Street: nos 2A-8 (north side).
HO159	Glen Huntly Road Tram Terminus Shops 231-251 Koornang Road, Carnegie (west side)
HO160	Bentleigh Retail Precinct 248-268 and 354-494 Centre Road, Bentleigh (south side)
HO165	Grand View Estate Shops 165-189/189A Centre Road, Bentleigh (north side)

30. The citation for the Carnegie Railway Station (HO123) was modified due to the changes that had occurred at the site with the Level Crossing Removal project. A new citation has been prepared for the site with altered boundaries, and to include another significant tree known as 'Rosie', which is thought to be about 350 years old. The site is now being referred to as the Carnegie Railway Station Reserve.

Recommendations of the Residential Review

31. The key recommendations from the Glen Eira Heritage Review of Bentleigh and Carnegie Structure Plan Areas (Residential) 2019 (Stage 2 Report) (Residential Review) were to apply the following heritage overlays:

- Twelve new places – eight individual and four precincts,
- Modify one existing heritage overlay and its citation (HO69).

32. The eight individual places are:

HO	Name + Address
HO166	Alfred Halley Residence 178 Centre Road, Bentleigh
HO167	Moore Residence 200 Centre Road, Bentleigh
HO170	Barton Residence 56 Thomas Street, Brighton East
HO171	Tyers Residence 1118 Dandenong Road, Carnegie
HO172	<i>Peradeniya</i> 24 Elliott Avenue, Carnegie
HO173	<i>The Pines</i> 181 Koornang Road, Carnegie
HO174	<i>Truro</i> 185 Koornang Road, Carnegie
HO175	<i>Ida Villa</i> 234 Neerim Road, Carnegie

33. The four precincts are:

HO	Name + Addresses
HO168	Rose Hill Estate Precinct, Bentleigh (Centre Road and Rose Street)
HO169	Bentleigh Heights Estate Precinct Bentleigh (Centre Road and The Highway)
HO177	Albert Flatman's Estates Precinct, Carnegie (Belsize, Elliot, and Shepparson Avenues)
HO178	Carnegie Residential Precinct, Carnegie (various)

34. Bentleigh Residential Precinct (HO69) was reviewed, formerly Bentleigh Environs. A new citation was prepared and the existing grading of some places has been recommended to change from contributory to non-contributory or vice versa. This was in part due to the period of significance being extended to include the Post-WWII period. Some changes were proposed to the boundaries as follows:

- parts of Anstee Grove, Milton Street, and Mitchell Street were included as well as additional parts of Brewer Road,
- one late 20th century factory at 99 Brewer Road (corner Bendigo Avenue) was removed as it did not relate to the period of significance of the precinct or the type of building stock in it.

SUBMISSIONS – By those attending the hearing

35. The three main objecting submissions received by Council raised various concerns, including heritage relevant issues which are addressed in detail below.

Submission No. 21: 325 Centre Road, Bentleigh (Centre Arcade and Neon Sign)

36. Submitter no. 21 partly objects to the amendment relating to HO162 – the Centre Arcade and Neon Sign at 325 Centre Road, Bentleigh. In principle, there is an acceptance of the heritage value of the site, however concern has been raised about the extent/parts of the site that would be deemed significant. As such, they request greater clarity in the statement of Significance about what is not significant.
37. The following are the conclusions from the submission:

Inclusion of the site within HO162 without due regard for its fit within a substantial built form addition at the rear likely to emerge (on the land and flanking land) would be short sighted and constitute an act of expediency without first setting out parameters for acceptability of future form. This is a reasonable position for our client to pursue in order to make expectations very clear for all stakeholders, especially having regard for simultaneous processing of Amendment C184.

We accept that the existing modernist building with its unique, early curtain wall design and arcade are remarkable and correctly identified for inclusion in the HO162. However, rather than being 'thrown into the heap' for further work on a case by case basis at planning permit application stage, further work is required to better define development capacity if the overlay is applied, perhaps best identified through improved policy performance measures and the Statement of Significance itself.

Images - Exterior

38. The following images were taken two years age. Due to the COVID-19 restrictions it has not been possible to inspect recently and take more recent photographs. It is presumed/understood that no material change has been undertaken to the building in the interim.



Façade – south elevation



Rear – north elevation



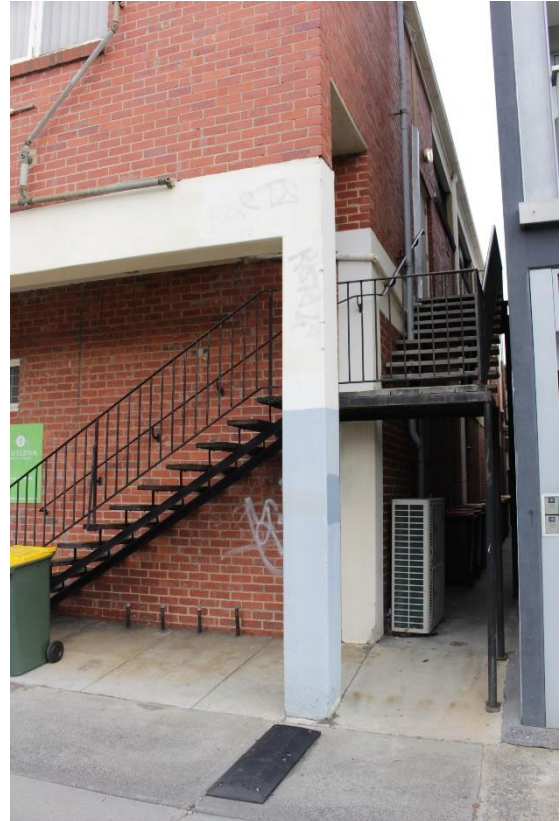
East side/elevation



East /elevation – south end



Façade – Neon sign



West elevation

Images - Interior



Arcade – looking to Centre Road



Entry with signage in paving



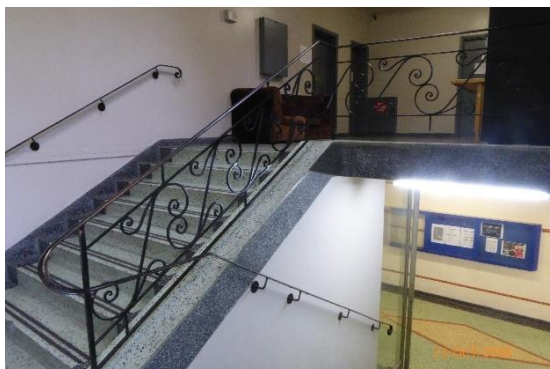
Arcade – signage to Star studios



Shopfront, detail



Original light fitting, first floor



Stair balustrade from landing



First floor

Response for 21 July Meeting

39. I provided the following response for the 21 July Meeting:

Whilst discussing potential development options at this stage is not necessarily relevant, the application of heritage controls does not prohibit opportunities for change or redevelopment. Instead, it establishes a process by which retention of heritage significance should be addressed. The Heritage Policy at Clause 22.01 of the Glen Eira Planning Scheme sets out objectives and performance measures that guide decision-making in heritage contexts and allows for the assessment of applications on a case-by-case basis.

Distilled, the proposed Statement of Significance identifies the following elements of no. 325 as of historical and/or aesthetic value: two-storey shopping arcade, neon sign, façade detailing, umber bricks to side walls, Intact interiors to the common areas of the ground and first floor (including granolithic floors, balustrade, light fittings, shopfronts). The citation does not explicitly state that the side walls or rear hall are not of significance, although it is inferred they are of less significance than the explicitly identified elements.

It would be possible for RBA, Council and the site owner/their representatives to further discuss the elements of significance, etc. in order provide additional certainty for development options. This may require subsequently require some minor amendment to the place's Statement of Significance and citation.

Preparation of an Incorporated Plan which more specifically addresses development options could be also considered.

Additional Response

40. There is acceptance by the submitter that the Centre Arcade has been appropriately assessed as an individually significant place however the issue of development potential has been raised.
41. As outlined the Statement of Significance several parts of the building were assessed as being significant.
 What is Significant?
 The two storey shopping arcade and 'Star Dance Studio' neon sign at 325 Centre Road, Bentleigh. Notable detailing to the upper level of the façade includes the main aluminium-framed panelling (bands of glazing and alternating yellow and mauve coloured panels) and the umber bricks to the side walls. Significant elements include the intact interiors to the common areas of the building, ground and first floors, including the granolithic floors, balustrade, light fittings, and the shopfronts (tiling, frames, highlight windows, and doors).
42. On that basis, internal controls were recommended as follows:
 Shopfronts and common areas including floors, stair and balustrade, and light fittings.
43. It is not common for internal controls to be recommended or applied and the Centre Arcade was the only instance for which they were recommended in either the Commercial Review 2018 or Residential Review 2019. This is in part due to the general lack of internal access to residential places. This approach complies with the note in 'Applying the Heritage Overlay'
 Applying internal alterations controls
 Internal alteration controls over specified buildings can be applied in the schedule by including a 'yes' in the Internal Alteration Controls Apply? column. This provision should be applied sparingly and on a selective basis to special interiors of high significance. The statement of significance for the heritage place should explain what is significant about the interior and why it is important.³
44. The heritage overlay controls would not preclude the potential for change such as additions to the rear to the existing building.
45. Whilst in many instances, there is potential to designate rear parts of buildings as being 'not significant', this is not possible with the Centre Arcade due to the inter-related nature of the significant building fabric – façade and interiors.
46. In regards to the exterior, the emphasis of the significance is related to the front façade and the neon sign for the Star Dance Studio and this is outlined in the 'what is significant'.
47. The arcade which extends through the building at ground level is a significant element given that all the shopfronts, including their tiling and chrome-like metallic finish and doors as well as distinctive granolithic floor paving (multi-coloured with central elongated diamond motifs) is intact. The floor detailing extends up the stair onto the first-floor landing, in which a large star motif is included in the granolithic floor.
48. Given the full extent of the arcade at ground floor level is significant as is a small extent of the first floor, any proposal to alter the rear part of the building would need to be carefully designed to not impact on the significance of the place. As such, it is not possible to be clear cut where the line between the significant fabric and non-significant fabric is nor is it possible to define the rear part of the building as being 'not significant'.
49. It is not standard approach to provide detailed guidance about future development potential in a citation or statement of significance, although what is significant and what is not significant about a place are designated. In regards to the Centre Arcade, the areas of significance have been defined. There are no areas that are able to be clearly defined as 'not significant'.
50. The matter of development potential is addressed at the planning permit stage. To that end, detailed policy is outlined in clauses 22.01 and 43.01 which guides decision-making by the responsible authority when assessing the impact of a proposal on the heritage values of a place.

Submission No. 23: 101A Koornang Road, Carnegie

51. Submission no. 23 opposes the inclusion of 101A Koornang Road, Carnegie in the Carnegie Retail Precinct (HO158). The following extract provides a summary of the submission:
 We contend that the Council has no basis to impose a Heritage Overlay and ought not to do so as:
 1. The buildings on the properties within the scope of the review undertaken by RBA Architects ('RBA') in Koornang Road, Carnegie ('Koornang') do not constitute a precinct with heritage significance;
 2. Even if it did:
 (a) our property is not contributory to the heritage significance of the precinct;

³ Dept of Environment, Land, Water and Planning, *PPN1 – Applying the Heritage Overlay*, August 2018, p4

(b) effective protection could be managed via other planning mechanisms that are less onerous on Council and property owners.

If Council proceeds with the change, the impact of any Heritage Overlay should be minimised by:

- (a) scheduling and exemptions that enable property owners to demolish run-down buildings without a permit;
- (b) altering the overlay from applying to the whole of the land in each case, to applying only to those elements deemed of historical significance.

Image



99A-101A Koornang Road, Carnegie

101A (butcher - left), 101 (restaurant – middle), 99A (Europa Cakes - right)

The truncated pilaster at the north end of the building indicates (cf south end) that the original northernmost premises (no. 99) was removed

Response for 21 July Meeting

52. The response I provided for the 21 July Meeting was as follows:

The two-storey building at 101A Koornang Road forms part of a group of three similarly designed shops. All display wide fluted pilasters, stepped capital-like elements, horizontal emphasis and 'speed lines'. No. 101A also retains the original steel-framed windows. These components define their character as good examples of the Moderne style in the late 1930s. For these reasons, no. 101A makes a positive contribution to the Carnegie Retail Precinct (as do nos 101 + 99A).

RBA utilised an accepted and widely practised assessment methodology – consistent with the accords of the Australia ICOMOS Charter for Places of Cultural Significance (The Burra Charter, rev. 2013) and the Planning Practice Note 1: Applying the Heritage Overlay (Victorian State Government, August 2018) – in identifying that the Carnegie Retail Precinct embodies historical and aesthetic values of local significance. The citation adequately specifies what, how and why elements in the precinct are considered significant.

RBA took into account the previous assessment prepared by Andrew Ward for this area some 20 years ago. That a place was not included in this report does not necessarily equate with a lack of heritage significance. Community and expert understanding about what aspects of the historic environment are of heritage value evolves over time. As such, it is reasonable to expect that a recent heritage review will focus on different heritage aspects and identify previously discounted, ignored or unknown places.

All properties in the municipality are subject to planning controls, which establish parameters concerning development potential and land use. The application of heritage controls does not prohibit opportunities for change or redevelopment.

The Heritage Policy at Clause 22.01 of the Glen Eira Planning Scheme sets out objectives and performance measures that guide decision-making in heritage contexts and allows for the assessment of applications on a case-by-case basis. This policy does not stipulate reconstruction.

An extensive literature exists concerning the financial impact of heritage controls. By and large, property values are determined by an array of fluctuating variables, both general (property market climate, zoning, location, tenancy opportunities, returns, etc.) and specific (prestige of ownership, maintenance, operational costs, etc.). There is no evidence that, in general, the application of heritage controls diminishes value, either at the time of listing or following.

Heritage controls do not prohibit change, instead requiring the attainment of an approval. Further, it is recognised that historic buildings are increasingly rare and imbued with a distinctive character; accordingly, anecdotal evidence suggests that a proportion of the community will always be prepared to pay a premium for them.

53. The recommendation from the Council Officer was as follows:

- Proposed change to associated citation and the Statement of Significance to make clearer date range of precinct as a result of submission.

Additional Response

54. In the following response I will only respond to the heritage-related matters of the submission – points nos 1 and 2a and not the non-heritage related issues.
55. The extant shop dates to the period of significance of the proposed Carnegie Retail Precinct, is largely intact, is one of several similar buildings in the precinct, and so contributes to the attributed heritage values of the precinct which relate to the concentrated development that occurred in the precinct during the Late Federation and Interwar periods, and to a lesser extent during the Post-WWII period.
56. These phases reflect the main phases of development in the Carnegie area, when the identity of the suburb was being consolidated. Furthermore, the early 20th century – broadly the Federation and Interwar periods - is when much of the municipality was developed, that is Glen Eira gained its foundational character (although other parts, mainly in the Elsternwick and Caulfield areas, development was underway during the Victorian period/19th century).
57. The shop at 101A Koornang Road forms part of a larger building that includes three premises – also nos 99A and 101. Initially when the larger building was constructed during the mid-1930s there were four premises to this building with no.99 being demolished during the late 20th century.⁴ The truncated pilaster at the north end of the building indicates (cf south end) that the original northernmost premises (no. 99) was removed.
58. The Moderne style building is rendered to the upper level with a parapet that conceals the roof. The façade features wide, fluted pilasters with distinctive stepped capital-like elements, horizontal ('speed') lines (parapet and a recessed band above the window). It retains two horizontal rails to the upper wall, presumably for signage. The steel-framed window is original, presumably with a large central fixed pane and flanking casements (partly obscured by the signage above the canopy, but evident to no. 101 adjacent to the north). The shopfront of no. 101A dates to Post WWII period and is largely intact with original chrome-like framing and granolithic floor to the recessed entry. The tiling to the stallboard, etc. is not original.
59. The other two premises within the larger building are also largely intact - 101 (Kayam Uyghur Restaurant) retains its original steel-framed windows to the first floor however that no. 99a (Europa Cakes) has been replaced, probably with an aluminium-framed type. The original dimensions of the opening have however remained intact.
60. The sleek, 'machine-like' character with a strong horizontal emphasis is typical of the Moderne style and represented a break with more elaborate or decorative architectural styles earlier during the Interwar period such as the Arts and Crafts and Spanish Mission styles. Whilst inclusion of classicising elements such as pilasters was not characteristic of the Moderne, in this instance they have been flattened, are not part of a post and lintel configuration, and provide a contrasting vertical element, which is also typical of the Moderne. There is of course a limit to what can be 'architecturally' achieved on a narrow building allotment with a five-metre frontage.
61. There are three other buildings with the same design in the proposed Carnegie Retail Precinct (HO158) at nos 22A-28, 32-38, 41-49 Koornang Road, also dating to the mid-1930s.

⁴

What had been no. 99 was combined with the earlier no. 97 to form a larger parcel of land, on which the Westpac Bank now is located.

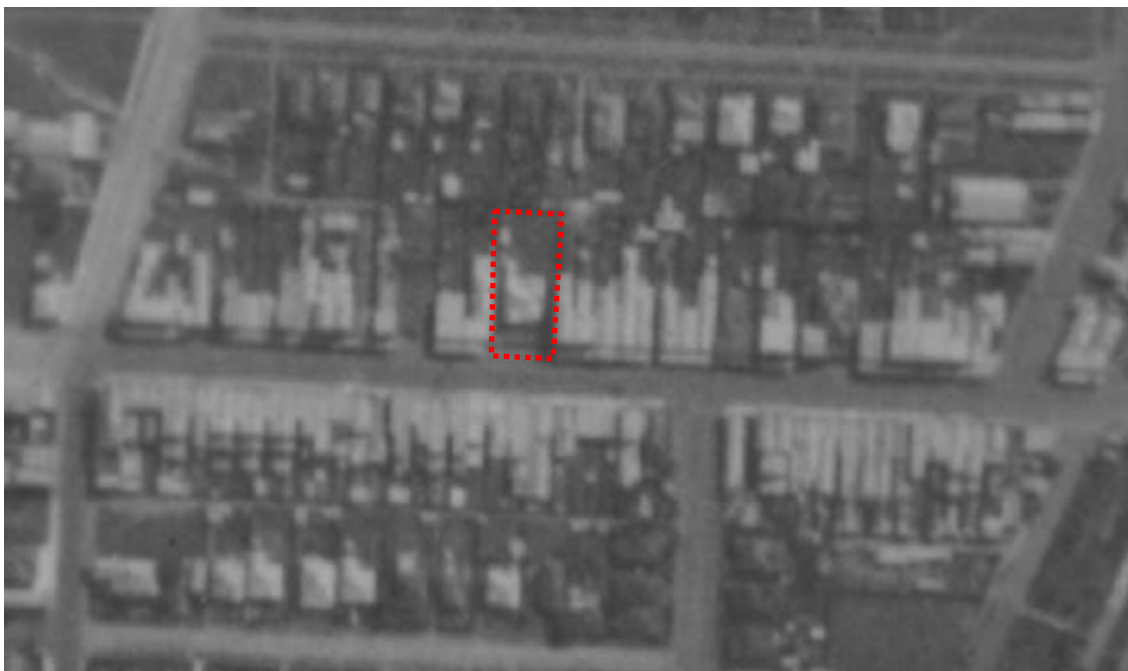


22A-38 Koornang Road



41-49 Koornang Road

62. This Moderne style design is also represented in the proposed Bentleigh Retail Precinct (HO160) at 360-364 (3 premises) and 446-454 Centre Road (5 premises).⁵
63. The consistency in this group suggests that they were constructed by the same builder, the name of who has not been determined, but who was evidently active in the municipality.
64. Due to its widespread use in the municipality, in some ways the design has become an architectural leitmotif.
65. There are several other examples of the Moderne style in the proposed Carnegie Retail Precinct as well as a few other late Interwar period buildings, with different architectural styling.⁶
66. The 1931 aerial shows the weatherboard house that previously existed on the site. At this time, the building was employed by a dentist and the parcel of land was relatively wide – 66 x 150 feet ⁷ It was one of the few remaining houses in this section of Koornang Road (between Rosstown and Neerim roads).



1931 aerial (north is to right of image)
99-101A Koornang Road highlighted
(Source: Landata, Maldon Prison Project, Run 26, Frame 2474)

⁵ RBA, Commercial Review, citation no. 6, p5
⁶ RBA, Commercial Review, citation no. 6, pp6-7
⁷ Caulfield Rate Books, 1931-32, p14, entry no. 4144. The NAV was £75.

67. During 1934-35, the Hampton Land and Investment Co acquired the site, then part of no. 99.⁸
68. At the end of 1935, a subdivision was undertaken to create the four narrow premises – 99A, 99, 101A, 101 (140 feet deep) – with a 10 feet wide access road to the rear.⁹



1935 subdivision
 Subject site at 101A Koornang Road was lot 4 (dashed)
 (Source: Landata, LP14,031)

69. In early 1936, the four shops were built. Gerasmios Mavromates became the owner of the larger building. Nos 99A and 101 were the first premises to be occupied.¹⁰
70. During the following year, the ownership of the block of four shops was transferred to Frank Birch 152 Princess St, Kew. In that year, each premise had a NAV of £100 (as compared to the earlier weatherboard house being assessed as £75).¹¹
71. In the 1938 directory the following occupants of the larger building were identified at: 99 (vacant), 99A (dairy produce), 101 (fruiterer) and 101A (butcher).¹²
72. In page 15 of the citation, the construction date was indicated as being slightly later – circa 1940.
73. The four-premises building (nos 99, 99A, 100, 101A) is evident on the 1945 aerial, when the current commercial format of narrow allotments in this section of Koornang Road was essentially complete.

⁸ Caulfield Rate Books, 1934-35, p14, entry no. 4143

⁹ Plan of Subdivision, LP14,031. Dated 9 December 1935. The outer two were lots were slightly wider (16 feet 9 inches [5.1m]) than the inner two (16 feet 3 inches [4.95m]).

¹⁰ Caulfield Rate Books, 1935-36, p13. Entry no. 4154

¹¹ Caulfield Rate Books, 1936-37, p13. Entry nos 4235-4238

¹² Sands & McDougall Directory, 1938, p225



1945 aerial (north is to right of image)
99-101A Koornang Road highlighted
(Source: Landata, Melbourne and Metropolitan Area Project No. 5, Run 15, Frame 57773)

74. The same circumstance is evident on a 1963 aerial.



1963 aerial
99-101A Koornang Road highlighted
(Source: Landata, Melbourne Project No. 486, Run 18, Frame 153)

75. By 1986, as evident in the following aerial, the northernmost part (no. 99) of the four-premises building was demolished to make way for the current building at nos 97-99. As such, the current three-premises format was established (nos 99A, 100, 101A).



1986 aerial
99-101A Koornang Road highlighted
(Source: Melbourne's Inner Suburbs, Run 9, Frame 104)

76. Based on the further detail provided above regarding the site at 101A Koornang Road, Carnegie, a level of detail not able to be provided on every single building in this large precinct in the citation, it is clear to me that this place has been correctly identified as being contributory to the proposed Carnegie Retail Precinct, which itself is worthy of being a heritage precinct.
77. As a result of the recommendation from the 21 July 2020 meeting, the following change to the statement of significance is proposed (with changes underlined) to clarify the periods of significance of the precinct.

Why is it Significant?

The Carnegie Retail Precinct is historically significant for the development that occurred primarily during the late Federation and Interwar periods, as well as the Post WWII period, as this section of Koornang Road, and the adjacent streets were rapidly transformed into a 'progressive' retail precinct. This change demonstrates the demand for well-serviced, local shopping areas in the daily life of suburban communities during the early 20th century. Initially the precinct included a combination of residential and commercial development, but by the 1920s the earlier houses and some shops were being replaced with more substantial, two storey commercial buildings, many of which survive, as the land became more valuable for that purpose. The ongoing development and renewal in the precinct that continued during the 1930s (late Interwar period) and the Post WWII period reflects that experienced generally across the suburb. (Criterion A)

The Carnegie Retail Precinct is aesthetically significant for the many largely intact (more so the east side), contributory commercial buildings dating from the late Federation period through the Interwar period and, to a lesser extent, from the Post WWII period. There is mix of individual premises and larger buildings with multiple premises. The late Federation (1910s) and early Interwar period (1920s) buildings typically display an Arts and Crafts aesthetic in the combination of brick (red and clinker) and render (smooth and/or roughcast), though often overpainted, as well as timber-framed windows. The late Interwar period (1930s) buildings are usually indicative of the Moderne style in smooth render with a horizontal emphasis, including to the steel-framed windows. Some buildings originally included recessed balconies (e.g. no. 128) but these have often been subsequently enclosed. Post WWII buildings are more austere, reflecting the influence of Modernism. A few original/early shopfronts survive (notably the 2A-8 Woorayl Street and 66 Rosstown Road) as well as pressed metal soffits to the canopies, which enhances the significance of the precinct. Whilst many of the buildings are good examples, several are notable such as nos 60, 75A, 80-80A, 106-108, 121-123, 139-145, 154, 156, and 158-160 Koornang Road. (Criterion E)

Submission No. 49: Carnegie Residential Precinct (HO178)

78. Submitter no. 49 objects to the inclusion of Milton Street in the Carnegie Residential Precinct (HO178) for the following reasons:
 - There are only nine "Heritage" properties in the small "Cul-de-sac" street yet there are 21 non heritage residences in same small dead end street. This itself is somewhat of an issue as there are no permanent ongoing guarantees regarding development of the non heritage properties of which, already, the majority are flats/units by developers during the early 1970s and neither art deco or attractive.
 - History will tell us that development of these sites will occur into the future as land price meets developers budget price. Current nine metre height limits will change and development of non genuine will render the heritage

property/asset diminished and dwarfed. Future sales opportunities under this scenario will be greatly affected and potential cul de sac "heritage" home purchasers will also diminish. A overlay will be restrictive.

- This is a "seen to be doing" consultant driven policy platform to facilitate a "condensed living" approach by both council and state government.
- They have a free right to their property and its ongoing welfare and are already able to avail themselves of their rights and objections under existing town planning should inappropriate development arise.

Images - Milton Street, west side

79. The group of timber-framed, Queen Anne style houses on the west side of Milton Street. There is some continuity of detailing to suggest they were constructed by the same builder. The red brick chimneys, two separate windows to the projecting bay, the defined dado with shingled boards, and gable end treatment – decorative band below the upper projecting part.



2 Milton Street

Examples of the cross motif to the lower band of the gable end detailing are evident in Hollywood Grove (nos 4, 29) and Seymour Avenue (no. 2).



4 Milton Street

Similar cross band to gable end as to no. 2



6 Milton Street

Similar band to no. 8
Verandah window elongated



8 Milton Street

Similar band to no. 6

Images - Milton Street, east side

80. There are also similarities to a group of three timber-framed, Queen Anne style houses on the east side of Milton Street at nos, 3, 5, and 7 also suggesting they were constructed by one builder. They have a similar format – gambrel roof, red brick chimney detailing, paired windows to the projecting bay, and extent of gable end detailing (though the detailing varies between the three houses). No. 11 is also partly similar to no. 7.



3 Milton Street



5 Milton Street
Gable end with band of niches



7 Milton Street
Same gable end as no. 11
Rear additions



9 Milton Street
brick example with wide bay window



11 Milton Street
Possibly same gable end as no. 7



15 Milton Street
Same gable end detailing as no.5, however with a bay window
Additions, including dormer window to front

Response for 21 July Meeting

81. RBA did not provide a response for the Council Meeting on 21 July 2020 as the submission was received later. In the table outlining the response to the submissions, it was noted as being from the same as submission 6 (was doubled up). The following response was provided for submission no. 6.

The response I provided for the 21 July Meeting was as follows

There are 15 sites with a direct street presence in Milton St. 12 sites are included in the extent of the proposed HO, 10 of which are contributory (though 2 have a rear/concealed non-contributory subdivision). These places derive from the key period of significance for the HO and contribute to the identified heritage value of the precinct.

An extensive literature exists concerning the financial impact of heritage controls. By and large, property values are determined by an array of fluctuating variables, both general (property market climate, zoning, location, tenancy opportunities, returns, etc.) and specific (prestige of ownership, maintenance, operational costs, etc.). There is no evidence that, in general, the application of heritage controls diminishes value, either at the time of listing or following.

Heritage controls do not prohibit change, instead requiring the attainment of an approval. Further, it is recognised that historic buildings are increasingly rare and imbued with a distinctive character; accordingly, anecdotal evidence suggests that a proportion of the community will always be prepared to pay a premium for them.

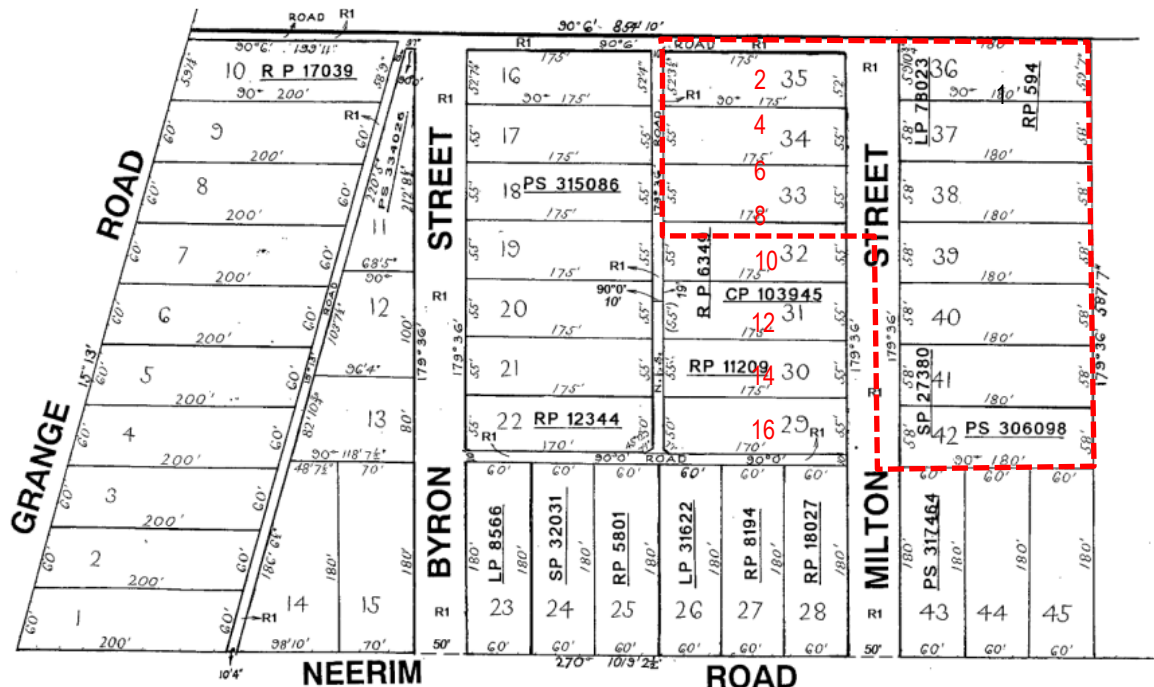
The Planning and Environmental Act 1987 requires the Council to identify and conserve places assessed as being of heritage value. In commissioning this heritage review, Council is fulfilling its strategic requirements.

Identifying places of cultural heritage value in a best-practice and transparent manner typically does not take into account possible future development factors, which are to be addressed on a case by case basis subject to the heritage provisions in the planning scheme.

Additional Response

82. The following response provides further material on the heritage-related issue - the first point no. 1 in the submission.
83. As indicated in the response for the July meeting, and in the citation for the precinct, this corner of the precinct – Byron and Milton streets, as well as the adjacent parts of Grange and Neerim roads, developed in a similar manner to the rest of the proposed Carnegie Residential Precinct (HO178) during the early part of the 20th century.
84. The following is an extract from citation that relates the development of Milton and Byron streets:

The south-western section, including Byron and Milton streets, formed part of the enormous holding of the early land syndicate, The Freehold Investment and Baking Company of Australia Limited, procured in 1886.¹³ The Company subdivided this portion of the precinct in 1907, with the offer of larger, diagonal orientated allotments to Grange Road creating the distinctive triangular configuration on the west side of Byron Street.¹⁴



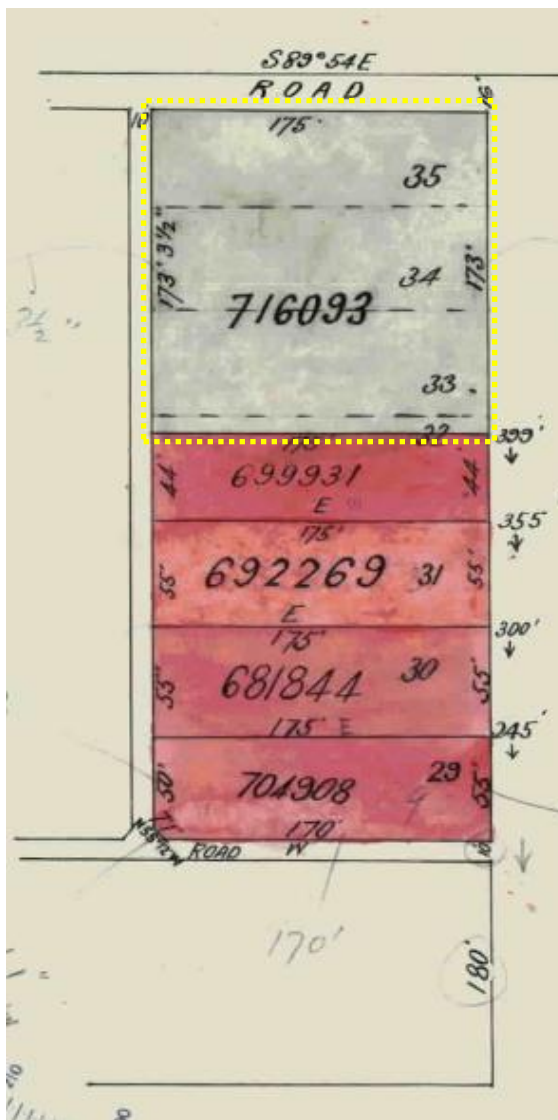
Subdivision Plan LP 4790

Relationship of current street numbers to the original allotments indicated

¹³ Certificate of Title, vol. 1821, folio 197
¹⁴ RBA, Residential Review, citation 13, p13

Extent of Milton Street proposed to be included in HO178 (dashed)
(Source: Landata)

85. On the west side of Milton Street, the allotments were generally 55 feet wide (no. 35 was slightly narrower at 52 feet).
86. On 13 March 1907, Robert Pearson acquired northern end of east side (lots 36-39) and Jane Pearson the southern part (lots 40-42).¹⁵
87. On 20 August 1908, Robert Pearson acquired the 7 allotments on the west side (nos 29-35). Five years later (on 10 June 1913) he sold the north end of west side (lots 33-35, part lot 32) to Charles Bradlaugh and Phillips Brookshaw.¹⁶ The latter equates to the land that is now associated with 2-8 Milton Street.



Milton Street, west side
Section sold in 1913, relating to nos 2-8 (dashed)
(Source: Certificate of Title, vol. 3290, folio 989)

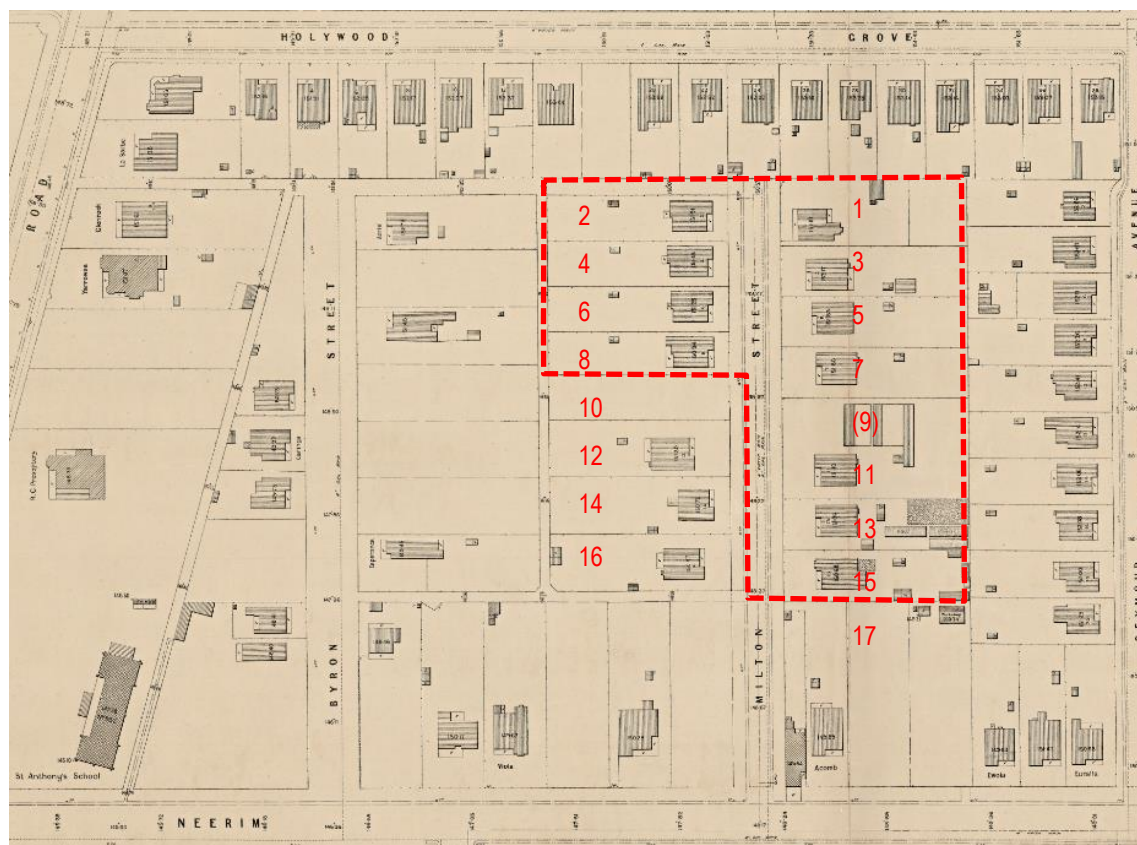


Milton Street, east side
Showing sections owned by Robert Pearson (blue) and Jane Pearson (dashed)
(Source: Certificate of Title, vol. 1821, folio 197)

¹⁵ Certificate of Title, volume 1821, folio 197

¹⁶ Certificate of Title, volume 3290, folio 989

88. On both sides of Milton Street, eight allotments were created from the original seven allotments but in a slightly different way. Note that two allotments on the west side (nos 10-12) have been consolidated.¹⁷
89. Construction of the extant original houses in the street occurred rapidly during the 1910s. In 1912, there were no listings for Milton Street in the Sands & McDougall directory. By 1913, five houses had been constructed – four on the east side and one on the west side.¹⁸ A year later, 12 houses had been completed - seven on the east side and five on the west side, two of which were unoccupied.¹⁹ In 1915, 14 houses had been completed – seven on each side.²⁰
90. The 1915 circumstance is captured on the following MMBW plan of the same year. It also shows the similar development – mainly weatherboard houses - in the nearby streets. At that time, all but one of the 16 allotments in Milton Street had been built upon (no. 10, now part of nos 10-12), though an outbuilding or the like had been constructed on no. 9.
91. On the west side of Milton Street, the four original houses at the northern end survive (nos 2-8). The original houses at southern end (nos 12-16) have been replaced.
92. On the east side, five of the eight timber-framed buildings survive (nos 3, 5, 7, 11 and 15). The original houses at nos 1 and 13 have been replaced.
93. The earlier outbuilding at no. 9 was however replaced by the extant brick house at 9 Milton Street soon after; in 1917 when the directory listing was 'house being built'.²¹ The earlier outbuilding was initially part of the holdings associated with no. 11. The brick house had been completed by 1918.²² In page 14 of the citation, it was incorrectly indicated that the brick house had been constructed during the 1920s.



MMBW detail plan 2542, Caulfield²³

- 17 On the east side - Lot 36 (no. 1) probably remained unchanged but the other six lots (nos 37-42) were subdivided to create seven consistent parcels of land (now nos 3-15).
- 18 Sands & McDougall Directory, 1913, p203. The houses were unnumbered at this stage.
- 19 Sands & McDougall Directory, 1914, p215
- 20 Sands & McDougall Directory, 1915, p222. This is the first year the houses were numbered.
- 21 Sands & McDougall Directory, 1917, p247
- 22 Sands & McDougall Directory, 1918, p254
- 23 On the MMBW plans, the parallel (straight) hatching relates to timber-framed buildings with brick/stone buildings being cross-hatched (for example the much-altered shop at the east corner of Neerim Road - no. 198).

Showing development in Milton Street by 1915 (current street addresses overlaid) Note nos 9 + 11 were part of the one site at this stage

Section of Milton Street proposed to be included in HO178 (dashed)

(Source: SLV)

94. This development pattern is consistent with that of the broader precinct, and much of Carnegie. Outside this precinct however, a large portion of that original residential fabric has been lost over the years and what remains does not form cohesive streetscapes.
95. Of the 12 Milton Street sites included in the proposed extent of HO178, 10 original houses that were built over about a five-year period during the 1910s survive largely intact and contribute to the significance of the broader precinct.
96. The following table provides a summary of the details of the extant buildings on the west side of Milton Street.

No.	Details	Date	Proposed to be included in HO178
2	Single storey, timber-framed Intact	1910s	Yes
4	Single storey, timber-framed Intact	1910s	Yes
6	Single storey, timber-framed Intact	1910s	Yes
8	Single storey, timber-framed Intact, recessed additions	1910s	Yes
10(-12)	2 consolidated parcels 6 x Late 20 th units, arranged symmetrically either side of central driveway (2 rows x 3) Single storey brick	Late 20 th	No
14	2 x Late 20 th units, Configured behind each other Single storey brick	Late 20 th	No
16	2 x Late 20 th units, Configured behind each other one Single storey brick	Late 20 th	No

97. The following table provides a summary of the details of the extant buildings on the east side of Milton Street.²⁴

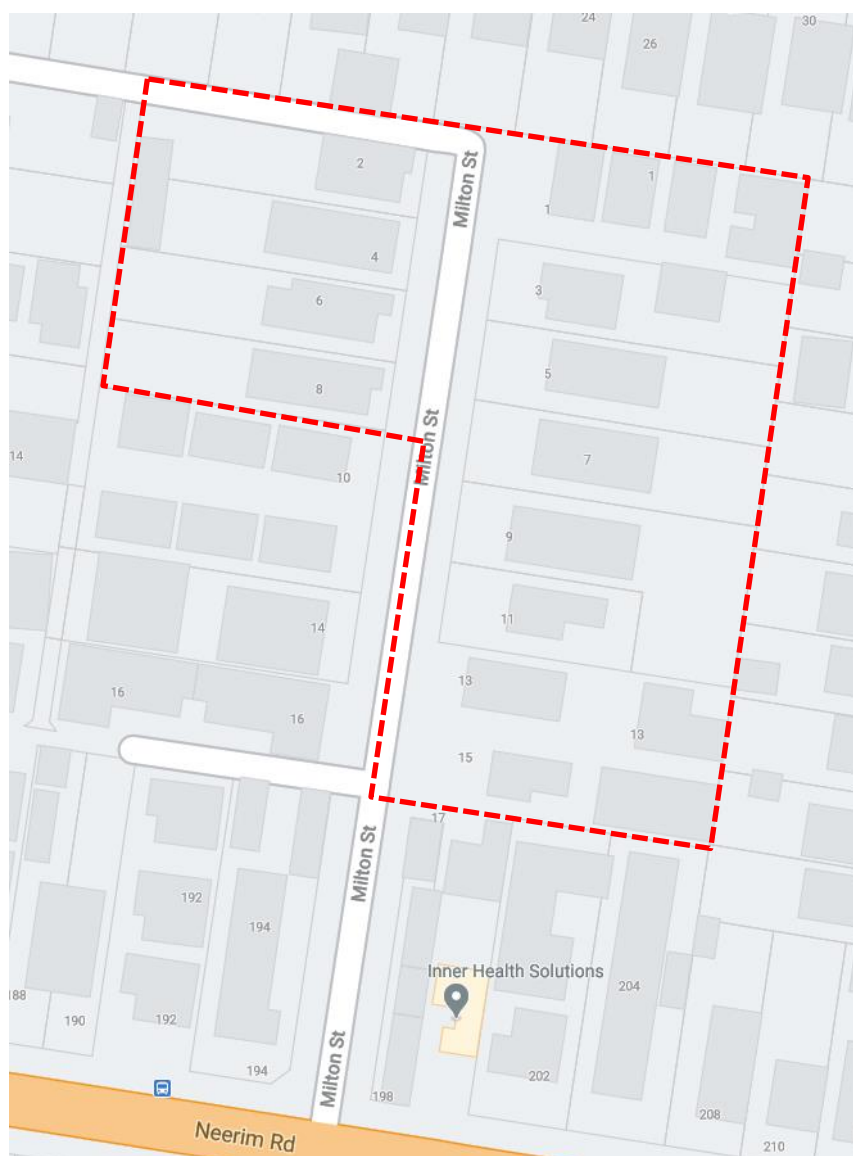
No.	Details	Date	Proposed to be included in HO178
1	5 x units Single storey brick Configured behind each other	Late 20 th	Yes
3	Single storey, timber-framed Intact	1910s	Yes
5	Single storey, timber-framed Intact	1910s	Yes
7	Single storey, timber-framed	1910s	Yes

²⁴

Note 17 Milton Street has been excluded as it is a result of subdivision of 198-200 Neerim Road and has minimal street presence.

No.	Details	Date	Proposed to be included in HO178
	Intact, rear additions		
9	Single storey, brick Intact	1910s	Yes
11	Single storey, timber-framed Intact, rear additions	1910s	Yes
13	2 x Single storey brick units Configured behind each other	Late 20 th	Yes
15	Single storey, timber-framed intact	1910s	Yes

98. The following map of Milton Street highlights the footprints of the buildings on each allotment.



Map of Milton Street, showing footprint of buildings
Section of Milton street proposed to be included in the precinct (dashed)
(Source: Google maps)

99. As a heritage consultant, I recommend boundaries according to where there is a high percentage of intact original fabric that results in cohesive streetscapes of significant fabric being retained. Inevitably there are some non-contributory buildings in these areas, but the standard industry approach is to limit this number or percentage. In this case, the parts of Milton Street proposed to be included remain cohesive and reflect the early subdivision pattern.
100. Given change over time, and when the heritage assessment work is undertaken, it is common that only sections of some streets are included in the heritage precinct – that is those sections where there is limited change - with the corollary being that the sections with a high concentration of non-original/significant fabric are excluded.
101. Overall, the house at 8 Milton Street, Carnegie is part of a consistent group of original housing stock at the north end of the west side that is complemented by a similar, but more diverse group on the east side of the street. Whilst one of two smaller, cul-de-sacs (along with Byron Street), and seemingly separate to the rest of the precinct, their history of development and character is the same as those in the more inter-connected nearby streets to the north and east in the proposed precinct.

SUBMISSIONS – Specific, by non-appearing submitters that raised heritage issues

102. The following section provides responses relating to some specific heritage issues raised in the objecting submissions received by Council. One submission (no. 46) was subsequently resolved.

Submission No. 25: 154A Koornang Road, Carnegie

103. Submitter no. 25 objects to the inclusion of 154A Koornang Road in the Carnegie Retail Precinct (HO158) for the following reasons:
- The buildings within the scope of the review do not constitute a precinct with heritage significance.
 - The impact of any Heritage Overlay should be minimised by scheduling and exemptions that enable property owners to demolish run-down buildings without a permit or altering the overlay from applying to the whole of the land in each case, to applying only to those elements deemed of historical significance.
 - Inadequate consideration of Andrew Ward 1996 report.
 - Inadequate consideration of 'place' and what is significant.
 - Koornang Road is a higher density area serviced well by transport and development should be encouraged. It is one of the few thriving retail strips in metropolitan Melbourne.
 - Lack of transparency through the whole process
 - It is said to date to the 1910's to 1920's, in a period described as Federation and Early Interwar. It is not described as having any specific style.
 - The building does not meet or contribute to Criteria A or E. This is an old building and is of no architectural or aesthetic or local historical interest as defined by the applicable planning controls.

Response for 21 July Meeting

104. The following was the response from the 21 July Meeting:
- The description of the two-storey shop at 154A Koornang Road in the citation is accurate, including its designation as 'notable' within the context of the Carnegie Retail Precinct.
 - As the rear red-brick wing is a later addition, it would be possible to designate 154A Koornang Road as not contributory, though it is not identified as a separate parcel of land. Otherwise its contribution to the precinct can be assessed as part of a permit application process.
 - RBA utilised an accepted and widely practised assessment methodology – consistent with the accords of the Australia ICOMOS Charter for Places of Cultural Significance (The Burra Charter, rev. 2013) and the Planning Practice Note 1: Applying the Heritage Overlay (Victorian State Government, August 2018) – in identifying that the Carnegie Residential Precinct embodies historical and aesthetic values of local significance. The citation adequately specifies what, how and why elements in the precinct are considered significant.
 - RBA took into account the previous assessment prepared by Andrew Ward for this area some 20 years ago. That a place was not included in this report does not necessarily equate with a lack of heritage significance. Community and expert understanding about what aspects of the historic environment are of heritage value evolves over time. As such, it is reasonable to expect that a recent heritage review will focus on different heritage aspects and identify previously discounted, ignored or unknown places.

- All properties in the municipality are subject to planning controls, which establish parameters concerning development potential and land use. The application of heritage controls does not prohibit opportunities for change or redevelopment.
- The Heritage Policy at Clause 22.01 of the Glen Eira Planning Scheme sets out objectives and performance measures that guide decision-making in heritage contexts and allows for the assessment of applications on a case-by-case basis. This policy does not stipulate reconstruction.
- An extensive literature exists concerning the financial impact of heritage controls. By and large, property values are determined by an array of fluctuating variables, both general (property market climate, zoning, location, tenancy opportunities, returns, etc.) and specific (prestige of ownership, maintenance, operational costs, etc.). There is no evidence that, in general, the application of heritage controls diminishes value, either at the time of listing or following.
- Heritage controls do not prohibit change, instead requiring the attainment of an approval. Further, it is recognised that historic buildings are increasingly rare and imbued with a distinctive character; accordingly, anecdotal evidence suggests that a proportion of the community will always be prepared to pay a premium for them.

Additional Response

105. As previously recognised, the rear section is a later addition according to an early, circa 1928 photograph. The two-storey section was extended an additional bay, likely over the earlier single storey section (as suggested by the curved canopy over the side entrance), and a new single storey section constructed. On close inspection, the change is evident in the brickwork as there is a subtle difference in the colour at the first floor.
106. As such, it would be possible to designate 154A Koornang Road as not contributory, though it is not identified as a separate parcel of land.



Circa 1928 photograph
(Source: submission 48)



Original section highlighted
(Source: RBA, 2018)

Submission No. 33: 118 Koornang Road, Carnegie

107. Submitter no. 33 objects to the inclusion of 118 Koornang Road in the Carnegie Retail Precinct (HO158) for the same reasons as outlined in submission no. 25.

Response for 21 July Meeting

108. The following was the part of the response from the 21 July Meeting relating specifically to 118 Koornang Road, Carnegie:
- The two-storey building at 118 Koornang Road is constructed of brick (overpainted) displays a character typical of the late Federation/early Interwar periods, such as rounded parapet, pilasters and classicised motifs. The property has appropriately been identified as contributory to the Carnegie Retail Precinct; not every individual building was described in the citation (in an effort to be less verbose), which can be rectified if necessary. Accordingly, we recommend that the citation is amended to include a brief description of no. 118.
 - As a proposed contributory property to the precinct, the question is not if no. 118 meets the threshold established by criterion A or E, but whether it contributes positively to the proposed precinct. The designation of a specific architectural style is not a prerequisite of heritage significance.
109. Other parts of the response were as for the aforementioned submission no. 25.

110. Councils recommendation: It is supported that more detail be provided about this site in the heritage citation.

Additional Response

111. It is proposed to add a line on page 4 of the description section of the citation for the Carnegie Retail Precinct (HO158) as follows:

- No118: two storey, tuck-pointed brick (overpainted), smooth rendered piers, roughcast rendered parapet with central arched pediment and festoon, hood over window. Window altered, probably had been box-framed.

Submission No. 34: 120 Koornang Road, Carnegie

112. Submitter no. 34 objects to the inclusion of 120 Koornang Road in the Carnegie Retail Precinct (HO158) for the same reasons as outlined in submission no. 25.

Response for 21 July Meeting

113. The following was the part of the response from the 21 July Meeting relating specifically to 120 Koornang Road, Carnegie:

- The two-storey building at 120 Koornang Road is rendered and displays a character typical of the Interwar period. Its window has been altered by the opening is intact. The property has been appropriately identified as contributory to the Carnegie Retail Precinct; however, its lack of a concise individual description, bar reference to its retention of a pressed metal soffit, in the citation is readily rectifiable (not all individual buildings were described). Accordingly, the citation can be amended to include a brief description of no. 120.
- As a proposed contributory property to the precinct, the question is not if no. 120 meets the threshold established by criterion A or E, but whether it contributes positively to the proposed precinct. The designation of a specific architectural style is not a prerequisite of heritage significance.

114. Other parts of the response were as for the aforementioned submission no. 25.

115. Councils recommendation: It is supported that more detail be provided about this site in the heritage citation.

Additional Response

116. It is proposed to add a line on page 4 of the description section of the citation for the Carnegie Retail Precinct (HO158) as follows:

- No. 120: two storey, smooth rendered piers, roughcast rendered parapet, altered window but opening intact with rendered hood over.

Submission No. 39: 67 Belsize Avenue, Carnegie

117. Submitter no. 39 objects to the contributory grading of their property at 67 Belsize Avenue, Carnegie in the proposed Albert Flatman's Estates Precinct (HO177) for the following reasons:

- Some houses and fences in this precinct are in poor condition and diminish the character in their current state. Without a restoration fund or incentive, these will likely fall further into disrepair if heritage controls are placed as this limits cost-effective redevelopment
- The property is not consistent with the other houses in Belsize street and only shares some characteristics with houses on Shepparson Avenue.
- The citation does not indicate that the property was built by either of the two significant builders of the era (Leslie George Broadbent or the Hodges brothers).
- Request their property be graded 'non-contributory'

Response for 21 July Meeting

118. The following was the response from the 21 July Meeting

- All properties in the municipality are subject to planning controls, which establish parameters concerning development potential and land use. The application of heritage controls does not prohibit opportunities for repair or redevelopment.

- The Heritage Policy at Clause 22.01 of the Glen Eira Planning Scheme sets out objectives and performance measures that guide decision-making in heritage contexts and allows for the assessment of applications on a case-by-case basis.
- Concerning the submission that 67 Belsize Avenue be reclassified as non-contributory place in the precinct, the following extract from the citation is provided: 'The house at 67 Belsize Avenue is the only original brick example (erected about 1940) in the context of these two streets, which were otherwise exclusively comprised of timber bungalows. In format, it relates to the typical range of the other late Interwar period houses in Shepparson Avenue being largely rendered with some face brick detailing (plinth, to the windows, etc.) and having a hipped roof.' The citation acknowledges the property as a deviation from the norm in Belsize Avenue; however, assess it as broadly in line with development elsewhere in the precinct (i.e. one street over). The property's fence is non-original. No change to the amendment is recommended at this stage; however, if deemed necessary, further information justifying the contributory status of no. 67 could be provided in the citation.

Additional Response

119. No change necessary as on reflection there is sufficient information in the citation regarding 67 Belsize Avenue and why it is consistent with other contributory building stock in the precinct.

Submission No. 46: 1084 Dandenong Road, Carnegie (Rosstown Hotel)

120. Submission no. 46 objected to the inclusion of all the land associated with the Rosstown Hotel being included in HO157. They requested that the extent should only relate to the significant heritage hotel on the land not the whole site that includes the modern extensions.

Response for 21 July Meeting

121. The following was the response from the 21 July Meeting

- Whilst it is common practice to include the whole parcel of land, unless it is a large rural property, in the extent of the heritage overlay. In this case, as the site is large, it would also be possible to restrict the HO to the original/significant part of the hotel with some curtilage, in the order of 5 metres, about it.

Additional Response

122. I assisted Council with resolving a reduced extent of the heritage overlay to the north-east corner of the larger consolidated parcel of land at 1084 Dandenong Road, Carnegie. This related to the original terracotta tiled clad roof sections of the hotel – two and single storey – as well as the various elements which extended into the public domain over the footpath.

123. It was proposed by Council, and agreed to by the submitter, that the following text be inserted in column 2 of the Schedule to the Heritage Overlay (in the column 'Heritage place') for HO157:

The heritage place comprises the original fabric of the Rosstown Hotel (including the roof overhang with rainwater goods (downpipes and rainwater heads) and balconies to the street facades of Dandenong Road and Koornang Road, Carnegie) and a curtilage extending for a distance of five metres to the west and south from the terracotta tile clad roof sections of the original fabric of the Rosstown Hotel.

Submission No. 47: 62 Belsize Avenue, Carnegie

124. Submitter no. 47 objects grading of their property at 62 Belsize Avenue, Carnegie in the proposed Albert Flatman's Estates Precinct (HO177) for the following reasons:

- The house was built in 2001 therefore does not meet the criteria for heritage.

Response for 21 July Meeting

125. The following was the response from the 21 July Meeting

- From the boundary, some reproduction houses can be initially difficult to pick. As it has been confirmed that the house is not original it should be regraded to non-contributory.

Additional Response

126. The house at 62 Belsize Avenue, Carnegie should be re-graded as non-contributory to the proposed HO177.

Submission No. 48: 154A Koornang Road, Carnegie

127. As per submission no. 25 (refer above).

SUBMISSIONS – General, by non-appearing submitters that raised heritage issues

128. The following section provides responses relating to some general heritage issues raised in the objecting submissions received by Council.

Carnegie Retail Precinct (HO158)

129. Several of the following group of submitters had the same proforma submission relating to the proposed Carnegie Retail Precinct (HO158) that has been addressed previously with Submission no. 25.

- No. 9 – 106-108 Koornang Road,
- No. 27 – 94 Koornang Road,
- No. 28 – 69 Koornang Road,
- No. 31 – 92 Koornang Road,
- No. 32 - 110 Koornang Road,
- No. 35 – 136 Koornang Road,
- No. 36 – 138 Koornang Road.

130. Most of these sites had been separately identified (or as part of the larger building that they were part of) and a short description provided. They all relate to the period of significance of the precinct, are largely intact, and contribute to its heritage values.

131. Another submission, no.8 – 139/141 Koornang Road -- raised the issue of why 315 Neerim Road was excluded. Demolition of this property had already been approved and so could not be considered for its heritage value. A few sites at the east end of Rosstown Road were similarly excluded as demolition had also been approved for them.

Carnegie Residential Precinct (HO178)

132. Two other submissions related to the proposed Carnegie Residential Precinct (HO178):

- No. 16 - 2 Milton street, Carnegie
- No. 19 – 22 Byron street, Carnegie

133. Submission no. 16 was the same as that provided by submitter no. 6, which was doubled up as submitter no. 49, and has been addressed in detail previously.

134. Submission no. 19 mainly related to impact on property values. Byron Street is a similar circumstance to the adjacent Milton Street, where all of one side (west) remains largely intact and is included in the proposed extent of the precinct, with only the northern end of the eastern side proposed to be included. The subject house at 22 Byron Street is typical of the timber-framed Federation period housing stock in the precinct and is intact. As such, it has been assessed as contributing to the precinct as do the other nominated sections in this street.

Other Matters

135. One submission, no. 7 - 52 Shepparson Avenue, Carnegie in the proposed Albert Flatman's Estates Precinct (HO177) - related to some deterioration of the fabric (a mould issue), potential to redevelop, and noted previous alterations and renovations having eroded the character of the area. This house is typical of the masonry examples in the vicinity and whilst it may have been partly changed, it appears consistent with the heritage character in this part of the proposed precinct.

136. Other submissions relating to impact of property values, which is not necessarily a heritage issue and there has been a wide range of opinion on this matter which was outlined on the responses to the meeting held on 21 July 2020.

137. Some submissions raised the issue of lack of public consultation and other non-heritage matters.

CONCLUSION

138. I support the proposed amendment C190glen to apply the various heritage overlays outlined above on a permanent basis.

139. I support the recommended changes to the exhibited documents to amendment C190glen, that is, inserting the following text in column 2 of the Schedule to the Heritage Overlay (in the column 'Heritage place') for the Rosstown Hotel at 1084 Dandenong Road, Carnegie (HO157):

The heritage place comprises the original fabric of the Rosstown Hotel (including the roof overhang with rainwater goods (downpipes and rainwater heads) and balconies to the street facades of Dandenong Road and Koornang Road, Carnegie) and a curtilage extending for a distance of five metres to the west and south from the terracotta tile clad roof sections of the original fabric of the Rosstown Hotel.

140. I recommend that the Statement of Significance for the Carnegie Retail Precinct (HO158) is changed as follows (note the underlined section is the additional text):

The Carnegie Retail Precinct is historically significant for the development that occurred primarily during the late Federation and Interwar periods, as well as the Post WWII period, as this section of Koornang Road, and the adjacent streets were rapidly transformed into a 'progressive' retail precinct.

141. I support that 62 Belsize Avenue, Carnegie in the Albert Flatman's Estates Precinct (HO177) should be re-graded as non-contributory.

142. I recommend that in regard to 67 Belsize Avenue, Carnegie in the Albert Flatman's Estates Precinct (HO177) that no further detail is required.

143. It would be possible to designate 154A Koornang Road as not contributory to the Carnegie Retail Precinct (HO158), though it is not identified as a separate parcel of land.

144. I propose including the following additional descriptive information for the shop buildings at 118 + 120 Koornang Road, Carnegie in the Carnegie Retail Precinct (HO158) as follows:

- No118: two storey, tuck-pointed brick (overpainted), smooth rendered piers, roughcast rendered parapet with central arched pediment and festoon, hood over window. Window altered, probably had been box-framed.
- No. 120: two storey, smooth rendered piers, roughcast rendered parapet, altered window but opening intact with rendered hood over.

145. Additionally, in light of some further historical research undertaken as part of this report, I recommend that the following be updated to include more precise construction dates for the following places:

- Carnegie Residential Precinct (HO178): on page 14 of the citation, it was indicated that the brick house at 9 Milton Street had been constructed during the 1920s, when it had been completed by 1918.
- Carnegie Retail Precinct (HO158): on page 15 of the citation, the construction date of 99A-101A Koornang Road was indicated as being slightly later – circa 1940 – than the actual 1936 date.

146. I have no further changes to recommend to the amendment in response to the submissions.