



GOLDEN PLAINS SHIRE

# **ATTACHMENTS**

**Under Separate Cover  
Ordinary Council Meeting**

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**6.00pm Tuesday 24 March 2020**

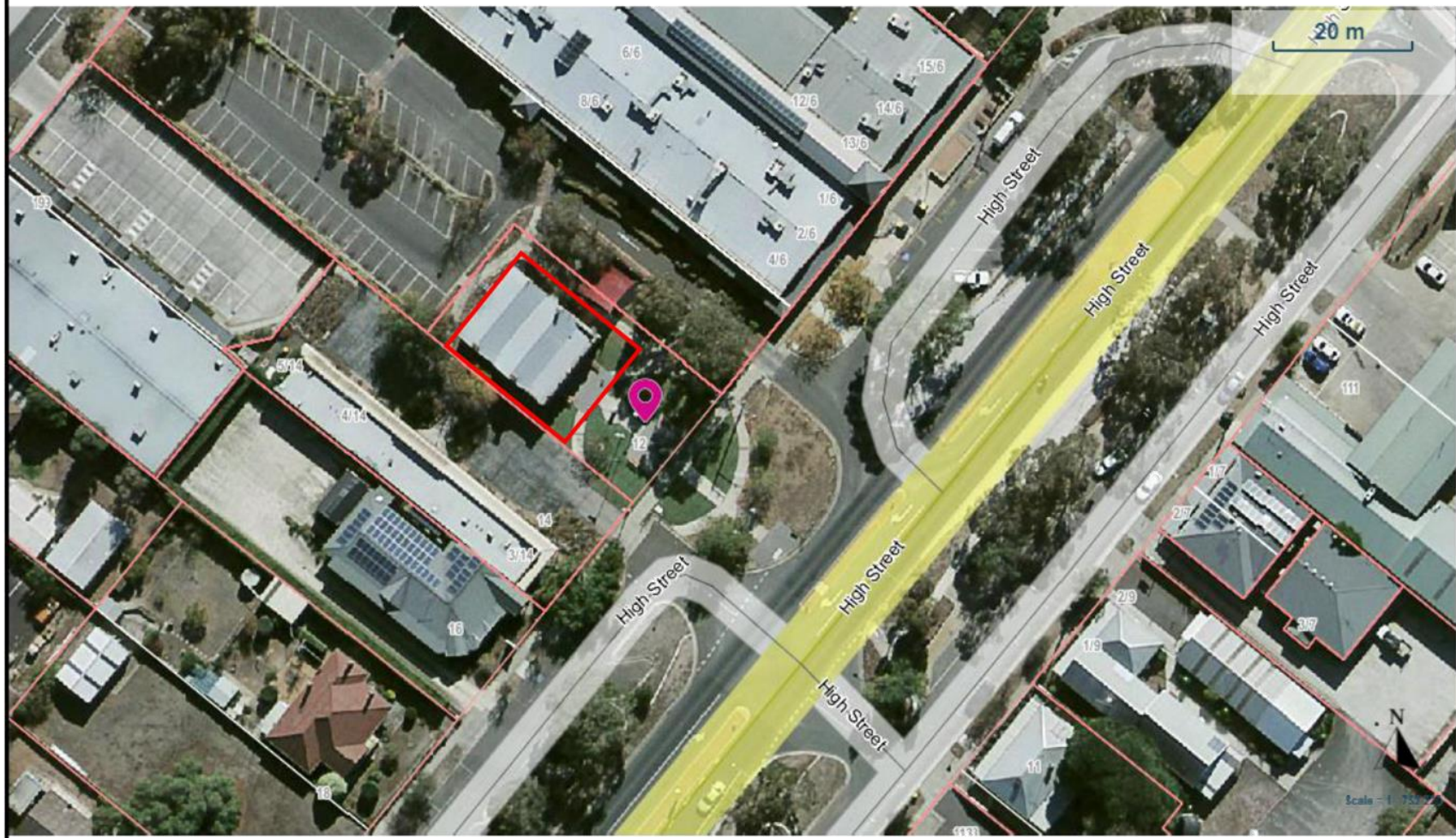


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### Bannockburn Shire Hall (12 High Street, Bannockburn) - Proposed lease area



About this Document: This map has been created for the purpose of showing basic locality information over Golden Plains Shire Council. Cadastral information has been provided by Land Victoria and may not accurately reflect true title status and/or boundary definition.


Disclaimer: This map is a representation of the information currently held by Golden Plains Shire Council. While every effort has been made to ensure the accuracy of the product, Council accepts no responsibility for any errors or omissions.

**Bannockburn Shire Hall & War Memorials Heritage Assessment**

**PLACE NAME:** Bannockburn Shire Hall & War Memorials

**ADDRESS:** 12 High Street, Bannockburn

Assessment Date: September 2019

<p><b>Historic Themes:</b>  <b>Theme 8.1:</b> Self government  <b>Theme 9.2:</b> Remembering the fallen                  [Themes taken from: Heritage Matters Pty Ltd, Revised Thematic Environmental History, Golden Plains Heritage Study Stage 2, Council Report, Appendix H, 2009]</p> <p><b>Condition:</b> Good-Fair  <b>Integrity:</b> High (exteriors), Moderate (interior)  <b>Photograph Date:</b> 21 August 2019</p>	
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CURRENT HERITAGE STATUS ON STATUTORY REGISTERS	
<b>Victorian Heritage Register:</b>	No
<b>Victorian Heritage Inventory:</b>	No
<b>Local Planning Scheme:</b>	HO95 (Bannockburn Heritage Precinct)
CURRENT HERITAGE STATUS ON OTHER REGISTERS:	
<b>National Trust (Victoria) Register:</b>	B6916

<b>RECOMMENDED LEVEL OF SIGNIFICANCE:</b>	<b>Local Significance (Bannockburn Heritage Precinct)</b>
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**RECOMMENDATIONS:**  
 Recommended for inclusion in the Victorian Heritage Register: **No**  
 Recommended for inclusion in the Victorian Heritage Inventory: **No**  
 Recommended for inclusion as a Heritage Overlay in the Planning Scheme: **Yes**

Schedule to the Heritage Overlay	
External Paint Controls Should Apply?	Yes
Internal Alteration Controls Should Apply?	No
Tree Controls Should Apply?	No
Fences &/or Outbuildings of Note?	No
Prohibited Uses May be Permitted?	Yes
Incorporated Document	No

**Other Planning Scheme Recommendations:**  
 It is recommended that the Schedule to the Heritage Overlay in the Golden Plains Planning Scheme is amended to reflect external paint controls and prohibited uses for the Bannockburn Shire Hall (only) in existing HO95.

No change is recommended to the existing Heritage Overlay map for HO95.

**STATEMENT OF SIGNIFICANCE:**  
 This heritage assessment has been prepared in accordance with the *VPP Practice Note 01: Applying the Heritage Overlay* (August 2018). The *Practice Note* states:

The heritage process leading to the identification of the place needs to clearly justify the significance of the place as a basis for its inclusion in the Heritage Overlay. The documentation for each place shall include a statement of significance that clearly establishes the importance of the place and addresses the heritage criteria.

The heritage criteria listed in the *Practice Note* (see attached) were adopted in the preparation of the following statement of significance.

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**What is Significant?**

The Bannockburn Shire Hall, 12 High Street, Bannockburn, has significance as the enduring administrative centre of local government in the Golden Plains Shire since 1876-77, the only shire hall building in the district still serving its original purpose. Built in 1876-77 by Clement Nash to a design by Samuel Morris, Shire Engineer, the building also reflects the growing importance of the former Shire of Bannockburn in 1915, when it was altered and extended following the annexation of the Shire of Meredith in the Shire of Bannockburn. The alterations and additions were designed by Seeley, King and Everett, Geelong architects. The significant fabric therefore includes the evolved construction of 1876-77 and 1915-16. Of the 1876-77 construction, this includes: single storey height, double gabled roof forms, face brick wall construction with Waurn Ponds freestone dressings, corrugated galvanised steel roof cladding, brick chimneys, timber framed double hung windows, timber bargeboards to the gable ends, and side door opening (north elevation). Of the 1915-16 construction, this includes: parapeted Federation Free style front wing with a capped and scrolled parapet, rendered and face brick wall bays, projecting rendered window hoods that extend upwards to form parapets, rendered corner pilasters with capped parapets, Art Nouveau 'Bannockburn Shire Hall' lettering, banks of timber framed windows with upper hopper sashes, rendered chimneys, rendered stringcourses, and roughcast gable infill (side elevations).

The war memorials at the front of the Bannockburn Shire Hall have significance as community commemorative markers honouring locals of the district who served and died in conflicts. In particular, the memorial to World Wars One and Two, the work of James Taylor and Sons, masons, was unveiled in 1923 and the significant fabric includes the granite pedestal mounted on a bluestone base and plinth, and the crowning allegorical female marble sculpture. The pedestal carries the names of the locals who fell. The other war memorial is represented by a granite pillar and commemorates those who served and died in the Korean, Vietnam, Malaya/Borneo and other post 1945 conflicts, and national servicemen who served between 1951 and 1972.

**How is it significant?**

The Bannockburn Shire Hall and war memorials, 12 High Street, Bannockburn, are historically, aesthetically and socially significant at a LOCAL level.

**Why is it significant?**

The Bannockburn Shire Hall, 12 High Street, has historical significance for its associations with the administration of local government in the Bannockburn district since 1876-77, and with several locals who served the community as councillors from this time until the present day (Criteria A & H). The building is the only 19<sup>th</sup> century shire hall in the district still serving its original purpose.

The Bannockburn war memorials, 12 High Street, have historical significance for their associations with locals who fought and died in war (Criteria A & H). The World Wars One and Two memorial is associated with the popular war memorial movement following World War One where monuments of high design quality were constructed to honour those who served. The Bannockburn monument is especially associated with those named on it: Edward Earl, Stewart Earl, Charles Hannam, Alfred Hobbs, Allan Jones, Donald McIntyre, John McIntyre, James Ryan and Albert Thom (World War One), and Francis Moran and Francis Malone (World War Two). The other war memorial has broader associations with locals involved in the Korean, Vietnam, Malaya/Borneo and other post 1945 conflicts, and national servicemen who served between 1951 and 1972.

The Bannockburn Shire Hall, 12 High Street, Bannockburn, has aesthetic significance as a modest and sophisticated example of a Federation Free style building in the Golden Plains Shire (Criteria D & E). The work of the notable Geelong architects, Seeley, King and Everett, the parapeted front portion especially reflects the intact design qualities of the Federation Free style, and is comparable to the King Edward VII

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Sailors' Rest building, 3 Moorabool Street, Geelong. It is a rare example of its design type in the Golden Plains Shire.

The Bannockburn World Wars One and Two memorial, 12 High Street, has aesthetic significance as rare example of a war memorial of the 1920s in Victoria featuring an allegorical female figure, the sculptural qualities and detailing being of a particularly high standard (Criteria D & E). It is most comparable to the Mitiamo War Memorial.

The Bannockburn Shire Hall, 12 High Street, has social significance as it is recognised and valued by the community for its role in the civic life of the Golden Plains Shire and its municipal predecessors, and as a hub for other community events from the 19<sup>th</sup> century (Criterion G).

The Bannockburn war memorials, 12 High Street, have social significance as important markers that commemorate the supreme contributions made by locals in war (Criterion G). They are recognised by the local community for this reason.

**HISTORY****Governing in the Golden Plains Shire****Wadawurrung Government**

For over 40,000 years prior to European colonisation, the area of the Golden Plains Shire were the territories of the Wadawurrung and Gulidjan peoples. In particular, the south-eastern portion of the Shire that took in the district of Bannockburn appears to have been the sub-territory of the Tolloora Balug clan of the Wadawurrung peoples. Their locality extended from Mt Warrenheip to the north-west, and took in Lal Lal Creek and the west branch of the Moorabool River.<sup>1</sup> Governing by the Wadawurrung formed the cultural, spiritual, social, economic and environmentally sustainable basis for daily life. The essential core to government were the lores of the Dreamtime, as it was considered that 'to obey the law was a soul-satisfying experience.'<sup>2</sup> Underlying the creation stories for the Wadawurrung were the ancestral beings: Bundjil (the Eagle) and Waa (the Crow), who 'promulgated the laws by which the clanspeople would live' prior to them 'retiring to their place of origin'.<sup>3</sup>

**The District Council of Grant**

On 21 July 1843, N.S.W. Governor George Gipps signed a charter which established the District Council of Grant. The area of the newly-formed municipality was extensive, stretching well beyond the fledgling Geelong district, as described in the charter:

Bounded on the east by the Western boundary of the County of Bourke; on the north by the 37<sup>th</sup> parallel of South Latitude; on the west by the River Hopkins from the sea to its principal source, and then by a line drawn due north and south to the said parallel; and on the south and south-east by the sea and the waters of Port Phillip.<sup>4</sup>

Surveyed by Alexander Skene, the District Council of Grant included the Bannockburn area (Figure 1).

<sup>1</sup> I.D. Clark, *Aboriginal Languages and Clans: An Historical Atlas of Western and Central Victoria, 1800-1900*, Monash Publications in Geography No. 37, Department of Geography & Environmental Science, Monash University, Melbourne, 1990, p. 311.

<sup>2</sup> L. Lane, 'The Inhabitants of Terra Nullius', *Investigator: Magazine of the Geelong Historical Society*, vol. 29, no. 4, December 1994, p.141.

<sup>3</sup> Ibid.

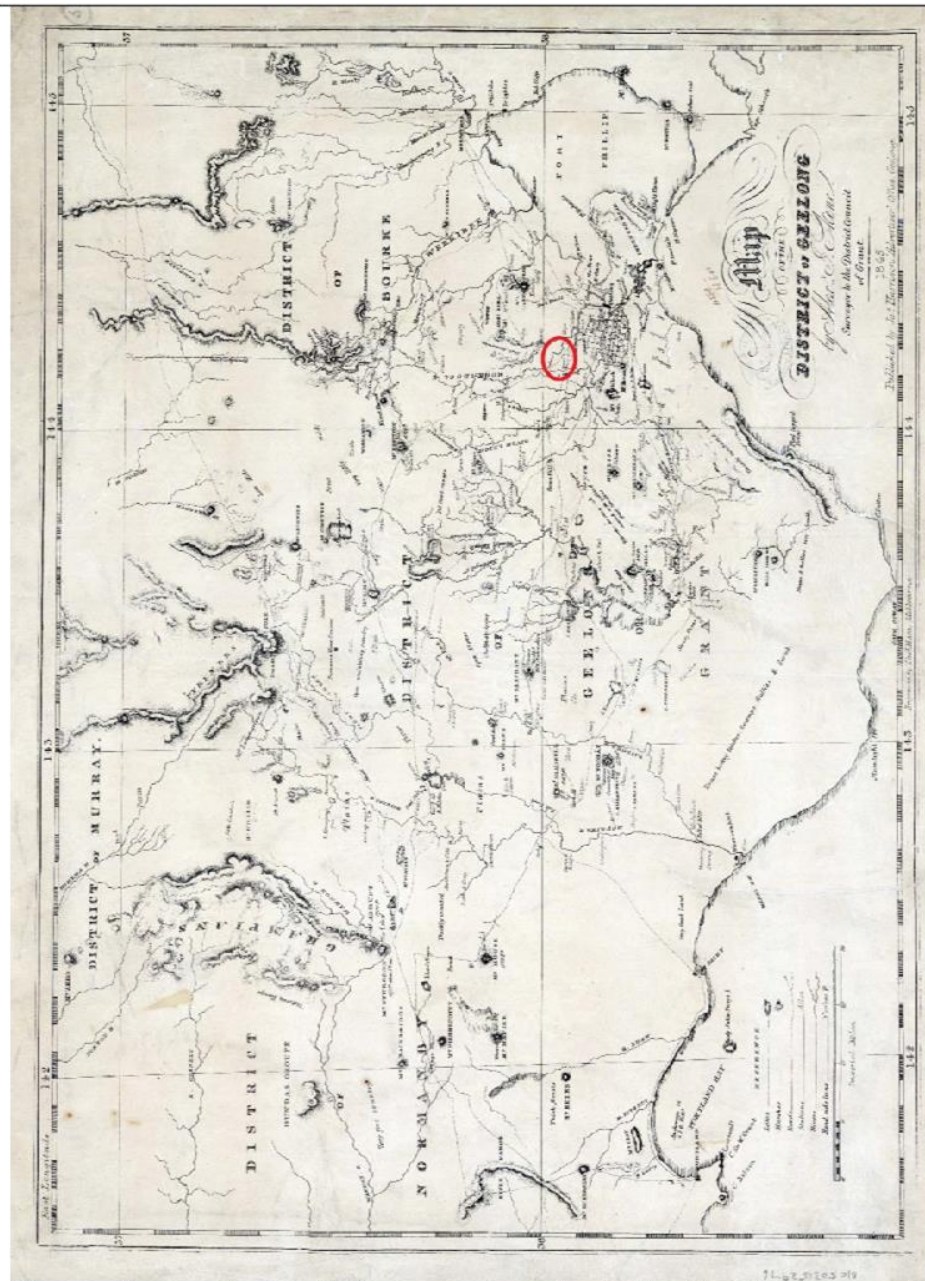
<sup>4</sup> *Geelong Advertiser*, 11 September 1843, p.2.

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**Figure 1:** A.J. Skene, Map of the District of Geelong, James Harrison, Geelong, 1845 (the red circled broadly represents the Bannockburn district). Source: State Library of Victoria.

Governor Gipps appointed Richard Gilbert Talbot of 'Ballanclea', Barrabool, as Warden of the District, and fixed the number of Councillors to six. Nicholas Alexander Fenwick, David Fisher, James Austin,

Dr David Rowe: Authentic Heritage Services Pty Ltd



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William Charles Haines, John Atkins and Robert Stevenson Dunsford were nominated as the first Councillors.<sup>5</sup> Although the District Council comprised several distinguished and successful Councillors from business, the professions and farming, the Council was to be short-lived. By 1849, the District Council met its demise.<sup>6</sup>

**Bannockburn Road District**

The passing of the *Roads Act* in 1853 led the formation of the Central Road Board and District Road Boards. On 21 October 1862, the *Victoria Government Gazette* published the proclamation of the Bannockburn Road District.<sup>7</sup> Taking in portions of the Counties of Grenville and Grant, the Road District area was described as follows:

Commencing at the junction of the Barwon with the Moorarbool River; thence northerly by the eastern boundaries of the parishes of Gherineghap and Darriwil to the north-east eagle of the parish of Darriwil; thence west by the north boundary of the said parish to the centre of the Moorarbool River; thence southerly by the centre of said river to the north-east angle of said parish of Wadballah; thence west by the north boundary of said parish to the north-west angle of said parish; thence south by the west boundary of said parish to the south-east boundary of said parish and by part of the north boundary of Russell, Bell, and Gray's pre-emptive right in the parish of Carrah to the eastern boundary of the Shelford Road District; thence southerly by portion of the east boundary of said road district to a point in the Warrambine Creek; thence easterly by the centre of said creek to its junction with the Barwon River; thence easterly by the centre of said river to the commencing point.<sup>8</sup>

The newly-formed Bannockburn Road District met at the Somerset Hotel (now known as Rosamond), 82 Bannockburn-Shelford Road, Bannockburn (HO46), where seven members were elected.<sup>9</sup> Joseph Hall of the Anakies, Joseph Miller of Wabadallah, Thomas Dann of Murgheboluc and Samuel Morris junior of Carrah were elected for Darriwil, while elected for the northern portion were James Elliot of Doroqu and Andrew Love junior (who became the first chairman).<sup>10</sup>

**Shire of Bannockburn**

On 30 June 1864, the Shire of Bannockburn was proclaimed and gazetted.<sup>11</sup> The newly-formed municipality first comprised the East and West Ridings and six councillors were elected: Joseph Hall, J.P., Joseph Boyce, Samuel Wilson, Thomas Dann, Andrew Love and Samuel Morris.<sup>12</sup> By December 1864, a North Riding had been established the Bannockburn Shire Council comprised nine councillors.<sup>13</sup>

The inaugural Mayor of the Shire of Bannockburn in 1864 was Joseph Mayor Hall (1822-1883).<sup>14</sup> Born in Bristol, Somerset, England, he became a cabinet maker before immigrating to Victoria in 1840.<sup>15</sup> He

<sup>5</sup> *Ibid.*

<sup>6</sup> W.R. Brownhill & I. Wynd, *The History of Geelong and Corio Bay with postscript 1955-1990*, The Geelong Advertiser, Geelong, 1990, p.40.

<sup>7</sup> *Victoria Government Gazette*, 21 October 1862, p.2033.

<sup>8</sup> *Ibid.*

<sup>9</sup> D. Beaurepaire, *The Stepping Stone: A History of the Shire of Bannockburn*, Golden Plains Shire., Bannockburn, 1995, p.175.

<sup>10</sup> *Ibid.*

<sup>11</sup> *Victoria Government Gazette*, 30 June 1864, p.1408.

<sup>12</sup> *Shire of Bannockburn, From Pioneers to Presidents*, Shire of Bannockburn, Bannockburn, 1981, p.26.

<sup>13</sup> *Ibid.*

<sup>14</sup> *Ibid.*

<sup>15</sup> See 'Joseph Mayor Hall' in Willis-Robson Family Tree at Ancestry online, [www.ancestry.com.au](http://www.ancestry.com.au)

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married Miss Catherine Caroline Hennessy in 1856 and they settled in the Plenty District.<sup>16</sup> In 1858, the Hall family relocated to the Anakie district, taking up property called 'Peradina'.<sup>17</sup> Hall was one of the first members of the Bannockburn District Road Board in 1862. In addition to 1864, he also served as Mayor of the Shire of Bannockburn in 1867 and 1868.<sup>18</sup>

The first Shire clerk was John Elkington (1818-1897) who had also been secretary of the Bannockburn Road District.<sup>19</sup> In 1848 his wife and five children, he emigrated from London to Adelaide, South Australia before shortly arriving in Geelong.<sup>20</sup> He was immediately employed by the W.H.R. Weekes, architect and surveyor.<sup>21</sup> Then, after a time as a law clerk, he became a shipping agent before opening a store at Queenscliff.<sup>22</sup> Following a period as a reporter for the *Geelong Advertiser*, Elkington took up the position as secretary of the Barrabool Road Board.<sup>23</sup> He was to hold a similar position with the Winchelsea Road Board prior to being appointed to the Bannockburn Road District Board in 1864.<sup>24</sup>

The first Shire engineer/surveyor was James Huie (1828-1885).<sup>25</sup> Born in Edinburgh, Scotland, Huie graduated from a University in Scotland as a Civil Engineer.<sup>26</sup> He had immigrated to Geelong by 1856 as it was at this time his son, Charles, was born to his wife, Sarah Herd, at Ashby (Geelong West).<sup>27</sup> In addition to being the first Shire engineer and surveyor, Huie also took on the role as Shire secretary between 1866 and 1869.<sup>28</sup> He subsequently transferred to the Barrabool Shire as secretary and surveyor.<sup>29</sup>

In 1871, the Borough of Steiglitz (proclaimed in 1866) was annexed to the Bannockburn Shire. Similarly in 1915, the Meredith Shire (proclaimed in 1871) was annexed to the Bannockburn Shire.<sup>30</sup>

**Golden Plains Shire**

In 1994, the Bannockburn, Leigh and parts of the Buninyong and Grenville Shires amalgamated to form the Golden Plains Shire.<sup>31</sup>

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16 *Advocate*, 15 December 1883, p.2.

17 *Shire of Bannockburn, From Pioneers to Presidents, op.cit.*

18 *Ibid.*

19 *Geelong Advertiser*, 20 November 1897, p.6.

20 *Ibid.*

21 *Ibid.*

22 *Ibid.*

23 *Ibid.*

24 *Ibid.*

25 Victorian Births, Deaths & Marriages Index (VBDM), Registry of Births, Deaths and Marriages Victoria online at <https://www.bdm.vic.gov.au/>

26 *The Maitland Mercury & Hunter River General Advertiser*, 10 January 1888, p.2

27 VBDM, op.cit.

28 *Beaurepaire, op.cit.*, p.193.

29 *Geelong Advertiser*, 12 February 1873, p.3.

30 Heritage Matters Pty Ltd, 'Golden Plains Heritage Study Stage Two, Council Report', prepared for the Golden Plains Shire, 2009, p.90.

31 *Ibid.*

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**Building of the Shire Hall****First District Road Board Office**

While the Somerset Hotel served as the first Bannockburn District Road Board Room, a separate Road Board Office for the secretary and engineer was located at Bannockburn in 1863.<sup>32</sup> On 21 December 1863, the site at 12 High Street, Bannockburn, was permanently reserved 'as a site for Offices for the Bannockburn District Road Board.'<sup>33</sup> In early 1864, a purpose-built Road Board Office was constructed in timber at the High Street site. It was completed by the end of May 1864.<sup>34</sup>

Renamed the Bannockburn Shire Hall later in 1864, the building served its civic function until it was destroyed by fire in 1876.<sup>35</sup> The *Ballarat Courier* gave a report on the blaze which appears to have been deliberately lit:

With reference to the fire at Leigh Road [Bannockburn], by which the Bannockburn shire hall was destroyed, the police have made every enquiry, with a view to discovering its origin. Mr Morris, the shire secretary, left the building all safe nearly twelve hours before the fire broke out, and he cannot in any way account for the destruction of the property. The rate and cash books were safely locked up in the safe, together with other valuable documents, but of course many other books and papers were lost which it will be difficult to replace, and which will be the means of throwing the council into confusion for some time to come. All sorts of rumours are going the rounds of the township with reference to the cause of the fire, but as yet it is shrouded in mystery, and will no doubt continue to be so. Sergeant Toohy inspected the debris on Thursday, and he is of opinion, if the place was set on fire, it was fired from the inside. The residents are much alarmed about the fire, and they consider the Government ought to offer a reward for information which would lead to the discovery of the incendiary, as they are almost certain of the opinion the building did not catch fire accidentally.<sup>36</sup>

While a reward of £50 was offered (being jointly funded by the Bannockburn Shire Council and local citizens),<sup>37</sup> no one was convicted for the damage caused.

**Second (Existing) Shire Hall**

In August 1876, the Shire surveyor, Samuel Morris (c.1831-1911), submitted to the Council a design for a new stone shire hall.<sup>38</sup> A decision on the new building was postponed until the next meeting.<sup>39</sup> In October 1876, the tender of Clement Nash was accepted to build the new hall in brick at a cost of £649/15/0.<sup>40</sup> The building was completed in early 1877 and officially opened on 6 February 1877. The *Geelong Advertiser* gave the following report:

The opening of the new hall for the Bannockburn Shire Council, at Leigh Road, was celebrated last evening by a banquet and ball. It will be recollected that about six months ago the wooden building used by the Council, in which the business of the Shire was transacted, was burnt to the ground in a mysterious way. Since then a more substantial hall has been erected on the site of the old one. It is of red bricks obtained from Ballarat and faced with Waurn Ponds freestone, and the roof is of corrugated iron. The building contains four rooms; the largest, which is to be used for the Council's meetings, is

<sup>32</sup> *Geelong Advertiser*, 23 May 1863, p.1. This was one of the earliest references to the Road Board Office being at Bannockburn.

<sup>33</sup> *Victoria Government Gazette*, 4 December 1896, p.4812.

<sup>34</sup> *Geelong Advertiser*, 16 May 1864, p.2.

<sup>35</sup> *Ballarat Courier*, 6 May 1876, p.4.

<sup>36</sup> *Ibid.*

<sup>37</sup> *Geelong Advertiser*, 23 May 1876, p.3.

<sup>38</sup> Bannockburn Shire Minutes, August 1876, GRS 816, item 9, Geelong Heritage Centre collection.

<sup>39</sup> *Ibid.*

<sup>40</sup> *Ibid.*, October 1876.

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37ft. 8in. by 20ft. in dimensions, and the dimensions of the others are as follows:- Secretary's, 20ft. by 20ft.; Committee's, 18ft. 9in. by 11ft. 9in.; Contractors', 12ft. by 11ft. The new building was erected by Mr Clement Nash ... In order to celebrate the opening of the hall, the Councillors decided among themselves to give a banquet, to which ex-Councillors of the Shire and representatives from neighbouring local bodies were invited. The banquet took place last night, in the large room of the hall, about thirty gentlemen attending.<sup>41</sup>

The new shire hall had a principal entrance to High Street on the east elevation (Figure 2). Lacking a projecting porch, the entrance doors featured Waurin Ponds freestone architraves and quoinwork, as did the timber framed double hung windows on the front façade.

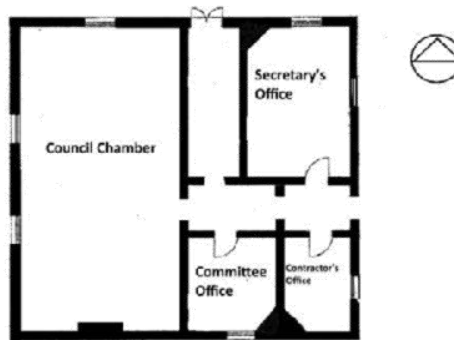


Figure 2: Indicative floor plan of original Shire Hall in 1876-77.  
Source: David Rowe.

Part of the front elevation of the building was shown in the background of a photograph of the Bannockburn Shire Council in 1913 (Figure 3).



Figure 2: Willetts, Bannockburn Shire Council, 1913, showing the early front (east) façade of the Shire Hall in the background prior of the additions of 1915-16. Source: *News of the Week*, 4 December 1913, GRS 2121, Geelong Heritage Centre.

<sup>41</sup> *Geelong Advertiser*, 7 February 1877, p.3.

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**Alterations and Additions**

Following the annexation of the Meredith Shire into the Bannockburn Shire in 1915, the Bannockburn Shire Council commissioned the local architectural firm of Seeley, King and Everett to design alterations and additions to the shire hall.<sup>42</sup> It is likely that the design was that of Percy Everett given the similarities to some of his other work (see comparative analysis). Percy Edgar Everett (1888-1967) had trained in architecture at the Gordon Technical College, was later an instructor there, and from 1934 until 1953 was the Chief Architect of the Public Works Department.<sup>43</sup> The alterations and additions involved extensions to the Secretary's and Contractor's Offices, and the provision of a recessed front porch (Figure 4).

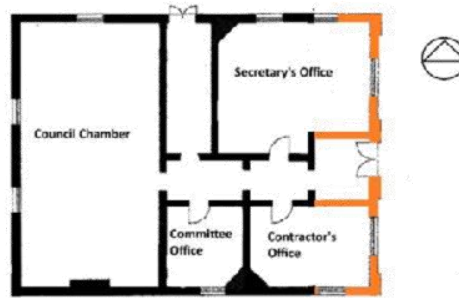


Figure 4: Indicative floor plan of Shire Hall showing additions in orange. Source: David Rowe.

The completed work gave a contemporary Federation Free style appearance to the building (Figures 5-6). It was officially opened in January 1916 when the Shire President, Cr. J.D. McCallam, unfurled a new Union Jack flag on the flagstaff that was centrally located above the front parapet (Figure 7).<sup>44</sup>



Figure 5: J.A. Crowley, Bannockburn Shire Councillors, 1918, showing part of the Federation Free style front facade. Source: *News of the Week*, 5 September 1918, GRS 2121, Geelong Heritage Centre.



Figure 6: Bannockburn Shire Hall & War Memorial, 1964. Source: *Shire of Bannockburn Centenary Celebrations 1864-1964*, booklet, Geelong Heritage Centre.

<sup>42</sup> *Ibid.*, 28 July 1915, p.1.

<sup>43</sup> 'Percy Edgar Everett', Wikipedia online, accessed 17 September 2019 at [https://en.wikipedia.org/wiki/Percy\\_Edgar\\_Everett](https://en.wikipedia.org/wiki/Percy_Edgar_Everett)

<sup>44</sup> *Ballarat Star*, 19 January 1916, p.3.

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**Shire Hall: Civic and Community Hub**

Since early 1877, the existing building has been the focus of civic life at Bannockburn, the location of Council meetings, and for much of the 20<sup>th</sup> century, the administrative centre of the former Bannockburn Shire municipality. The building also served other community purposes. In 1878, it hosted concerts and balls organised by the Wadallah Cricket Club.<sup>45</sup> In 1884, permission was granted for the 'young men of Leigh Road' to hold a ball.<sup>46</sup> In 1893, the shire hall was leased to the Crown Law Department for police court purposes.<sup>47</sup>

Several important public meetings were held in the hall, including a discussion on the Federal Bill in 1898 in relation to the Federation of the Australian Colonies. It was also the location of ratepayers' meetings.<sup>48</sup> Throughout the 20<sup>th</sup> century, it has been a polling booth for referendums and elections.<sup>49</sup> In 1919, the Commonwealth Bank was granted a temporary lease for offices in the hall.<sup>50</sup>

**War Memorials**

In March 1923, a public meeting was held at the local hall chaired by the Bannockburn Shire President, Cr. J. Parker, to discuss the proposed erection of a soldiers' memorial in Bannockburn.<sup>51</sup> A memorial committee was duly elected and donations were received from the tennis football and cricket clubs, and the park committee.<sup>52</sup> At a meeting in late August 1922, the memorial committee deliberated on the form of memorial, with three suggestions given for either two memorial gates, a tablet or stone pillars.<sup>53</sup> By late October 1922, it had been decided that a memorial pedestal surmounted by a female figure be constructed. Details on the letting of a contract were given in *The Argus*:

The contract for the soldiers' memorial at Bannockburn has been let to Messrs. J. Taylor and Co., of Footscray, for £163. The memorial will be of grey Harcourt granite, 13ft. 6inc. in height, surmounted by a figure symbolical of remembrance.<sup>54</sup>

On 6 February 1923, the war memorial was officially unveiled in the forecourt to the Bannockburn Shire Hall by Lieutenant-Colonial N.M. Freeman, D.S.G., amid a large number of people from the district, including school children<sup>55</sup> (Figures 7-8). The monument has been located within an ingo at the front of the Shire Hall site, surrounded on three sides by a timber picket fence.

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- 45 *Geelong Advertiser*, 1878, p.4, 9 October 1878, p.4.  
 46 *Ibid.*, 14 May 1884, p.4.  
 47 *Ibid.*, 10 May 1893, p.4.  
 48 *Ibid.*, 4 May 1898, p.4.  
 49 *Ibid.*, 9 October 1916, p.5, 19 December 1917, p.6.  
 50 *Ibid.*, 15 October 1919, p.4.  
 51 *Ibid.*, 23 March 1922, p.10.  
 52 *Ibid.*  
 53 *The Ballarat Star*, 2 September 1922, p.8.  
 54 *The Argus*, 27 October 1922, p.19.  
 55 *Geelong Advertiser*, 6 February 1923, p.4, 7 February 1923, p.3.

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**Figure 7:** Unveiling of war memorial, 6 February 1923. Source: Bannockburn Photograph Album, GRS 803, Geelong Heritage Centre.



**Figure 8:** Unveiling of war memorial amid a large crowd of locals, 6 February 1923. Source: Bannockburn Photograph Album, GRS 803, Geelong Heritage Centre.

The granite pillar monument to the west of the memorial to World Wars One and Two was built after 1999.<sup>56</sup>

**DESCRIPTION**

The Bannockburn Shire Hall is situated on a rectangular site in the centre of commercial area of the Bannockburn Township at 12 High Street. The hall building has a contextually generous front setback comprising a paved and grassed forecourt that provide a formal setting for two war memorials. At the rear and north and south sides are paved, grassed treed spaces.

**Bannockburn Shire Hall**

**Exterior**

The symmetrical, single storey, brick and rendered Shire Hall building is characterised by a double gabled Victorian roof forms clad in galvanised corrugated steel, together with a front parapeted and flat-roofed Federation Free style wing. Both portions of the building reflect the key phases of its construction of 1876-77 and 1915-16.

The front parapeted Federation Free style wing (Photos 1-4) provides a sophisticated appearance to an otherwise rudimentary Victorian building. The front is defined by a central bay with a round-arched door opening, Art Nouveau ‘Bannockburn Shire Hall’ lettering and a capped and scrolled parapet. While the door opening is early, the existing frosted glazing in the fanlight, and the door and sidelight, appear to have been introduced. Flanking the central bay are side bays with banks of timber framed windows having upper hopper sashes. Above the windows are projecting rendered hoods that extend upwards and crowned by capped parapets. These side bays also feature rendered corner pilasters with capped parapets. Surrounding the windows are face brick walls and concrete stringcourses.

<sup>56</sup> The memorial is not shown in a photograph by Brian Hatfield for the National Trust of Australia (Victoria), taken in 1999. See ‘Bannockburn Shire Hall’, High Street, Bannockburn, Victorian Heritage Database online, accessed 17 September 2019 at <https://vhd.heritagecouncil.vic.gov.au/places/64653>

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Photo 1: East (front) elevation. Source: David Rowe.

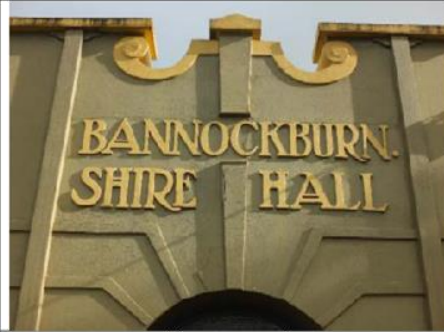


Photo 2: Detail of lettering on east elevation. Source: David Rowe.



Photo 3: Detail of north bay, east elevation. Source: David Rowe.



Photo 4: Front (east) door opening detail. Source: David Rowe.

The rear double gabled wing behind the front addition comprises the majority of the building (Photos 5-8). The original gable ends are defined by timber bargeboards with timber finials in the apexes. The roughcast render gable infill represents a change during the Federation era. Other changes during this period include the rendering and cappings to the north and south chimneys (east gable), and the flat-roofed parapeted addition at the east ends of the north and south elevations. The timber framed double hung windows with freestone lintels, sills and quoinwork are original, although the timber framed double hung windows at the east ends of the north and south elevations represent part of the Federation era additions, while a window on the south elevation near the north end has been introduced (it has no freestone quoinwork, lintel or sill). There is a bluestone. The freestone quoinwork to the rear (west) building corners is original. On the north façade is an early door opening with freestone quoinwork and lintel. The panelled timber door and sidelight appear to have replaced an original door, and the bracketed timber hood has been introduced. Similarly-constructed window hoods appear above the windows on the rear (west) elevation and have been introduced. On the south façade (rear gable) is an original chimney with introduced overpainting.



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**Photo 5:** North elevation looking west. Source: David Rowe.



**Photo 6:** South elevation. Source: David Rowe.



**Photo 7:** South elevation showing extension of 1915-16 (right). Source: David Rowe.



**Photo 8:** Rear (west) elevation. Source: David Rowe.

**Interior**

The interior of the Bannockburn Shire Hall is comprised of eight spaces. The majority of the interior is constructed of timber lined ceilings with moulded cornices, hard plaster wall, moulded timber window and door architraves, timber window sills, four panelled timber doors, and timber floors (with introduced coverings). The principal entrance is at the front, into a foyer, introduced in 1915-16 as part of the Federation Free style additions (Figure 4). The original front door opening to the Victorian building is located on the west wall of the foyer (Photo 9), and has a bluestone reveal and rendered surround. The door appears to reflect the changes of 1915-16.

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**Photo 9:** Interior, front foyer showing original (1876-77) front door.  
Source: David Rowe.

A central hall to the west of the foyer provides access to two flanking rooms on the north and south (Photo 10). Both of front (east) rooms are original, but have been extended as part of the changes in 1915 (as denoted by the boxed beams in the ceiling). The front room on the north side is the former secretary's office (Photos 12-13), the space to the south (now a kitchen) is the original contractor's room. These rooms feature original corner fireplaces, both of which have been blocked. In the kitchen is an early desk (Photo 11). More fabric is evident for the fireplace in the former secretary's office, with its round-arched brick opening and timber mantels. Immediately west of the kitchen are the toilets. They were originally space and comprised the committee room. West of the former secretary's office are store rooms. This originally appears to have been a side entrance foyer and hall.



**Photo 10:** Foyer/hall looking from the front (east) to the council chamber at the rear (west). Source: David Rowe.



**Photo 11:** Early desk in kitchen (south-east room). Source: David Rowe.

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**Photo 12:** Former Secretary's Office looking north-east.  
Source: David Rowe.



**Photo 13:** Former Secretary's Office looking west.  
Source: David Rowe.

The most substantial space is the Council chamber at the rear of the central hall (Photos 14-15). On the south side there is an original fireplace with an introduced brick surround, tiled hearth and timber mantel. In the ceiling and early gaslight ventilators now blocked up. The timber chamber furniture dates from 1964, the gift of Cr. S.D. Gillett, J.P.



**Photo 14:** Council chamber, looking south.  
Source: David Rowe.



**Photo 15:** Council chamber, looking north.  
Source: David Rowe.

On most of the walls in the main spaces are several honour boards, honour rolls, photographic portraits of past Shire presidents and councillors of the Bannockburn, Leigh Shires and Steiglitz Shires, and municipal crests (Photos 16-17). The memorabilia provide an appreciation of the service and sacrifice of those who fought and died in war, and those who contributed to civic life in the municipality.

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**Photo 16:** Example of a Councillor honour board hanging in the Shire Hall. Source: David Rowe.



**Photo 17:** Example of a framed portrait photographs of Bannockburn Shire Councillors, 1906, hanging in the Shire Hall. Source: David Rowe.

**Condition and Integrity**

Overall, the exterior of the Shire Hall is fair-good condition. It is also intact to its original (1876) construction with important changes of 1915. However, there are a number of conservation issues that require repair and/or monitoring:

**Exterior**

**East Elevation**

- Cracked render above door and in parapet.
- Stain to parapet caps.

**North Elevation**

- Spalled quoinwork to windows.
- Weathered and possibly rotted timber window frames.
- Mortar breakdown in brickwork. This appears to be caused by rising damp and possibly falling damp (also noted in the interior).
- Weathered ends to timber bargeboards.
- Spalled capping to chimney.
- Leaking downpipe near doorway.

**West Elevation**

- Weathered timber framed windows.
- Tree branches resting on wall.
- Wall crack above north window and lintel.
- Downpipe not connected to sealed drainage (south end).

**South Elevation**

- Blocked drain causing water to pond, rising damp and movement in floor.
- Damage ventilation grille in gable end.

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- Rising damp in wall.

**Interior**

## Front Foyer

- Floor appears to have dropped (possibly due to lack of sufficient subfloor ventilation – the exterior ground is at level with floor).

## Kitchen

- Evidence of falling and rising damp in south-west corner.

## Former Secretary's Office

- Major diagonal wall crack above door (south wall)
- Falling damp at the north end of bulk head.
- Major rising damp in base of fireplace.
- Fine wall cracks (west wall).

## Council Chamber

- Major rising and falling damp in south-east corner.
- Major falling and rising damp in north-east corner (possibly due to blocked gutter).
- Sloping floor to south-east corner (possibly caused by floor structure being undermined by blocked drainage).

## Toilet

- Movement in floor possible due to blocked drainage on south side.

The original (1876-77) and early (1915-16) spatial layout of the interior is discernible and overall the interior has moderate integrity.

**War Memorials**

A centrepiece of the civic forecourt to the Shire Hall are the war memorials. The most imposing is the memorial commemorating those who fought died in World Wars One and Two located at the front of the site (Photos 18-19). The granite pedestal is mounted on a bluestone base and plinth, and is surmounted by an allegorical female marble sculpture who appears to be holding a bunch of poppies in her robe by her right hand, and a single poppy in her left hand. With head bowed, the female figure symbolises the archetypical wife, girlfriend, mother and sister, and the poppies signify remembrance, which is highlighted by the word, "REMEMBRANCE", inscribed in the base. The pedestal carries the names of the locals who fell: Edward Earl, Stewart Earl, Charles Hannam, Alfred Hobbs, Allan Jones, Donald McIntyre, John McIntyre, James Ryan and Albert Thom (World War One), and Francis Moran and Francis Malone (World War Two). Set on a tiled paved space, two granite bollards flank the monument.

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Photo 18: World Wars One & Two Memorial (east face).



Photo 19: World Wars One & Two Memorial, looking south-west.

Further towards the Shire Hall is a second memorial (Photos 20-21). Comprising a granite pillar, it commemorates those who served and died in the Korean, Vietnam, Malaya/Borneo and other post 1945 conflicts, and national servicemen who served between 1951 and 1972. Four incised plaques give details of the commemorative nature of the monument.



Photo 20: Second War Memorial (east face).



Photo 21: Detail of plaques on west face of second war memorial

Both memorials appear to be in good condition and are intact.

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**COMPARATIVE****Shire Halls & Other Comparative Buildings**

Within the Golden Plains Shire are two former Shire Hall buildings also built in the 1870s. Unlike the Bannockburn building, these two other buildings no longer serve their original purpose. The earliest is the former Leigh Shire Hall, 1372 Rokewood-Shelford Road, Shelford (Photo 22). The symmetrical, single storey, Victorian Gothic styled building was constructed in bluestone in 1871-72 to a design by the Shire Engineer, C. Wilson.<sup>57</sup> The other building is the former Meredith Shire Hall, 31 Staughton Street, Meredith (Photo 23). It was built in bluestone in 1878 in a Victorian Eclectic style to a design by the prolific architects, Davidson and Henderson.<sup>58</sup> Similar to the Bannockburn Shire Hall, both of these other former Shire Halls are contextually modest in scale, single storey, and have principal traversing gabled roof forms. Compositionally and aesthetically, they differ from the Bannockburn building given their projecting gabled wings, front verandah (former Leigh Shire Hall), bluestone construction and detailing.



**Photo 22:** Former Leigh Shire Office, 2013.  
Source: David Rowe.



**Photo 23:** Former Meredith Shire Office, 2012.  
Source: David Rowe.

Given the significant alterations and additions to the Bannockburn Shire Hall in 1915-16, its principal appearance from High Street is especially comparable to the former King Edward VII Sailors' Rest building, 3 Moorabool Street, Geelong, built in 1911 in a Federation Free style by the architect, Percy Everett.<sup>59</sup> While the former Sailors' Rest building is two storey and of different composition to the Bannockburn Shire Hall, the Federation Free style detailing in the combined use of face brick and render, broad arched entrance opening, window treatment, parapet and other detailing, and Art Nouveau lettering are especially comparable.

<sup>57</sup> 'Former Leigh Shire Hall and Toll House', Victorian Heritage Database online, op.cit.

<sup>58</sup> A. Willingham, *Geelong Region Historic Buildings and Objects Study*, Geelong Regional Commission, vol.1, 1986, sheet 35.

<sup>59</sup> *Geelong Advertiser*, 24 March 1911, p.2, 2 September 1911, p.2, 5 February 1912, p.4.

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Photo 24: Sailors' Rest building, 3 Moorabool Street, Geelong, 2019.  
Source: David Rowe.

**Comparable War Memorials**

The Bannockburn memorials are two of at least 10 war monuments in the Golden Plains Shire that commemorate the service and sacrifice of locals in different conflicts throughout the 20<sup>th</sup> century.<sup>60</sup> They are located at Rokewood, Teesdale, Wallinduc, Meredith, Shelford, Corindhap, and Inverleigh (memorials to the Boer War and World War One).<sup>61</sup> Contemporary with the Bannockburn war memorial of 1923 is the Inverleigh War Memorial (unveiled in 1920) and the Meredith War Memorial (unveiled in 1924).<sup>62</sup> Stylistically, both the Inverleigh and Meredith memorials are different to that at Bannockburn, the other monuments taking the forms of a column and obelisk respectively.

The Bannockburn war memorial represents one of only a small number of war memorials erected after World War One that feature a female figure. Most allegorical figure sculptures to memorials from the 1920s represent male soldiers. Especially comparable with the Bannockburn monument are the war memorials unveiled in the 1920s at Mitiamo, Jeparit, Ultima, Hamilton, Mildura and Snake Valley.<sup>63</sup> The memorial at Mitiamo appears to be particularly aesthetically comparable. The female figures are of similar design although the poses and detailing are slightly different. Other war memorials with allegorical female figures include those at Sale and Camperdown, but the designs and outward symbolism are different to that at Bannockburn.

60 See Victorian War Heritage Inventory, Victorian Heritage Database online, [https://vhd.heritagecouncil.vic.gov.au/search?kw=war+memorial&kwf=exact&kwe=&aut\\_off=1&aut%5B%5D=&cp=0&mun%5B%5D=24&str=&sub=&pre=&arcs=0&arc=&tp=0&nme=&nmf=&his=&yt=0&yc=&idnt=hermes&idn=&do=s&collapse=true&type=place](https://vhd.heritagecouncil.vic.gov.au/search?kw=war+memorial&kwf=exact&kwe=&aut_off=1&aut%5B%5D=&cp=0&mun%5B%5D=24&str=&sub=&pre=&arcs=0&arc=&tp=0&nme=&nmf=&his=&yt=0&yc=&idnt=hermes&idn=&do=s&collapse=true&type=place) There were also other forms of commemoration of locals who served and died within the Shire, such as the Avenue of Honour at Corindhap and the gates at Lethbridge.

61 Ibid. & Authentic Heritage Services Pty Ltd, 'Survey of Victoria's Veteran-Related Heritage', prepared for the Department of Planning & Community Development, 2008.

62 *Geelong Advertiser*, 15 May 1920, p.7 & 29 March 1924, p.9.

63 See K.S. Inglis, *Sacred Places: War Memorials in the Australian Landscape*, Melbourne University Press, Carlton, 2005, p.172-175 & Allom Lovell & Associates, 'Rural City of Swan Hill Heritage Study Stage 2', prepared for the Rural City of Swan Hill, July 2001.



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Photo 25: Mitiamo War Memorial, n.d.  
Source: Australian War Memorial, accession H17788.

Aesthetically, the war memorial pillar at Bannockburn not readily comparable to other war memorial monuments in the Golden Plains Shire.

**CONSERVATION GUIDELINES**

**Repairs**

A site inspection on 21 August 2019 revealed that some repairs are required to the building. They include (but are not limited to):

**Roofs**

1. Check for blocked gutters and flashing defects, particularly at gable junctions and junction of flat-roofed 1915 wing.
2. Consider capping all the chimneys to mitigate falling damp and vermin ingress. Any capping should have minimal visibility from public view.
3. Prune tree branches currently overhanging on roofs and resting on walls.

**Walls**

1. Monitor spalling to Wauron Ponds freestone (all elevations).
2. Repair blocked and defective drainage which appears to be causing rising damp in north and south brick walls, and undermining the integrity of the subfloor structure on the south side.
3. Check for drummy render (all elevations but especially the east elevation). Repair render defects and cracks with a render of the same strength (composition/mix) and texture as existing.
4. Clean stained rendered parapet and other rendered surfaces and repaint.
5. Repair spalled render to chimneys with a render of the same strength (composition/mix) and texture as existing.
6. Repair leaking downpipe (north elevation).
7. Connect downpipe to sealed drainage (south end, west elevation).
8. Repair damaged ventilation grille (to match existing) in south gable end.

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9. Sand, prime and paint all weatherboard timber work (bargeboards, window frames, doors, window hoods).
- 

**Ground Works**

- 
1. Consider methods of lower ground levels around building to ensure adequate subfloor ventilation, and mitigate water ponding at building base.
- 

**External Colour Scheme**

The existing external colour scheme of the Bannockburn Shire Hall does not enhance its Federation Free style appearance at the front. Historic photographs of the building, together with comparable Federation Free style examples, suggest that the render was painted in a very light colour (but not stark white as this colour did not exist until after World War Two). The windows were a dark colour. Consideration could therefore be given to:

- Haymes Antique White (4061W) (or alternative proprietary brand equivalent): all rendered finishes and chimneys.
- Haymes Indian Red (4005R) (or alternative proprietary brand equivalent): window frames, doors, bargeboards, window and door hoods.
- Half Strength Haymes Indian Red (or alternative proprietary brand equivalent): Bannockburn Shire Hall lettering on front façade.

**Interpretation**

It is recommended that an inventory is carried out of all the photographic portraits, honour rolls and boards, other memorabilia and early and memorial furniture currently located in the Shire Hall prior to their removal and relocation. It is recommended that this fabric is displayed in a new facility accessible to the public.

**Future Uses**

It is recognised that the enduring use of the Bannockburn Shire Hall as the location of council meetings will cease when the new council facilities have been completed. Yet, it is also acknowledged that the historic and social significance of the Bannockburn Shire Hall includes its public use. There will be some diminution in its heritage value by virtue of the discontinuance of its original long-serving function. However, the purpose of the heritage overlay is not to prevent change, but to provide discretion in managing change in a manner that conserves the significance of the place as much as possible. The continued understanding, appreciation and recognition of the architectural, historic and social importance of the hall and war memorials should therefore form key considerations in any future use. As a centre for local government where community involvement has played a principal role in the evolution and function of the hall, and with the war memorials comprising the community's commemorative focus to those who have fought and died in war, it is suggested that with any future use, consideration is given to:

- Community engagement.
- Consultation with the Returned Services League (RSL).

Considerations for any future uses might include:

- Uses that give as much public access as possible to the hall and are sensitive to the architectural, historical and social importance of the place. This might include (but not be limited to) community group uses, or the lesser alternatives such as hospitality (café, restaurant, or similar), commercial art gallery, or other use where the activities and operations

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are understated, and where the building and front commemorative forecourt remain unencumbered from external fittings and fixtures, and extensive signage.

- Minimal intervention in significant fabric.
- Interpretation of the existing and enduring historic function as a shire hall (this could involve some historical information or photographic display within the building, for example).
- Recognition and respect for the ongoing commemorative function of the war memorial, as a public space.

**Signage**

Given that the significance of the Bannockburn Shire Hall relies (in part) its existing exterior appearance unencumbered by signage, and because of the commemorative importance of the war memorials in the Shire Hall forecourt, any future signage should be understated, freestanding and not compete in scale or appearance with the war memorials. If there are to be multiple future uses for the Shire Hall, a signage management plan should be prepared whereby signage is standardised for each user and managed in a way that does not detract from the significance of the place.

# Applying the Heritage Overlay

## Planning Practice Note 1

AUGUST 2018

This practice note provides guidance about the use of the Heritage Overlay.

### What places should be included in the Heritage Overlay?

- Any place that has been listed on the Australian Heritage Council's now closed Register of the National Estate.
- Any place that has been referred by the Heritage Council for consideration for an amendment to the planning scheme.
- Places listed on the National Trust Heritage Register of the National Trust of Australia (Victoria), provided the significance of the place can be shown to justify the application of the overlay.
- Places identified in a local heritage study, provided the significance of the place can be shown to justify the application of the overlay.

Places listed on the former *Register of the National Estate* or on the *National Trust Heritage Register* of the National Trust of Australia (Victoria) do not have statutory protection unless they are protected in the planning scheme.

The heritage process leading to the identification of the place needs to clearly justify the significance of the place as a basis for its inclusion in the Heritage Overlay. The documentation for each place shall include a statement of significance that clearly establishes the importance of the place and addresses the heritage criteria.

### What are recognised heritage criteria?

The following recognised heritage criteria shall be used for the assessment of the heritage value of the heritage place. These model criteria have been broadly adopted by heritage jurisdictions across Australia and should be used for all new heritage assessment work.

**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 understanding 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).

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**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).

The adoption of the above criteria does not diminish heritage assessment work undertaken before 2012 using older versions of criteria.

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

To apply a threshold, some comparative analysis will be required to substantiate the significance of each place. The comparative analysis should draw on other similar places within the study area, including those previously included in a heritage register or overlay. Places identified to be of potential state significance should undergo analysis on a broader (statewide) comparative basis.

### Places of significance for historical or social reasons

Planning is about managing the environment and its changes. An appropriate test for a potential heritage place to pass in order to apply the Heritage Overlay is that it has 'something' to be managed. This 'something' is usually tangible but it may, for example, be an absence of built form or the presence of some other special characteristic. If such things are present, there will be something to manage and the Heritage Overlay may be applied.

If not, a commemorative plaque is an appropriate way of signifying the importance of the place to the local community.

### Group, thematic and serial listings

Places that share a common history and/or significance, but which do not adjoin each other or form a geographical grouping may be considered for treatment as a single heritage place. Each place that forms part of the group might share a common statement of significance; a single entry in the Heritage Overlay Schedule and a single Heritage Overlay number.

This approach has been taken to the listing of Chicory Kilns on Phillip Island in the Bass Coast Planning Scheme. The kilns are dispersed across the island but share a common significance. Group listing of the kilns also draws attention to the fact that the kilns are not just important on an individual basis but are collectively significant as a group.

The group approach has also been used for the former Rosella Factory Complex in the Yarra Planning Scheme. This important factory complex had become fragmented through replacement development making it hard to justify a precinct listing. The group listing, with a single Heritage Overlay number, has meant that the extent and significance of the complex can still be appreciated.

### Writing a statement of significance

For every heritage place (that is, a precinct or individual place) a statement of significance must be prepared using the format of 'What is significant?', 'How is it significant?' and 'Why is it significant?'.

**What is significant?** – This section should be brief, usually no more than one paragraph or a series of dot points. There should be no doubt about the elements of the place that are under discussion. The paragraph should identify features or elements that are significant about the place, for example, house, outbuildings, garden, plantings, ruins, archaeological sites, interiors as a guide to future decision makers. Clarification could also be made of elements that are not significant. This may guide or provide the basis for an incorporated plan which identifies works that may be exempt from the need for a planning permit.

**How is it significant?** – Using the heritage criteria above, a sentence should be included to the effect that the place is important. This could be because of its historical significance, its rarity, its research potential, its representativeness, its aesthetic significance, its technical significance and/or its associative significance. The sentence should indicate the threshold for which the place is considered important.

**Why is it significant?** – The importance of the place needs to be justified against the heritage criteria listed above. A separate point or paragraph should be used for each criterion satisfied. The relevant criterion reference should be inserted in brackets after each point or paragraph, for example "(Criterion G)". An example statement of significance has been prepared for guidance, see **Appendix A.**



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The explanatory report for an amendment that includes a place in the Heritage Overlay (or other supporting documentation accompanying a planning scheme amendment) should:

- state whether the place is a precinct or an individual place
- identify if further controls allowed by the schedule to the overlay are required such as external paint controls or tree controls (the identification of further controls should be based on the explanation of why a heritage place is significant).

### **Incorporating, saving and displaying statements of significance**

A statement of significance must be incorporated in the planning scheme for each heritage place included in the schedule to the Heritage Overlay after 31 July 2018. This requirement does not apply to a heritage place included in the schedule by an amendment prepared or authorised by the Minister for Planning under section 8(1)(b) or section 8A(4) of the *Planning and Environment Act 1987* before 31 October 2018.

However, a statement of significance may be incorporated for any heritage place included in the schedule before 31 July 2018 or by an amendment that the exemption applies to.

If a statement of significance is incorporated in the planning scheme, the name of the statement must be specified in the schedule to the overlay.

All statements of significance (incorporated or otherwise) should be securely stored in the HERMES heritage database.

Where a planning scheme amendment has resulted in the inclusion of, or amendments to, places in the Heritage Overlay, the strategic justification (that is, the heritage study documentation and statements of significance) needs to be updated. A statement of significance that has been incorporated into the planning scheme can only be changed by an amendment to the planning scheme. If the heritage place does not have a statement of significance that has been incorporated, then any changes should be entered into the department's HERMES heritage database.

Where a place (either a precinct or individual place) is included in the Heritage Overlay, the statement of significance for that place should be publicly viewable through the department's Victorian Heritage Database.

### **Additional resources may be required**

When introducing the Heritage Overlay, a council should consider the resources required to administer the heritage controls and to provide assistance and advice to affected property owners. This might include providing community access to a heritage adviser or other technical or financial assistance.

### **Drafting the Heritage Overlay schedule**

#### **What is a heritage place?**

A heritage place could include a site, area, building, group of buildings, structure, archaeological site, tree, garden, geological formation, fossil site, habitat or other place of natural or cultural significance and its associated land. It cannot include movable or portable objects such as machinery within a factory or furniture within a house.

#### **What is the planning scheme map reference number?**

In column one of the schedule, the Planning Scheme Map Reference prefix should read HO1, HO2, HO3 and so on. Each heritage place in the schedule will have its own identifying number. The planning scheme maps should also record these numbers as a cross reference between the maps and the schedule.

#### **Street numbers and location descriptions**

Street numbers and locality addresses should be included for properties wherever possible. Where a street address is not available, plan of subdivision details (for example, Lot 1 of PS12345) should be used. Avoid using Crown Allotment details, Certificate of Title details or obscure location descriptions if possible.

#### **How should the Heritage Overlay schedule be arranged?**

There are three preferred options for arranging the schedule:

- Heritage places may be arranged in ascending numerical order by their planning scheme map reference number (eg HO1, HO2, HO3 and so on).
- Heritage places may be grouped according to their suburb, town or location and then arranged alphabetically by street address within each grouping.
- All places may be listed alphabetically by their street address irrespective of their location.

Use the method which most assists users of the planning scheme to find the relevant property by a simple search through the schedule.



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An example of a schedule to the Heritage Overlay is included at **Appendix B**.

**Application requirements**

The schedule allows for application requirements to be specified.

**Incorporated plan**

Clause 43.01-3 of the Heritage Overlay allows an incorporated plan to be prepared to identify works to a heritage place that are exempt from the need for a planning permit. To do so, the plan must be specified in the schedule to the overlay and must also be listed in the schedule to Clause 72.04.

**Statements of significance**

Where a statement of significance is incorporated in the planning scheme, it must be given a title which includes the name of the heritage place or if there is no name specified, the full address of the heritage place. The title of the statement of significance must be specified in the schedule to the overlay. The title of the statement must also be listed in the schedule to Clause 72.04.

**Heritage design guidelines**

Where detailed heritage design guidelines have been prepared for a heritage place, they may be incorporated into the planning scheme. The title of the incorporated document must be specified in the schedule to the overlay and must also be listed in the schedule to Clause 72.04.

**Applying external painting controls**

External painting controls over particular heritage places can be applied in the schedule by including a 'yes' in the External Paint Controls Apply? column.

**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.

**Applying tree controls**

The schedule can apply tree controls over heritage places. The tree controls could apply to the whole of a heritage place (for example, over a house site or an area) or a tree or group of trees could be specifically nominated as the heritage place.

Tree controls are applied by including a 'yes' in the Tree Controls Apply? column. Tree controls should only be applied where there has been a proper

assessment. The statement of significance for the heritage place should identify the particular trees that are significant (under "What is significant?") and why the tree or trees are important.

If only one, or a few trees within a large property are considered significant, the 'Tree Controls Apply' column can be qualified with the relevant details. A planning permit would then only be required to remove, destroy or lop the trees that were specifically identified in the column.

This control is designed to protect trees that are of intrinsic significance (such as trees that are included on the National Trust Heritage Register), or trees that contribute to the significance of a heritage place (for example, trees that contribute to the significance of a garden or area). The control is not meant to protect trees for their amenity value. See *Planning Practice Note 7 – Vegetation Protection in Urban Areas* for alternative methods of vegetation protection.

**Outbuildings and fences**

Councils may consider that certain outbuildings and/or fences on heritage sites are significant and can therefore require that these be subject to the notice and review requirements of the *Planning and Environment Act 1987*. This is achieved by including the word 'yes' in the column headed 'Outbuildings or fences which are not exempt under Clause 43.01-4?'

It is helpful to landowners and users of the planning scheme if the column in the schedule identifies the particular outbuildings and/or fences that are considered to be significant. The statement of significance for the heritage place should also identify the particular outbuildings and/or fences that are significant (under "What is significant?") and why they are important.

**How should places in the Victorian Heritage Register be treated in the schedule and map?**

Section 56 of the *Heritage Act 2017* (Heritage Act) requires that the Minister for Planning must 'prepare and approve an amendment to any planning scheme applying to a place which is included or amended in the Heritage Register to identify the inclusion or amendment of that place in the Heritage Register'. This is intended as an alert to planning scheme users of restrictions that might apply to land under the Heritage Act.

Planning authorities should not amend the schedule or maps as they relate to places in the Victorian Heritage Register and certainly not without the prior approval of Heritage Victoria. This is to ensure that



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planning schemes accurately reflect the Heritage Register as required by the Heritage Act.

Under Clause 43.01-2, places on the Victorian Heritage Register are subject to the requirements of the Heritage Act and not the planning provisions of the Heritage Overlay. Where Places included in the Victorian Heritage Register are listed in the schedule, a dash should be recorded in columns three (external paint controls), four (internal alteration controls), five (tree controls) and six (outbuildings and fences) to avoid any possible confusion as to whether planning provisions apply to these properties. In column seven ('Included on the Victorian Heritage Register ...') the reference number of the property on the Victorian Heritage Register should be included as an aid to users of the planning scheme.

**Allowing a prohibited use of a heritage place**

It is possible to make a prohibited use permissible at a specific place by including a 'yes' in the Prohibited uses may be permitted? column.

This provision should not be applied to significant areas because it might result in the de facto rezoning of a large area. The provision should only be applied to specific places. For example, the provision might be used for a redundant church, warehouse or other large building complex where it is considered that the normally available range of permissible uses is insufficient to provide for the future conservation of the building. Currently this provision applies in the metropolitan area of Melbourne to places that are included on the Victorian Heritage Register.

**Aboriginal heritage places**

Scarred trees, stone arrangements and other places significant for their Aboriginal associations can be identified by including a 'yes' in the Aboriginal Heritage Place? column. As with any place listed in the Schedule to the Heritage Overlay, supporting justification is expected to apply this provision.

The standard permit requirements of Clause 43.01-1 of the Heritage Overlay apply to Aboriginal heritage places included in the schedule. Clause 43.01-10 reminds a responsible authority that the requirements of the *Aboriginal Heritage Act 2006* apply to these places.

**How are heritage precincts and areas treated?**

Significant precincts and areas should be identified in the schedule and be mapped.

**How are individual buildings, trees or properties of significance located within significant areas treated?**

The provisions applying to individual buildings and structures are the same as the provisions applying to areas, so there is no need to separately schedule and map a significant building, feature or property located within a significant area.

The only instance where an individual property within a significant area should be scheduled and mapped is where it is proposed that a different requirement should apply. For example, external painting controls may be justified for an individual building of significance but not over the heritage precinct surrounding the building.

Alternatively, tree controls may be justified for a specific tree or property within a significant precinct but not over the whole precinct. In such situations the individual property or tree should be both scheduled and mapped.

Significant buildings or structures within a significant precinct can be identified through a local planning policy.

**Curtilages and Heritage Overlay polygons**

The Heritage Overlay applies to both the listed heritage item and its associated land. It is usually important to include land surrounding a building, structure, tree or feature of importance to ensure that any development, including subdivision, does not adversely affect the setting, context or significance of the heritage item. The land surrounding the heritage item is known as a 'curtilage' and will be shown as a polygon on the Heritage Overlay map. In many cases, particularly in urban areas and townships, the extent of the curtilage will be the whole of the property (for example, a suburban dwelling and its allotment).

However, there will be occasions where the curtilage and the Heritage Overlay polygon should be reduced in size as the land is of no significance. Reducing the curtilage and the polygon will have the potential benefit of lessening the number of planning permits that are required with advantages to both the landowner and the responsible authority. Examples of situations where a reduction in the curtilage and polygon may be appropriate include:

- A homestead on a large farm or pastoral property where it is only the house and/or outbuildings that is important. In most cases with large rural properties, the inclusion of large areas of surrounding farmland is unlikely to have any positive heritage benefits or outcomes.





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- A significant tree on an otherwise unimportant property.
- A horse trough, fountain or monument in a road reservation.
- A grandstand or shelter in a large but otherwise unimportant public park.

Suggested steps in establishing a curtilage and polygon include:

1. Review the heritage study documentation and ask the question 'What is significant?'. The polygon should capture those elements of the place that are significant. If there are multiple elements that are widely dispersed on the property, one option may be to have multiple polygons which share the same Heritage Overlay number.
2. In addition to capturing the elements that are significant, it is almost always necessary to include a curtilage (see definition above) to:
  - retain the setting or context of the significant building, structure, tree or feature
  - regulate development (including subdivision) in proximity to the significant building, tree or feature.
3. Where possible, uncomplicated and easily recognised boundaries (such as a fence line) leave little room for potential dispute in terms of the land affected by any future Overlay.
4. Use aerial photos where they exist to assist in identifying a reduced curtilage.
5. Where access is possible, 'ground truthing' may be of assistance.

6. Explain the basis for the reduced curtilage polygon in the heritage study documentation
7. Where questions might arise in the future as to the extent of the polygon shown on the planning scheme map, use the entry in the Schedule to the Heritage Overlay (i.e. column two) to specify the area covered by the polygon. For example:

*"The heritage place is the Moreton Bay Fig Tree and land beneath and beyond the canopy of the tree and extending for a distance of five metres from the canopy edge."*

### Mapping heritage places

All heritage places must be both scheduled and mapped.

In each case, care should be taken to ensure that there is an accurate correlation between the Heritage Overlay schedule and the Heritage Overlay map.

The need for care is exemplified by the fact that the Heritage Overlay map will be the determining factor in any dispute as to whether a control applies (for example, in cases where there is conflict between the Heritage Overlay map and the property description or address in the Heritage Overlay schedule).

Councils are encouraged to review their planning schemes to ensure that all heritage places are correctly mapped and that there are no discrepancies between how places are identified in the Heritage Overlay schedule and Heritage Overlay maps.

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**APPENDIX A. Example statement of significance**

GUMNUT PLANNING SCHEME

**Wombat Flats Precinct Statement of Significance**

<b>Heritage Place:</b> Wombat Flats Precinct	<b>PS ref no:</b> HO26
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*[Insert photo and or map, if applicable]*

**What is significant?**

The following features contribute to the significance of the precinct:

The houses constructed from c.1855 to c.1910, as shown on the precinct map.

- The overall consistency of housing form (hipped roofs, single storey wall heights), materials and detailing (weatherboard, face brick or stucco external cladding, corrugated metal roofs, wide verandahs facing the street, brick chimneys), and siting (generous and consistent front and side setbacks).
- Streetscape materials such as bluestone kerb and channel and concrete footpaths. Features that do not contribute to the significance of this place include non-original alterations and additions to the contributory buildings shown on the precinct map and the houses at 32, 24 & 36 Wattle Avenue.

Contributory buildings:

Wattle Avenue: 3,5,7,9,11,13,15,17,19

Myrtle Street: 7,11,12

Features that do not contribute to the significance of this place include non-original alterations and additions to the contributory buildings shown on the precinct map and the houses at 32, 24 & 36 Wattle Avenue.

**How is it significant?**

The Wombat Flats Precinct is of local, historic and aesthetic significance to Gumnut Shire.

**Why is it significant?**

Historically, the precinct demonstrates how the gold rush encouraged the residential development of this area in the mid-nineteenth century. The later Victorian and Edwardian housing demonstrates the next stage of development, which resulted from the establishment of improved transport links and industries such as the Butterscotch Factory in near-by Lilly Pilly Street. (Criterion A)

The precinct is significant for the way it demonstrates the key phases of development prior to World War I, characterised by mid to late Victorian era housing, supplemented by Edwardian infill, set within a nineteenth century subdivision with a regular allotment pattern. It is representative of the way residential areas in Gumnut developed during this era. (Criterion D)

The mid to late Victorian and Federation/Edwardian houses with characteristic form, materials and detailing are complemented by traditional public realm materials such as concrete footpaths and bluestone kerb and channel. (Criterion E)

**Primary source**

*[Insert applicable study and/or citation, if applicable]*

*[Insert grading table for large precincts]*

Number	Address	Grade
7	Wattle Avenue	Contributory

This document is an incorporated document in the Gumnut Planning Scheme pursuant to section 6(2)(j) of the Planning and Environment Act 1987



**APPENDIX B. Example schedule to the Heritage Overlay**

GUMNUT PLANNING SCHEME

**SCHEDULE TO CLAUSE 43.01 HERITAGE OVERLAY**

**1.0 Application requirements**  
None specified.

**2.0 Heritage places**  
The requirements of this overlay apply to both the heritage place and its associated land.

PS map ref	Heritage Place	External paint controls apply?	Internal alteration controls apply?	Tree controls apply?	Outbuildings or fences not exempt under Clause 43.01-4	Included on the Victorian Heritage Register under the Heritage Act 2017?	Prohibited uses permitted?	Aboriginal heritage place?
HO1	House 1 Albert Street, Belmont	Yes	No	No	Yes, front fence	No	No	No
HO2	Althol House 57 Albert Street, Belmont	-	-	-	-	Yes Ref No H456	Yes	No
HO3	Moreton Bay Fig Tree 26 Bryant Street, Ceres The heritage place is the Moreton Bay Fig Tree and land beneath the canopy edge of the tree for a distance of five metres from the canopy edge	No	No	Yes	No	No	No	No
HO4	Barwon River Bridge Station Street, Geelong	-	-	-	-	Yes Ref No H789	No	No
HO5	William Street Precinct William Street, Geelong	Yes	No	No	No	No	No	No
	<b>Incorporated plan:</b> William Street Precinct permit exemptions <b>Statement of significance:</b>							

An incorporated plan, statement of significance and design guidelines are listed in column 2, under the relevant heritage place name

Heritage places listed in the schedule before 31 July 2018 are not required to include a statement of significance

OVERLAYS - CLAUSE 43.01 - SCHEDULE PAGE 1 OF 2



GUMMUT PLANNING SCHEME

PS map ref	Heritage Place	External paint controls apply?	Internal alteration controls apply?	Tree controls apply?	Outbuildings or fences not exempt under Clause 43.01-4	Included on the Victorian Heritage Register under the Heritage Act 2017?	Prohibited uses permitted?	Aboriginal heritage place?
	Williams Street Precinct Statement of Significance <b>Heritage design guidelines:</b> William Street Precinct streetscape design guidelines							
HO6	Wombat Flats Precinct 1-35 & 2-36 Wattle Avenue and 1-29 & 2-30 Blue Gum <b>Statement of significance:</b> Wombat Flats Precinct Statement of Significance	No	No	No	No	No	No	No
HO7	Mount Rothwell Stone Arrangement Mount Rothwell Station Little River-Ripley, Little River <b>Statement of significance:</b> Mount Rothwell Stone Arrangement Statement of Significance	No	No	No	No	No	No	Yes

A statement of significance is listed in column 2, under the relevant heritage place name