

22.0115/01/2015
C167**BRIMBANK HERITAGE POLICY**

This policy applies to all land covered by the Heritage Overlay.

Policy Basis

The Brimbank Municipal Strategic Statement identifies the need for its cultural heritage assets to be conserved and enhanced.

The *Brimbank City Council Post-Contact Cultural Heritage Study* was completed in 1999-2000. The Heritage Study involved the appraisal of individual sites and precincts across the entire municipality. A statement of significance was prepared for each individual heritage place and each precinct. The statement describes the history and condition of each heritage place and identifies specific qualities that contribute to the place's heritage significance.

The latest revision of the Heritage Study was undertaken in 2013 and is known as the *Post-Contact Cultural Heritage Study, Version 2, 2013(as amended)*.

Definitions

A “*heritage*” place is a place that has identified heritage value and 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 surrounding land.

“*Contributory*” heritage places are individually important places of state, regional or local heritage significance or are places that contribute to the significance of a Heritage Overlay area. “*Contributory*” places may include buildings that are of a built style that contributes to the significance of a precinct, even though they may have been constructed in a later period. “*Contributory*” places are identified on Council’s Heritage Policy Map which forms part of the *Post-Contact Heritage Study, Version 2, 2013 (as amended)*.

“*Non-contributory*” heritage places are buildings or places within a Heritage Overlay area where the original building has been demolished, replaced, or modified beyond recognition, or where the constructed building is stylistically inconsistent with the period of the precinct. Any new development on these sites may impact on the heritage significance of the area. Therefore, development of non-contributory places should take into account the heritage characteristics of any adjoining heritage place as well as the heritage values of the streetscape. “*Non-contributory*” places are identified on Council’s Heritage Policy Map which forms part of the *Post-Contact Heritage Study, Version 2, 2013 (as amended)*.

Objectives

To conserve and enhance a range of buildings, features and precincts that strengthen community appreciation of heritage buildings and places by helping to convey how the municipality originated and developed over time.

To ensure heritage places continue to be used, conserved and protected from demolition or removal.

To ensure development, including alterations and additions to existing buildings, maintains the significance of the heritage place and integrates with the surrounding heritage buildings and streetscape.

To ensure that the conservation of heritage places and precincts is based upon a clear understanding of the reasons for their significance.

To improve community understanding about the value of heritage places and raise community awareness about appropriate conservation techniques.

Policy

General

It is policy to:

- Encourage the retention and restoration of heritage places, including the reinstatement of altered and removed heritage features.
- Disregard the impact of non-contributory buildings and works when determining the appropriate siting, massing and scale of extensions and upper storey additions to existing buildings and the construction of new buildings in a Heritage Overlay.
- Encourage the removal of works that detract from the heritage significance of a heritage place or precinct.

Demolition and removal of buildings

The poor physical condition of a heritage place is not, in itself, a reason for permitting demolition.

It is policy to:

- Require all applications for demolition to be accompanied by an application for new development.
- Require all applications for the demolition of a contributory heritage place to be accompanied by a report from a suitably qualified structural engineer with experience in the conservation of heritage buildings, that outlines the structural condition of the building. The report should provide a schedule of works required to enable the building to be re-used as well as a schedule of the associated costs.
- Only allow the demolition of a contributory heritage place if:
 - The building is structurally unsound or beyond reasonable repair having regard to the cost of demolition and construction of a new building, of a similar standard, compared to the cost of retaining and renovating the existing structure; and
 - The replacement building and/or works positively supports the ongoing heritage significance of the heritage place.
- Only allow the demolition of a non-contributory heritage place if:
 - The replacement building and/or works positively supports the ongoing heritage significance of the heritage place.
- Only allow the partial demolition of a heritage place if the demolition will not adversely affect the significance of the heritage place.
- Discourage the demolition of original chimneys that contribute to the significance of the heritage place.

Subdivision

It is policy to:

- Ensure that the subdivision of a heritage place does not adversely affect the significance of the heritage place.
- Ensure that the subdivision layout maintains the original setting of the heritage place, including the retention of any original garden areas and other features where these contribute to the significance of the heritage place.
- Ensure that the subdivision of a heritage place will support development that is sympathetic to the scale, bulk and setbacks of surrounding heritage places.

Alterations and additions to existing buildings

Contributory buildings

General

It is policy to ensure that alterations and additions to existing contributory buildings:

- Maintain the building's architectural integrity and character.
- Do not obscure, alter or remove original features and details that contribute to the significance of the heritage place.
- Are distinguishable from the original building. Avoid reproduction or "mock" heritage design.
- Are sympathetic to the heritage place in terms of scale, bulk and setbacks.
- Do not introduce new building elements which are visible from the street, such as dormer windows, porticos and verandahs that detract from the ongoing heritage significance of the heritage place.
- Do not obscure views of the principal façade(s) of surrounding heritage buildings.

Upper level additions

- Upper level additions should be located to the rear of the building and should retain the building's original roof form.
- Upper level additions should have a minimal visual impact and should maintain the visual dominance of the original building.

Windows and doors

It is policy to:

- Discourage the installation of new window or door openings in the principal façade(s) of buildings.
- Encourage new window and door openings that are visible to the public to be proportionally related to those of the heritage place.
- Discourage the installation of external shading devices such as shutters and awnings over windows that are visible to the public.
- Discourage the replacement of original timber window frames with an alternative material such as aluminium or plastic.

Non-contributory buildings

It is policy to ensure that:

- Alterations and additions to non-contributory buildings respect the scale, form, siting, massing and setbacks of nearby contributory buildings.
- Upper level additions are located to the rear of the building, are visually recessive and integrate with the heritage character and rhythm of the streetscape.

Reconstruction

It is policy to:

- Encourage the accurate reconstruction of contributory features where they have previously been removed. Contributory features include, but are not limited to:
 - Front fences
 - Verandahs
 - Roofing

- Chimneys
- Windows
- Shopfronts
- Road / laneway surface details
- Other architectural details and features

New buildings

It is policy to ensure that new buildings to be located at the frontage of a site in heritage areas:

- Have regard to the statement of significance for the heritage precinct when considering designs for new buildings.
- Respect the scale, form, siting, setting and front and side setbacks of nearby contributory buildings.
- Employ a street setback that is at least the average distance of the setbacks of the walls of the existing buildings on the abutting allotments.
- Integrate harmoniously with the rhythm and character of the streetscape.
- Do not dominate adjoining heritage buildings.
- Employ a contemporary, yet contextual design approach.
- Avoid use of reproduction or “mock” heritage design.
- Do not obscure views of the principal façade(s) or identified significant features of surrounding heritage buildings.
- Incorporate a roof form and eaves height that relates to the surrounding heritage buildings.

Incorporate doors and windows that are proportionally related to those of surrounding heritage buildings. It is policy to ensure that new buildings to be located at the rear of a contributory or non-contributory building in heritage areas:

- Have minimal or no negative impact on the heritage values of the existing building and the surrounding precinct.
- Reflect the scale, form, setting and side setbacks of the building at the frontage of the site.
- Have a height less than that of the contributory building, except where located on a corner site.
- Articulate visible wall elevations and include window and doors, where appropriate, that compliment the existing building on site.
- Use cladding materials, colours and finishes that compliment the existing building on site and the surrounding precinct.
- Limits the visibility of areas of paving, from the public domain, to reduce the impact of the development on the streetscape.
- Employ a contemporary and contextual design approach, where the eaves height and overall height of the new building is in keeping with that of the contributory building, when a new building is proposed on a corner site or a highly visible location.
- Provide rear setbacks to allow for landscaping and open space for both the existing and new building.

Car parking

It is policy to ensure that:

- Car parking facilities are located to the side or rear of properties and do not form part of the main façade (and are expressed as a freestanding structure) or dominate heritage places.
- Carports are setback at least 500mm behind the principal façade of a building and should be of a simple design.
- Garages are set back behind the rear wall of the building and preferable at the rear of the property.
- New crossovers and driveways do not exceed a single car width, are located to the side or rear of properties and do not allow for the parking of vehicles in front of contributory or non-contributory buildings.
- New crossovers and driveways are constructed in materials that reflect the character of the heritage place.
- No more than one crossover is provided per allotment.

Materials, colours and finishes

It is policy to:

- Discourage the painting or rendering of unpainted surfaces.
- Encourage the use of materials and colours that will enhance and not detract from the significance of the heritage place.

Services and equipment

It is policy to ensure that:

- External services and equipment such as air-conditioners, hot water units, solar panels and satellite dishes are located so that they are concealed from the street.

Fences

It is policy to ensure that:

- Original front fences are retained where possible.
- New front fences do not obscure views of a heritage place.
- New front fences are consistent in height, style and materials with the architectural period of the heritage place.

Advertising signs

It is policy to ensure that advertising signs:

- Do not obscure any architectural elements that contribute to the significance of the heritage place.
- Do not dominate or detract from the appearance of existing heritage buildings.
- Are not internally illuminated, except where located under a verandah on an existing commercial premises.
- Are located flush to the building parapet and not at right angles to the building façade.

Landscaping

It is policy to:

- Discourage the construction of large areas of hard paving in the front setback.
- Discourage the removal of trees where the schedule to the Heritage Overlay identifies that tree controls apply, unless:
 - A report prepared by a suitably qualified arborist assesses that the tree/s cannot be maintained in a reasonably safe and healthy manner.
 - A report by a suitably qualified structural engineer assesses that the tree/s are causing significant structural damage to the heritage building that cannot be reasonably rectified.

HO19 – Commonwealth Munitions Housing Estate, Sunshine

Statement of significance

This Estate is of national historical significance as part of a Federal Government initiated housing scheme for workers in the munitions industry in the Maribyrnong-Footscray area, the largest concentration of defence production establishments in the whole of Australia, when World War Two began. The Housing Commission of Victoria acted as the construction authority and the houses were designed by architect Marcus Barlow.

It is possibly the first major Commonwealth war housing scheme to be undertaken and was one of the few large-scale housing schemes undertaken in Victoria during World War Two. This part of the estate included the main recreational and community area, serving the whole estate of 234 houses.

The estate is historically significant as a demonstration of the co-ordinated State and Commonwealth wartime effort on the home front, to build up defence production capabilities during the period of national emergency.

The estate is of architectural significance as an unusual example of planned suburban development, reflecting the Garden City principles and therefore can be seen as a continuation of the historical precedent established in McKay's Sunshine estates.

The precinct also has aesthetic significance for the distinctive styles of solid brick and concrete houses, built in a variety of forms but still maintaining a visual cohesion, and set in part, on curving streets with large garden allotments. Architecturally these houses are quite plain, but they are important for their innovative use of concrete and evidence of a modern design aesthetic.

Policy

It is policy to ensure that development maintains and enhances the following significant features of the Estate:

- The regular pattern of detached and duplex pairs of houses.
- Concrete roads (now covered in asphalt), concrete footpaths, kerbs, crossovers and side driveways.
- Common front and side setbacks that create a detached streetscape rhythm and a sense of spaciousness.
- Common, simply landscaped front lawns.
- No front fence or simple, low front fences (less than 0.6m high) composed of red or clinker face brickwork to brick houses only or cyclone mesh.

- Use of concrete walls for the detached houses and red or clinker face brickwork for the attached houses.
- Use of timber window and door frames, terracotta roof tiles and brick chimneys.
- Use of wide eaves, broad hipped roofs, verandahs under the main roof line or small projecting porches and broken facades.

HO20 – Concrete Housing Estate, Sunshine

Statement of Significance

The Leith Avenue precinct is of regional historic and architectural significance as an interesting example of a planned building settlement, under the auspices of the Sunshine Harvester Works, though with State Savings Bank backing. The precinct is of architectural significance for the early and rare use of concrete in the construction of the houses, which was still quite an innovation in 1924, although some concrete houses had been built in Sunshine by 1910. The spaciousness of the lay-out of Leith Avenue suggests the influence of Garden City planning principles.

The precinct is of historical significance as one of the more recognisable examples of the planned urban development that characterise much of early Sunshine's suburban expansion during the period under McKay's influence in the early 20th century. It is also significant for its association with the State Bank of Victoria as one of a number of interwar housing schemes. While much smaller than the Garden City Estate, there are interesting parallels with it in relation to garden city design principles and the experimental building methods such as the use of off-form and prefabricated concrete.

Policy

It is policy to ensure that development maintains and enhances the following significant features of the Estate:

- The regular pattern of detached houses on large allotments.
- The oval street layout and central grassed median.
- Concrete roads (now covered in asphalt), concrete footpaths, kerbs, crossovers and side driveways.
- Common front and side setbacks that create a detached streetscape rhythm and a sense of spaciousness.
- Common, simply landscaped front lawns.
- No front fences or low (less than 1m high), simple front fences composed of woven wire with timber posts or an alternative, unobtrusive design.
- Side entrances
- Use of concrete walls, timber window and door frames, terracotta roof tiles and faceted chimney shafts
- Use of wide eaves, broad hipped roofs, verandahs under the main roof line and broken facades.

HO21 – ICI Residential Heritage Area, Deer Park

Statement of Significance (abridged)

The ICI Residential Heritage Area is of State historical and architectural significance as a rare and distinctive company township and for its association with the nineteenth century

origins and twentieth century expansion of the former Nobel (later ICIANZ, now ORICA) factory which became the major private manufacturer of explosives and munitions in Australia.

The houses in Station Road, Ballarat Road, Hume Street and Hyde Street reflect a sequence of development in their distinctive styles and forms, reflecting the colonial origins of the company in their Indian Bungalow forms as well as giving insight to the social and economic status of their proposed occupants with the larger and more elaborate houses intended for factory managers. The inclusion of concrete houses in the estate also points to the innovation in building in the later period, possibly as a response to war-time material shortages.

The recreation reserve and contemporary (but altered) pavilion are significant in demonstrating the role of the company in providing community services to their workers, and as evidence of the urban design and landscape approaches to company housing in the period.

Policy

It is policy to ensure that development maintains and enhances the following significant features of the Estate:

- The regular pattern of detached houses on large allotments
- The integration of the recreation reserve with the residential subdivision.
- Common front and side setbacks that create a detached streetscape rhythm and a sense of spaciousness.
- Common, simply landscaped front lawns.
- Use of wide timber verandas, red brick chimneys and galvanised corrugated iron roofs for those dwellings constructed in the Indian Bungalow style.
- Use of concrete walls, asymmetrical facades, tapered chimneys and a small verandah porch over the entrance for those dwellings constructed in the Cottage Style.
- Use of red brickwork and complex roof forms for those dwellings constructed in the Brick Californian Bungalow style.
- Low, simple front fences (less than 1m high), composed of woven wire with timber posts or an alternative, unobtrusive design.
- Use of timber window and door frames.

HO22 – Sunshine Commercial Heritage Area, Sunshine

Statement of Significance (abridged)

This Sunshine commercial precinct is of local historical and social significance as a part of a suburb created by Australia's leading industrialist, which set a milestone in the development of the industrial suburb under the influence of the Garden City movement. Sunshine became a yardstick for planning and housing reformers, with H.V. McKay being regarded as an expert on planned industrial housing. The McKay estate is of historical significance as it marks a crucial phase in the development of Sunshine, reflecting a period when McKay encouraged or directly provided services to the resident work force, such as recreation and retail facilities, in order to develop a stable local economy.

The precinct is of architectural significance in representing the prevailing interwar style of relatively unadorned parapeted single story shop fronts. The precinct includes community, civic and commercial premises. While the building stock provides a representative sample of generally typical small shops of the period, Sunshine does contain some more elaborate designs (such as the Derrimut Hotel), some of which can be ascribed to J Raymond

Robinson, who fulfilled the role of company architect for the McKay Sunshine Harvester Works.

Characterised generally by low flat corrugated iron clad roofs, cantilevered verandahs, the buildings are also set on typical narrow frontage allotments, with small rear yards (now generally redeveloped for storage or parking). The provision of commercial allotments close to the station was consistent with the garden suburb character that was intended in the original town planning designs, and perpetuated in the perceptions of Sunshine's character. In the early 20th century Sunshine's generous suburban estates were atypical of working class housing of the period.

Policy

It is policy to ensure that development maintains and enhances the following significant features of the precinct:

- The regular patten of narrow, attached frontages with zero front setbacks
- Use of high parapets for the single storey shops incorporating simple decorative elements
- Use of cantilevered verandahs
- Use of galvanised iron corrugated iron for the roofs and exposed brickwork for the parapets and front facades.

HO23 - McKay Housing Estate – Durham Road, Sunshine

Statement of Significance

This McKay housing subdivision is of historical and social significance as a part of a suburb created by Australia's leading industrialist and as a milestone in the development of the industrial suburb under the influence of the model workers' towns and Garden City movements. Sunshine became a yardstick for planning and housing reformers, with H.V. McKay being regarded as an expert on planned industrial housing. The McKay estate is of architectural significance as it marks a crucial phase in the development of Sunshine, housing the resident work force which promoted further industrial development.

The group of houses in the precinct represent the type of houses built either by or for company employees and managers during the period of H.V. McKay's dominance of Sunshine's economy and development. Historically, the precinct has significant associations both with H.V. McKay, who planned and oversaw development of the precinct, and with the dozens of employees of the Harvester Factory who built and resided in the houses. While a number of original houses have been demolished, the remaining stock provides a representative sample of homes that are generally typical of the period, with several distinctive architectural designs, some of which can be ascribed to J Raymond Robinson, who might be considered the de facto company architect for the McKay Sunshine Harvester Works.

Characterised generally by steep gabled corrugated iron clad roofs (with hipped roofs on some of the earliest examples), weatherboard cladding and timber trimmed verandahs, the houses are also set on generous allotments, often with deep setbacks.

These elements contribute to the garden suburb character that was intended in the original town planning designs, and perpetuated in the perceptions of Sunshine's character. It should be remembered that in the early 20th century, Sunshine's generous suburban estates were atypical of working-class housing of the period.

Policy

It is policy to ensure that development maintains and enhances the following significant features of the Estate:

- The regular pattern of detached houses on large allotments.
- Common front and side setbacks that create a detached streetscape rhythm and a sense of spaciousness.
- Common, simply landscaped front lawns.
- Side driveways.
- Low front fence (1.2m high) composed of timber pickets or woven wire.
- Use of timber weatherboards, timber window and door frames, galvanised corrugated iron or terracotta tiled roofs and brick chimneys.
- Use of wide eaves, steep gable and hipped roofs, timber trimmed bull nose or extended eave verandahs and vertical rectangular windows.

HO24 - McKay Housing Estate – King Edward Avenue, Sunshine

The McKay housing subdivision is of historical and social significance as the first stage of the suburb created by Australia's leading industrialist and a milestone in the development of the industrial suburb, under the influence of the model workers' towns and Garden City movement. Sunshine became a yardstick for planning and housing reformers, with H.V. McKay being regarded as an expert on planned industrial housing. The McKay estate is of architectural significance as it marks a crucial phase in the development of Sunshine, housing the resident work force which promoted further industrial development.

The estate is also of historical significance in relation to H. V. McKay's important role in the history of industrial relations in Victoria and Australia, as the provision of housing for his workers was one of the arguments made by McKay in defending the Basic Wages Case which led to Justice Higgins' "Harvester Judgement". It is also historically significant for its associations with the dozens of employees of the Harvester Factory who built and resided in the houses.

The group of houses along Forrest Street, Ridley Street, Sydney Street, King Edward Avenue, and Kororoit Street, represent the type of houses built either by or for company employees, foremen and managers. The houses include major remnants of the large blocks allotted to senior staff of the Sunshine Harvester Works. Most of the houses were set back on their blocks with side drives, rather than rear service lanes, giving an air of spaciousness and permitting large gardens (of which some remnants survive).

Policy

It is policy that development maintains and enhances the following significant features of the Estate:

- The regular pattern of detached houses on large allotments.
- Common front and side setbacks that create a detached streetscape rhythm and a sense of spaciousness.
- Common, simply landscaped front lawns.
- Side driveways.
- Low front fences (1.2m high) composed of timber pickets or woven wire.
- Use of timber weatherboard, timber window and door frames, galvanised corrugated iron or terracotta tiled roofs and brick chimneys.

- Use of wide eaves, steep gable and hipped roofs, timber trimmed bull nose or extended eave verandahs and vertical rectangular windows.

HO25 - Railway Station Estate, Sunshine

Statement of Significance

The Railway Station Estate - Wright & Edwards Heritage Area is of regional historical and architectural significance as a subdivision first developed in the speculative boom of the 1880s. This related to the industrialisation of the area and the creation of a new suburb - the township of Braybrook Junction. The few remaining houses of the early 1890s are amongst the oldest in the district and are a remarkable survival from the era of the 1890s Depression, when many newly-built houses were moved.

The subdivision is significant for its unusual (for the City of Brimbank) late nineteenth century plan with a simple grid of streets, divided into narrow allotments and with rear service laneways. The pattern was unrelieved by any provision for recreation, community facilities or other services. The earliest sold allotments were either intended to be for narrow terrace-type houses, or were subdivided. Allotments first sold in the 1920s were larger, perhaps in response to the impact McKay's subdivisions was having on aspirations of new residents. The houses tend to be simple double fronted plan, asymmetric with a projecting gable, weatherboard clad with corrugated iron roofs.

This subdivision is also significant for its diversity and the range of housing from different periods, especially the years immediately following the establishment of H.V. McKay's Sunshine Harvester Works at Braybrook Junction. The area provides an interesting comparison with H.V. McKay's housing estate, since many of his Ballarat workers moved or built homes here in the early years of the 20th century. The neighbourhood's population more than doubled in ten years, with further expansion in the 1920s -30s and during and after World War Two, creating consistent streetscapes of freestanding, single storey timber houses with a consistent garden setback.

Policy

It is policy to ensure that development maintains and enhances the following significant features of the Estate:

- The regular pattern of detached houses on large, narrow allotments.
- Common front and side setbacks that create a detached streetscape rhythm and a sense of spaciousness.
- Common, simply landscaped front lawns.
- The use of rear service laneways.
- Low front fences (1.2m high) composed of timber pickets or woven wire.
- The predominant use of a simple double fronted, asymmetric design with a projecting gable, front verandah and vertical rectangular windows.
- Use of timber weatherboards, timber window and door frames, timber trimmed verandahs, galvanized corrugated iron or terracotta tiled roofs and brick chimneys.

HO26 – War Services Homes Heritage Area, Albion

Statement of Significance

This Albion War Service Homes Estate is historically and architecturally significant to the Melbourne metropolitan area and the City of Brimbank for its combination of a uniform architectural house style (although generally altered in detail) and an uncommon garden

city-inspired plan which was atypical for both war service and privately developed estates at that time. This was one of several soldier settlement estates set up in Australia after World War One, possibly one of the earliest. It is of particular interest because of the initiative taken by H.V. McKay in offering to sell his land to the War Service Homes Commission and as the first example of Commonwealth intervention in the provision of housing in the Sunshine area.

The simple gabled, weatherboard bungalow style houses are architecturally significant for their consistent form and design details, with characteristic wide eaves, steep pitched roofs and timber details such as eave and verandah brackets. While the houses are clearly designed and built to standard plans, the small variations, orientation to the allotments and subtly varied details indicate the attempts to create variety and avoid monotony in the designs.

The layout of the estate is distinctive and unusual with its small corner and central roundabout reserve, planted with a large palm, and the large reserves enclosed by back fences of the houses in a manner reminiscent of Walter Burley Griffin's pioneering town planning at Eaglemont and Avondale Heights.

Policy

It is policy to ensure that development maintains and enhances the following significant features of the Estate:

- The unique Y shaped subdivision pattern including two oblong communal open space areas to the rear of houses, a central circle at the intersection of Bazentin, Coolamon and Hamel Streets and open space reserves at the corners of Hamel and Kamarooka Streets and Bazentin and Gunnedah Streets.
- The regular pattern of detached houses on large allotments.
- Common front and side setbacks that create a detached streetscape rhythm and a sense of spaciousness.
- Common, simply landscaped front lawns.
- The uniform architectural style of houses in the estate with minor variations to create variety.
- Low, simple front fences (1m high) composed of cyclone mesh and timber posts or simple pickets or an alternative unobtrusive design.
- Use of timber weatherboards that were originally finished with creosote, timber window and door frames and galvanized corrugated iron roofs.
- Use of wide eaves, steeply pitched cross gables varied by occasional hipped roofs, projecting bay windows and brick chimneys.

Policy reference

- *Brimbank City Council Post-Contact Cultural Heritage Study, Version 2, 2013*, Gary Vines, Olwen Ford, Graeme Butler & Francine Gilfedder.
- *Guidelines for the Assessment of Heritage Planning Applications*, Heritage Victoria, Public Draft, 2007.
- *Brimbank Heritage Design Guidelines 2009, Parts 1 - 9*.