





**Hobsons Bay**  
CITY COUNCIL

# **HERITAGE STREETS + LANEWAYS**

## Policy and Management Plan

Adopted - 12 February 2008

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# 1 INTRODUCTION

## 1.1 Purpose

The purpose of the *Heritage Streets and Laneways Management Plan (the Plan)* is to provide clear policy and guidelines that will assist Council in managing and conserving historic public assets within streets and laneways in the City of Hobsons Bay. The overall objectives of *the Plan* are:

- To ensure that the historic significance of public assets is considered when making decisions about future use, development and management of those assets.
- To ensure that there is a consistent approach to the conservation and management of historic public assets within the City of Hobsons Bay.
- To increase awareness of and improve understanding about the historic significance of public assets and infrastructure.

*The Plan* is consistent with the *Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (the Burra Charter)*, which has been widely accepted and adopted as the standard for heritage conservation practice in Australia.

## 1.2 Background: existing situation

Council adopted the *Guidelines for the Conservation of Bluestone Kerb and Channelling* on 15 February 2000. That guidelines document focussed specifically upon bluestone kerb and channelling and is currently used by Council in the management and maintenance of these assets.

*The Plan* incorporates these earlier guidelines, but now provides for a more comprehensive approach to the management of all of the historic public assets within streets and roadways that have been identified by the *Hobsons Bay Heritage Study 2006*.

### Scope

*The Plan* applies to historic public assets situated within streets and laneways, which have been identified by the *Hobsons Bay Heritage Study 2006* and are on land owned or managed by Hobsons Bay City Council. This includes:

- The early street layout in the Government Survey precinct and Osborne Street in the Williamstown Beach Heritage precinct which comprises bluestone kerb and channeling grassed or gravel verges, often planted with street trees, and a central sealed road surface.
- Bluestone kerb and channeling in streets in all heritage precincts, as shown on the HO maps (Heritage Overlay/Precinct) in Appendix 1.
- Laneways.
- Street lighting and other furniture and objects such as seating, wrought iron drain guards and horse troughs.
- Street trees.

*The Plan* does not apply to:

- Publicly owned or managed heritage places that are not within streets or roadways such as Cox's Gardens Cottage, Williamstown Botanic Gardens, and Williamstown Town Hall etc.
- Publicly owned heritage places or heritage assets that have a specific conservation Management Plan of their own.
- Heritage places on private property, which are the subject of specific planning policy and controls in the Hobsons Bay Planning Scheme.

*The Plan* makes specific recommendations for the streets either wholly or partly within the heritage precincts that are included in the Heritage Overlay of the Hobsons Bay Planning Scheme. However, it also includes guidelines for the future management of bluestone kerb and channelling outside of heritage precincts.

The information contained in this report is primarily drawn from the *Hobsons Bay Heritage Study 2006*, and the existing Guidelines document. It is important to note that:

- No additional primary historical research was carried out.
- Updated information about the cost of replacement of kerb and channeling was produced by Council's Capital Works and Assets Department.

## 2 HISTORY

### 2.1 Introduction

This section provides a brief explanation of the history of Hobsons Bay with specific reference to the development of public streets and laneways, and the use of bluestone in construction. More detailed descriptions of the historic development of Hobsons Bay are contained in the *Hobsons Bay Heritage Study 2006*.

### 2.2 Overview

European settlement of Hobsons Bay commenced in the late 1830s when Robert Hoddle surveyed the first part of Williamstown in 1837 on the day before he made his survey of Melbourne. Originally comprising just Nelson Place, Aitken Street (then Little Nelson Place), and Cecil Street (with Ferguson Street as the northern boundary) it was extended in stages until the mid-1850s until it eventually assumed the present street layout to the north of the railway line, and south of the railway line to the east of the Botanic Gardens.

Meanwhile, private subdivision had earlier begun to alter Williamstown's shape before 1855 as the *City of Williamstown Conservation Study* noted:

*Most of the land north of Ferguson Street...had been sold in large lots and from the 1850s on, what was, in its layout, virtually another town began to grow, up as far as Yarra Street. In contrast to the orderly and spacious layout of the "government" town, there emerged a network of narrow streets and lanes, which crossed a series of east/west streets paralleling Ferguson Street.*

Despite speculative subdivision in the late 1880s, Newport and Spotswood remained largely rural until major industries, attracted by the flat land, relative isolation, and proximity to rail and port facilities began to establish in the area between the late nineteenth and early twentieth century. This in turn led to the development of the residential and commercial areas to serve the growing workforce. A housing shortage in the post war period led to the Housing Commission of Victoria constructing some of the earliest public housing estates in Victoria at Champion Road and Fowler Crescent.

In Altona and Laverton, early landowners such as Alfred Langhorne established pastoral runs in the 1840s. Similar speculative subdivision occurred in these areas in the 1880s, but little growth occurred until the interwar years and it was only in the postwar period that the area was transformed into a suburb by rapid industrial and residential development.

### 2.3 Streets and lanes

The layout of Williamstown by Hoddle was presumably influenced by his layout for the City of Melbourne:

*It is like the heart of Melbourne in ... its alternation of broad streets with comparatively narrow lanes. According to Robert Hoddle, it was (Governor) Bourke who 'suggested the lanes as mews or approaches to the stables and outbuildings of the main streets of buildings' in Melbourne: they were never intended to become streets in their own right. Hoddle wanted the main streets to be wider than Governor Bourke thought adequate and managed to convince him '... that wide streets were advantageous on the score of health, and convenience, to the future City of Victoria'. ... Graeme Davison's comment that Melbourne's plan sensibly allowed for the herds of animals and the buggies, wagons and drays, which were expected to use the streets, could be equally well applied to Williamstown.*

Despite the fact that most of the early streets remained unmade for many years, it also seems that some progress was made in the first decades, as this account by William Kelly would suggest:

*The Williamstown of 1857 is really an important place, intersected with wide regular streets, curbed, channelled and macadamised<sup>1</sup>, with regular trottoirs (footpaths), fine stone and brick buildings, private houses, excellent hotels, fine shops, most spacious and well-assorted general stores, branch banks, churches of all denominations...*

By 1884, a writer in the *Argus* thought that there was “no municipality in the colony which has its thoroughfares in better order”. However, this view was not shared by all: DA Gresswell in his report to Parliament in 1890 found rights of ways constructed entirely of bare earth and in a “disgusting condition”. Douch, Princes, Albert and “parts about Hannan’s farm” were named.

As previously noted, many of the streets in the private subdivisions to the north of Ferguson Street were narrower than the streets of the Government survey. Subdivisions from the late nineteenth century onwards were also distinguished by the more consistent use of rear laneways running parallel to streets to facilitate the collection of nightsoil. These were usually paved with bluestone, although many have remained unconstructed to this day.

The exact date of the first planting of street trees in the city is not known. *The City of Williamstown Conservation Study* notes that:

*There had been a move to grow street trees in the 1860s but extensive planting probably began somewhere around the beginning of the eighties. It is “one of the most noticeable features in the place”, the Argus commented in 1884. Several hundred elms had been put in. (Melbourne Road near Newport Station had what appear to be elms beyond the gutters and verandahs; Ferguson Street and Nelson Place were also given elms). Planting did not extend everywhere. One Councillor commented in 1912 that Centre Ward had been “greatly beautified”, but that trees were needed in Garden, Giffard, Osborne Streets and Esplanade in the South Ward (where nothing much had been done). Changing tastes later led to the choice of palms for other streets. Hal Porter remembered “immature date palms in ‘picket enclosures”, lining the Victoria Street of his early childhood. They were planted there, and in other streets, including the Strand, after World War 1.*

The street trees were often given quite elaborate guards, usually constructed from timber pickets, but there was also a magnificent curved iron construction, higher than an adult person, used to guard a particularly grand tree.

The MMBW Detail Plans, which date from the early 1900s, show that the distinctive layout of the main streets within the Government Survey precinct was set out by this stage. This layout, which comprises bluestone kerb and channels, a grassed verge planted with street trees (the predominant species used was Elms) and a central sealed roadway survives largely intact today. Most of the other streets within the Government Survey and the Private Survey areas had simple bluestone kerb and channelling.

The use of bluestone for kerb and channelling continued into the interwar period. However, by the postwar period, concrete was used almost exclusively for new kerb and channel construction, and occasionally for the surface of roads as well. The Housing Commission of Victoria used it extensively in its new estates in Champion Road and Fowler Crescent, which were developed during the late 1940s.

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<sup>1</sup> To construct a road by laying and rolling successive layers of broken stones

## 2.4 Street lighting and furniture

Early street lighting was provided by gas and elaborate street lamps were erected c.1900 for the Jubilee of Queen Victoria in Nelson Place at Ferguson, Pasco, Parker Streets; in Melbourne Road, at Pasco and Parker Streets; and two in Ferguson Street, one at Douglas Parade and another at Station Road. Most were removed by the 1930s. The City of Williamstown Electricity Supply Department later erected concrete electric lamp posts during the interwar period; a few now survive in Nelson Place.

The horse troughs, one located in Nelson Place and the other in Electra Street outside the Morning Star Hotel, date from the interwar period. They are two of the many similar troughs around the world that were donated by George and Annis Bills who:

*.. shared a love of animals and social justice. In his life, George made numerous personal bequests to charities, and stipulated that the income from his residual estate be used to fund the installation of horse troughs around the world. The first trough, hewn from one piece of granite, was erected in Barton Street, Hawthorn. Subsequent troughs were made of concrete, mass-produced to a standard design. Councils from around Australia could obtain a trough by making an application to the Bills Trust, administered by George's sister, Mrs Daisy Crook. The troughs were also distributed overseas by the Metropolitan Drinking Fountain and Cattle Trough Association.<sup>2</sup>*

It has been estimated that 7,000 of these memorial troughs were distributed around the world, and examples are known to exist in England, Ireland, Switzerland and Japan. More than 500 troughs were erected in Australia, mostly in New South Wales and Victoria. The demand lessened in the late 1930s as the use of motor vehicles became more widespread.

Other distinctive elements include the wrought iron drain guards installed at the junctions between surface bluestone guttering and underground stormwater drains that were intended to protect people from falling into these drainage entry points. They were installed at the intersection of Nelson Place with Cole and Parker Streets, and also at Nelson Place and Thompson Street.

## 2.5 The use of bluestone (basalt)

Williamstown was fortunate in that it had a ready supply of bluestone (basalt) for the construction of streets. The quarrying of bluestone began in early 1850's in the City of Williamstown and surrounding areas such as Footscray. The bluestone was used initially for the purpose of providing ballast for ships to maintain stability when returning to England with no cargo. Convict ships were moored off Point Gellibrand and convict labour was used to quarrying a number of sites for the ballast. The ballast industry thrived with the introduction of private ballast providers and quarries were soon dotted throughout the landscape of the municipality.

Due to the durability of the stone, it was initially used primarily for utilitarian uses rather than ornate buildings. As noted by Vines:

*Bluestone was the material of choice for engineering application, foundations, bridge and tunnel construction, machinery foundations and maritime structures such as docks, wharves and lighthouses.*

Most commonly, however, it was used to construct drains, kerb and channelling as part of road and laneway construction. It is believed the original construction method for surface drains used 'butt jointing', which involved fitting the stones together without the use of mortar. How well this was achieved depended on the skill of the contractor. The practice of 'butt jointing' was an early method of construction that was more prevalent in the nineteenth century and had all but disappeared by the 1920s, when mortar began to be used.

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<sup>2</sup> Allom Lovell +Associates *Historic Towns Cultural Precinct Beechworth. Conservation Management Plan* p.157



The typical form of construction during the nineteenth and early twentieth century was a bluestone kerb and a three (or sometimes two) pitcher bluestone channel. A single bluestone channel often indicates that the kerb and channel has been re-laid (or laid) at a later date, usually in the post war period.

As well as its widespread use for kerbs, channels and drains, bluestone was also used in 1859 to construct two notable bridges in Thompson and Cole Streets over the Williamstown railway line. The stone was also used to construct some of the grandest public buildings in the town including all the major churches, the 1878 Williamstown Primary School and some of the early homes of notable citizens.

The use of bluestone peaked toward the end of the nineteenth century. With the decline of the port there was less demand for ballast and so the quarrying activity began to cease and the availability of bluestone as a building material became more limited. The *Hobsons Bay Heritage Study 2006* has identified two bluestone houses in Newport that were constructed as late as 1915, however, these are the only known twentieth century examples (HO104 and HO105).

### 3 DESCRIPTION

#### 3.1 Government Survey precinct

The Government Survey precinct comprises the part of Williamstown, which was based on the original survey by Hoddle in 1837 and laid out in stages until 1855. It comprises all the streets between the railway line and Ferguson Street, and the streets south of the railway line and east of the Botanic Gardens, shown on the Hobsons Bay Planning Scheme Heritage Overlay Maps as HO8. (Refer Appendix 1)

The surviving historic fabric within this precinct includes:

- The surviving nineteenth century street layout and construction in Ann, Cecil, Cole, Electra, Hanmer, Osborne, Pasco, Parker, Perry, Thompson, and Verdon Streets, Melbourne Road and Nelson Place. This comprises the following elements that are generally shown on the c.1905 MMBW Detail Plans:
  - The two or three-pitcher bluestone kerb and channeling. There are also some bluestone drains.
  - A grassed or graveled verge, which was often planted with street trees, predominantly Elms although other species such as Planes were used in Electra Street, and there are also some Eucalypts at the southern end of Melbourne Road.
  - A central sealed roadway. Originally 'macadamised', it is now sealed in asphalt.

Not all streets have survived completely intact, some streets such as: Cecil Street between Ferguson and Parker Streets; Osborne Street, east of Giffard Street; and Thompson Street south of the railway line have been reconstructed. In the Osborne and Thompson Street examples, the bluestone kerb and channelling and the distinctive grassed verges were replaced with wide nature strips surrounded by concrete kerbing. Nelson Place, particularly in the section between Thompson Street and Ferguson Street, has been altered significantly, which has included kerb extensions and other modern traffic management features such as roundabouts and pedestrian crossings.

Other alterations include roundabouts and kerb extensions at the intersection of Melbourne Road, Electra and Parker Streets, and Electra and Pasco Streets. In some streets, bluestone has been laid along the edge of the central roadway or around street trees, while some verges have been sealed with asphalt, such as in Ann Street near Nelson Place.

Where early bluestone kerb and channelling has been retained, it has often been re-laid at least once. Consequently, examples of original butt jointed kerb and channelling are rare.

The surviving historic fabric in the road reserves within this precinct includes:

- Bluestone kerb and channeling and drains.
- Grassed and graveled verges.
- Laneways, including bluestone laneways.
- Early electric and reproduction gas lamp standards in Nelson Place.
- Wrought iron drain guards at the intersections of Nelson Place with Cole, Parker, and Thompson Streets.
- Horse troughs in Nelson Place, near Holy Trinity Church, and in Electra Street, outside the Morning Star Hotel.

### **3.2 Hannan's Farm, Victoria Street and Williamstown Beach Precincts**

This precinct comprises the streets and lanes generally to the west of the Botanic Gardens and south of the railway line, as shown on the Hobsons Bay Planning Scheme Heritage Overlay Maps No. HO13, HO34 and HO33 (Refer Appendix 1). These private subdivisions were laid out during the late nineteenth century, however, many parts remained undeveloped until the early twentieth century. The later period of subdivision compared to the Government Survey is illustrated by the more widespread use of rear laneways that run parallel to the main streets, which provided access for nightsoil collection.

The surviving historic fabric in road reserves within this precinct includes:

- The nineteenth century street layout and construction in Osborne Street, which is the same as that used in the main streets in the Government Survey. The grassed or graveled verge, often planted with Ash species.
- Bluestone kerb and channeling and drains.
- Street trees (Ash species, which replaced the original palms planted in the 1920s in Victoria Street).
- Laneways, including bluestone laneways.

### **3.3 Private Survey Precincts**

This area comprises the streets and lanes generally to the north of Ferguson Street in Williamstown, as well precincts in Newport and Spotswood as shown on the Hobsons Bay Planning Scheme Heritage Overlay Maps No., HO10, HO11, HO23, HO27 and HO30 (Refer Appendix 1). These private subdivisions were laid out during the nineteenth century, however, many were not fully developed until early in the twentieth century: those in Newport and Spotswood, often not until late in the interwar period.

The surviving historic fabric in road reserves within these precincts includes:

- Bluestone kerb and channeling.
- Laneways, including bluestone laneways.
- Street trees in some streets (where they relate to the historic context).

### **3.4 HCV Estates**

These precincts comprises two estates developed by the Housing Commission of Victoria during the interwar and post war periods as shown on the Hobsons Bay Heritage Overlay Maps 10HO and HO15 and HO16 (Refer Appendix 1).

The surviving historic fabric in road reserves within this precinct includes:

- Concrete road surfaces with a mix of concrete and bluestone kerb and channeling.
- Concrete footpaths.
- The central reserves in Fowler Crescent and Edina Street, planted with Ash trees that are also used in street plantings.

## **4 SIGNIFICANCE**

### **4.1 Introduction**

The *Hobsons Bay Heritage Study 2006* provides a detailed assessment of the significance of the precincts described in the previous chapter. The following statements explain the significance of specific elements of historic public assets within each precinct.

### **4.2 Government Survey heritage precinct**

#### **What is Significant**

The early street layout and laneways generally shown as laid out by the c.1905 MMBW detail plans, street trees, and associated infrastructure from the Victorian and Edwardian eras including street lighting, drain guards, a drinking fountain and horse troughs.

#### **How is it Significant?**

The early street layout and infrastructure in the Government Survey heritage precinct is of local historic, technical and aesthetic significance to the City of Hobsons Bay.

#### **Why is Significant?**

Historically, the street layout is significant for its association with the Government surveyor, Robert Hoddle, who laid the principal streets out to be the same width as in the City of Melbourne. This is the only other place in the metropolitan area where this was done.

Technically, the rare surviving examples of relatively intact early bluestone kerb and channel construction are important for their ability to illustrate early methods of road construction.

Aesthetically, the early street layout with bluestone kerb and channelling, and often with gravelled or grassed verges, and street trees on key streets within the Government Survey precinct is an unique and integral part of its historic character and a unifying element throughout the precinct. These important streetscape elements provide an appropriate and related setting for the historic buildings, which are also complemented by other historic fabric such as early lighting, drainage guards and seating.

### **4.3 Private Survey heritage precincts (includes parts of Williamstown, Newport and Spotswood)**

#### **What is Significant**

The early street and laneway layout and construction in the Private Survey precincts.

#### **How is it Significant?**

The early street and laneway layout and construction in the Private Survey heritage precincts are of local historic, technical and aesthetic significance to the City of Hobsons Bay.

### **Why is Significant?**

Historically, the surviving examples of street and laneway construction dating from the late nineteenth and early twentieth are significant for their associations with the main periods of subdivision and development in this area. The later period of subdivision and development is particularly illustrated by the more common use of laneways running parallel to main streets for nightsoil collection.

Technically, the rare surviving examples of relatively intact early bluestone kerb and channel construction are important for their ability to illustrate early methods of road construction.

Aesthetically, the early street and laneways with bluestone kerb and channelling provide an appropriate and related setting for the historic buildings and contribute to the historic character of the area.

## **4.4 Housing Commission of Victoria precincts**

### **What is Significant**

The concrete street layout including the roads and pathways in the former Housing Commission of Victoria precincts in Edina Street, Cerberus Road, Champion Road and Fowler Crescent, in North Williamstown and Newport.

### **How is it Significant?**

The early street layout and infrastructure in the Government Survey heritage precinct is of local historic, technical and aesthetic significance to the City of Hobsons Bay.

### **Why is Significant?**

Historically, they are important for their strong associations with the subdivision and development of these estates by the Housing Commission of Victoria. The use of concrete was a typical feature of HCV estates of this period.

Technically, they are significant for the relatively rare surviving examples of roadways using then experimental concrete road construction.

Aesthetically, the early concrete street construction is a unique and integral part of the historic character of these precincts and provides an appropriate and related setting for the houses as well as a unifying element throughout the precincts.

## 5 OTHER ISSUES

### 5.1 Introduction

This section provides a brief discussion of some other key issues that need to be considered when making future decisions about the conservation of historic public assets.

### 5.2 Engineering

The maintenance or reconstruction of streets and laneways is often required to resolve engineering or drainage issues. For example:

- Concrete kerb and channelling may provide better drainage as a more suitable gradient for water flow can be achieved. Consequently, leaves and other debris are not as easily trapped, which reduces rubbish build up.
- Traditional bluestone kerb and channelling can be displaced due to the effects of tree roots and traffic contributing to depressions, puddles, poor drainage and failure. Concrete kerb and channel can be more resistant to such effects due to its monolithic construction.
- Traditional bluestone kerb and channelling may result in an uneven edge due to its variable nature, which may cause safety issues for pedestrians.
- A complete bluestone surface in a laneway can be a safety hazard due to the uneven nature of the surface.

### 5.3 Construction time and cost

Concrete kerb and channel is relatively quick to form and is therefore less intrusive and non-disruptive for traffic and residents during construction. The laying of bluestone is a manual task, which is more labour intensive and time consuming.

The following rates are current based on Council's 2005 Annual Supply Contract, with adjustments for CPI increases. They provide a comparison between the cost per linear metre of resetting existing bluestone and alternatives such as concrete kerb and channel and dressed bluestone on a prepared cement stabilised base placing 120m of kerb:

**Table 1**

TYPE	RESET BLUESTONE	SUPPLY + SET BLUESTONE	CONCRETE EQUIVALENT
Kerb only	\$30.90	\$ 48.40	\$41.20
Kerb + one pitcher tray	\$41.20	\$76.20	\$46.35
Kerb + two pitcher tray	\$51.50	\$ 104.00	\$46.35
Kerb + three pitcher tray	\$61.80	\$131.80	\$51.50

Other rates for comparative purposes are:

Bluestone kerb and with black concrete channel	\$51.50 per metre
Dressed bluestone kerb and channel	\$300.00 per metre
Wide black concrete kerb and reset two pitcher bluestone tray	\$125.00 per metre

## **5.4 Maintenance**

Bluestone is a stain proof hardwearing surface and evidence of its durability is demonstrated in the existence of many bluestone laneways and kerb and channels, which have survived the passage of time. Current experience is that the average time between resetting of bluestone kerb and channel is 40-50 years, which compares to 60-80 years for concrete.

However, the current condition of some areas with bluestone kerb and channelling in parts of Hobsons Bay means that mechanical street sweeping is difficult due to the uneven nature of the bluestone kerb and channel. Even when properly laid bluestone kerb and channel does not always provide as smooth a surface as concrete due to the individual nature of each stone and the mortar between them.

## 6 POLICY CONTEXT

### 6.1 Corporate Plan

The Corporate Plan of Hobsons Bay City Council (Council Plan) was recently reviewed to provide the strategic direction for the municipality from 2005 to 2009. Council Plan sets out Council's Vision for Hobsons Bay and identifies how Council will work with the community to achieve this vision over the next four years.

The key aims of this plan are to ensure:

- Council and its administration have a common vision for the community of Hobsons Bay.
- Each person in Council understands the role their work plays in achieving the vision.
- The community can see the intended direction and priorities of Council and review how we deliver on the promises made.
- We monitor our progress in achieving the vision.

The vision is expressed as follows:

*Hobsons Bay: a sustainable community, celebrating diversity and providing opportunities for all.*

*Our goal is to protect existing neighbourhood character and ensure appropriate future development.*

*Our strategies identified for 2005-2009:*

- *to manage increased growth and development and ensure our strategies reflect heritage values and neighbourhood character; and*
- *Appropriately manage the implementation of Melbourne 2030.*

### 6.2 Hobsons Bay Planning Scheme

#### **State Planning Policy Framework (SPPF)**

Clause 15.11-1 of the SPPF sets out the following objective for Heritage:

*To assist the conservation of places that have natural, environmental, aesthetic, historic, cultural, scientific or social significance or other special value important for scientific and research purposes, as a means of understanding our past, as well as maintaining and enhancing Victoria's image and making a contribution to the economic and cultural growth of the State.*

The actions to implement this objective are found at Clause 15.11-2. These include the following actions, which are of relevance:

*Planning and responsible authorities should identify, conserve and protect places of natural or cultural value from inappropriate development. These include:*

- *Sites associated with European discovery, exploration and settlement of Victoria.*
- *Important buildings, structures, parks gardens, sites, areas, landscapes, towns and other places associated with the historic and cultural development of Victoria, including places associated with pastoral expansion, gold mining, industrial development and the economic expansion and growth of Victoria.*

*Planning and responsible authorities should take account of the findings and recommendations of the Victorian Heritage Council and the provisions of the Heritage Act 1995.*

*Planning authorities should have regard to Heritage Overlay Guidelines 2007 (Refer to Appendix 4) when preparing planning schemes or amendments to assist the conservation and enhancement of places, sites and objects of non-Aboriginal cultural heritage value.*



## Local Planning Policy Framework (LPPF)

The LPPF is part of the Hobsons Bay Planning Scheme and includes the Hobsons Bay Municipal Strategic Statement (MSS) and local planning policies.

The MSS sets out Council's strategic vision and objectives for the municipality, and broadly outlines how this will be implemented through the use and application of planning controls and policies and other actions.

Clause 21.07-1 relates specifically to cultural heritage. It notes that:

*This unique and diverse history is reflected in the heritage places that have been identified in the Hobsons Bay Heritage Study 2006. The cultural heritage of Hobsons Bay is highly valued by the local community and there is strong support for the protection and conservation of heritage places and precincts. While attention has traditionally been focussed upon nineteenth or early twentieth century heritage places, there is increasing recognition and awareness of the value and significance of more recent places such as post war industrial sites in demonstrating important phases in the historical development of the municipality.*

.....

*A community where we value our heritage and the important role it plays in helping us to understand and interpret our past and also enhancing our future prosperity and way of life.*

*A municipality where all places of heritage significance (including sites, areas, building, groups of buildings, structures archaeological sites, trees, gardens, geological formation, fossil site, habitat or other place of natural or cultural significance and its associated land) are identified, protected and conserved and receive the highest standard of care and management in accordance with best conservation practice.*

Clause 21.07-4 includes the following guidance on how the visions will be achieved:

- *To protect and conserve the heritage of Hobsons Bay.*  
.....
- *To lead by example in the management of Council's own heritage assets.*  
.....
- *Promote the conservation of elements that contribute to the significance of a heritage place or precinct in accordance with the principles and procedures recommended by the Australian ICOMOS charter for the conservation of Places of Cultural significance (the Burra Charter)*  
.....
- *Conservation Management Plans or management guidelines for other Council owned or managed heritage assets as required, including,*
  - 6.3 Historic public infrastructure and street trees*
  - 6.4 Historic sports pavilions*
  - 6.5 Dennis Reserve Williamstown*

Local Heritage Policies in the Planning Scheme at Clause 22.01. The Local Policies set out what Council will consider when deciding an application for development within places and precincts included in the Heritage Overlay.

*These heritage places are important for the reasons described in the Hobsons Bay Heritage Study 2006, as well as the broader social, cultural and economic benefits they bring, by:*

- *Providing historic continuity, which enables the complex layering of the history of Hobsons Bay to be understood and interpreted.*
- *Enhancing the character and amenity of the City by contributing to the unique identity of each neighborhood.*
- *The heritage of Hobsons Bay is highly valued by the community and there is strong support for controls and policy to protect and conserve places of identified heritage significance.*
- *This policy implements the recommendations of the Hobsons Bay Heritage Study 2006.*

### **Objectives**

The key objectives of these Policies include:

*To conserve characteristics that contribute to the individual identity of heritage places and precincts within Hobsons Bay and ensure that their cultural significance is not diminished by:*

- *The loss of any fabric which contributes to the significance of the heritage place or precinct;*
- *Inappropriate new development;*
- *To conserve heritage places in accordance with the principles and procedures recommended by the Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (Burra Charter).*  
.....
- ***Conserve early public realm infrastructure such as basalt gutters, unmade roadside verges, bluestone and concrete kerbs, channels, footpaths and laneways are conserved and reconstructed as appropriate;***
- ***Discourage vehicle crossovers and off-street parking provision at the front of heritage places, unless it can be demonstrated to the satisfaction of the Responsible Authority that these features were historically found in the street where the property is located and that no suitable alternative exists;***
- ***Significant street trees should not be removed unless they die or in the opinion of the Responsible Authority become a safety risk. If a significant street tree is removed, it should be replaced with a semi-advanced species to the satisfaction of the Responsible Authority; (emphasis added)***

Relevant decision guidelines include:

- *The significance of the heritage place or precinct as described in the Hobsons Bay Heritage Study 2006 and whether the proposed buildings or works will adversely affect the cultural significance of the heritage place or precinct;*  
.....
- *Maintaining, protecting, restoring, repairing or stabilising significant fabric;*  
.....
- *Whether the proposed buildings or works will have an adverse effect on a significant tree identified by the Hobsons Bay Heritage Study 2006, or any tree that contributes to the setting of a heritage place or precinct.*

## Heritage Overlay

A Heritage Overlay applies to most streets in Williamstown, as well as specific precincts and sites in Newport, Spotswood, Altona and Laverton.

The Heritage Overlay Clause (43.01) is part of the Hobsons Bay Planning Scheme and provides statutory protection to heritage places identified by the *Hobsons Bay Heritage Study 2006*.

The purpose of the Heritage Overlay is:

- *To conserve and enhance heritage places of natural or cultural significance*
- *To conserve and enhance those elements which contribute to the significance of heritage places*
- *To ensure that development does not adversely affect the significance of heritage places*
- *To conserve specifically identified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably assist with the conservation of the significance of the heritage place.*

A permit is required for most buildings and works undertaken within a Heritage Overlay area, under the provisions contained in Clause 43.01, including the following situations:

- *Demolish or remove a building.*
- *Construct a building or construct or carry out works, including:*
  - *roadworks and street furniture other than traffic signals, traffic signs, fire hydrants, parking meters, post boxes and seating.*
- *Carry out repairs and routine maintenance which change the appearance of a heritage place or which are not undertaken to the same details, specifications and materials.*
- *Remove, destroy, prune or lop a tree if the schedule to this overlay identifies the heritage place as one where tree controls apply. This does not apply:*
  - *To any action which is necessary to keep the whole or any part of a tree clear of an electric line provided the action is carried out in accordance with a code of practice prepared under Section 86 of the Electricity Safety Act 1998.*
  - *If the tree presents an immediate risk of personal injury or damage to property.*

Some maintenance and routine repair works, such as the re-laying of bluestone kerb and channelling with the same materials, may be exempt from the need to obtain a town planning permit. However, the following types of works within the HO would require a planning permit:

- The construction of new features such as roundabouts, traffic islands, kerb extensions etc.
- The installation of new street furniture such as bus shelters or litter bins etc.
- The removal of street trees, in streets where tree controls apply (except in accordance with an incorporated management plan).
- The removal of bluestone kerb and channel or bluestone or asphalt laneways or footpaths or replacement with a different material. A permit would also be required if it was proposed to change the detailing – for example, if there was an existing double or triple pitcher bluestone kerb and it was proposed to replace it with a single pitcher bluestone kerb.
- The replacement of concrete roads and footpaths within HO15 and HO16 (the former HCV Estates in Champion Road and around Fowler Crescent) with a different material.

## 7 CONSERVATION POLICY – HERITAGE OVERLAY PRECINCTS

### 7.1 Introduction

The historic fabric associated with public infrastructure within heritage precincts in Hobsons Bay is significant for the reasons described in Section 4 of this document.

It is recognised that there are practical and financial constraints associated with the conservation of historic fabric in the public realm. However, unsympathetic modifications such as removal of basalt kerb and channelling or inappropriately designed new traffic treatments will have adverse impacts upon the important historic streetscapes in the same way as the demolition or unsympathetic alteration of an historic house or building.

It is recommended that the conservation policy for historic public assets should follow the relevant principles set out in the *Burra Charter*, which include:

***Conservation is based on a respect for the existing fabric and should involve the least possible physical intervention. It should not distort the evidence provided by the fabric.***

On this basis, the conservation policy objectives of this *Plan* are:

- *To conserve and enhance the distinctive features of the public realm that contributes to the unique historic character of Hobsons Bay.*
- *To ensure that new public realm elements do not distort or detract from the features that contribute to its historic character.*
- *To maintain an adequate supply of 'old' bluestone for use in the conservation of historic streets and laneways.*

This policy applies to all streets and laneways in the Heritage Overlay areas in Williamstown, Newport and Spotswood, as shown on the HO maps in Appendix 1. The policy also applies to those streets in Williamstown, Newport and Spotswood that have bluestone kerb and channel but are located outside the Heritage Overlay areas.

Depending on the type of public works that are proposed, a planning permit may be required, as set out in Planning Scheme provisions included in Appendix 2. The advice of the Town Planning Department or the Heritage Adviser should be sought, if a permit is required.

A detailed description of the existing construction materials in each street and ROW within those parts of Williamstown, Newport and Spotswood that are located in the Heritage Overlay areas is included in this document as Appendix 3.

## 7.2 Policy Objective 1

*To conserve and enhance the distinctive features of the public realm that contributes to the unique historic character of Hobsons Bay.*

Within heritage precincts this policy requires the following:

- Existing bluestone kerb and channelling, drains and paving are to be conserved in those streets or laneways, where those features have been retained. Some limited bluestone reinstatement may be undertaken, subject to the availability of the pitches and cost. Generally, the bluestone features will be retained but only to the extent that they currently exist.
- The unique and distinctive layout and form of the historic streets in the Government Survey, the Williamstown Beach and the Hannan Farm and Victoria Street heritage precincts are to be conserved.
- The unique and distinctive concrete street and footpath construction used in the HCV Estates included in HO103 and HO115 are to be conserved.
- Mature street trees in all precincts are to be conserved, and only replaced for safety reasons.
- Other historic features and objects such as wrought iron drain guards, drinking fountain, horse troughs, and early street lamps are to be conserved.

Outside the heritage precincts:

- Existing bluestone kerb and channeling, drains and paving are to be retained in those streets or laneways in areas outside the Heritage Overlay precincts, while they remain in a serviceable condition. However, in the long term, if full re-construction of the street or laneway is required, then the bluestone will be replaced with another material. Bluestone kerbing will be replaced with concrete.

### **General Guidelines**

#### *Maintenance in Heritage Overlay Areas*

- Regular maintenance to all the elements identified above should be carried out in a manner that requires minimal intervention. Repairs should be made to significant fabric using the same materials (often referred to as "like for like"). For example, replacing old bluestone with recycled equivalent or patching asphalt footpaths with asphalt rather than introducing a new material.
- Where the maintenance of bluestone kerb and channel or paving requires pitches to be lifted, they should be carefully stored in a manner that allows them to be re-used and preferably replaced in the same or similar location to minimize the need for having to source new materials.
- Experienced contractors should carry out repairs or maintenance to bluestone kerb and channeling, drains and paving wherever possible. The advice of Council's Heritage Adviser may be sought if required.
- Grassed or graveled verges should not be sealed.
- Mature street trees should not be removed, except for safety reasons. If removal is required for this reason, then the replacement tree should be the same species that has been historically used in that street, except if the replacement is in accordance with a management plan adopted by Council.
- Where major repairs or reconstruction of existing bluestone kerb and channeling is required due to engineering, technical or safety reasons, the new works should be carefully undertaken to similar detailing and specifications as currently existing or on the basis of historic evidence. Existing materials should be re-used as much as possible.
- Concrete roads and footpaths in the HCV Estates should be conserved.

## **General Guidelines**

### *New Works in Heritage Overlay Areas*

- Footpaths should be constructed of asphalt or concrete. The new works should be carefully undertaken to similar detailing and specifications as currently exist. This does not apply to tactile surfaces required to assist visually impaired people or for any other safety reason.
- Where existing concrete kerb and channel needs to be replaced, preference will be given to the use of black concrete, unless local circumstances warrant that a different material or colour be adopted.
- Driveways or crossovers, where permitted, should be constructed of materials so as to be consistent with the majority of other examples in the immediate vicinity.
- If unmade laneways are to be constructed, then the preferred surface material is either black concrete or a combination of asphalt with bluestone or concrete edging.

## **Consultation**

The advice of Council's Heritage Adviser should be sought as early as possible, and preferably prior to undertaking detailed design or seeking of tenders, particularly when planning to undertake major new works that involve re-construction or new construction.

### 7.3 Policy Objective 2

*To ensure that new public realm elements do not distort or detract from the distinctive features that contribute to its historic character.*

This objective may be achieved by ensuring that new public realm elements:

- Respect, but do not simply copy the existing historic fabric.
- Are designed and sited in way to ensure that they are not visually intrusive or dominant.

#### **General Guidelines**

- New street furniture such as seats, bins and lighting etc. should use simple, contemporary designs, unless there is historical evidence that supports the reproduction of an original design.
- New traffic control devices such as roundabouts, speed humps, and kerb extensions should:
  - Be simply designed to be a neutral or recessive rather than a dominant element in the streetscape.
  - Utilise single or limited colour palette and range of materials.
  - Ensure that existing kerb and channelling, wherever possible, remains in situ and is visible.
  - Minimise the extent to which the grassed or gravelled verges are sealed.

#### **Consultation**

The advice of Council's Heritage Adviser should be sought as early as possible, and preferably prior to undertaking detailed design or seeking of tenders, particularly when planning to undertake major new works that involve re-construction or new construction.

### 7.4 Policy Objective 3

*To maintain an adequate supply of bluestone for use in the conservation of historic streets and laneways.*

#### **General Guidelines**

- Ensure that recycled bluestone is only used to repair or replace existing kerb and channelling and laneways and, in a limited way, for new elements such as kerb extensions, roundabouts, traffic calming devices etc. as described in Section 7.3.
- Bluestone kerb and channelling in areas outside of the Heritage Overlay precincts can be replaced in accordance with the specific guidelines in Section 8 of this report.

## **8 CONSERVATION POLICY - NEIGHBOURHOOD CHARACTER AREAS**

In streets that are outside Heritage Overlay precincts, bluestone kerb and channelling may still contribute to the valued character of an area and for this reason it is desirable for it to be retained where it is in good condition and does not require major repairs or reconstruction. However, it is also important to ensure that there is a ready supply of bluestone for use in Heritage Overlay precincts.

On this basis, it is recommended that in areas outside of the Heritage Overlay:

- Existing bluestone kerb and channel and bluestone laneways in good condition should be maintained.
- If reconstruction of existing bluestone kerb and channel is required then it should be replaced with concrete kerb and channel.
- If reconstruction of an existing bluestone laneway is required then it should be replaced with black concrete or a combination of asphalt and concrete edging.

It is also recommended that bluestone recovered from these areas should be stored for re-use in Heritage Overlay precincts within the municipality.



## **9 COMMUNITY CONSULTATION**

The historic elements in the public realm identified in this *Plan*, such as bluestone kerb & channelling, are highly valued by local communities. Information about major public works projects will be made available in accordance with the Council's Community engagement Framework. A copy of the Framework is available on the Council's web site.

## 10 REFERENCES

Marquis-Kyle, P. & Walker, M. *The Illustrated Burra Charter*

*Hobsons Bay Heritage Study 2006*

Kinhill Stearns et al (1993) *City of Williamstown Conservation Study*

Planisphere (2002) *City of Hobsons Bay Neighbourhood Character Study*

Hobsons Bay Planning Scheme

Heritage Act 1995

Vines, G. *Quarry and Stone: Bluestone quarrying, stonemasonry and building in Melbourne's West.*

Pearson, M. & Sullivan, S. (1995) *Looking After Heritage Places - The Basics of Heritage Planning for Managers, Landowners and Administrators.*

MMBW Detail Plans (c.1906)

## **APPENDIX 1 – HERITAGE OVERLAY MAPS**

HO8, HO10, HO11, HO13, HO15, HO16, 18HO, HO23, HO27, HO30, HO33, HO34

## **APPENDIX 2 – HERITAGE OVERLAY PLANNING SCHEME CONTROLS**

## **APPENDIX 3 – STREET BY STREET INVENTORY**

**APPENDIX 4 - HERITAGE VICTORIA – HERITAGE OVERLAY  
GUIDELINES - Section 14 Civic Areas, Utilities and  
Services**