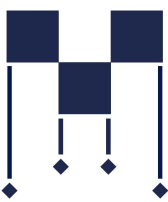




Review of Horsham Heritage Study (2014)

Prepared for Horsham Rural City Council



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Cover image: House at 85 Lake Avenue, Natimuk

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Executive summary

Purpose

Landmark Heritage Pty Ltd was engaged in March 2022 by Horsham Rural City Council (HRCC) to carry out a peer review of the Horsham Heritage Study, 2014. It had been prepared by heritage consultancy Grieve Gillett Anderson (trading as Grieve Gillett) in association with historian Dr Helen Doyle in two stages, starting in 2011.

As eight years had passed since the Horsham Heritage Study was completed, in 2022 HRCC sought a review of the Study by a suitably qualified heritage consultant. The purpose was to ensure that all heritage citations and recommendations were prepared in accordance with an appropriate methodology and that they were still accurate and conform to current best practice. In addition, a recent assessment of the Horsham Grandstand and Oval, carried out by Grieve Gillett Anderson in 2021 was sought.

HRCC also requested a review and revision of heritage-related planning scheme policies, including Clause 2.03 Strategic Directions – Built environment and heritage, and Clause 15.03-1L Heritage conservation.

Approach and methodology

All three volumes of the 2014 Horsham Heritage Study were reviewed:

- Volume 1. Introduction and Recommendations (including methodology)
- Volume 2. HO Places and Precincts (heritage citations, draft HO Schedule, mapping)
- Volume 3. Thematic Environmental History

Peer review tasks carried out by Landmark Heritage were:

- A desktop review of all three volumes:
 - Read the 2014 Thematic Environmental History (Vol. 3) to understand the context for the places and precincts recommended for the Horsham Heritage Overlay.
 - Review the methodology of the 2014 Horsham Heritage Study in Volume 1 to gauge its level of rigour and whether it meets current expectations.
 - Review all heritage citations in Volume 2, noting whether they meet the guidance of PPNo1 (as revised in 2018), checking on their level of rigour and consistency.
 - Note in the citations any gaps in information, and any that may not have a strong case for local significance.
 - Review the approach used to delineate precinct boundaries and individual place HO polygons. Create a shortlist of questions to be investigated during fieldwork.
 - Consider whether there is justification in citations where additional HO Schedule controls are proposed. Conversely, note instances where additional controls should be introduced (e.g., survival of early finishes noted, but no External Paint Controls recommended).

- Fieldwork carried out over three consecutive days, 8-10 May 2022, to visit all individual places and precincts recommended for the Heritage Overlay by the Study, viewing them from the public realm or entering properties that could not be seen from the road with the express permission of the property owner. During these visits the general integrity, condition and architectural quality of all places was checked, as well as property gradings in precincts and precinct boundaries.
- Revision of place and precinct citations to bring them up to date in regard to the condition of the places, reformatting statements of significance to meet current standards, and ensuring that all citations provide sufficient rationale for the inclusion of the place or precinct in the Heritage Overlay. In addition, information from the 'Limited Heritage Study for the Rural City of Horsham', authored by Andrew Ward in 1998, was added to precinct citations.
- Revision of all precinct maps to reflect proposed grading and boundary changes, and preparation of curtilage maps where proposed boundaries for individual properties do not accord with the cadastral boundaries.
- Revision of the local heritage policy (for Clause 15.03-L) and Clause 02.03 Municipal Planning Strategy, with input from Heritage Planner Annabel Neylon, of Plan Heritage.

In addition, historian Dr Peter Mills carried out a separate assessment of post-war buildings in and around the Firebrace Street Commercial Precinct. His input to the history, description, statement of significance and list of contributory properties has been integrated into the final version of the precinct citation and map.

Conclusions and recommendations

While there are revisions that should be made to the citations so they follow standard practice as set out in PPN01 'Applying the Heritage Overlay' (2018), and in a handful of cases more information is required, the approach to choose examples illustrating key themes from the Thematic Environmental History has resulted in a sound selection of places and precincts, most of which are of *prima facie* heritage significance. While parts of the citations are often as minimal as possible, in most cases this is enough to demonstrate their significance.

On this basis, Landmark Heritage finds that all individual places, precincts, and serial listing are of local significance (at minimum), as documented by the revised citations and mapping. The revised citations and maps are found in a separate volume to this report. The Horsham Grandstand is also found to be of local heritage significance and a revised citation was produced as part of the peer review.

The peer review also concluded that there are many more heritage places that warrant assessment as soon as possible. A large number of them are listed in Volume 1 of the Horsham Heritage Study, with several new inclusions listed in section 2.6 of this report. The identification of a new list of promising places during the non-comprehensive fieldwork carried out during the peer review indicates that there is still further identification work to be done, in particular, in regard to identification and assessment of post-war places and rural places outside of townships.

On this basis, the peer review recommends that:

- The following places, precincts and serial listing be added to the Horsham Heritage Overlay:

- Brimpaen Hall and WW Memorial Gates, 157 Brimpaen - Laharum Road, Brimpaen
- Former Clear Lake State School, 4006 Harrow - Clear Lake Road, Clear Lake
- Mud brick farm complex, Wards Road, Haven
- Droylsden, 143 Baillie Street, Horsham
- Former Doctor's Residence and Surgery, 153 Baillie Street, Horsham
- Church of St John the Divine, 164-166 Baillie Street, Horsham
- Horsham Botanical Gardens, 182-184 Firebrace Street, Horsham
- Kalimna Park, 18-24 Kalimna Avenue, Horsham
- Showgrounds - J W Power Memorial Gates, 95 McPherson Street, Horsham
- Water tower, 47-51 Mill Street, Horsham
- St Andrew's Uniting Church, 10 Pynsent Street, Horsham
- Horsham Railway Station, 21 Railway Avenue, Horsham
- Horsham House and garden, 27-29 Roberts Avenue, Horsham
- Remnant Memorial Avenue of Honour (Ulmus), 47 Roberts Avenue, Horsham
- Horsham Silo and Noske Mill Complex, 35-39 Wawunna Road, Horsham
- Former Young Bros. Stables, 79 Wilson Street & 64 Hamilton Street, Horsham
- Jung Memorial Hall, 28 Baker Street, Jung
- Kanagulk Timber Trestle Railway Bridge, Glenelg River Floodplain off Natimuk - Hamilton Road, Kanagulk
- Kewell Park, 2991 Henty Highway, Kewell
- Mitre Public Hall, 1429-1431 Natimuk – Frances Road, Mitre
- Sailors Home Hall, 2537 Blue Ribbon Road, Murray Warra
- Former St John's Catholic Church, 27-29 Main Street, Natimuk
- Behlen Grain Silo, 44 Noradjuda - Tooan East Road, Noradjuda
- Former Polkemmet State School, 196 Polkemmet East School Road, Pimpinio
- Polkemmet homestead complex and burial site, 1614 Polkemmet Road, Pimpinio
- Vectis Zion Lutheran Church, 121 Vectis Station Road, Quantong
- Quantong Timber trestle railway bridge, spanning Wimmera River adjacent to 1844 Wimmera Highway, Quantong
- Wimmera Inlet Channel, Off Golton Road, St Helens Plains
- Thatched Barn, 1665 O'Brees Road, Vectis
- Oakville Park homestead complex, 522 Vectis Station Road, Vectis

- Silos serial listing: 86o Henty Highway, Dooen; 15 Station Street, Natimuk; 14 Railway Street, Jung; 36 Pimpinio Tip Road, Pimpinio; 273 Vectis Station Road, Vectis; 7o Wail Nursery Road, Wail
- Firebrace Street Commercial Precinct: 1-109 & 2-146 Firebrace Street, 17A-25 & 36-46A McLachlan Street, 35-51 Pynsent Street, 28 Roberts Avenue, and 45-83 & 42-8o Wilson Street, Horsham
- Natimuk and Dooen Roads Residential Precinct: 44 & 2/51-81 Natimuk Road, 76-8o Bennett Road, 3-47 & 2-8o Dooen Road, 1o6 (part) Baillie Street, and 29-35 Palk Street, Horsham
- Natimuk Township Precinct: 1, 2 & 31-85 Lake Avenue; 8-16 Lake Road; 27-35, 57-135, 36-42, 48 & 64-76 & 84-1o6 Main Street; 1-7 & 4 Schmidt Street; 1 & 2-4 Sisson Street; and 44 & 62-7o Station Street, Natimuk
- Horsham Residential Precinct: 5A-15 & 1o-3o Albert Street, 1A-1 & 2 Anderson Street, 55-57 Lynott Street, 3/1-13 & 4-16 Bowen Street, 2-36 Railway Avenue, 23-27 & 28-34 David Street, 1-13 John Street, 15-33 & 4-12 Wawunna Road, 1oA-38 & 11-45 Searle Street, 3-29 & 2-22 Bowden Street, 6A-2o & 7-21 McPherson Street, 8-1o & 11-13 Urquhart Street, 1-13 & 2-2o Edward Street; 3-37 & 14-28 Frederick Street; and 43-79, 26-28 & 42-44 Wawunna Road, Horsham
- Revise the heritage citation for the Horsham Grandstand and Oval to reflect this Review, including careful consideration of the appropriate extent of the HO polygon and the heritage value of other built elements on this site.
- Revised text of the following planning scheme clauses be incorporated into the Horsham Planning Scheme:
 - Clause 2.o3 Strategic Directions - Built environment and heritage
 - Clause 15.o3-1L Heritage conservation
- Further identification and assessment of potential heritage places be carried out as soon as possible.
- Horsham Rural City Council consider contracting a regular Heritage Advisor to assist with consistent best-practice management of the places in its Heritage Overlay, particularly as it will be greatly enlarged if the recommendations of the 'Horsham Heritage Study' and this peer review are implemented.

1 BACKGROUND AND BRIEF

The Horsham Heritage Study (the Study) was carried out by heritage consultancy Grieve Gillett Anderson (trading as Grieve Gillett) in association with historian Dr Helen Doyle. It was carried out in a two-stage process which is standard by Heritage Victoria.

It is good practice for a municipality to regularly review the state of their Heritage Overlay, to ensure that it protects as many places and precincts of local significance as possible, including places only recently recognised as worthy of heritage protection (e.g., postwar and late twentieth-century heritage). If gaps in the Heritage Overlay are apparent, then it is important to carry out a heritage gap study, such as the 2014 Horsham Heritage Study, to identify and assess places of heritage value. This is particularly important for the Rural City of Horsham for two reasons. Firstly, the 1998 study carried out by Andrew Ward had a very small scope, as indicated by its name 'Limited Heritage Study' and did not come near to assessing all known heritage places at that time. Secondly, since its completion, it has become accepted best practice to prepare a 'thematic environmental history', which assists in identifying places that are characteristic of the municipality and illustrate particularly important themes in its historical development.

Once "gaps" in the Heritage Overlay have been identified, and their local significance demonstrated in a heritage citation, it is important to implement the recommendations of the heritage study and add new places and precincts to the Heritage Overlay. This planning tool will allow council to manage future change in a way that protects valued heritage places and the valued historic character of its towns.

1.1 Stage 1

In 2011 Horsham Rural City Council (HRCC) was a successful recipient of a grant from DELWP to carry out a heritage study. The grant was administered by Heritage Victoria. This funding was used to prepare a thematic environmental history and establish a list of places of potential heritage significance. This stage of the Study included extensive community consultation, including public workshops, a survey for members of the public to nominate places, and work with special interest groups including the Horsham Family History Group, Wimmera Association for Genealogy, Arapiles Historical Society, Horsham Historical Society, and neighbouring groups such as the Murtoa & District Historical Society and the Wimmera branch of the National Trust.

Apart from preparation of the draft thematic environmental history, the outputs of Stage 1 included a list of 167 individual places and nine precincts of potential heritage significance. It recommended a focus in Stage 2 on places and precincts in Horsham, due to development pressures, as well as irrigation infrastructure to assist in management of significant fabric still extant after the GWM decommissioning project.

1.2 Stage 2

The second stage of the Study was largely funded by Heritage Victoria and carried out in 2013-14. It involved the prioritisation of a shortlist of individual places and precincts to undergo full assessment, followed by documentation to support their inclusion in the Heritage Overlay. Based on place and precinct research carried out in this stage, the thematic environmental history was revised and expanded.

The Stage 2 work is presented in three volumes:

- Volume 1. Introduction and Recommendations (including methodology)
- Volume 2. HO Places and Precincts (heritage citations, draft HO Schedule, mapping)
- Volume 3. Thematic Environmental History (as revised in Stage 2)

Following the Stage 2 assessments, 31 individual places, one serial listing and four heritage precincts (three in Horsham, one in Natimuk) were recommended for the Heritage Overlay. The Study also recommended further work, in the form of heritage design guidelines to be prepared to assist HRCC planners in assessing planning permit applications, as well as more text about heritage in the Municipal Strategic Statement (now Clause 02.03 Municipal Planning Strategy).

The three volumes of the Study and its recommendations have not yet been adopted by HRCC, and none of the recommended places have been added to the Heritage Overlay as yet.

1.3 Peer review

As eight years had passed since the Horsham Heritage Study was completed, in 2022 HRCC sought a review of the Study by a suitably qualified heritage consultant. The purpose was to ensure that all heritage citations and recommendations were prepared in accordance with an appropriate methodology and that they were still accurate and conform to current best practice.

Natica Schmeder, Principal of Landmark Heritage Pty Ltd, was engaged in April 2022, and she carried out the review in May and June 2022. She is an architectural historian (BA) and buildings conservator (MSc) with over 20 years' experience. She has worked on dozens of municipal heritage studies and gap reviews across Victoria, either as architectural historian or project lead. Ms Schmeder has also carried out many peer reviews of heritage studies, to assist with their implementation, for the cities of Boroondara, Maroondah, Moonee Valley and Yarra. She is also a member of the Heritage Council of Victoria and Chair of their Local Government Specialist Committee; a member of the National Trust of Australia (Victoria) Heritage Advocacy Committee and former Built Environment Committee member (Chair 2012-17); and a full international member of Australia ICOMOS (International Council on Monuments and Sites) having served on their Executive Committee in 2009-12.

Heritage Planner Annabel Neylon, of Plan Heritage, assisted with the preparation of a local heritage policy (for Clause 15.03-L) and Clause 02.03 Municipal Planning Strategy.

Dr Peter Mills carried out a separate assessment of post-war buildings in and around the Firebrace Street Commercial Precinct. His input to the history, description, statement of significance and list of contributory properties has been integrated into the final version of the precinct citation and map. Dr Mills has worked in the heritage field for thirty years, with experience ranging from hands-on conservation works on vernacular buildings, to stints at Heritage Victoria and in the offices of heritage architects. For the last 17 years, he has had his own practice as a professional historian and heritage consultant.

The remainder of this report sets out the methodology, findings and recommendations of Landmark Heritage's review of the Study. Heritage citations and mapping revised during the review are found in a separate volume compiled by Horsham Rural City Council.

2 DESKTOP REVIEW

2.1 Purpose

The first part of the Review of the Horsham Heritage Study was a desktop review of all documentation and recommendations of the Study found in the three Stage 2 Study volumes.

The desktop review included the following:

- Read the 2014 Thematic Environmental History (Vol. 3) to understand the context for the places and precincts recommended for the Horsham Heritage Overlay.
- Review the methodology of the 2014 Horsham Heritage Study in Volume 1 to gauge its level of rigour and whether it meets current expectations.
- Review all place and precinct citations in Volume 2, noting whether they meet the guidance of PNo1 (as revised in 2018), checking on their level of rigour and consistency.
- Note in the citations any gaps in information about places/precincts, and any that may not have a strong case for local significance.
- Review the approach used to delineate precinct boundaries and individual place HO polygons. Create a shortlist of questions to be investigated during fieldwork.
- Consider whether there is justification in citations where additional HO Schedule controls are proposed. Conversely, note instances where additional controls should be introduced (e.g. survival of early finishes noted, but no External Paint Controls recommended).
- Review the current Clause 2.03 (2.03-5 Built environment and heritage) and Clause 15.03-1L (Heritage conservation), along with wording proposed by the 2014 Horsham Heritage Study (Vol. 2, pp. 284-285). Compare them against recent work by other rural and regional councils in new format planning schemes.
- Prepare a summary of the findings of the desktop review.
- Present findings, and the implications of these findings for the remainder of the project, to the HRCC Project Control Group, and discuss the way forward.

2.2 Review of Thematic Environmental History (Vol. 3)

As set out in the *Heritage Victoria Model Consultants Brief for Heritage Studies* (2010), 'A Thematic Environmental History sets out the key themes that have influenced the historical development of the municipality or study area since first contact between Aboriginal and non-Aboriginal people. It is meant to explain how and why the municipality or study area looks like it does today' (App. 4). There is no defined end-date up to which a thematic environmental history should cover, but as there is increasing recognition for heritage places created in the post-WWII period and late twentieth century, these periods are frequently covered along with earlier eras of development.

It goes on to list the three key goals of such a history, to:

- 'isolate the key themes in the historical development of the municipality or study area;
- 'explain how those themes may have influenced the settlement and development patterns of the municipality or study area; and

- '[it] can help to raise community awareness of the historical development and heritage of the area' (App. 4).

The Thematic Environmental History (the History) prepared as part of the Horsham Heritage Study was found to be a well-written and engaging document, clearly written by a skilled professional historian. It follows the model for thematic environmental histories established by Heritage Victoria in its Model Consultants Brief, and its format is still current.

The History is appropriately illustrated with historic and contemporary images, as well as diagrams showing development over time. These diagrams are potentially very interesting and useful, though are at a scale that makes them hard to decipher. It covers important post-war events, such as 1950s soldier settlements and Southern European migration, and a few historical events after that, for example, the opening of the Wheat Research Institute and nature conservation efforts in the 1960s and 1970s, but there is little about the built form from the post-war era.

In accordance with good practice, the History was revised in response to community feedback and to incorporate the detailed research from Stage 2 (as noted in Vol. 1, page 10).

Weaknesses found in the History are minor in nature. They include formatting and typographical errors, occasional incorrect use of architectural terminology, and a few places where additional details were supposed to be added.

As part of the Review, a marked-up version of the History was prepared. If HRCC should update the History again in the future, these corrections can be incorporated. Note that a few of them require checking of historical sources.

Despite these issues, the History is fit for purpose to provide an understanding of the physical development of the Rural City of Horsham, to assist in identifying and comparing places of potential heritage significance, and to raise awareness and appreciation of local heritage among members of the community.

2.3 Review of methodology – Volume 1

2.3.1 Guidance principals and documents

Volume 1, Introduction and Recommendations, provides a brief overview of the Study's methodology, including the guidance documents referred to. These include the Australia ICOMOS *Burra Charter* and *Victoria's Framework of Historical Themes*, which both provide appropriate guidance for parts of a heritage study. It also refers to 'the Victorian Heritage Council *Criteria for Assessing Cultural Heritage Significance*' (page 3). This presumably refers to the Heritage Council of Victoria's *Assessing the cultural heritage significance of places and objects for possible state heritage listing: The Victorian Heritage Register Criteria and Threshold Guidelines* (2012, since updated regarding social significance in 2019).

The main gap in the guidance materials that informed the Study is the Victorian Planning Provisions Practice Note 1 'Applying the Heritage Overlay' (2012, since updated several times, abbreviated as PPN01). It is not referred to in the list of documents that guided the Study, though its use was expressly recommended in the brief for Stage 2 of the Study (NB: this brief is appended to Vol. 1). This is apparent in the unusual phrasing used for statements of significance, which does not correspond with standard practice in Victoria (in 2012 or now).

2.3.2 Approach to shortlisting places/precincts for assessment

The Introduction (Chapter 2) of Volume 1 sets out the decision-making process followed during the Horsham Heritage Study to narrow down the Stage 1 list of places of potential significance into a shortlist that could be assessed within the available Stage 2 budget. Heritage Victoria was represented on the Steering Committee and assisted with this process.

They chose places for assessment 'to represent as many historic themes as possible' (page 7). This approach is commended, as it makes full use of the Thematic Environmental History and avoids the trap of assessing just "pretty" old houses and imposing civic buildings. While this shortlist is as representative as possible, there are still many similar places that are likely to also warrant full assessment and protection in the Heritage Overlay.

There is information about the selection and shape of proposed heritage precincts that provides useful background. In particular:

- Horsham Residential Precinct – was 'proposed by the Steering Committee, as the most effective way of identifying suburban streetscapes of high intactness which illustrated key project themes. It was agreed that the heritage attributes of these areas were similar and planning policy could be developed to cover these attributes in suburban Horsham' (page 7). 'The HO precinct is proposed in several polygons, rather than as a single overlay polygon, as parts of the town are vacant land, or do not reflect the heritage values of the HO precinct. The Steering Committee decided to use this approach because a blanket HO overlay would not have provided additional heritage control benefits' (page 12). 'Specific streetscapes with consistent rows of contributory dwellings were selected, all located in early subdivision of the period. Similar planning controls could be applied to all parts of the HO, as the heritage attributes of each polygon are similar' (page 13).
- Natimuk Township Precinct – 'Natimuk was selected for consideration as a HO Precinct country town within the Shire [sic], as it was the most intact town and played a key role in the history of the whole Shire [sic]' (page 7). 'The project team identified several potential HO Precincts in Stage 1 of the Study – Natimuk, Jung, Dooen/Natimuk Roads, Firebrace St and several suburban streetscapes north of Baillie Street [in Horsham]. ... The Project Team agreed that Jung (town) did not meet the threshold for consideration, as the remnant building stock was in poor condition and historic themes (19th century town in developing agricultural district) were better illustrated in the more intact town of Natimuk' (page 12).

The above text has been quoted at length because it provides information missing in the two precinct citations themselves: why the given areas were chosen for assessment and how they compare with other areas in the Rural City of Horsham.

In a sense, the Horsham Residential Precinct has been documented like a 'group, thematic or serial listing'. This is defined in PPN01 as 'Places that share a common history and/or significance, but which do not adjoin each other or form a geographical grouping and 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 'thematic listing' approach was used for the Horsham Residential Precinct – with four sub-precincts – and for the Natimuk and Dooen Roads Residential Precinct – with two sub-precincts. Both precincts encompass residential development, ranging from the Victorian to

interwar era, with most substantial dwellings on the prestigious entry roads to the town (Natimuk Road and Dooen Road).

This is a reasonable approach to maximise the HO precinct areas that can be covered for the minimal spend, so long as there is enough similarity between the geographically separated areas and the statement of significance provides sufficient guidance for all sub-precincts.

Note that a similar, and more typical use of the 'group, thematic or serial listing' tool was used for a serial listing of concrete grain silos, spread across the municipality. They are all very similar in form, and all were constructed by the Grain Elevator Board in 1938-39, so it is entirely appropriate to protect and manage them together.

2.3.3 Application of HERCON Criteria

For the most part, the discussion of how the HERCON Criteria should be applied in Volume 1 (page 10) is accurate, but this often does not translate to their actual use in the citations.

In the citations (in Volume 2) there is frequent misapplication of Criterion C: Potential to yield information that will contribute to understanding our cultural or natural history. PPN01 calls this "research potential", and in the past it has also been referred as scientific or archaeological significance. With historic places, it generally refers to the probable presence of something useful beneath the surface, whether that be under the ground or within the walls of a building. *The Victorian Heritage Register Criteria and Threshold Guidelines* (2012 & 2019) describe this as: 'a likelihood that the place/object contains physical evidence of historical interest that is not currently visible or understood'.

The Grieve Gillett assessors defined Criterion C differently, stating that it is mostly for natural places but 'can also be considered for historic events/activities now past or key to the development of the place'. This definition is, instead, more appropriate for places that satisfy Criterion A (defined in the *VHR Criteria* document as having 'a clear association with an event, phase, process, function, movement, custom or way of life in Victoria's cultural history'). As a result, a number of places were assessed as satisfying Criterion C, but their significance would best be expressed in relation to another criterion.

2.4 Review of citations – Volume 2

2.4.1 Place histories

Generally, the histories are well-researched and fleshed-out, and nearly all appear to be the work of a professional historian. The only occasional drawbacks are too much information about elements of a site later assessed to fall below the threshold of local significance (e.g. Horsham Showgrounds), and in a few cases the historian has included architectural descriptions that betray a lack of knowledge. Ideally, such things would be edited by the principal assessor of the place when finalising the citation.

The only history that is genuinely poor is for 'Oakville Park' homestead, Vectis, which has no sources and may be based solely on the recollections of the current owner (though no sources are listed at all).

2.4.2 Descriptions

Most descriptions are very brief, in note form, providing the bare minimum information required. There are exceptions, including very detailed and authoritative descriptions of structures such as bridges and vernacular buildings (e.g. the thatched barn in Vectis).

2.4.3 Comparative analysis

The comparative analyses are also very minimal, often comprising a list of comparable places with no discussion of how the place under assessment compares with them.

In two cases, the comparative analysis does not provide sufficient support to demonstrate local significance, so they required further investigation (Horsham Water Tower and Kewell Park). Note that later discussion with the Council officers indicated that the Water Tower has strong landmark value in Horsham. This information was incorporated into the revised citation. The site visit to Kewell Park, as noted in section 3.2, was sufficient to confirm its local significance.

In many cases, comparators from other municipalities are used, but this is often not clearly indicated. In some cases, this may indicate that the place under assessment is the only one of its type in the Rural City of Horsham, and more valuable for this reason, but this is not drawn out in discussion.

There is no comparative analysis at all for the proposed HO precincts. There is, however, some information about how and why certain precincts were chosen, as cited above in section 2.3.2.

2.4.4 Statements of significance

The statements of significance conform to the 'what, how, why' format prescribed by PPN₀₁, but the wording used is very idiosyncratic and repetitive. This is seen in the repetition of the types of significance embodied in a given place in all three sections, instead of just in the 'how', and the phrase that the places and precincts are significant to 'Horsham Rural City Council' instead of to 'Horsham Rural City'.

Apart from the above, the 'what' sections defining which elements of individual places are of heritage value generally correspond with PPN₀₁. The lists of heritage elements is often accompanied by an indication of elements that are not of heritage value (called 'exclusions' in the Study), which is also of use.

The 'what' section for the precincts, however, are not in accordance with PPN₀₁ and provide no real information, only indicating that buildings shown as Contributory or already in the Heritage Overlay are of heritage value, and that those that 'illustrate the Statement of Significance' are of heritage value.

There is much confusion in regard to the application of the HERCON criteria. This ranges from straightforward reversals (e.g. "associative" significance attributed to Criterion G, and "social" significance to Criterion H) to more complex non-standard application of the criteria. For example, Criterion C (scientific/archaeological) is applied to places built with outdated technology, but without any known "hidden" aspects. And Criterion F is applied to engineering structures as they are "technical" in nature, but the high degree of achievement at a particular period has not been evidenced. Instead, many of the places assessed under Criterion F are noted as being representative examples of their type. For example, the Quantong timber railway bridge is described in its statement of significance as 'an illustration of a particular class of Victorian Railways timber railway trestle bridges of the 1880s'. This indicates that it is more properly addressed under Criterion D.

That said, the information set out in the 'why' sections of the citations generally gives a clear expression of the reasons the place or precinct is of heritage significance, so it is just a matter of correcting which HERCON criteria they are set against.

In a few cases, there is no clear link between the assessment against criteria section of the citation and the statement of significance. In others, new information appears in the statement of significance not found elsewhere in the citation. This 'jumping to conclusions' may well result from the knowledge of the assessor, but their rationale for the conclusions should be set out somewhere in the citation.

2.4.5 1998 heritage study

After Landmark Heritage had made its draft revisions to the place and precinct citations, a council officer discovered a copy of the long-lost 'Limited Heritage Study for the Rural City of Horsham', authored by Andrew Ward in 1998. It was found to contain extensive historical information about properties within three proposed HO precincts, which goes beyond the information in the 2014 Heritage Study.

So that this information was not "lost" again, it has been integrated into the heritage citations of the following precincts:

- Firebrace Street Commercial Precinct
- Dooen and Natimuk Roads Residential Precinct
- Natimuk Township Precinct

2.4.6 HO Schedule controls

For the most part, the Study recommends External Paint controls for all places (and precinct) that could possibly be painted, though there are a few places left out (e.g. Brimpaen Hall). This accords with the broad application of External Paint Controls on places already in the Horsham Heritage Overlay.

As checking and approving paint schemes can be time consuming, and potentially a financial drain on Council if professional heritage advice is required, this Review recommends that they be applied in a more nuanced and restricted manner. After discussion with Council officers, it was decided that External Paint Controls would be applied to the following types of places:

- Buildings and structures with masonry external walls that were either: 1) retain an original finish (e.g. limewash), 2) never painted (and never intended to be painted); or 3) have been inappropriately overpainted (and should be stripped in the future). As this applied to most buildings in the Firebrace Street Commercial Precinct and many in the Natimuk Township Precinct, the controls were retained in those precincts.

Internal Alteration Controls had been inconsistently applied, as they are recommended for a few places, but not for all places whose interiors are cited in their statement of significance.

Tree Controls are recommended in appropriate fashion, only for specific mature trees.

Fence and Outbuilding exemptions are applied in an overly extensive fashion. For the residential precincts they are described as covering 'fencing along streetscape frontages, to depth of front of existing dwellings'. The removal and replacement of fences is automatically controlled in the Heritage Overlay. As noted in PPN01, this control is intended to protect fences (and outbuildings) of heritage value, and if possible the specific addresses of original and early fences should be recorded in the HO Schedule and/or the statement of significance. These details have not been recorded in the Study.

2.4.7 Conclusions

While there are revisions that should be made to the citations, so they follow standard practice as set out in PPN01, and in a handful of cases more information is required, the approach to choose examples illustrating key themes from the Thematic Environmental History has resulted in a sound selection of places and precincts, most of which are of *prima facie* heritage significance. While parts of the citations are often as minimal as possible, in most cases this is enough to demonstrate their significance.

2.5 Review of mapping

2.5.1 Revisions to mapping of existing HO places

While not discussed in any of the volumes, during the Study fieldwork Grieve Gillett identified a number of mapping errors concerning places currently in the Heritage Overlay. These include both places that had been demolished and no longer warrant inclusion in the Heritage Overlay, as well as a number of cases where the HO polygon is partly or wholly in the wrong location. These errors and recommended corrections are shown in the mapping appendix of Volume 2.

Currently, Amendment C82 to the Horsham Planning Scheme is under preparation to make some of these mapping corrections.

With this in mind, on all the new precinct maps prepared as part of this Review, the corrected locations of HO polygons are shown, in accordance with Amendment C82 mapping. These include:

- HO1 'Glen Logan', cnr Dooen Road & Park Street, Horsham
- HO2 White Hart Hotel, 55 Firebrace Street, Horsham
- HO3 Former Shire of Wimmera Offices, 35-51 Firebrace Street, Horsham
- HO4 T&G Building, cnr Firebrace & McLachlan Streets, Horsham
- HO7 Former Mechanics' Institute, 33-35 Pynsent Street, Horsham
- HO11 RSSILA building, McLachlan Street, Horsham
- HO14 Former Wilson's Store, 69 Main Street, Natimuk
- HO17 'Flowerdale', Schmidt Street, Natimuk

2.5.2 Mapping new places and precincts

The Horsham Heritage Study includes an extensive appendix to Volume 2 devoted to mapping individual places, in and outside of townships. Those in Horsham and in a few other places are shown on planning base maps. Most rural properties have an HO polygon provided on an aerial photo. In some cases, the polygon is neatly aligned to boundaries, and in others it appears to be indicative (unrelated to property boundaries and the location of heritage elements). There are also many addresses given in a general sense (e.g. at the corner of two roads).

While mapping technology and the availability of high-resolution aerial imagery aligned with planning maps has improved since 2014, some of these HO polygons should be corrected before implementation. The extensive mapping documentation is very useful in a heritage study for a largely rural area such as this one.

There are also detailed maps for all of the precincts, showing gradings of individual properties and proposed precinct boundaries. The precinct mapping is supplemented by tables showing a current photograph of each property of heritage value.

2.6 Review of Horsham Grandstand and Oval assessment

As an additional part of the Review, Landmark Heritage was asked to peer review a separate report by Grieve Gillett Anderson, titled 'Horsham City Oval & Grandstand Heritage Assessment', March 2021 (the "Assessment"). Like a typical heritage citation, this report includes a history, description, assessment against the HERCON criteria, comparative analysis, a statement of significance, and recommendations. It primarily focuses on the grandstand, which stands at the north end of the oval, but also covers the general history of the oval and other facilities located at this site. The heritage consultants carried out this assessment remotely, with current photos of the exterior and interior (including the undercroft) of the grandstand provided by a council officer.

The Assessment concludes that the Horsham City Oval and Grandstand are of local historic and social significance, and should be included in the Heritage Overlay.

2.6.1 Review of heritage significance

The Horsham City Oval was established around 1901, and the grandstand built in 1924. In recent decades the grandstand was covered with a layer of metal cladding, and the original timber bench seating replaced with metal seats.

A structure like a grandstand (and the associated oval) is often of prima facie heritage significance, usually for historical and social values, so long as it is moderately early and moderately intact.

The interwar build-date of the grandstand makes it "moderately early", so worthy of further investigation for heritage significance.

Does it meet the second criterion, being "moderately intact"? Landmark Heritage's review of the photos provided in the report concluded that while the building is currently of low integrity (its appearance differs from the original), it is in fact fundamentally intact, retaining its external weatherboards and timber sash windows beneath the current metal cladding. This means that its original appearance and fabric could be easily revealed and made good.

Thus, the Assessment's conclusion that the grandstand is of local significance is supported by its relatively early build-date and largely intact building fabric.

2.6.2 Consideration of building fabric

The Assessment does not, however, analyse the difference between intactness and integrity of the grandstand, and does not seem to understand the extent of original fabric survival (calling the weatherboards visible in the undercroft "lining boards").

This appears to lead to their conclusion that there is 'less importance on the physical fabric of the place' which 'affords a level of flexibility in development opportunity'. Such conclusions raise a danger that the grandstand will be demolished, and its heritage value recognised with a plaque.

This approach is not considered appropriate for a building that is, in fact, largely intact and should simply be "uncovered" to fully reveal its heritage significance. Once demolished, all of its heritage significance will be lost, and a mere interpretive plaque cannot undo this.

2.6.3 Comparative analysis

The assessment provides a very extensive table of other grandstands in Victoria, mostly in country towns and most with some form of heritage protection. There is no discussion, however, of how the Horsham grandstand compares to the others, so it is not useful in establishing its level of heritage significance.

2.6.4 Extent of Heritage Overlay

The final recommendations of the Assessment recognise the local heritage significance of the grandstand and associated oval. The statement of significance defines the following aspects of the oval site as being part of that significance:

The Horsham City Oval and Grandstand, including the remaining original fabric of the Grandstand, the ongoing use as a sporting facility, and the associated social uses including the City Pipe Band and City Brass Band.

While these two additional buildings are mentioned in the history – the Pipe Hall Band is c1930s-40s and the Brass Band Hall is c1970s – there is no photo, description, comparative analysis or assessment of their heritage values.

While it is possible that these two buildings are of local heritage significance on their own, or contributory elements that warrant protection largely because of their association with the oval, this has not been demonstrated by the Assessment.

In addition, there are many other buildings on the larger oval site (Netball Clubrooms, Men's Shed, Visitors Centre, Gates x2, WC x2, Shelter, Football Clubrooms) and not enough information to appropriately manage them in the Heritage Overlay (are they of heritage value? Have they actually been considered?).

2.6.5 Revised statement of significance

The findings of this review have been incorporated in a revised version of Grieve Gillett Anderson's statement of significance for the Horsham City Oval and Grandstand. Edits are shown underlined (new text) or struck out:

What is significant?

The Horsham City Oval, established in 1901, and the 1924 Grandstand, including its remaining original fabric of the Grandstand currently concealed beneath metal cladding, and their ongoing use as a sporting facility, are significant and the associated social uses including the City Pipe Band and City Brass Band.

How is it significant?

The Horsham City Oval and Grandstand are of historical and social significance to the Rural City of Horsham community.

Why is it significant?

The Horsham City Oval and Grandstand are of historical significance for their enduring association with the development of sporting codes, particularly Australian Rules football and cricket, and other popular recreational pastimes from around the turn of the century through to the present day. The ongoing use of the place and associations with local sporting clubs is of historic importance to the City of Horsham. (Criterion A)

The Horsham City Oval, Grandstand and associated facilities are of social significance to the Horsham community, having provided a venue for countless sporting and recreational events

since the turn of the century. It is an important gathering place for a variety of community groups and has hosted many significant events for the district, including football grand finals, regional sporting competitions, and musical events. (Criterion G)

2.6.6 Conclusions and recommendations of the Review

It is agreed that the Horsham City Oval and Grandstand are of local heritage significance to the Rural City of Horsham, in keeping with the conclusions of the Assessment.

The Assessment of the grandstand in particular would be improved by consideration of the overall intactness, though low integrity, of the grandstand and considering it against the other grandstands itemised in the comparative analysis section. This will assist in future management of the grandstand, to ensure that it retains its heritage value.

While there is a strong case to include the grandstand, in a protective curtilage, in the Heritage Overlay, there is a lack of analysis and rationale to extend the HO to encompass the entire oval and all buildings on it. While the Pipe Band and Brass Band halls may have some level of heritage value and warrant protection, this has not been demonstrated by the Assessment.

Due to this, it is recommended that a much smaller HO polygon is placed on this site, encompassing the Grandstand, with a 10-metre curtilage to the east and west sides, and up to the edge of the Oval at the south, as shown below:



Figure 1. Revised HO polygon proposed for the Grandstand at Horsham City Oval, shown in red outline. (VicPlan)

It is recommended that the heritage citation be revised to reflect this Review, the revised statement of significance (above) incorporated, and the revised extent of the HO polygon be applied when adding this place to the Heritage Overlay.

3 FIELDWORK

3.1 Fieldwork methodology

Prior to the fieldwork for the Review, questions requiring clarification from the Study were noted, for example, where contradictory or overly brief details were provided in the description.

Fieldwork was carried out over three consecutive days: 8-10 May 2022. Ms Schmeder visited all individual places and precincts recommended for the Heritage Overlay by the Study, generally viewing them from the public realm.

For two of these days, she was accompanied by a Council officer, making a number of visits to places that could not be seen from the road. These on-site visits were with the express permission of the property owner, and most of them were accompanied by the owner or their representative (in the case of Council-owned halls, the owner's representative was the Council officer).

Thanks to the cooperation of owners, it was possible to view all properties to a sufficient degree to check their general integrity, condition, and architectural quality. It was also possible to inspect the interior of the four buildings for which the Study recommended Internal Alteration Controls.

These on-site visits were to the following places:

- Mud brick farm complex, Haven
- St Andrew's Uniting Church, Horsham (internal inspection)
- Young Bros. Stable (former), Horsham (internal inspection)
- Kalimna Park, Horsham
- Memorial Hall, Jung (internal inspection)
- Timber Trestle Railway Bridge, Kanagulk *
- Behlen Grain Silo, Noradjuha (internal inspection)
- Polkemmet Homestead and burial site, Pimpinio
- Oakville Park Homestead, Vectis
- Thatched Barn, Vectis

During these site visits, apart from checking the previously flagged questions, each place was documented with photos and notes. The accuracy and currency of Study descriptions was reviewed. Appropriate HO polygons were also considered, to ensure they included all elements of heritage value within a protective curtilage but without excessive amounts of land of no heritage significance.

The site visit to Kewell Park – one of the two places without sufficient comparative analysis to demonstrate its significance – revealed that it is a highly intact and substantial early

* This site visit was held on 8 May, in the company of the owners of the surrounding land, but without the Council officer.

Edwardian villa that on its architectural merits clearly meets the threshold of local significance.

In addition, some new places of potential heritage significance – mostly fine Victorian and Edwardian houses – were identified during the fieldwork. For the most part their addresses were recorded for future assessment (and listed in section 4.5 of this report). In cases where they were adjacent to a proposed HO precinct, and were comparable to Contributory properties in the precinct, they were photographed and noted as potential precinct extensions.

3.2 Fieldwork findings

Following the fieldwork, an illustrated report of findings and issues arising was assembled and discussed with Council officers at a video meeting.

The issues discovered can be summarised as the following types. Note that the Council officers also visited the Horsham precincts following the meeting, to consider the extension and reduction of precinct boundaries, and provided feedback later. The approach agreed with Council officers for each issue is noted in *italics*.

- Scope of elements recognised for protection:
 - Church of St John the Divine, Horsham – the 1880s and 1933 timber halls at the rear of the site were covered in the history, but not by the description and were left out of the proposed HO polygon and statement of significance.
Outcome: Note the church halls in the list of places for future assessment.
 - J W Powers Memorial Showgrounds Gates, Horsham - only the 1924 gates are mentioned in the statement of significance and description, but at their base are two circa 1920s ticket booths, with CGI cladding and hipped roofs, which are intact and provide information about the gateway's use.
Outcome: Include the ticket booths as Contributory elements of the place.
- Condition of redundant buildings – several early farm buildings have been supplanted by more modern buildings on the same site and left vacant for decades. Comparing current photos with those from 2014, their condition is largely stable, but they will require intervention in the short to medium term if they are to survive.
Outcome: Due to the rarity of these types of buildings in the municipality and/or their early date and high importance historically, continue to recommend them for the HO.
 - Polkemmet Homestead, Pimpinio – one of the Wimmera's early substantial pastoral runs, first settled in 1846 with the current house built in c.1863.
 - Oakville Park Homestead, Vectis – an elegant c1880s house with the very unusual construction of sun-dried (mud) bricks with fired brick quoins and dressings; further research as part of the Review revealed it was built for one of the key German families who settled the area in the 1870s.
 - Thatched Barn, Vectis – a traditional building type brought to the Wimmera by German farmers, it has a beautifully sculptural internal structure of forked tree trunks.
- Demolitions since 2014:
 - Good Shed at Horsham Railway Station – originally recognised as a significant building on this site, though the station building remains.

- Horsham Residential Precinct, Railway Avenue sub-precinct - Contributory houses demolished at 13, 21 and 23A Wawunna Road.
- Horsham Residential Precinct, Searle/Bowden Street sub-precinct – Contributory house at 1 Bowden Street demolished.

Outcome: Note the loss of these structures, correct HO mapping to reflect this.

- For the proposed precincts there were:
 - Precinct extensions – single or groups of properties adjacent to precinct boundaries and comparable to Contributory properties.
Outcome: Add these properties to make the precincts more geographically cohesive.
 - Precinct deletions – properties at the edge of the precinct where a Contributory building had been demolished/defaced; also, lone Non-contributory properties on side streets that have no visual connection with the rest of the precinct.
Outcome: Deletions supported.
 - Properties to be downgraded to Non-contributory – either due to full demolition, extensive alteration, or not of the era recognised as contributing to the precinct.
Outcome: Downgrading supported.
 - Properties to be upgraded to Contributory – (largely) intact buildings of the type and era recognised as contributing to the precinct; also pre-1940s buildings in Firebrace Street Commercial Precinct with parapet and/or first floor façade hidden behind metal siding.
Outcome: Regrading supported.
 - Properties likely of Individual Significance – but not documented as such in the precinct citation
Outcome: Note the importance of these properties in the precinct statements of significance, but do not formally regrade them to Individually Significant (as this would require further documentation in the precinct citation to support it).
 - Mapping and street address errors – many of these, particularly in Natimuk Township
Outcome: Correct all errors identified.

On the basis of the revisions recommended following the the desktop review and the fieldwork, the place and precinct citations were revised, with the changes tracked, and proposed changes to HO Schedule controls and addresses were noted. The Council officers reviewed these proposed changes and provided feedback, after which the revised citation texts were finalised and uploaded to the Hermes database.

3.3 Additional post-war place identification

As a separate piece of work, Council engaged historian Dr Peter Mills to identify post-war properties in the Firebrace Street Commercial Precinct that could contribute to the precinct if its valued period was redefined.

This work included the following tasks:

- Identify post-World War II buildings in Firebrace Street and in close proximity to Firebrace Street. The period to be covered is from the end of the war to the early 1970s.
- Provide brief histories, descriptions, assessments of intactness and integrity, comparative analysis where relevant, and brief significance assessments for each of these buildings.
- On the basis of this research, recommend which of these buildings could be added as contributory sites to the citation for the Firebrace Street Heritage Precinct.
- Provide additional paragraphs on post-war development for the relevant sections of the current draft Firebrace Street Heritage Precinct citation.
- Provide an initial survey of the early 1980s buildings in the civic precinct, including the Civic Centre, the Police Station and the Law Court, with a view towards a more detailed survey at a later date.

Dr Mills concluded that the following places are contributory to the Firebrace Street Commercial Precinct:

- Former ANZ Bank, 71 Firebrace Street
- Former AMP building, 77-79 Firebrace Street
- Former CRB/VicRoads building, 140A & 140B Firebrace Street
- Former SEC building, 17A-19 McLachlan Street
- State Government Offices, 21-23 McLachlan St
- Post office and Telephone Exchange, 25 McLachlan Street.

The new text, and changes to the precinct gradings map, is found in the final version of the precinct citation in council's volume of revised place and precinct citations.

4 REVIEW FINDINGS AND RECOMMENDATIONS

This section set out the proposed revisions to the Horsham Heritage Study 2014 documentation and statutory recommendations that result from this Review.

4.1 Volume 1. Introduction and Recommendations

This volume of the Study contains the background and methodology of the work carried out by Grieve Gillett from 2012-14. It documents the decision-making involved, as well as a long list of places of potential heritage significance that should be assessed in the future.

It stands as a historical record of this Study and should remain unchanged. In addition, the overall recommendations made in this volume are still relevant, though revised following this Review.

4.2 Volume 3. Thematic Environmental History

As discussed in section 2.2 of this Review, the Thematic Environmental History is a valuable and engaging piece of writing.

It does contain some typographical and other minor errors in it, so if it is revised again in the future, or released to the public as a bound book, the errors recorded in this Review should be corrected as part of the process.

4.3 Volume 2. HO Places and Precincts

4.3.1 Overall recommendation

All individual serial listing, place and precinct citations were revised as part of the Review. At minimum, this was fixing typos, changing the language used in the statement of significance, and noting changes since 2014. In others, there was more extensive rewriting or adding of new text. In addition, all precinct maps were redrawn, and new HO polygon maps were created for all individual places whose proposed boundaries did not directly conform to cadastral boundaries.

For this reason, it would be repetitive and potentially confusing to append the revised citations and maps to Volume 2 of the study. Instead, it is recommended that Volume 2 be superseded by a new version released by Council, with recognition of Grieve Gillett as the principal author of the work in 2014, as revised by Landmark Heritage 2022.

4.3.2 Detailed recommendations

As discussed in section 2.4.4, the text of all statements of significance from the Study have been revised. At minimum, the standard parts of the wording have been changed to reflect common practice as documented in PPNo1. In many other cases, the HERCON criteria applied have been changed, but the fundamental reasons 'why' a place or precinct is of local significance have remained unchanged. In addition, all typographical errors identified have been corrected and descriptions updated where required.

As discussed, the 'what' section of all precinct statements of significance has been greatly expanded to indicate the precise boundaries covered by the precinct, identify all Individually Significant and Contributory properties within it, include other elements of note (such as original fences and trees), and highlight "standout" Contributory properties (i.e., those that are likely to be of Individual Significance).

The above types of changes are not listed in the tables below. They also do not list places for which the addresses have been corrected or made more precise. It also leaves out places for which the proposed HO polygon has been adjusted, as long as it is still on (part of) the same property.

Instead, the tables set out changes made by this Review to statutory recommendations, first to individual places and then to precincts. These changes include:

- Major changes to place/precinct name
- Changes to HO Schedule controls
- Major changes to HO polygon/precinct boundary
- Changes to gradings within precincts

Table 1. Recommended statutory changes to individual places

Individual place	Major revisions
Former Clear Lake State School 4006 Jallumba - Clear Lake Road, Clear Lake	Remove External Paint Controls, as this is a timber building Correct road name to Harrow-Clear Lake Rd*
Mud brick farm complex Wards Road, Haven	Add External Paint Controls
Church of Jesus Christ of Latter-Day Saints 154 Baillie Street, Horsham	Change place name to Former Doctor's Residence and Surgery Change place type from Church to House
Kalimna dwelling 18-24 Kalimna Avenue, Horsham	Change place name to 'Kalimna Park' Remove Fence controls on 'perimeter hedge' as it is already covered in Tree Controls
Showgrounds - J W Power Memorial Gates 95 McBryde Street, Horsham	Remove Fence/Outbuilding Exemption on the gates as this is the principal element protected by this HO Remove External Paint Controls as the masonry has been painted many times Add c1920s ticket booths to statement of significance as contributory elements
Horsham Railway Station & Goods Shed 21 Railway Avenue, Horsham	Remove Goods Shed from place name, statement of significance and HO polygon, as it has been demolished Add Tree Controls for the mature Norfolk Island Pine
Remnant Memorial Avenue of Honour Roberts Avenue, Horsham	Change address and HO polygon from the entire length of the street to a circle in front of 47 Roberts Ave where the sole Elm tree survives
Polkemmet homestead complex and burial site 1614 Polkemmet Road, Vectis	Change locality to Pimpinio* Remove External Paint Controls, as this is a timber building
Former Polkemmet State School 196 Polkemmet East School Road, Pimpinio	Remove External Paint Controls, as this is a timber building
Oakville Park homestead complex 522 Vectis Station Road, Vectis	Statement of significance expanded to reflect new research inserted in the place history
Vectis Zion Lutheran Church 121 Vectis Station Road, Vectis	Change locality to Quantong*
Wimmera Inlet Channel Off Gorton Road, St Helens Plains	Street name corrected to Golton Road*
Thatched Barn 1665 O'Brees Road, Vectis	Add External Paint Controls, as it has never been painted (and should not be)

* No actual change in location to which the HO polygon is to be applied.

Table 2. Recommended statutory changes to precincts

Precinct	Major revisions
Firebrace Street Precinct Horsham	<p>Name changed to Firebrace Street <u>Commercial</u> Precinct</p> <p>Upgrade to Contributory: 1-3, 2-16, 13-17, 64, 71, 72, 76, 77-79, 80, 81, 86, 96, 112, 114 & 140A-140B Firebrace St; 17A-25 McLachlan Street; 28 Roberts Ave; 72 Wilson St</p> <p>Remove from precinct: 52-58 & part 60 Hamilton St; 27 McLachlan St; 30 Pynsent St; 30-34 & 35 Roberts Ave</p>
Natimuk and Dooen Roads Precinct Horsham	<p>Change name to Natimuk and Dooen Roads <u>Residential</u> Precinct</p> <p>Remove External Paint Controls</p> <p>Remove Tree Controls from 39 Dooen Rd (as already included in HO1)</p> <p>Add Tree Controls for 71 Natimuk Rd and 22 Dooen Rd</p> <p>Add Outbuilding exemption to 81 Natimuk Rd (intact 1920s garage)</p> <p>Upgrade to Contributory: 71 Natimuk Rd (trees only)</p> <p>Downgrade to Non-contributory: 32 & 34 Natimuk Rd (postwar houses)</p> <p>Remove from precinct: 2-12 Caroline St and 25-27 Palk St (Dooen Rd sub-precinct)</p>
Horsham Residential HO Precinct Horsham	<p>Change name to Horsham Residential Precinct</p> <p>Change place type from Residence to Residential Precinct</p> <p>Remove External Paint Controls</p> <p><i>Albert St sub-precinct</i></p> <p>Upgrade to Contributory: 20 Albert St</p> <p><i>Edward St sub-precinct</i></p> <p>Downgrade to Non-contributory: 23 Frederick St, 65-67 Wawunna Rd</p> <p>Add to precinct: 42 & 44 Wawunna St</p> <p>Remove from precinct: 16-24 Frederick St; 22, 24 & 81 Wawunna Rd</p> <p><i>Bowen St sub-precinct</i></p> <p>Upgrade to Contributory: 9 Bowen St</p> <p><i>Searle & Bowden Sts sub-precinct</i></p> <p>Add to precinct: 11-21 & 10A-22 Searle St</p> <p>Remove from precinct: 1 Bowden St (demo), 1A Caroline St, 36-38 Harriet St</p> <p><i>Railway Ave sub-precinct</i></p> <p>Downgrade to Non-contributory: 13, 21 & 23A Wawunna Rd (demo)</p> <p>Add to precinct: 12-35 Railway Ave and 4-6 Wawunna Rd</p> <p>Remove from precinct: 13 Wawunna Rd (demo); 1-3 & 2 Millar St</p>
Natimuk Heritage Precinct Natimuk	<p>Change name to Natimuk <u>Township</u> Precinct</p> <p>Remove Fence exemption as no original fences survive</p> <p>Add Tree Controls for cypresses in road reserve</p> <p>Upgrade to Contributory: 107 Main St</p> <p>Add to precinct: 31, 36, 42 & 57 Main St; 1 Lake Ave</p> <p>Remove from precinct: 2 Schurmann St</p>

4.3.3 Conclusions

Following the revisions made as part of this Review, and the addition of historical information from the 'Limited Heritage Study' (1998), the revised citations and associated mapping are considered accurate and meet the standard approach for assessing and documenting heritage places and precincts, as set out in PPN01. They all provide sufficient information to demonstrate the local significance of the places and precincts and provide enough information to guide the management of their heritage values once in the Heritage Overlay.

These precincts, with their proposed HO numbers, are:

- HO60 Firebrace Street Commercial Precinct
- HO61 Natimuk and Dooen Roads Residential Precinct
- HO62 Natimuk Township Precinct
- HO63 Horsham Residential Precinct

4.4 Review of planning scheme clauses

4.4.1 Clause 2.03 Strategic Directions - Built environment and heritage

Discussion

The 'Heritage Policy framework' found in Chapter 5 of the Horsham Heritage Study, Vol. 2, which was intended to be added to Clause 21 Municipal Strategic Statement (MSS). It is very brief and in large part repeats the statutory recommendations to implement the findings of the 2014 Study, as well as providing minimal guidance for assessing planning permit applications.

Following the changes to the format of municipal planning schemes, introduced by Amendment VC148, the MSS is now called the Municipal Planning Statement and is found in Clause 2, with a section on heritage and the built environment in Clause 2.03 Strategic Directions.

The current Clause 2.03 Strategic Directions (2.03-5 Built environment and heritage) in the Horsham Planning Scheme has some similarities to the text proposed in the Study but is much shorter and does not appear to have been based on the Study text. It includes a motherhood statement about built heritage: 'The buildings, monuments and organizations which had their origin in Horsham's history play a continuing role.' This is followed, much like the proposed 'Heritage Policy framework', with encouragement to implement and regularly review Horsham's heritage studies.

In comparison, the recently incorporated Clause 2.03 in Greater Bendigo Planning Scheme sets out known gaps in heritage protection, followed by high level objectives for preservation of heritage places (protection, balanced with development, contemporary design as precinct infill, restoration and sympathetic uses, Aboriginal heritage places). A number of other rural and regional councils that have translated their planning schemes into the new format have information on the types of heritage found in that municipality and the importance of heritage protection more generally (e.g., Hepburn, Surf Coast, Warrnambool). Horsham's Cl. 2.03-5 could be strengthened by providing a very brief overview of the types of heritage that characterise the municipality, drawn from the statement of cultural significance for the municipality (in Vol. 1, p.4).

Some of these councils, like Horsham, also have “big-picture” council goals (e.g. preserving heritage places, encouraging on-going use of heritage places and good design for their adaptation). Greater Bendigo, like Horsham, notes the need for further work to identify and/or assess places of heritage significance.

Note that heritage consultant Peter Mills has contributed new wording in regard to post-war heritage in the municipality.

Current Clause 2.03-5 Built environment and heritage

The built and urban environment influences community health and wellbeing and providing safe footpaths for pedestrians, sufficient lighting, access to services and places for people to connect is a Council priority.

The buildings, monuments and organizations which had their origin in Horsham’s history play a continuing role. Studies of the municipality’s cultural heritage identify places and precincts of heritage significance and value to the community. The periodic review and update of the studies is important to enable the protection, conservation, and enhancement of identified heritage assets.

Council’s strategic directions for built environment and heritage are to:

- *Create a built environment that supports active living and social connectedness.*
- *Conserve the places and sites of cultural heritage value within the Horsham municipality.*
- *Protect notable historic sites within the CAD and support proposed modifications that enhance the character of the precinct.*

Revised Clause 02.03-5 Built environment and heritage

Clause 02.03-5 has been reviewed and the revised version set out below takes into account new text recommended for the MSS by the Study, as well as clauses found in other new format planning schemes. Note that only text in regard to heritage has been revised here. Horsham may wish to revise the general built environment text as well before translating the revised clause into the planning scheme.

The built and urban environment influences community health and wellbeing and providing safe footpaths for pedestrians, sufficient lighting, access to services and places for people to connect is a Council priority.

Horsham Rural City contains many pre- and post-contact cultural heritage sites of significance to the Wotjobaluk, Wergaia, Japagalk, Jaadwa and Jardwadjali Aboriginal groups, including fish traps, canoe trees, and artefacts at former camp sites. It also has a large number of post-contact cultural heritage places starting with those that illustrate its early pastoral development in the 1850s, followed by settlement in the 1870s and '80s under the land selection acts which is particularly characterised by German settlers. The City is significant for the development of private irrigation colonies and the extensive 1880s Wimmera-Mallee water supply system. Horsham grew to become an important regional centre and the ‘capital of the Wimmera’, evident through its diverse collection of buildings. The entire municipality is particularly significant for this strong collection of interwar structures, public and private, that reflect a peak period of development and prosperity.

The buildings, monuments and organisations which had their origin in Horsham’s history are intrinsically valuable and play a continuing role. They represent community identity and need to be protected to maintain the City’s character and sense of place. Their preservation and

maintenance contributes to the social, cultural, environmental and economic quality of life in the Rural City of Horsham.

Studies of the municipality's cultural heritage identify places and precincts of heritage significance and value to the community. The periodic review and update of existing heritage studies is important to enable the protection, conservation and enhancement of identified heritage assets. Undertaking new heritage studies is equally as important as there are many places of potential heritage already identified that have not yet been assessed or protected, as well as others not yet identified.

Council's strategic directions for built environment and heritage are to:

- *Create a built environment that supports active living and social connectedness.*
- *Conserve the places and sites of cultural heritage value within the Horsham municipality.*
- *Encourage the retention, restoration and sustainable adaptation of heritage places.*
- *Protect heritage precincts in Horsham and other towns, and support proposed modifications that enhance the character of the precincts.*
- *Promote the tourism and economic benefits of heritage protection within the Horsham municipality and seek opportunities to interpret the history of its towns and heritage places.*

4.4.2 Clause 15.03-1L Heritage conservation

Discussion

The Horsham Heritage Study (2014) recommends that heritage guidelines be prepared covering things such as subdivision, restoration works, alterations, additions, new buildings in HO precincts, external painting, fencing, verandahs, carports and garages. While this recommendation is specifically about creating a suite of heritage design guideline brochures that can be distributed to HO property owners, it is also appropriate to address these matters in the Horsham Planning Scheme. In the planning scheme, policies encouraging appropriate care of heritage places will guide the assessment of planning applications by council planners and provide support for their decisions at VCAT, as well as providing guidance for HO property owners and other applicants. The expanded Clause 15.03-1L can serve as a starting point for heritage design guideline brochures in the future.

The current local heritage policy, in Clause 15.03-1L Heritage conservation – Horsham Rural City is extremely brief. It sets out overarching strategies for heritage conservation – discouraging demolition and supporting appropriate development of heritage places. While these are expressed as 'strategies', they are more correctly described as 'objectives'.

While Amendment VC148 seeks to avoid any repetition between the state-wide Clause 43.01 Heritage Overlay and any local heritage planning policy, there is still extensive opportunity to include more guidance in Cl. 15.03-1L.

The brief for this Review specified that Clause 15.03-1L be revised to include: the parameters under which planning applications will be assessed in terms of Contributory, Non-Contributory and Individually Significant places; and address matters including demolition, subdivision, restoration, reconstruction, alterations and additions, new buildings, commercial heritage, painting and surface treatment, signage, trees, fences, and car parking.

In preparing the proposed revisions, new format examples of Cl. 15.03-1L were reviewed, particularly those for rural and regional councils, as well as the City of Brimbank. The most of useful of these was found to be for the Greater Bendigo, Hepburn and Surf Coast, with thoughtful policies for a wide range of issues.

In preparing a revised Cl. 15.03-1L for Horsham, useful guidance for the rural and township places has been informed by these examples. Where appropriate, differing approaches are provided for Significant, Contributory and Non-contributory properties. To assist applicants and Council planners with assessing applications related to fence and commercial signage, freely available National Trust publications on these topics have been listed at the end as part of the policy guidance. The Australia ICOMOS *Burra Charter* is also in this list, so its principles can be relied upon when assessing applications.

Current Clause 15.03-1L Heritage conservation**Strategies**

Facilitate development of heritage places that is compatible with existing built form and heritage significance.

Discourage the demolition of buildings and other elements of local and state heritage significance.

Support demolition only where a permit has been granted for the development of the land.

Revised Clause 15.03-1L Heritage conservation**General**

Maintain the distinctive historic character and visual cohesion of streetscapes within Heritage Overlay precincts.

Maintain key views within Heritage Overlay precincts and to landmark buildings in the Heritage Overlay.

Encourage the repair, retention and uncovering of significant building fabric and elements.

Encourage reference to significant and contributory buildings and works when determining the appropriate siting, massing scale, colours and materials of additions to existing buildings and the construction of new buildings in a Heritage Overlay.

Demolition

Discourage the demolition of buildings and other elements of local and state heritage significance.

Ensure that where a permit for demolition has been granted, any replacement building is complimentary to the heritage place.

Encourage retention of the entire extent of significant building fabric.

Encourage retention of the entire extent of Individually Significant buildings (excluding non-significant later additions). Encourage the retention of Contributory buildings to the extent beneath their principal roof form.

Discourage demolition to allow for total reconstruction of a heritage place as an alternative to repair and retention.

Allow the demolition of non-contributory buildings in heritage precincts provided the replacement building is sympathetic to and does not adversely affect the heritage significance of the precinct.

Restoration and reconstruction

Support reconstruction of an altered part of a heritage building if documentary and/or physical evidence of original design is available and the works will not detract from the significance of the heritage place. If no evidence is available, then this may be done using contemporary or traditional design with simplified detailing.

Encourage the removal of non-contributory elements from a heritage place using methods that do not damage the significant fabric.

Alterations and additions

Encourage the appropriate development of heritage places compatible with their built form and heritage significance.

Encourage retention of the main architectural style, structure and significance of the heritage place.

Encourage additions and alterations that are concealed from the public realm, or if this cannot be achieved, that do not dominate the heritage place.

Encourage design approaches to ensure new fabric is distinguishable from original heritage fabric and avoid development that distorts historic evidence by copying or reproducing historic styles or detailing.

Ensure non-contributory places respect the heritage significance of the streetscape or place.

External painting and surface treatments

Encourage retention of finishes and external treatments that contribute to the significance of the heritage place including painted surfaces, unpainted masonry surfaces and historic signs.

Encourage the removal of paint from originally unpainted masonry surfaces if it can be demonstrated that this will not damage the masonry.

Encourage external painting and finishes that are consistent with the period of the heritage place and which enhance the visibility of architectural details.

Encourage the use of colour schemes that coordinate with cladding elements of heritage value, such as face brick, unpainted render, roof and wall tiles, and any surviving early finishes.

Subdivision

Retain all significant and contributory elements of a heritage place on the same title.

Maintain appropriate settings and elements for heritage places including the retention of any original garden areas, large trees, outbuildings and other features which contribute to the significance of the place.

Encourage subdivision that is sympathetic to existing built form patterns and will support development that is sympathetic to the scale, bulk and setbacks of surrounding heritage places.

Infill development

Encourage design of new buildings that responds to the context of the heritage precinct and nearby contributory buildings including scale, height, mass, form, siting, setbacks and materials.

Encourage infill buildings in a heritage place or precinct that retain vistas to and the visual prominence of significant heritage places and landmark buildings within heritage precincts.

Ensure infill development respects and enhances the heritage significance of a streetscape or place, but does not mimic historical styles or details.

Fencing

Retain and repair original fences where possible.

Support reconstruction of the original fence style including height, style and materials, if sufficient documentation exists.

Encourage all new fencing to be constructed in a style and height that is appropriate to the heritage place.

Landscape and trees

Retain significant trees, plantings and garden features, outbuildings and garden settings that contribute to the cultural significance of the context and setting of heritage places.

Ensure that development does not adversely affect trees and landscaping that are significant elements to the heritage place and adjoining heritage places.

Encourage replanting of the same species of tree where the removal of a significant tree is unavoidable, both for significant specimen plantings and in tree avenues.

Car parking facilities

Encourage car parking structures that do not impede views to heritage buildings.

Discourage crossovers and driveways wider than a standard single-car width.

Commercial buildings and signage

Encourage the retention of early and original verandahs and cantilevered awnings, and encourage the accurate reinstatement of demolished verandahs and awnings based on documentary evidence.

Encourage the retention of whole or partial early and original shopfronts.

Encourage new shopfronts to Individually Significant and Contributory commercial buildings to be consistent with the character of the heritage place including:

- *Accurate reconstruction of missing parts where evidence exists about the earlier state.*
- *A simplified, sympathetic form where no evidence exists about the earlier state.*

Encourage the retention of early signage, including painted signage on walls.

Encourage signage on commercial buildings to be placed in traditional locations, according to the age of the building and to be of complementary proportions, designs, fonts and colours.

Discourage external paint schemes that constitute signage or corporate branding.

Services

Encourage the concealment of external services and equipment such as air-conditioners, hot water units, solar panels and satellite dishes from the public realm. If this is not possible, then encourage locations that will not dominate views to the heritage place, such as at the side of the building or on the side slopes of a roof.

Policy guidelines

Consider as relevant:

- Limited Heritage Study for the Rural City of Horsham (Andrew Ward, 1998)
- Horsham Heritage Study, Stage 2 (Grieve Gillet, 2014, as revised in 2022 by Landmark Heritage)
- The findings and recommendations of the Victorian Heritage Council.
- *Fences and Gates, c.1840-1925* (National Trust of Australia (Victoria), 1988)
- *Lettering and Signs on Buildings, c.1850-1900* (Australian Council of National Trusts, 1984)

4.5 Future work

As noted in the Study, while it represents an enormous piece of work in identifying and assessing places of heritage significance in Horsham Rural City, there is still much future work to be done once its recommendations have been implemented.

Volume 1 of the Study contains a long list of places of potential heritage significance that warrant full assessment. And the identification of a new list of promising places during this Review indicates that there is still further identification work to be done, in particular, in regard to identification and assessment of post-war places and rural places outside of townships.

Horsham Rural City Council should also consider contracting a regular Heritage Advisor to assist with consistent best-practice management of the places in its Heritage Overlay, particularly as it will be greatly enlarged if the recommendations of the 'Horsham Heritage Study' and this Review are implemented. A Heritage Advisor can not only provide advice in regard to planning referrals, but also provide pre-application and general advice to the owners and managers of heritage places, both private owners and to council's asset managers. This will ensure good heritage outcomes across the municipality, while providing necessary specialist support to the community.

Additional places identified for assessment by this review are set out below:

- 10-12 Andrew Street – timber hall associated with the Church of St John the Divine, built in 1933 (and possibly retaining part of the 1880s hall). The church hall illustrates the long-term occupation of this site by the church and may also be of social significance. Note that the Church building itself, at 166 Baillie Street, is recommended for the Heritage Overlay by the 2014 heritage study.
- 31 Roberts Avenue, Horsham – mature Norfolk Island Pine which may have been in the original extent of Horsham House's Garden. Note that Horsham House, 27 Roberts Avenue, is recommended for the Heritage Overlay by the 2014 heritage study.
- 41-47 & 55-57 McPherson St, Horsham – row of substantial late Edwardian and early interwar houses, No. 45 is likely to be individually significant, but the group could also be a small precinct.

- 127 Baillie Street, Horsham – mid-sized late Edwardian attic bungalow with unusual details
- 1 Roberts Avenue, Horsham – large and intact early interwar villa
- 94 Dooen Road, Horsham – substantial late Victorian house in large garden with mature Canary Island Palm
- 4154 Henty Highway, Haven – substantial late Edwardian farmhouse with elaborate return verandah
- 2616 Wimmera Highway, Jung – early interwar villa
- 696 Jung North Road, Jung – an intact timber Edwardian house in a garden that includes two mature Canary Island Palms
- Mitre Township, 1409-1423 Natimuk-Frances Road – group of mostly timber Victorian houses as well as a brick Edwardian villa and shop at the corner, just across from Mitre Hall. NB: the former brick villa and shop, No. 1423, was assessed as an individual place in the 2014 study, but found not to meet the threshold of local significance on its own. It was built in 1916 as a shop-house, by the same builder as Mitre Hall.
- 1476 Dimboola-Miniyip Road, Murra Wurra – Edwardian house
- 6141 Natimuk-Frances Road, Natimuk – Edwardian house
- 413 Natimuk-Frances Road, Natimuk – large Victorian house
- 302 Natimuk-Frances Road, Natimuk – Edwardian house
- 241 Natimuk-Frances Road, Natimuk – hipped roof house, potentially early