

**Boroondara Planning Scheme Amendment
C404boro
Wattle Road & Environs, Hawthorn Heritage Review**

Panel Report

Planning and Environment Act 1987

15 July 2026

How will this report be used?

This is a brief description of how this report will be used for the benefit of people unfamiliar with the planning system. If you have concerns about a specific issue you should seek independent advice.

The planning authority must consider this report before deciding whether to adopt the Amendment.
[section 27(1) of the *Planning and Environment Act 1987* (the PE Act)]

For the Amendment to proceed, it must be adopted by the planning authority and then sent to the Minister for Planning for approval.

The planning authority is not obliged to follow the recommendations of the Panel, but it must give its reasons if it does not follow the recommendations. [section 31 (1) of the PE Act, and section 9 of the *Planning and Environment Regulations 2015*]

If approved by the Minister for Planning a formal change will be made to the planning scheme. Notice of approval of the Amendment will be published in the Government Gazette. [section 37 of the PE Act]

Planning Panels Victoria acknowledges the Wurundjeri Woi Wurrung People as the traditional custodians of the land on which our office is located. We pay our respects to their Elders past and present.

Planning and Environment Act 1987

Panel Report pursuant to section 25 of the PE Act

Boroondara Planning Scheme Amendment C404boro

Wattle Road & Environs, Hawthorn Heritage Review

15 July 2026

A handwritten signature in black ink, appearing to read 'Tim Hellsten', with a stylized flourish at the end.

Tim Hellsten, Chair

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Glossary and abbreviations

Council	Boroondara City Council
Hercon	the National Heritage Convention in Canberra in August 1988
Heritage Review	Wattle Road & Environs, Hawthorn Heritage Review Methodology Report, GML Heritage, February 2026
Housing Strategy	Boroondara Housing Strategy 2023
LH Guide	The Victorian Local Heritage Guidelines, May 2026
PE Act	<i>Planning and Environment Act 1987</i>
PPN01	former Planning Practice Note 1 (Applying the Heritage Overlay)
Thematic History	City of Boroondara Thematic Environmental History, Built Heritage, May 2012)

Overview

Amendment summary	
The Amendment	Boroondara Planning Scheme Amendment C404boro
Common name	Wattle Road & Environs, Hawthorn, Heritage Review
Brief description	Proposes to apply the Heritage Overlay to two precincts and five individual places as identified in the Wattle Road & Environs, Hawthorn Heritage Review (February 2026)
Subject land	Refer Figure 1
Planning Authority	Boroondara City Council
Authorisation	3 October 2025 with conditions
Exhibition	12 February to 12 March 2026
Submissions	Total: 107 including a late submission Opposed: 36

Panel process	
The Panel	Tim Hellsten
Directions Hearing	Online, 21 May 2026
Panel Hearing	1 Spring Street, Planning Panels Victoria, 17 and 18 June 2026
Site inspections	Unaccompanied, 10 June 2026
Parties to the Hearing	Boroondara City Council represented by Amelia Hunter of Maddocks Lawyers and Nick Brennan, Senior Strategic Planner, who called expert heritage evidence from Mark Huntersmith of GML Heritage Jocelyne Schiftan who called expert heritage and architecture evidence from Mark Stephenson of Trethowan Heritage Stephanie Schiftan Christina Branagan Brett Dawson Varun Sharma represented by Brett Dawson Phillip Arbon Andrew Nunn Submitter 95 Fiona Treleaven
Citation	Boroondara PSA C404boro [2026] PPV
Date of this report	15 July 2026

Executive summary

Boroondara Planning Scheme Amendment C404boro (the Amendment) was prepared by the City of Boroondara (Council) to implement the Wattle Road & Environs, Hawthorn Heritage Review, GML Heritage, 2026 (Heritage Review).

The Amendment proposes to:

- apply the Heritage Overlay to:
 - two precincts in Hawthorn – Finchley Court (comprising six contributory properties) and Wattle Grove (comprising 11 contributory properties)
 - five individual places in Hawthorn – four in Wattle Road (2 and 2a, 48, 63 and 82-84) and one at 18-20 Burton Avenue
- amend the Schedule to Clause 43.01 (Heritage Overlay) to include each place
- amend the Schedule to Clause 72.04 (Incorporated documents) to include Statements of Significance for each place
- amend the Schedule to Clause 72.08 (Background documents) to include the Heritage Review as background document.

Key issues

Key issues raised in submissions included:

- Heritage Review methodology
- whether places met the necessary threshold of significance
- criticisms of the process leading to the Heritage Review and authorisation
- property improvement or development opportunity limitations
- competing housing planning policy
- requests for additional heritage places to be included in the Amendment.

The Victorian Local Heritage Guidelines

On 29 May 2026 several weeks before the Hearing commenced, the Department of Transport and Planning released the Victorian Local Heritage Guidelines, May 2026 (the LH Guide) to replace Planning Practice Note 1: Applying the Heritage Overlay.

The Panel directed the primary submission of Council and the heritage evidence to respond to the LH Guide in terms of the methodology applied to assess local heritage significance and prepare the Statements of Significance.

The Panel has had regard to the LH Guide, and the Council and expert responses to it, in considering whether particular contested places meet the threshold for local significance. The Panel has sought to balance its consideration of the LH Guide with the analysis undertaken in the Heritage Review, and the expert evidence noting the LH Guide was released late in the process for this Amendment, well after the completion of the Heritage Review and the preparation of the Amendment.

Conclusions

The Amendment is:

- supported by, and implements, the relevant sections of the Planning Policy Framework, is consistent with the relevant Ministerial Directions and overall with the Victorian Local Heritage Guidelines
- generally well founded and strategically justified.

The Heritage Review methodology is sufficiently robust and applies contemporary heritage practice and guidance.

The following places meet the threshold for local heritage significance and should be included in the Heritage Overlay:

- the Finchley Court Precinct, Hawthorn for its historical and representative local heritage significance
- 18 to 20 Burton Avenue, Hawthorn for its historical, representative and aesthetic significance
- 2 and 2a Wattle Road, Hawthorn for its aesthetic significance and subject to changes to the Statement of Significance to remove reference to Criterion A (historical significance) and to identify the front fence as not significant
- 'Knottywood Units' 63 Wattle Road, Hawthorn for its historical and aesthetic local heritage significance
- 82 to 84 Wattle Road, Hawthorn for its historical and representative local heritage significance.

The following places do not meet the threshold for local heritage significance and should not be included in the Heritage Overlay:

- the Wattle Grove Precinct, Hawthorn
- 48 Wattle Road, Hawthorn.

Recommendations

Based on the reasons set out in this Report, the Panel recommends that Boroondara Planning Scheme Amendment C404boro be adopted as exhibited subject to the following:

- 1. Delete the application of the Heritage Overlay to the Wattle Grove Precinct, Hawthorn and 48 Wattle Road, Hawthorn.**
- 2. Amend the 2 and 2a Wattle Road, Hawthorn Statement of Significance to:**
 - a) identify the front brick fence as not significant under 'What is significant?'**
 - b) delete the words 'historic and' from the description of 'How is it significant?'**
 - c) delete the Criterion A content under 'Why is it significant?'**
- 3. Amend each place Statement of Significance (except for the Wattle Grove Precinct and 48 Wattle Road, Hawthorn) to refer to the final version of the Wattle Road & Environs, Hawthorn, Heritage Review.**
- 4. Amend the Schedule to Clause 72.08 to refer to the final version of the Wattle Road & Environs, Hawthorn, Heritage Review.**

1 Introduction

1.1 The Amendment

Boroondara Planning Scheme Amendment C404boro (the Amendment) seeks to implement the Wattle Road & Environs, Hawthorn, Heritage Review, Methodology Report, GML Heritage, 2026 (Heritage Review).¹

The City of Boroondara (Council) prepared the Amendment.

Specifically, the Amendment proposes to:

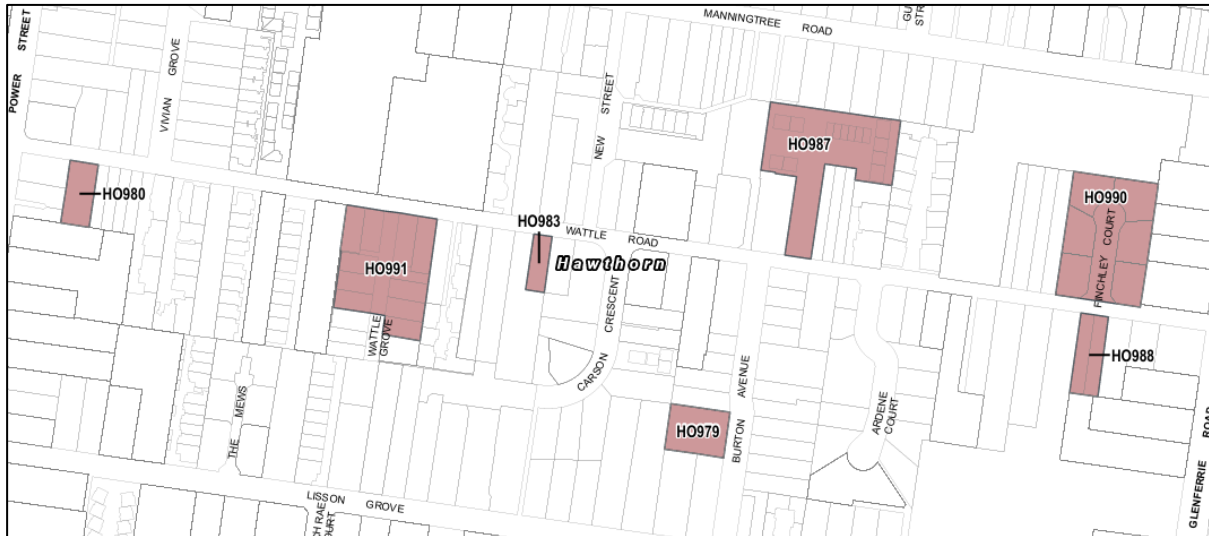
- apply the Heritage Overlay to two precincts and five individual places in Hawthorn (refer Tables 1 and Figure 1)
- amend the Schedule to Clause 43.01 (Heritage Overlay) to include the five individual places and two precincts
- amend the Schedule to Clause 72.04 (Incorporated documents) to include the Statement of Significance for each of the nominated places
- amend the Schedule to Clause 72.08 (Background documents) to include the Heritage Review as a background document.

Heritage citations for each place were exhibited with the Amendment although they did not form part of the exhibited version of the Heritage Review document. Council advised in its closing submission that the citations were included in the full version of the Heritage Review, but which was not provided to the Panel or exhibited with the Amendment.

Table 1 Proposed Heritage Overlay places

Heritage Overlay place	Place name	Address
Heritage precinct		
HO990	Finchley Court Precinct	1, 2, 3, 4, 5 and 6 Finchley Court
HO991	Wattle Grove Precinct	30, 32, 34 and 36 Wattle Road 1, 2, 3, 4, 5, 6 and 7 Wattle Grove
Individual heritage place		
HO979	Sherwood Court	18-20 Burton Avenue, Hawthorn
HO980	House	2 & 2A Wattle Road, Hawthorn
HO983	House	48 Wattle Road, Hawthorn
HO987	Knottywood Units	63 Wattle Road, Hawthorn
HO988	Carola & Olinda	82-84 Wattle Road, Hawthorn

¹ The Explanatory Report referred to the 'Wattle Road and Environs Heritage Study (GML Heritage October 2023)' and the exhibited Clause 72.08 Schedule refers to the 'Wattle Road & Environs, Heritage Review (GML Heritage, February 2026). The Amendment was accompanied by the exhibited Heritage Review document titled 'Wattle Road & Environs, Heritage Review, Methodology Report' (GML Heritage, February 2026). This discrepancy is discussed in the Chapter 6 of this Report.

Figure 1 Proposed heritage places

Source: Exhibited Boroondara Planning Scheme Map 11HO

1.2 Background

Council's Part A submission identified that in response to a request from residents in 2021, Council engaged GML Heritage to investigate the heritage significance of properties in Wattle Road, Hawthorn and advise if there:

- was justification for a heritage precinct to be identified over all properties in the street, or properties in a section of the street
- were individual properties on Wattle Road that should be included in the Heritage Overlay.

The resulting Wattle Road Heritage Study process involved a preliminary assessment of the street's historical and architectural significance, followed by detailed heritage assessments of places identified as potentially significant. While GML found no strategic justification for a heritage precinct to be applied to Wattle Road, it identified two smaller precincts and twelve individual properties that warranted protection through the Heritage Overlay including 86 Wattle Road. Draft citations were prepared for these places by GML Heritage.

A demolition application for 86 Wattle Road in March 2023 prompted Council to seek interim heritage protection and pursue a standalone amendment for that place (C400boro). The C400boro Panel concluded that 86 Wattle Road met the threshold for local significance under Criterion D (representative significance) but not for Criterion A (historical significance). Amendment C400boro was gazetted on 4 February 2026.

Following preliminary consultation on the draft citations GML's review of submissions resulted in the preparation of the Heritage Review which was exhibited with the Amendment.

A chronology of events is summarised in Table 2 based on Council's Part A submission and Council's Urban Planning Delegated Committee reports provided to the Panel with Council's request for a Panel.

Table 2 Chronology of events**Background summary**

16 March 2021 Original request for an investigation of Wattle Road, Hawthorn received by Council.

10 February –
22 April 2023 Preliminary consultation on the Wattle Road Heritage Study citations undertaken with 94 submissions received including a request for a Heritage Overlay precinct based on a precinct citation prepared by heritage consultant Graeme Butler including 94 properties (reproduced below)



2 October 2023 Council's Urban Planning Delegated Committee resolved to:

- adopt the Heritage Review (subject to changes to update citations for 18 to 20 Burton Avenue and 18, 48, 51 to 53, 57 Wattle Road and Wattle Grove Precinct to reflect place changes) and excluding 86 Wattle Road
- seek the Minister for Planning's authorisation to prepare and exhibit the Amendment.

11 October 2023 Council wrote to the Minister requesting authorisation to prepare the Amendment.

16 October 2023 The Minister's delegate' advised Council the application for authorisation required further review.

21 November 2023 Minister's delegate advised Council the application for authorisation required further information relating to the 57 Wattle Road citation and Statement of Significance architect details.

17 January 2024 Council responded to the request for further information.

2 May 2024 Minister's delegate wrote to Council noting:

- several of the affected properties (18, 41, 43 50, 51 to 53, 63 and 88 Wattle Road) and Wattle Grove Precinct properties had had been assessed in past heritage studies which warranted new information supporting departure from the conclusions of those studies
- the Amendment appeared to undermine Council's 2023 Housing Strategy and housing policy outcomes for moderate levels of change

The delegate sought further information, including in the form of:

Background summary

	- clarification that explicitly identifies or otherwise provides new information that supports departures from the conclusions of past heritage studies - updated strategic guidelines assessment and Explanatory Report that explains how the Amendment will support or implement Council's Municipal Planning Strategy and Housing Strategy and balance competing Planning Policy Framework - further justification and rationale for the application of the Heritage Overlay to 18, 41 and 43, 50, 51 to 53, 63 and 88 Wattle Road and Wattle Grove.
31 May 2024	Council responded to the second request for further information including response from GML Heritage.
3 October 2025	Minister authorised Council to prepare and exhibit the Amendment subject to five conditions including: - removal of 18, 41 and 43, 50, 51-53, 57 and 88 Wattle Road from the Amendment. - amending the Statement of Significance for 48, 63 and 82 to 84 Wattle Road, Hawthorn to revise heritage Criterion A to clearly and definitively express why the places are of historical significance - amending Statements of Significance in line with Ministerial Direction – The form and content of planning schemes and Practitioner's Guide to Victoria's Planning Schemes and specifically amend mapping or rationale for applying Criterion A for the Wattle Grove Precinct and 48, 63 and 82-84 Wattle Road.
12 February – 12 March 2026	Amendment exhibition period follows changes made to Amendment documents in response to authorisation request.
20 April 2026	Council's Urban Planning Delegated Committee received and considered submissions to the Amendment and resolved to: - amend the 48 Wattle Road, Hawthorn Statement of Significance and citation to identify recent changes which did not contribute to the significance of the place - seek appointment of an independent Planning Panel and refer all submissions to the Panel for consideration.
27 April 2026	Panel appointed
21 May 2026	Directions Hearing
17 June 2026	Hearing commenced

1.3 Procedural issues

Submitter 95

Submitter 95 requested their name and contact details not be provided to parties. This request was supported by the Panel and the submitter's name did not appear on the Hearing Distribution List with all circulated documents forwarded to the submitter by

Planning Panels Victoria. Material provided by the submitter to Planning Panels Victoria including a Hearing submission was provided to the parties by Planning Panels Victoria in a redacted form.

Submitter 95 wrote to the Panel seeking a direction for Council to produce a series of background documents. Council responded in a letter to the Panel on 22 May 2026. The Panel considered both the submitter's request and Council's response to the production of 18 documents, and whether the production of each document would assist the Panel's assessment. The Panel determined that it may be assisted by the production of three documents which Council were directed to circulate:

- 2010 Context Hawthorn Heritage Precincts Study (Volume 1 and 2)
- 2011 Lovell Chen Boroondara Heritage Investigations citations
- 94-property heritage nomination prepared by Mr Graeme Butler.

Relevant considerations

Council wrote to the Panel asking it to issue a direction for submissions to focus on whether the heritage places meet the threshold of local heritage significance. No parties took issue with this approach at the Directions Hearing. Following the Directions Hearing Submitter 95 wrote to the Panel seeking to ventilate procedural matters in its further written submission. Having considered the position of Council and Submitter 95, the Panel confirmed that the only relevant matters for consideration at the Hearing were whether the:

- application of the Heritage Overlay as proposed in the Amendment is strategically justified, including due to the level of intactness of a particular property
- places in question meet the threshold of local significance. Parties were directed to confine their evidence and submissions to these issues.

The Panel has however reviewed and considered all submission issues whether identified in this Report or not.

Late submission and requests to be heard

A late submission (Submission 107) was referred to and accepted by the Panel on 11 June 2026 and the submitter participated in the Hearing.

A request to be heard from Submitter 78 was received after the Directions Hearing and was accommodated in the subsequent Hearing timetable.

The Victorian Local Heritage Guidelines

On 29 May 2026 *The Victorian Local Heritage Guidelines* (Department of Transport and Planning, May 2026) (LH Guide) were introduced to replace *Planning Practice Note 1: Applying the Heritage Overlay* (PPN01) which informed the preparation of each exhibited Amendment Statement of Significance and citation. On 3 June 2026 the Panel directed:

- Council's Part B submission to provide:
 - an explanation of how the methodology applied to assess local heritage significance aligns with guidance in the LH Guide
 - any consequences of the LH Guide on the Statements of Significance for the proposed individual and precinct places including the heritage criterion applied

- the expert heritage evidence statements address any consequences of the LH Guide on the Statements of Significance and the methodology applied to assess local heritage significance.

1.4 The Panel's approach

Key issues raised in submissions were:

- Heritage Review methodology and approach
- whether individual places and precincts met the necessary threshold of significance
- criticisms of the process leading to the Heritage Review and authorisation
- property improvement or development opportunity limitations
- competing housing planning policy
- requests for additional heritage places to be included in the Amendment.

The Panel has not considered submissions seeking additional places be included in the Amendment.

The Panel has assessed the Amendment against the principles of net community benefit and sustainable development, as set out in Clause 71.02-3 (Integrated decision making) of the Planning Scheme.

The Panel considered all written submissions made in response to the exhibition of the Amendment, observations from site visits, and submissions, evidence and other material presented to it during the Hearing. It has reviewed a large volume of material and has had to be selective in referring to the more relevant or determinative material in the Report. All submissions and materials have been considered by the Panel in reaching its conclusions, regardless of whether they are specifically mentioned in the Report.

This Report deals with the issues under the following headings:

- Strategic issues
- Heritage precincts
- Individual heritage places
- Form of the Amendment.

1.5 Limitations

Submitter 95 provided a detailed and comprehensive submission to the Panel which addressed a number of matters relating to the preparation of the Heritage Review including in the context of previous heritage study findings. This issue is discussed in Chapter 2. The submission also raised issues relating to the process undertaken by Council in the preparation of the Heritage Review and associated community engagement. In addition, a range of heritage assessment process improvements were suggested by the submitter. These are process matters for Council's consideration and as such are outside the Panel's scope.

2 Strategic issues

2.1 Planning context

This chapter identifies planning context relevant to the Amendment with additional detail included in Appendix B.

Table 3 Planning context

	Relevant references
Victorian planning objectives	- section 4(1)(d) of the PE Act
Municipal Planning Strategy	- Clauses 02.03-4 (Built environment and heritage) and 02.03-5 (Housing)
Planning Policy Framework	- Clauses 15.01-5S (Neighbourhood character), 15.03-1S (Heritage conservation) and 15.03-1L (Heritage in Boroondara) - Clauses 16.01-1S (Housing supply), 16.01-1R (Housing supply – Metropolitan Melbourne), 16.01-1L (Housing supply – Boroondara)
Other planning strategies and policies	- Plan for Victoria - Boroondara Heritage Strategy and Action Plan 2025-2029 - Boroondara Community Plan 2025-35 - Boroondara Housing Strategy 2023 (Housing Strategy) – refer to Appendix B - City of Boroondara Thematic Environmental History, Built Heritage, May 2012) (Thematic History) – refer to Appendix B
Planning scheme provisions	- Heritage Overlay
Planning scheme amendments	- Amendment GC270
Ministerial directions	- Ministerial Direction 11 (Strategic Assessment of Amendments) - Ministerial Direction 15 (The Planning Scheme Amendment Process)
Planning practice notes and guidance	- Planning Practice Note 1 (Applying the Heritage Overlay) - Planning Practice Note 46 (Strategic Assessment Guidelines) - Victorian Local Heritage Guidelines, May 2026 (LH Guide) - Practitioner’s Guide to Victoria’s Planning Schemes

2.2 Previous heritage studies

The fact that several previous heritage studies had been undertaken of Hawthorn was a matter identified in the Minister’s delegate correspondence and submissions. These studies (summarised in Table 4 based on submissions including Council’s closing submission) include:

- Hawthorn Heritage Study (Meridith Gould, 1993)

- Review of C* Grade Buildings in the Former City of Hawthorn (Lovell Chen, 2006) - Revised 2007 and 2009
- Hawthorn Heritage Precincts Study (Context, 2012)
- Kew and Hawthorn Further Heritage Investigations - Assessment of Specific Sites (Lovell Chen, 2014)
- Municipal-Wide Heritage Gap Study, Volume 3 Hawthorn (Context, 2018) - Revised 2018 and 2020.

Table 4 Summary of previous Heritage Studies relating to the Amendment places

Study	Scope	Relevance to Amendment
Hawthorn Heritage Study	No study area map as entire area was studied. Was the first comprehensive assessment of Hawthorn's urban and landscape heritage. It identifies that every building in Hawthorn was assessed for its heritage value. Grading note: <i>C* - KEYNOTE BUILDINGS are "C" graded buildings of local significance which also play a key role in formulating the visual impression of the historic character of an area.</i> <i>C - PLACES make an architectural, historic, scientific or social contribution that is important within the local area. This includes well preserved examples of particular themes of development, as well as some individually significant places that have been altered or defaced.</i>	Wattle Road properties removed before exhibition: - 18, 41, 51: graded C3 - 43: graded D3 - 88: graded C*3 <u>As exhibited:</u> - Wattle Road: - o 2&2a: graded C2 - o 48 and 82-84: graded C3 - 2, 4, 6 & 9 Wattle Grove: - graded C2 - 1-6 Finchley Court: graded C2 - 18-20 Burton Ave: graded C3 No citation prepared for Amendment properties
Review of C* Grade Buildings in the Former City of Hawthorn	Involved 116 properties in the former City of Hawthorn which were identified as C* grade (or 'keynote') heritage places in the Hawthorn Heritage Study. It notes: <i>The Lisson Grove, Manningtree Road and Wattle Road Precinct is within the area bounded by Burwood, Glenferrie and Riversdale Roads, and Power Street. Manningtree Road, Wattle Road and Lisson Grove in particular contain substantial numbers of graded Victorian and Federation era buildings.</i>	Wattle Road properties: - identified for HO: 73, 75 and 88 (not authorised for C404boro) - not recommended: 58, 76, 86 (later included through C400boro) and 88 <u>As exhibited:</u> No Amendment properties referred to
Hawthorn Heritage Precincts Study	Study purpose was to: - undertake a physical and historical investigation of each study area - where a precinct has been identified, provide a precinct citation, including history, description, assessment of significance, planning recommendations and conservation guidelines. - provide a map of the proposed precinct. Precincts investigated were: West Hawthorn Village, Manningtree Road area, Glenferrie Road Commercial precinct, Wattle Road Environs (later revised to Lisson Grove – refer area below). In addition, recommendations were made for individual buildings outside proposed precinct boundaries.	Wattle Road properties removed before exhibition and identified as 'Places of potential individual significance' that warrant further assessment: 18, 41, 43, 50, 53 and 88. <u>As exhibited:</u> - 18-20 Burton Avenue, 2a Wattle Road, 48 Wattle Road, 82-84 Wattle Road, 30, 32, 34, and 36 Wattle Road and 1-7 Wattle Grove are identified as contributory and not recommended for inclusion in the Precinct.

Study	Scope	Relevance to Amendment
		- 63 Wattle Road is identified as non-contributory and not recommended for inclusion in the Precinct. - Finchley Court is not referred to.
Kew and Hawthorn Further Heritage Investigations - Assessment of Specific Sites	Assessed 40 individual places within the City of Boroondara to determine if they warranted inclusion in the Heritage Overlay. Properties were assessed based on recommendations from two precinct heritage reviews - Assessment of Heritage Precincts in Kew, 2010 (Lovell Chen) and Hawthorn Heritage Precincts Study, 2010 (Context). In most cases, the recommendation to assess sites for potential individual Heritage Overlay controls was made where the consultants undertaking those studies noted the buildings in the course of their fieldwork and whether the buildings were located in an isolated context such that the application of a Heritage Overlay precinct was not appropriate. Some properties were graded in earlier municipal heritage studies (predominantly the Kew Urban Conservation Study of 1989 and the Hawthorn Heritage Study of 1993), while others were ungraded in these studies.	Citation prepared and exhibited for 18 Wattle Road through of Amendment C153. Subsequently removed from the amendment following exhibition and not included in the Heritage Overlay. Citations were provided for 41, 43, 50, 51, 53 and 88 Wattle Road however these sites were not recommended for site specific Heritage Overlay in the study <u>As exhibited:</u> No Amendment properties referred to.
Municipal-Wide Heritage Gap Study, Volume 3 Hawthorn	Entire suburb of Hawthorn was surveyed. The study scope study did not include: - Balwyn, Balwyn North, Deepdene and Surrey Hills, as these suburbs were the subject of heritage studies completed in 2012 (Balwyn, incorporating Balwyn North and Deepdene), and 2013 & 2014 (Surrey Hills) - properties and areas that are already included in the Heritage Overlay, or subject to a planning scheme to introduce the Heritage Overlay - properties already investigated in detail and determined to not meet the threshold for inclusion in the Heritage Overlay. A short-list of places of potential individual significance was prepared and potential precinct areas mapped. Each individual place and precinct was considered as to whether to recommend it for full assessment in Stage 2, delete it from the list, or carry out a small amount of research to confirm if it should be assessed (to confirm intactness, age or other historical facts). In stage 2, individual histories were prepared for each individual place and precinct.	Prior to exhibition: No Amendment places referred to <u>As exhibited:</u> No Amendment places referred to except for 63 Wattle Road which is noted in the comparative analysis for 11 Ardene Court.

2.3 Wattle Road & Environs, Hawthorn, Heritage Review

The Heritage Review was undertaken in two stages:

Stage 1 – Preliminary Review which involved a review of existing documentation, historical research, field survey, preliminary comparative analysis, and preliminary assessment against the HERCON criteria to ascertain the strength of a heritage precinct and/or any individually significant places and the likelihood of these meeting the threshold for significance at the local level.

Stage 2 – Detailed Assessment which involved preparation of a full citation for each potential individual place and/or precinct put forward for a detailed assessment in Stage 1, in accordance with Planning Practice Note 1: 'Applying the Heritage Overlay' (DELWP, August 2018). Each citation included a contextual history, history, description, integrity statement, comparative analysis, and statement of significance.

The Heritage Review identified previous heritage studies undertaken in the area.

The findings identified:

- three places did not meet the threshold for heritage significance
- Wattle Road as a whole was fragmented and inconsistent in terms of building eras, scale and setback and did not have the consistency needed for a precinct
- 12 individual places and two precincts met the threshold for heritage significance and inclusion in the Heritage Overlay.

2.4 The Victorian Local Heritage Guidelines

The LH Guide comprise Part A – Assessing significance and Part B – Applying the Heritage Overlay. At Part A, the LH Guide establish a two-step assessment process to evaluate places against the local heritage criteria:

- Step 1 – Basic Test: understand whether the place satisfies the relevant criterion
- Step 2 – Threshold Test: understand whether the place meets the local significance threshold for the relevant criterion.

A place must meet one or more of the eight local heritage criteria and satisfy the threshold of local heritage significance to be considered for inclusion in the Heritage Overlay supported by evidence, comparative analysis, intactness and integrity analysis.

The applicable heritage criteria are the largely the same as PPN01.

The Department of Transport and Planning's explanation of the LH Guide identifies that decision-makers can immediately apply the Guide to both in-progress and new heritage assessments and amendments.

Places subject to the Amendment have been considered against three of the heritage criteria – Criterion A (historical significance), Criterion D (representativeness) and Criterion E (Aesthetic significance) with the relevant steps set out in Figures 2, 3 and 4.

Figure 2 Local heritage Criterion A

Step 1 Basic Test	
A1	The place has a clear association with an event, phase, period, process, function, movement, custom or way of life in the history of the local area.
A2	The event, phase, period, process, function, movement, custom or way of life relating to the place is of historical importance, having made a strong or influential contribution to the development of the local area.
A3	There is evidence of the place's association with the important event, phase, period, process, function, movement, custom or way of life in the local area's history. The place should relate to a recognised theme in the history of the local or wider area, as identified in a TEH or other contextual history.
If all conditions above are met, Criterion A is likely to apply to the place.	
Step 2 Threshold test	
A4	The place remains substantially intact and retains a high level of integrity to allow the historical association with an important event, phase, period, process, function, movement, custom or way of life to be understood.
A5	The association of the place with an important event, phase, period, process, function, movement, custom or way of life can be understood better than most other places with substantially the same historical association.
If all conditions above are met, Criterion A is likely to be met at the local level.	

Figure 3 Local heritage Criterion D

Step 1 Basic test	
D1	The place is one of a class of place that has a clear association with an event, phase, period, process, function, movement, custom or way of life in the history of the local area.
D2	The event, phase, period, process, function, movement, custom or way of life relating to the place is of historical importance, having made a strong or influential contribution to the local area.
D3	The principal characteristics of the class are evident in the physical fabric of the place which remains substantially intact and has a high level of integrity.
If all conditions above are met, Criterion D is likely to apply to the place.	
Step 2 Threshold test	
D4	The place is a fine example that exhibits the principal characteristics of a class in a way that allows the class to be easily understood or appreciated better than most other similar places in the local area.
D5	The place is an influential example which contains characteristics that were copied in subsequent places of the class.
D6	The place is a pivotal example, which demonstrates a key evolutionary state in the development of the class.
If at least one of the above conditions is met, Criterion D is likely to be met at the local level.	

Figure 4 Local heritage Criterion E

Step 1 Basic test	
E1	The physical fabric of the place clearly exhibits particular aesthetic characteristics of importance to the local (or wider) area.
If the condition above is met, Criterion E is likely to apply to the place.	
Step 2 Threshold test	
E2	The visible physical evidence demonstrates a high degree of intactness or integrity.
E3	The place displays special compositional qualities involving, for example, combinations of colour, textures, spaces, massing, detail, movement or unity. or The place has a landmark presence within the local area. or The place is professionally or publicly acknowledged for its aesthetic characteristics, artistic merit or excellence in design.
If both conditions above are met, Criterion E is likely to be met at the local level.	

The LH Guide also include the following guidance:

Conservation of places of heritage significance is one of a number of planning objectives set out in the Act and planning schemes. When preparing a planning scheme amendment, a council must balance these different objectives in favour of net community benefit and sustainable development for the benefit of present and future generations. This means that, as with any proposed planning provision, a Heritage Overlay listing should be implemented in a way that complements the strategic framework of the planning scheme and responds to policy conflicts.

...

A comprehensive strategic assessment of a proposed Heritage Overlay should:

- Identify all relevant state and local planning policies, including settlement, housing, activity centre and employment policies.
- Evaluate how the Heritage Overlay impacts the achievement of these policies and determine if it delivers a net community benefit.
- Recommend whether it is appropriate to proceed with the Heritage Overlay, including whether any changes are required to:
 - the extent of the Heritage Overlay, or
 - council's strategic framework, structure plans, local policies or other strategic work as a result of the Heritage Overlay (to manage potential policy conflicts).

2.5 Amendment GC270

Amendment GC270 was gazetted on 31 March 2026. Of specific relevance to this Amendment, Amendment GC270 applied to land in the Hawthorn, Glenferrie and Auburn commercial areas:

- new built form and height controls to the 'core' area of each activity centre, through the introduction of new schedules to the Built Form Overlay
- in the catchments of each activity centre.

All sites proposed for inclusion in the Heritage Overlay by this Amendment were rezoned from General Residential Zone Schedule 2 to the Housing Choice and Transport Zone Schedule 1. As a result the maximum developable height provisions of these sites (and surrounding properties) increased from three storeys to four storeys on most sites and six storeys on sites of greater than 1,000 square metres in area and frontage of at least 20 metres.

2.6 Strategic justification

(i) Evidence and submissions

Submissions opposed the Amendment in particular because:

- previous heritage studies had not identified the properties as significant and no new information had been identified, consistent with authorisation advice, to warrant a change in significance
- the basis for including some places and not others identified as significant in the Heritage Review was unclear, appeared selective and was unfair
- some places identified lacked sufficient intactness or distinction
- the Heritage Review was not part of a strategic program to assess the area but rather undertaken in response to a community led request
- the application of the Heritage Overlay was inconsistent with wider housing policy supporting moderate growth.

Heritage Review methodology

Mark Huntersmith of GML Heritage provided heritage evidence for Council. He explained the Heritage Review methodology and considered it was consistent with accepted heritage practice and the requirements of PPN01 including:

- contextual and individual place histories
- description of place integrity
- comparative analysis drawing on similar places including those on a heritage register or in the Heritage Overlay
- references to the Thematic History.

Mr Huntersmith's evidence responded to the LH Guide for each proposed place.

Previous heritage studies

In response to cross-examination, Mr Huntersmith identified there were many reasons why previous studies may not have examined the proposed places including prioritising or confining reviews due to budgetary constraints or a particular focus.

In terms of what new information had been provided in the context of previous studies Mr Huntersmith said the information he used was drawn from primary sources, and for the first time the information has been comprehensively assessed in accordance with PPN01 and synthesised into a heritage citation for the properties and precincts.

Council submitted that it was not appropriate to speculate about previous studies. Rather, the relevant matter for consideration was *"whether a place satisfies the requisite threshold for heritage protection based on contemporary research, guidelines and documentation that is now before the Panel"*.

Council submitted the Heritage Review was prepared in a manner that rigorously applied contemporary heritage practice and was consistent with current guidance.

Council referred to the findings of several Panel reports on the subject² to support their position, observing findings that in summary identified:

- previous heritage studies not identifying a place of heritage significance did not impact on the findings of the current heritage assessment, including a recommendation to apply the Heritage Overlay, providing the relevant heritage criteria are met and the analysis is robust
- it was appropriate for heritage studies to add (or delete) places of heritage significance based on a review of the best available information at the time
- previous heritage studies provide a valuable resource and source of information that supported the consideration of heritage values at the time, but it is inappropriate to provide too great a reliance or weight on them now
- there are a range of factors which will influence the findings and recommendations of studies including scope and methodologies used for grading and assessment at the time
- the assessment of heritage is not a static exercise that is completed once and remains unchanged. The omission of a property from one heritage study should not permanently rule out future application of the Heritage Overlay.

Balancing planning policy

While Amendment GC270 will have an effect on the development of the area, Council submitted it had no impact on determining whether the places identified in this Amendment are of heritage significance.

Council submitted the Amendment was not expected to have a negative impact on its abilities to meet the housing goals of Clause 16.01-1L noting:

- only a small number of properties were proposed through the Amendment and Clause 16.01-1L did not envisage comprehensive development of the area but rather sought a mix of dwelling types and densities
- it provided for a transition from the Commercial 1 Zone to the Housing Choice and Transport Zone and 'Main road apartment precincts' identified in the Housing framework plan (Clause 02.04) which identifies the proposed places are within a 'moderate change area'.

In response to Panel's questions Council advised the Housing Strategy was prepared before State Governments housing targets were released. Despite changes made to the Planning Scheme since the adoption of the Housing Strategy, including to refer to the specific housing targets for the municipality in Clause 16.01-1S, the Housing Strategy was still the most recent housing document that addresses Council's capacity to meet demand for housing in the municipality. Council advised that a revised housing strategy was being prepared to respond to the housing targets but was not yet completed.

² Stonnington C316ston (PSA) [2022] PPV 59, Melbourne C387melb (PSA) [2020] PPV, Boroondara C386boro (PSA) [2023] PPV 28

(ii) Discussion

Previous heritage studies

The Panel acknowledges that parts of Hawthorn have been considered through multiple heritage studies over several decades. This does not mean that those studies were necessarily comprehensive in their assessments of the area. The fact that previous studies have been completed does not prevent future heritage reviews of an area being undertaken. Such reviews should however be supported by a robust assessment methodology and analysis including the consideration of documentation that may not have been considered previously if a particular place or precinct is being revisited.

Heritage studies by their nature tend to be timely and costly exercises particularly for studies covering a municipality or suburb. There are a range of factors which will influence the findings and recommendations of studies including:

- their scope and focus
- available budget and assessment priorities
- the methodologies, heritage practices, grading criteria applied at the time
- the guidance available
- the availability of documents such as Thematic Environmental Histories.

What is significant continues to evolve over time particularly as new heritage themes become of greater community interest and understanding of the historical development of a municipality or suburb including postwar or more contemporary places.

The Panel is not tasked with assessing the veracity of each heritage study but has noted the scope and focus of them in Table 4 in the context of the proposed Amendment heritage places.

The Panel notes that several proposed places were removed at the authorisation stage because in part of previous study findings. It is not the Panel's role to review that decision. The reduction of places from the Heritage Review does not impact upon the veracity of the document, the Amendment or the heritage value of the remaining places. The Amendment is not seeking to introduce a Wattle Road Precinct (indeed the Heritage Review did not support one) and each proposed place still needs to be assessed on its merits against the relevant guidance.

In terms of whether the Heritage Review has included 'new material', a phrase first introduced during the authorisation process, this does not have to be limited to establishing a prominent architect connection or more recent information that has come to light for example. Although such information is important and for some places has been included in citations, much of the material presented in the citations is primary source documentation including rate records and plans which were available when previous studies were undertaken but may not have been considered. What is 'new' is the way in which that information has been compiled, reviewed, assessed and presented in the context of any new information (including about other work of identified architects and comparators) and practices.

Role of the Victorian Local Heritage Guidelines

The Panel agrees with submitters that the Heritage Overlay should only be applied where there is clear evidence of heritage significance.

The preparation and content of the Heritage Review, place citations and Statements of Significance were guided by the former PPN01. PPN01 no longer applies having been replaced by the LH Guide.

The Panel notes Department of Transport and Planning advises on its website that the LH Guide will not require more extensive assessment documentation than previously provided, and that decision-makers can immediately apply the LH Guide to both in-progress and new heritage assessments and amendments.

The Panel has considered the proposed places in the context of the LH Guide rather than the former PPN01 because:

- the LH Guide generally applies the same approach as PPN01 while providing comprehensive guidance on each step of the process including how to assess each criterion and how to compare a candidate place against comparative examples
- the Panel provided Council and the heritage experts with an opportunity to respond to the LH Guide.

While the heritage criteria remain unchanged, they are now further explained and their assessment constructed as a two-step process. The second threshold step needs to be met. Relevant to the Amendment this requires for (Panel's emphasis):

- Criterion A (historical significance) – *"a place to be understood better than most other places with substantially the same historical association"*
- Criterion D (representativeness) – *"allows the class to be easily understood or appreciated better than most other similar places in the area"* as one of three alternative threshold steps that need to be met.

The place Criterion and evidence of Mr Huntersmith for Council primarily assessed a candidate place on whether it compared "well" or "as well" as other identified places. This relatively subjective terminology has been applied in previous heritage studies. The LH Guide now provides a measurable term for determining if a candidate place compares well ('better than most'). By default, 'most' refers to at least half of all comparable examples.

Accordingly, if one class or type of place is strongly represented in an area or municipality 'better than most' would imply it was better than more than half of these places. If only a few comparators exist, it may be appropriate to seek comparative examples beyond the local area or those identified in heritage studies without the Heritage Overlay. The Panel has applied this general approach for this Amendment noting the late introduction of the LH Guide in the life of this Amendment.

The heritage evidence and submissions of Council satisfactorily addressed the LH Guide criteria assessment and comparative analysis guidance.

The Panel is satisfied that:

- the citations have appropriately reflected the LH Guide assessment guidance including for comparative analysis and consideration of intactness and integrity
- the form of the Statements of Significance is consistent with the LH Guide example with the inclusion of the Heritage Review as the primary source.

The Panel considers the Heritage Review methodology was sound overall, reflects current and previous guidance and is consistent with the LH Guide.

Planning policy considerations

There is a strong planning policy basis for the identification, recognition and protection of heritage places including for the broader community benefit of present and future generations in both the Municipal Planning Strategy and Planning Policy Framework.

Heritage controls are not an antithesis to development. They do not prohibit development (and should not be applied for that reason) but rather provide a statutory mechanism for managing heritage values in the context of other Planning considerations including policy. It is acknowledged however that introducing the Heritage Overlay can impact the achievement of other strategic aspirations particularly where applied on a precinct basis to areas identified for significant change.

Clause 71.02-3 requires the balancing of competing policies in favour of net community benefit and sustainable development for the benefit of present and future generations. For this Amendment that extends to achieving the housing targets in Plan for Victoria and wider settlement and housing policy (including Clause 16.01-1L) seeking to accommodate more housing to support a growing population in a location such as Hawthorn that is well served by public transport and access to services.

Hawthorn's locational attributes are reflected through the recent application of the Housing Choice and Transport Zone which allows for four storey residential buildings and up to six storeys for sites over 1,000 square metres with frontage of at least 20 metres.

The LH Guide identifies the balance exercise should be supported by a comprehensive strategic assessment of a proposed Heritage Overlay including identifying:

- and evaluating how the application of the Heritage Overlay impacts achieving relevant policies including those relating to housing and settlement
- if it is appropriate to proceed with the Heritage Overlay and whether any changes are required to its extent or local policy.

Such a specific assessment was not provided with the Amendment, and this is reasonable in the context that the LH Guide was released after Council had considered submissions. This is a separate task to the assessment of whether a place meets the threshold of significance or not. It should not form part of the relevant heritage study but does require specific consideration and attention when determining whether to prepare an implementing Heritage Overlay amendment. This step is consistent with the requirements for a full assessment in Ministerial Direction No. 11 - Strategic Assessment of Amendments and the guidance in Planning Practice Note 46.

The Panel is satisfied that Council did undertake a broader assessment of the strategic basis of the Amendment including through:

- its reporting of decisions to prepare and exhibit the Amendment
- the Explanatory Report which:
 - included consideration of the impacts on meeting the goals of Clause 16.01-1L
 - recognised the subject lands identification within the Clause 02.04-3 Housing framework plan as a 'Contemporary townhouse/general inner urban precinct'.

The Amendment is spatially limited in its extent and number of identified places which are located off key transport routes and sufficiently distant from activity centres so as not to compromise:

- the housing objective and strategies of clauses 16.01-1S, 16.01-R and 16.01-1L noting the Housing Strategy (albeit under review in terms of new housing targets) observes sufficient capacity exists to meet projected housing demand
- the areas identification as a moderate change area reflecting a mixture of detached dwelling, villas and townhouses.

(iii) Conclusions and recommendation

For the reasons set out in this report, the Panel concludes that the Amendment:

- is supported by, and implements, the relevant sections of the Planning Policy Framework
- is consistent with the relevant Ministerial Directions and Practice Notes
- is generally well founded and strategically justified
- should proceed subject to addressing the more specific issues raised in submissions as discussed in the following chapters.

The Panel recommends:

Adopt Boroondara Planning Scheme Amendment C404boro as exhibited subject to the changes recommended in this report.

3 Heritage precincts

3.1 Finchley Court Precinct

Exhibited Statement of Significance



What is significant?

The Finchley Court Precinct, comprising 1–6 Finchley Court, Hawthorn, is significant. Elements that contribute to the significance of the place include:

- Terracotta-tiled hipped roofs.
- Brick chimneys (Nos 1, 3, 4 and 6).
- Face-brick exterior walls, of clinker brick, cream brick and recycled brick, decorative brick patterning (Nos 1, 3, 4 and 6) and brick quoining (No 6).
- Timber-framed windows (sash and double-hung sash windows and tripartite windows).
- External concrete stairs with decorative metal handrails (Nos 1, 2, 5 and 6).
- Concrete canopy at external entrances (Nos 3 and 5).
- Matching brick piers housing letter boxes (Nos 1, 2, and 5).
- The absence of front fences.
- Garden setbacks comprising lawns, ornamental gardens, and hedges.
- The concrete strip driveway and garage at No 1.

Features that do not contribute to the significance of the precinct include non-original boundary fences at Nos 3 and 4.

How is it significant?

The Finchley Court Precinct, Hawthorn, is of local historical and representative significance to the City of Boroondara.

Why is it significant?

The Finchley Court Precinct is of historical significance for the evidence it provides of major social and environmental change in Hawthorn from the 1930s. This change was associated with a substantial population expansion between 1911 and 1933, which saw an intensive boom in residential subdivision between 1910 and 1940 and resulted in a major increase in multi-unit flat developments. While similar development elsewhere in Hawthorn and Boroondara typically followed the subdivision of former Victorian-era mansion estates, Finchley Court is distinguished as a subdivision from land which had remained undeveloped into the first half of the twentieth century, since the land was first sold to Matthew Hughes in 1843. **(Criterion A)**

The Finchley Court Precinct is significant as a highly intact group of flats built in Hawthorn during the Second World War. The flats were built by a single owner over a short period of time, between 1941 and 1945, and as a result the group demonstrates remarkable unity and cohesion within the streetscape. The reserved detailing of the flats reflects the austerity of the era in which they were constructed, when building materials and labour were in short supply as a result of the war, yet they also exhibit materials and design elements that were popular in the interwar years and into the 1940s and 1950s. This includes face-brick walls, in particular the use of clinker and cream brick, dark brick banding at the building base and brick quoining, terracotta-tiled hipped roofs with overhanging eaves, brick chimneys, timber-framed windows including sash and double-hung sash (some with horizontal glazing bars) and decorative metal balustrades to external stairs. The distinctive character of the precinct is enhanced by the original subdivision pattern, matching brick piers housing letterboxes, and garden setting. **(Criterion D)**

(i) The issues

The issues are whether the Finchley Court Precinct:

- meets the Criterion A threshold for historical significance
- meets the Criterion D threshold for representative significance
- should be included in the Heritage Overlay.

(ii) Evidence and submissions

In addition to general submissions opposing the Amendment and several supporting submissions, one landowner supported recognition of the precinct's heritage values as articulated in the Heritage Review but submitted:

the proposed controls as currently drafted are considered to be disproportionate and unreasonable in application to necessary safety, compliance and service upgrades.

The submission did not identify any specific issues regarding the proposed heritage significance thresholds being applied or the citation. If the Heritage Overlay was to apply to the place it was submitted that it:

- be limited to identified significant elements of the building
- allow window and roof upgrades or replacement with contemporary equivalents with better energy performance.

Mr Huntersmith's evidence did not address matters relating to the heritage significance of the place. However, he responded to several questions from the Panel about the likely sequencing of flat construction and whether the level of precinct cohesiveness was impacted on by the different brickwork and external staircase treatments at 1 and 3 Finchley Court. He was satisfied these differences had no bearing on the Heritage Review conclusions.

Council submitted that based on the Heritage Review it was satisfied the place satisfied the thresholds for local significance. It similarly observed with Mr Huntersmith that building upgrades, redevelopment or architectural innovation are not prohibited under the Heritage Overlay but rather may trigger the need for a planning permit and consideration of the identified heritage values.

(iii) Discussion

The six flat complexes that make up the proposed precinct present as a coherent group of buildings all built by the same owner between 1941 and 1945 and occupying the entire original six lot subdivision.

Apart from fencing elements (at 3 and 4 Finchley Court) and a recent freestanding carport (6 Finchley Court) and widened driveway concrete parking areas in front of some flats the separation between the flats and their garden setting remains largely intact.

Apart from a protruding brick wall apparent at 5 Finchley Court the dwellings are largely intact and retain their original built form, roof form, internal and external staircases and decorative balustrades, materiality and pattern of fenestration. Stylistically they reflect the austerity prevalent in the later interwar years and into the 1940's.

The comparative analysis for the Precinct examined the court form of subdivision and interwar flat buildings.

The five later interwar subdivision comparators which featured the prevailing building styles developed over a short period of time were:

- Clutha Estate Precinct, Kew
- Iona Estate Precinct, Kew
- Havelock, Denmark Hill and Linton Court Precinct, Hawthorn East
- Corsewall Close, Hawthorn
- Clovelly Court within the Grace Park and Hawthorn Grove Precinct, Hawthorn.

Of these only the Havelock, Denmark Hill and Linton Court Precinct and Clovelly Court are comprised entirely of flat buildings. Finchley Court is distinguished from these examples because it was not subdivided from the grounds of a large Victorian era estate.

The six double-storey interwar flat building comparators in terms of scale, period intactness were:

- Havelock, Denmark Hill and Linton Court Precinct, Hawthorn East
- Fairview Park Precinct, Hawthorn
- Corsewall Close Precinct, Hawthorn
- Grace Park and Hawthorn Grove Precinct, Hawthorn
- Glenferrie Hill Precinct, Hawthorn
- Creswick Estate Precinct, Hawthorn.

Of these the Finchley Close flats are the only examples which feature a vernacular, austerity aesthetic and distinguished as:

a group of double-storey walk-up flats which were built by a single owner over a very short period of time, between 1941 and 1945. As a result, the group demonstrates remarkable unity and cohesion within the streetscape while also displaying a lively sense of individuality in terms of form, orientation and materials.

Criterion A

The Panel considers that for Criterion A:

- the place meets the basic test of the LH Guide with a clear association with an important pattern of Boroondara's interwar subdivision and development of two and three storey blocks of flats as identified in the Thematic History

- the place meets the threshold tests of the LH Guide a high level of intactness and integrity across the entire precinct in terms of built form and legibility of the original subdivision which allows the precinct to be understood to be of the era of development. The place compares well with the identified comparators including in terms of its vernacular, austerity aesthetic.

The introduced carport and fencing elements and concrete parking areas do not impact the overall intactness and integrity of the place or its appreciation from the public realm. The subtle differences in brickwork at 1 and 3 Finchley Court (use of cream rather than clinker brock) and the facade internalised stairway at Number 3 (compared to the prevalence of external balustrade stairways at the other flats) does not impact on the overall integrity or cohesion of the group of buildings.

Criterion D

The Panel considers that for Criterion D:

- the place meets the basic test of the LH Guide with a clear association with a class of place identified in the Thematic History (interwar flat buildings) and demonstrating principal fabric characteristics of the class which are highly intact, with a high level of integrity
- the place meets the D4 threshold test of the LH Guide as a fine example of its class. The level of integrity and intactness allows the class to be understood and appreciated and compare well with the identified comparators and to a degree as well or better than some of these in terms of their original setting.

The Panel's view is consistent with views of other panels that building alterations and maintenance are not relevant when assessing heritage significance. These are matters for consideration at the planning permit stage and balancing a range of policy and Planning Scheme provisions. The Panel notes that internal controls are not proposed for this or any of the proposed heritage places.

The Panel observes more generally that the scale and residential density of the buildings in Finchley Court is not significantly different to the moderate change anticipated in local housing policy.

(iv) Conclusions

The Panel concludes:

- The Finchley Court Precinct, Hawthorn meets the threshold for historical and representative local heritage significance.
- The Heritage Overlay should apply to the Finchley Court Precinct.

3.2 Wattle Grove Precinct

Exhibited Statement of Significance



What is significant?

The Wattle Grove Precinct, comprising 1–7 and 2–6 Wattle Grove and 30–34 Wattle Road in Hawthorn, is significant. Elements that contribute to the significance of the place include:

- Original subdivision pattern of street and allotments, and bluestone spoon drains in Wattle Grove.
- Single- and double-fronted, single-storey built forms of the houses.
- Timber and brick construction.
- Low-pitched hipped roofs of corrugated iron or slate.
- Chimneys with a rendered cornice.
- Bracketed eaves (some with raised panels between them).
- Front or return verandahs with slender posts or columns and cast-iron ornament.
- Double-hung sash windows, often with sidelights.
- Four-panelled front doors with raised cricket-bat mouldings.
- Decorative gable end details to 7 Wattle Grove.

How is it significant?

The Wattle Grove Precinct is of local historical and representative significance to the City of Boroondara.

Why is it significant?

The Wattle Grove Precinct is of historical significance as tangible evidence of a successful single subdivision of a larger landholding in Hawthorn during the land boom of the 1880s. Subdivided in 1885 and largely built out by 1892, the success of the subdivision reflects the demand for housing in Hawthorn at the time which was stimulated by the extension of the railway from Hawthorn to Lilydale in 1882 and the spur railway from Hawthorn to Kew in 1887. The delay in construction of the two houses built in 1900 and 1907, demonstrates the impacts of the 1890s recession on Melbourne, during which time most building stopped, and the period of economic revival that followed, after 1900. **(Criterion A)**

The Wattle Grove Precinct demonstrates a late Victorian era subdivision and development of workers' and middle-income housing in Hawthorn. It is significant for its collection of Victorian Italianate detached houses that, although modestly scaled, illustrate the stylish dwellings that were occupied by low to middle income workers during the nineteenth century. The predominant style in the late nineteenth century and the first years of the twentieth century was the Italianate. These houses display characteristic elements of that style, such as low-pitched hipped roofs, chimneys with a rendered cornice, bracketed eaves, front verandahs with chamfered posts or Corinthian columns

and cast-iron ornament, double-hung sash windows often with sidelights, and four-panelled front doors. The exception to this is 6 Wattle Grove built in 1907 which incorporates elements of the Federation Queen Anne architectural style with a steeply pitched corrugated iron gable roof over its projecting front room and a side verandah that unusually sits under a skillion roof supported by turned timber posts (**Criterion D**)

(i) **The issues**

The issues are whether the Wattle Grove Precinct:

- meets the Criterion A threshold for historical significance
- meets the Criterion D threshold for representative significance
- should be included in the Heritage Overlay.

(ii) **Day 1 version of citation and Statement of Significance**

Council's Day 1 version of the citation for the Wattle Grove Precinct (Document 24b) included under:

- 'Description' address corrections to two precinct property descriptors in Figures 13 and 14 (34 and 36 Wattle Road)
- 'Statement of significance What is significant?' corrected precinct property description to *"1–7 and 2–6 Wattle Grove and 30–36 Wattle Road"*.

Council's Day 1 version of the Statement of Significance for the Wattle Grove Precinct (Document 24d) made the corresponding precinct property description under 'What is significant?'.

(iii) **Evidence and submissions**

Several submissions opposed the application of the Heritage Overlay to the Wattle Grove Precinct for reasons including:

- because it had not been supported as a heritage precinct in previous studies including the Hawthorn Heritage Precincts Study
- the precinct had been truncated to exclude several properties
- was no longer a contiguous precinct with its integrity significantly impacted by:
 - the dominant recent extensions to 32 and 34 Wattle Grove (refer Figure 5)
 - the cumulative impact on the legibility of the precinct through new fencing and other alterations to buildings in the proposed precinct
 - the context of modern buildings to the south of the precinct in Wattle Grove at 8, 9, 14, 16 and 18 Wattle Grove
- inappropriately attributed a historical connection with the 'The German Paddock' history of the area
- the Wattle Grove bluestone drains identified could be managed by Council without the need for a Heritage Overlay and did not support the need (including because of their unusual profile) to apply the Heritage Overlay.

Figure 5 Southern and northern views along Wattle Grove

Source: Written submission (Document 27)

Mr Huntersmith said:

- all buildings in the precinct were grouped together and were contributory with the exclusion of modern buildings to the south of the precinct
- the precinct *"remains a highly intact streetscape of nineteenth and early twentieth century workers cottages with no 'gaps'"* of non-contributory buildings
- as identified in the citation:
 - the precinct's *"remaining housing stock is sufficient for the original subdivision and development of workers' and middle-income housing in Hawthorn to be clearly appreciated and understood"* with all buildings (other than 6 Wattle Grove) recognisable as Victorian Italianate in period and style
 - the streetscape consistency in terms of building heights, setbacks, overall building forms, pattern of fenestration, materiality and architectural detail was strengthened through the narrow street width and wide bluestone spoon drains

- all alterations were generally minor and did not overwhelm the original houses.

In relation to the LH Guide criteria, Mr Huntersmith considered the elements identified under 'Why is it significant?' responded to several themes identified in the Thematic History (6.3.2, 6.7.2, 6.7.3). Its significance was not attributed to 'The German Paddock historical claim'.

Mr Huntersmith considered the precinct was more intact in terms of the Rathmines Grove Precinct, Hawthorn East (HO160) comparator which includes three non-contributory properties which impacted its continuity.

Council adopted the evidence of Mr Huntersmith and supported the findings of the Heritage Review submitting the precinct:

- has a very high level of integrity and a clear late nineteenth century urban character
- is highly intact and compares well to comparable precincts
- meets the threshold of Criterion A and D
- Statement of Significance required correction to respond to minor errors only (as included in its Day 1 version).

(iv) Discussion

The Panel observes that the precincts 16 lot 1885 subdivision pattern remains largely intact albeit with five earlier dwellings (outside the proposed precinct) replaced by more recent buildings and bookended by an apartment building to the south. The legibility of the subdivision is assisted by the footpath width and road widths and the remaining bluestone gutters. The buildings at 30 and 36 Wattle Road while not visually linked to the Wattle Grove dwellings are of the same era and subdivision.

At the core of the precinct (1 to 7, 2 to 6 Wattle Grove) exist a number of modest single storey late nineteenth century cottages mostly in the Victorian Italianate form with similar setbacks with a range of different architectural detailing. The dwelling at 6 Wattle Grove was built in 1907 in the Queen Anne Style. These buildings are reasonably intact including their original setbacks although possessing a range of alterations visible including some side extensions, changes to verandahs, new roof materials, cladding and window changes and more recent fence forms. There are rear additions to several of the properties although these are not particularly visible from the street.

There are however quite significant building alterations to the rear of 32 and 36 that extend for at least 50 per cent of the property frontages to Wattle Grove.

While the extensions to 34 Wattle Road have been undertaken in a manner which enables the original building to clearly read but include a two storey brick addition and visually intrusive elements within the streetscape. These include the shallow setback brick garage with and short concrete drive, and to a lesser extent, the new high impervious fencing.

The extensions to 32 Wattle Road are of a form that strongly contrasts to the original dwelling (despite the lighter colour painting/rendering). They include a building wall (with

small windows) and double garage with roller door flush to the street and a second storey above featuring a metal clad gable roof.

The extensions to both 32 and 34 Wattle Road contrast starkly with the late nineteenth century character of remaining precinct buildings and form visually dominant elements within the streetscape.

The citation comparative analysis identifies that:

Hawthorn (including Hawthorn East) is well represented by several Victorian-era precincts in the Heritage Overlay. A number of these precincts comprise a similar array of smaller-scaled dwellings that are largely representative of the workers' houses and modest residences that were built between about 1880 and 1900...

These include:

- Central Gardens Precinct, Hawthorn (HO146)
- Morang Road Precinct, Hawthorn (HO156)
- West Hawthorn Precinct, Hawthorn (HO220)
- Cranmore Estate and Environs Precinct, Hawthorn (HO774)
- Rathmines Grove Precinct, Hawthorn East (HO160)
- Brickfields Environs Precinct, Hawthorn East (HO841).

The comparative analysis identifies that the Wattle Grove Precinct compares well to these examples including because:

It is comprised of a comparable array of Victorian-era brick and timber workers and middle income houses built over a short timespan which retain a similar level of intactness and integrity. The precinct is highly intact with no non-contributory places and clearly demonstrates the subdivision pattern in the area where larger landholdings were divided to accommodate an increased demand for housing during the land boom of the 1880s.

Criterion A

The Panel considers the proposed place meets the basic tests both in terms of the general legibility of the early subdivision pattern which remains largely intact and the consistent period of housing development. It reflects several Thematic Heritage themes important to Boroondara and demonstrate late nineteenth century development in Hawthorn.

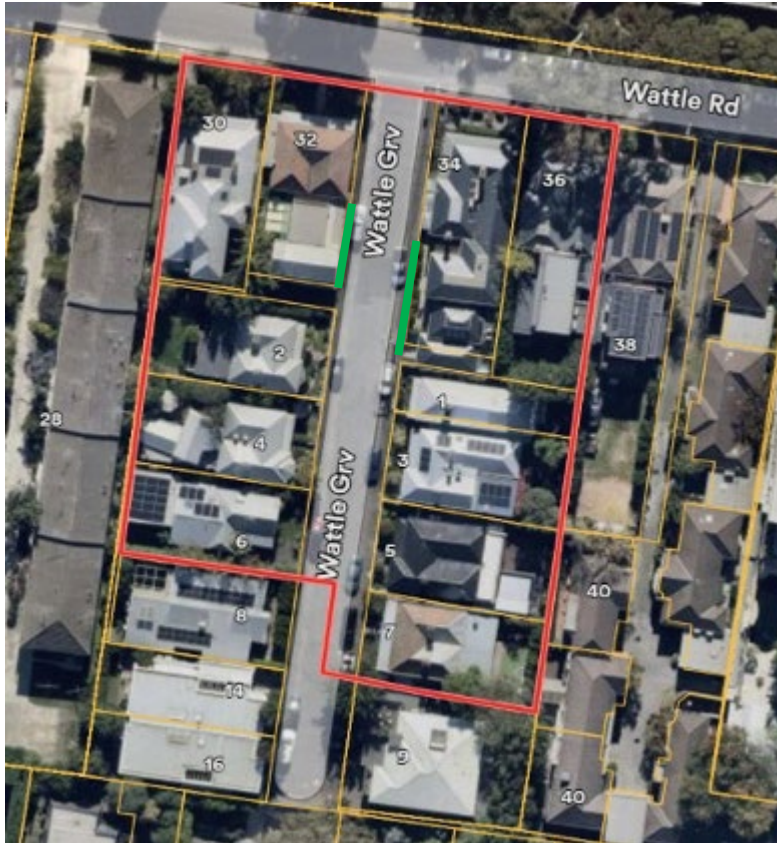
The Panel however does not agree the place meets the necessary threshold for significance. While the subdivision pattern remains largely the same including the fabric of the street such as the narrow footpath and road widths and highly intact bluestone drains the legibility of the precinct is impacted by (refer Figure 6):

- its truncated nature that excludes five original lots
- the extent and visual dominance of the rear extensions at 32 and 34 Wattle Road.

The Statement of Significance identifies firstly that the precinct is tangible evidence of a 'successful' subdivision of the 1880s land boom and the demand for housing in Hawthorn. Other than the fact it was built out during a relatively short period it is unclear from the citation and comparative analysis what distinguishes the subdivision as 'successful' in the context of any other subdivision of the time.

Secondly, the Statement of Significance identifies that the delay in construction of two houses in the subdivision demonstrates the impacts of the 1890's recession. While the citation reflected the construction gap "was most likely due" to the recession there is little evidence in the citation to support this contention.

Figure 6 Wattle Grove Precinct showing frontage extent of 32 and 34 Wattle Road extensions (green lines)



Source: Huntersmith evidence Figure 5, Document 14 [Annotated by Panel]

The Panel is not satisfied based on the comparative analysis that Wattle Grove is understood as well as the other historical comparators identified. It excludes almost a third of the original lots and is dominated by the rear additions of 32 and 34 Wattle Road which create a significant break in the precinct's streetscape.

Criterion D

The visual dominance and gap created by the extensions at 32 and 34 Wattle Road constricts the more tangible built form elements to a smaller cluster of more intact dwellings at 2 to 6 and 1 to 7 Wattle Grove.

While the core dwellings have the features identified in the Statement of Significance and were built in a similar period and mostly of the Victorian Italianate style (other than 6 Wattle Grove) they are each eclectic in terms of their architectural detailing. While achieving a coherence of late nineteenth century architecture collectively their level of intactness and integrity is impacted by the cumulative nature of minor alterations and place changes and the dominance of buildings at the northern extent of the precinct and modern two storey single and multiple dwellings in its wider setting.

Ultimately the collective buildings in the proposed precinct present as a small cluster of charming dwellings of their era but are not sufficiently fine to allow the characteristics of its class to be appreciated as well as or better than most of the other comparators.

(v) Conclusions and recommendation

The Panel concludes:

- The Wattle Grove Precinct, Hawthorn does not meet the threshold for historical and representative local heritage significance.
- The Heritage Overlay should not apply to the Wattle Grove Precinct.

The Panel recommends:

Delete the application of the Heritage Overlay to the Wattle Grove Precinct.

4 Individual heritage places

4.1 Sherwood Court, 18 to 20 Burton Avenue, Hawthorn

Exhibited Statement of Significance



What is significant?

18–20 Burton Avenue, Hawthorn, built in 1934, is significant. Elements that contribute to the significance of the place include:

- Rendered brick walls on a face brick base and tapestry brick detailing.
- Raised letters in the render that spells out the block of flats name “Sherwood Court”.
- Terracotta tile hip roof with deep boxed eaves.
- Four extant face brick chimneys.
- Original pattern of fenestrations and door openings.
- Double-hung six over one timber sash windows.
- Original leadlight detail in door surrounds.
- Recessed entry porches to ground floor flats and cantilevered first floor balconies with square timber posts and mild steel balustrade.
- Original brick freestanding garage building at rear of property which retains its early timber panelled and glazed garage doors.
- Original clinker brick fence with integrated letter boxes.
- Early garden setting which includes early twin strip drives separated by a grassed median strip and laundry court to the south of the garages.

How is it significant?

18–20 Burton Avenue, Hawthorn, is of local historical, representative and aesthetic significance to the City of Boroondara.

Why is it significant?

18–20 Burton Avenue, Hawthorn is of local historical significance for the evidence it provides of major social and environmental change in Hawthorn in the 1930s. Such change was associated with substantial population expansion between 1911 and 1933 and improved transport services including local electric tram networks and electrification of the railway. These changes spurred an intensive boom in residential subdivision in Boroondara between 1910 and 1940 and a major increase in multiunit flat developments in Hawthorn in the 1920s and 1930s, in particular in proximity to the major thoroughfares with tram lines of Glenferrie and Riversdale roads. **(Criterion A)**

18–20 Burton Avenue, Hawthorn is of representative significance as a highly intact and well-designed pair of 1930s interwar flat buildings. Identical in layout and details, the stylistic expression of the buildings incorporates both interwar Georgian Revival influence, in the overall form, symmetrical façade (when viewed as a pair), hipped roof with boxed eaves and six over one sash windows, and Old English revival influence, in the use of rendered walls with feature flashes of tapestry brickwork intended to suggest decayed render.

(Criterion D)

18–20 Burton Avenue, Hawthorn is of aesthetic significance for its integrated planning of built form and landscaping, its strong three-dimensional composition when viewed as a pair and refined use of brick detailing. The aesthetic significance of the place is enhanced by the retention of its setting which includes the original clinker brick fence with integrated letter boxes, early twin concrete strip drives, original brick freestanding garage building at the rear of property and laundry court to the south of the garages.

(Criterion E)

(i) The issues

The issues are whether 18 to 20 Burton Avenue, Hawthorn:

- meets the Criterion A threshold for historical significance
- meets the Criterion D threshold for representative significance
- meets the Criterion E threshold for aesthetic significance
- should be included in the Heritage Overlay.

(ii) Evidence and submissions

While some submissions opposed the Amendment in its entirety there were no opposing submissions that specifically addressed 18 to 20 Burton Avenue. There were however supporting submissions including one that considered additional properties in Burton Avenue should be included in the Amendment.

Mr Huntersmith considered his assessment robust and consistent with the LH Guide Council adopted Mr Huntersmith's evidence and supported the methodology applied to identifying and assessing the local heritage significance of the place.

(iii) Discussion

The two flat complexes and rear garage building (which is visible from the street) at 18 to 20 Burton Avenue, Hawthorn are highly intact. The flats sit within their original garden setting including front fence and along the original twin concrete strip driveways to the rear garage building.

The key building elements (as identified in the Statement of Significance) are clearly visible from the public realm and remain highly intact and reflective of the eclectic interwar era of architectural design and style.

In terms of comparative analysis places 18 to 20 Burton Avenue compares well and is stylistically most comparable to Lennox Court (11 Lennox Street, Hawthorn). Compared to the identified compactors it has a high level of integrity and intactness particularly with its front fence, garage building and landscape setting.

Criterion A

The Panel considers that for Criterion A:

- the place meets the basic test of the LH Guide with a clear association with an important pattern of Boroondara's interwar development and development of two and three storey blocks of flats as identified in the Thematic History
- the place meets the threshold tests of the LH Guide with a very high level of intactness and integrity which allows the buildings to be understood to be of the era of development and compare well with the identified comparators and to a degree as well or better than some of these in terms of their original setting.

Criterion D

The Panel considers that for Criterion D:

- the place meets the basic test of the LH Guide - it has a clear association with a class of place identified in the Thematic History (interwar flat buildings) and demonstrates principal fabric characteristics of the class which are highly intact, with a high level of integrity
- the place meets the D4 threshold test of the LH Guide as a fine example of its class. The level of integrity and intactness allows the class to be understood and appreciated and compares well with the identified comparators and to a degree as well or better than some of these in terms of their original setting.

Criterion E

The Panel considers that for Criterion E:

- the place meets the basic test of the LH Guide with the physical fabric of the place, including its overall building composition and materiality and its original setting (including front fence and landscaping, driveway and garage buildings) being clearly apparent from the street
- the place meets the threshold tests of the LH Guide based on its high level of integrity and intactness and its intact original setting.

(iv) Conclusions

The Panel concludes:

- 18 to 20 Burton Avenue, Hawthorn meets the threshold for historical, representative and aesthetic local heritage significance.
- The Heritage Overlay should apply to 18–20 Burton Avenue, Hawthorn.

4.2 2 & 2a Wattle Road, Hawthorn

Exhibited Statement of Significance



What is significant?

2 and 2a Wattle Road, Hawthorn, built c.1926–29, is significant. Elements that contribute to the significance of the place include:

- Asymmetric built form that reads as a single house.
- walls of red brick with unpainted rough cast render above.
- clinker brick details.
- Terracotta tiled transverse gabled roof with dominant street facing gable and hipped roof to the rear.
- Two extant red brick chimneys with clinker brick capping detail.
- timber double-hung sash windows and diamond patterned leadlight to the upper panes.
- Craftsman detailing including tapered pylons, shingled gable ends and section above eastern porch, tapered and half round gable ends, timber brackets under the shingles of the gable end and a centrally placed feature brick motif in the rough cast render of the projecting gable.

How is it significant?

2 and 2a Wattle Road, Hawthorn is of historic and aesthetic significance to the City of Boroondara.

Why is it significant?

2 and 2a Wattle Road, Hawthorn, is of historical significance for the evidence it provides of an important pattern in interwar suburban development in Boroondara which saw the intensification in housing density. While duplexes were becoming an increasingly acceptable housing option in this period, detached single dwellings were more typical. For this reason duplexes were often built to present as a single residence in order to maintain the appearance of a single dwelling. **(Criterion A)**

2 and 2a Wattle Road, Hawthorn is of aesthetic significance as a highly intact and finely detailed example of a single-storey California Bungalow duplex pair. Typified by low-pitch gable roofs, roughcast walls over a brick plinth, and deep porches, the style drew on Arts and Crafts influences. 2 and 2a Wattle Road exhibits these typical style markers but is distinguished by the inclusion of some fine details. Incorporating two entry porches into its street facing gable, so as to create the illusion of a single residence, the asymmetrical façade is balanced by the use of tapered pylons that bookend the gable and anchor the building. Of particular note is its fine use of feature clinker bricks to create stylised quoining to the corners of the building as well as around the entry arch, a soldier course of clinker bricks to demarcate the division between the red brick base and rough cast render and a feature brick motif in the rough cast render of the projecting gable. All of these finer details are enhanced by the roughcast render walls which retain their original (unpainted) finish. **(Criterion E)**

(i) The issues

The issues are whether 2 and 2a, Hawthorn:

- meets the Criterion A threshold for historical significance
- meets the Criterion E threshold for aesthetic significance
- should be included in the Heritage Overlay.

(ii) Evidence and submissions

In addition to general submissions opposing the Amendment and several supporting submissions, the landowner submission specifically opposed the application of the Heritage Overlay to 2 and 2a Wattle Road. The landowner identified:

- the property had not been recognised in previous studies as significant
- built as a modest house for the needs of the original owner it did not have heritage value
- identification of materials and decoration of the time did not make it significant
- its inclusion in a Heritage Overlay would restrict responding to future housing change.

Mr Huntersmith gave evidence that the place:

- for Criterion A:
 - was highly intact and a finely detailed example of a Californian Bungalow duplex
 - had a clear association with the interwar suburban development of Boroondara which saw the intensification of housing density and related to Thematic History theme 6.3.3
 - satisfied the LH Guide threshold criteria steps
- satisfied the LH Guide Criterion E steps referring to the LH Guide descriptions of aesthetic characteristics and values, and Statement of Significance criteria description.

Council adopted and relied on Mr Huntersmith's evidence.

(iii) Discussion

The property at 2 and 2a Wattle Road is a highly intact example of an interwar era Californian Bungalow style duplex dwelling. The identified key building features in the Statement of Significance are readily visible and adds to the building's high level of integrity.

This includes the asymmetrical building form (appearing as one house), red brick walls with unpainted rough cast render above (noted in the citation as increasingly rare), clinker brick detail, round arched porch opening, windows including leadlight detailing and terracotta roof with rendered and capped chimneys and other detailing.

The place citation comparative analysis identifies that there are a few examples of interwar duplexes that appear as an individual residence in the Heritage Overlay within Boroondara. The two examples cited are in Kew and Camberwell:

- 35 to 37 Rowland Street, Kew (HO217 - aesthetic and rarity significance) to which it compares stylistically

- 27 to 29 George Street, Camberwell (HO718 – historical and aesthetic significance) which includes Georgian Revival style elements.

The comparative analysis identifies that 2 and 2a Wattle Road compares well with these two places and other identified Californian Bungalows in the Heritage Overlay. What sets it apart from these comparators is its high level of intactness and integrity with no visible external alterations or additions (other than front fence replacement) and retention of the unpainted roughcast render.

Criterion A

In terms of Criterion A, the Panel considers that the place meets the basic threshold with an association to Boroondara's interwar development and development of duplex dwellings designed to appear as single dwellings.

However, while it is apparent the place compares well against other Californian Bungalows of the era in terms of intactness and integrity the Statement of Significance description does not sufficiently illicit enough citation detail or other evidence to establish a compelling case that the Criterion A threshold test is met.

The Statement of Significance content is largely a generic description of interwar suburban development of which the place and many others are representative. The fact that duplexes were becoming an acceptable housing option at the time or they were designed to maintain the appearance of a single dwelling does not bare up in the supporting material as important historically to the development of Boroondara or Hawthorn.

The Panel considers the Statement of Significance should be amended to delete reference to Criterion A.

Criterion E

The Panel is however satisfied that the case for the Criterion E threshold being made is more compelling. The Panel considers:

- the place meets the basic test of the LH Guide with physical fabric of the place clearly distinguishing the aesthetic characterises of interwar Californian Bungalows and which are readily apparent from the public realm
- the place meets the threshold tests of the LH Guide based on its high level of integrity and intactness including its level of detailing compared to its direct duplex comparators and its retained unpainted roughcast render detail.

Reference to the more recent brick front fence as a later addition should be identified in the Statement of Significance as an element that is not significant.

The Panel addressed policy considerations and the role of previous studies in Chapter 2 and does not repeat it here.

(iv) Conclusions and recommendation

The Panel concludes:

- 2 and 2a Wattle Road, Hawthorn does not meet the threshold for historical local heritage significance based on the information before the Panel.

- 2 and 2a Wattle Road, Hawthorn meets the threshold for aesthetic local heritage significance.
- The Heritage Overlay should apply to 2 and 2a Wattle Road, Hawthorn subject to amending the place Statement of Significance to:
 - identify the front brick fence as a later addition and not significant
 - delete Criterion A.

The Panel recommends:

Amend the 2 and 2a Wattle Road, Hawthorn Statement of Significance to:

- **identify the front brick fence as not significant under 'What is significant?'**
- **delete the words 'historic and' from the description of 'How is it significant?'**
- **delete the Criterion A content under 'Why is it significant?'**

4.3 48 Wattle Road, Hawthorn

Exhibited Statement of Significance



What is significant?

48 Wattle Road, Hawthorn, built in 1875, is significant. Elements that contribute to the significance of the place include:

- Rendered brick walls.
- Hipped slate roof which comprises an almost pyramidal front section and a lower rear wing.
- Timber eaves brackets (alternating single and paired).
- Double-storey cast iron and timber verandah set between wing walls, with tall timber posts to the ground floor with corner brackets only and shorter upper-level posts with frieze, brackets and balustrade.
- Panel front door set in a decorative glazed door surround with arched head and moulded architrave.
- Double-hung timber sash widows with moulded architraves.
- Substantial centrally located chimney with Italianate cap.
- Front garden setting.

How is it significant?

48 Wattle Road, Hawthorn, is of local historical and representative significance to the City of Boroondara.

Why is it significant?

48 Wattle Road, Hawthorn, is of historical significance for the evidence it provides of an early and distinctive phase in the history of suburban development in Hawthorn. The house at 48 Wattle Road, built in 1875 for Frederick Secretan, is important as early evidence of the gradual subdivision and sale of land from the 1870s by the early German landowners and the beginnings of suburban development in this part of Hawthorn. This was part of wider residential development that defined the emerging suburban character of Hawthorn and particularly its appeal to Melbourne's rising middle class. **(Criterion A)**

48 Wattle Road is significant as a relatively early and highly intact example of a two-storey freestanding house in the terrace form, which are unusual in Hawthorn and in Boroondara. Built in 1875, the house adopts typical although refined Victorian Italianate forms and detailing. These include its bluestone foundations, slate hipped roof, cast iron and timber verandah set between party walls, eaves brackets, panel front door and decorative surround, moulded architraves to window and door openings, and extant chimney with Italianate cap. **(Criterion D)**

(i) The issues

The issues are whether 48 Wattle Road, Hawthorn:

- meets the Criterion A threshold for historical significance
- meets the Criterion D threshold for representative significance
- should be included in the Heritage Overlay.

(ii) Day 1 version of citation and Statement of Significance

Council's Day 1 version of the citation for 48 Wattle Road (Document 24a) included (added text underlined and deleted text ~~struck through~~ by Panel):

- 'Description' additions:

The following changes to the property are noted:

- alterations and additions to the rear of the building;
- single storey addition to the west of the building which is set back approximately 6.6 meters from the front verandah line of the house and 5.1 meters from the buildings front wall;
- Addition of a flat roofed open carport constructed in 1962 attached to the eastern wall of the house and extends to the fence line;
- Insertion of a window along west elevation;
- Re-tiling of front verandah floor (ground level)

- 'Integrity' changes and additions:

The integrity of the place is slightly diminished by the reduction of its original garden setting at the side and rear of the dwelling, including the orchard, as a result of subdivision. The relatively deep front garden setback has been retained, although the layout illustrated on the 1902 MMBW plan has been replaced. ~~Overall the place has a very high integrity.~~

The addition to the western wall of the building has no impact on the integrity of the house and very little on its intactness. It has not resulted in the loss or alteration of any visible significant fabric and could be easily removed.

The flat roofed carport is light weight and unintrusive. It has minimal impact on the integrity of the place and does not impact significance. It has not resulted in the loss or alteration of any significant fabric and could be easily reversed without causing any permanent damage or loss of fabric.

The insertion of a window along the west elevation has little impact on the integrity of the house and does not alter significance.

The re-tiling of the front verandah has minimal impact on the overall integrity of the place and does not impact significance.

Overall the place has very high integrity.

Council's Day 1 version of the Statement of Significance for 48 Wattle Road (Document 24c) included the identified additions as elements that were not significant under 'What is significant?'

(iii) Evidence and submissions

While several submissions supported the inclusion of 48 Wattle Road in the Heritage Overlay a large proportion of submissions opposed its inclusion for a range of reasons consistent with the landowner submissions.

Evidence:

Mark Stephenson of Trethowan Heritage provided evidence for the landowner. He concluded 48 Wattle Road did not meet the threshold of individual significance against

Criterion A or D and should not have the Heritage Overlay applied to it. This opinion was based on:

- the place being *"looked at or passed over on numerous occasions"* through previous studies
- the citation not providing any new information including the architectural provenance, to support a reconsideration of its C* grading in the Hawthorn Heritage Study or the Review of C* Grade Buildings (which did not identify it for further investigation)
- subdivision of the site in 1988 removing its large garden setting and no longer provided evidence of the historic subdivision pattern
- its incorrect identification as a 'terrace' or a 'freestanding house in the terrace form' which required three joined residences by definition
- the identified comparator places not establishing a meaningful or adequate threshold as they were not of heritage significance or different types
- the place being more accurately described as a 'single-fronted', two-storey Victorian Italianate villa (of which there were many in Boroondara including 73 and 75 Wattle Road (HO479) and 14 and 16 Elm Street, Hawthorn (HO643)).

Mr Stephenson identified alterations that had been undertaken to the house since 2007:

Further significant alterations were made to the property by the current owner (planning permits dated 2007 and completed in 2009), which included extensive remodelling of the original rear two-storey portion of the house and the ground and first floor of the main front section. Demolition works to the rear involved the removal of a ground floor bathroom and laundry, removal of the chimney, internal walls and portions of the exterior wall to insert new windows and doors. Further new doors and windows were added into the main section on the east and south elevations. New single-storey additions were added to the west (constructed on the boundary) and to the south, extending to the southern boundary.

His evidence confirmed the accuracy of the landowners list of building alterations that were not noted in the exhibited citation including a carport attached to the eastern wall.

Mr Stephenson considered:

- the cumulative place changes (including over 12 alterations across all building facades and the site's subdivision) have diminished its integrity
- for Criterion A, the place was poorly connected to the Thematic History (including to German colonists) with no historical comparators identified
- for Criterion D:
 - the 'two-storey freestanding house in the terrace form' class type contained too many qualifiers
 - being unusual or rare did not elevate significance for the criteria
 - the identified Victorian Italianate forms and detailing were typical features of freestanding houses of the period
 - there were 12 identified indicators of the Victorian Italianate style³ of which the place includes some but lacked others (picturesque asymmetrical massing, parapet tower or faceted bay) which were characteristic of the comparators suggesting the class threshold for Boroondara was high
 - is not significant but compares well with other 'contributory' places.

³ A Pictorial Guide to Identifying Australian Architecture: Styles and Terms from 1788 to the Present, Apperly et al (1989)

Conversely, Mr Huntersmith's opinion for 48 Wattle Road was that:

It is a fine example of a free standing two-storey Victorian Italianate house built in the terrace form that exhibits the principal characteristics of its class in a way that allows the class to be easily understood or appreciated better than most other similar places in the local area.

and exhibits:

... refined yet typical Victorian Italianate forms and detailing which was commonly employed across houses built at this time. It remains highly intact and is a better than most example of its typology which compares well to similar places included in the Heritage Overlay. Furthermore, constructed in 1875, it is a relatively early example of a two-storey freestanding house in the terrace form, which is unusual in Hawthorn and in Boroondara and not represented in the Heritage Overlay.

He considered the following changes did not impact the integrity or intactness of the place:

- the flat roofed single storey addition to the western side of the dwelling well setback from the front verandah line (although there was some dispute about setback and extension dimensions) was not visible from the public domain
- changes noted by the landowner and Mr Stephenson (carport, western elevation window and replacement of verandah tiles) were not included in the citation and were lightweight, unintrusive and able to be reversed without significant fabric damage.

Mr Huntersmith said:

- the citation:
 - noted the recent subdivision had impacted intactness however the house retained its original setback and remains freestanding on the lot
 - identified research and analysis not previously included in other heritage studies including its construction date, original ownership, possible architect and of its historical contribution and stylistic character
- free standing town- houses designed to appear as a terraced house were unusual in Hawthorn and Boroondara where a detached villa was the more typical form (and not therefore suitable direct comparators)
- the place had a clear association with early suburban development in Hawthorn and related Thematic History themes (6.3.2 and 6.7.2)
- the loss of other properties in the area had not informed or altered the significance attributed to the place.

He identified no direct comparators existed in the Planning Scheme and for this reason similar 'terrace pairs' were used in addition to two houses at 151 and 153 Power Street not within the Heritage Overlay. He said this approach was consistent with the LH Guide.

Landowner submissions

The landowner provided a detailed and comprehensive submission which focused on the following matters (and which were addressed in Mr Stephenson's evidence) including:

- the place had not been identified for local heritage significance over the course of five previous heritage studies and included no new information about the place
- reliability and integrity of the Heritage Review methodology and citations including not referring to previous planning permits and alterations to the place

(including inclusion of side wall openings) effecting integrity including the ability for the place typology to be read from the street

- did not meet Criterion A:
 - the attribution of significance was generic and does not clearly identify why the place is historically significant rather than any house built in 1870
 - the place has lost its original setting including lot size, orchard and servant quarters
 - the place is not characteristic with identified Thematic History themes
- did not meet Criterion D:
 - a place cannot be representative of a class if no other examples existed
 - it did not compare as well as comparator Victorian Italianate houses including 86 Wattle Road which was exceptionally intact.
- cumulative changes impacting its intactness and integrity.

Submission issues regarding Heritage Review methodology, previous studies and competing planning policy are discussed in Chapter 2 and not repeated here.

Council

Council adopted the evidence of Mr Huntersmith and the Heritage Review findings to conclude the place met the thresholds of Criterion A and D.

Mr Huntersmith's suggested changes to the Statement of Significance and citation to refer to additional alterations were included in Council's Day 1 versions of those documents, with no additional changes required.

(iv) Discussion

The Panel observes that 48 Wattle Street is clearly visible from the street albeit partly obscured by its front garden and high picket fence. Its typical Victorian Italianate architectural features identified in the Statement of Significance are readily apparent including the:

- double-storey cast iron and timber verandah set between wing walls, timber posts, ground floor frieze, brackets and balustrade
- panel front door set in a decorative glazed door surround with arched head and moulded architrave
- double-hung timber sash windows and moulded architraves
- substantial centrally located chimney and cap.

While the property has been subdivided the dwelling still presents as a freestanding house. The eastern and western rendered brick walls are highly visible and contribute to the dwellings its 'terrace' like form albeit that the place is clearly read as a single dwelling with the ground level openings not overly visible from the street.

In terms of alterations:

- the lightweight carport structure is clearly visible from the street and visually detracts from the legibility of the eastern wall plane
- the western and rear extension is visible from the street (over the front fence gate and from the west of the dwelling).

Criterion A

The Statement of Significance for Criterion A identifies that the place provides evidence:

- of an early and distinctive of a phase of suburban development
- the gradual subdivision and sale of land from the 1870s to the beginnings of suburban development (referencing Frederick Secretan) and its appeal to Melbourne's rising middle class.

These are largely generic descriptions that apply equally to any number of places of the era. While the place is evidently of its era and relates to Thematic History themes 6.3.2 and 6.7.2 the citation does not contain sufficient information to support the threshold test including the comparative analysis.

While the Panel is comfortable with the approach undertaken in preparing the comparative analysis which follows appropriate guidance, for historical significance the analysis does not support the conclusion that this place demonstrates the association with the Thematic History themes as well as or better than other places.

It is unclear given the subdivision of the site and its significantly different setting how the place continues to demonstrate the historic subdivision pattern in any meaningful way. The citation does not attribute any particular significance to Secretan to the history of the area. While the citation considers James Gall was the architect but this remains unconfirmed and no significance has been attributed to him.

48 Wattle Road can be said to have a reasonably high level of integrity in terms of demonstrating the building class and period of development as its changes do not dominate or detract from the ability to understand the place, meeting the basic tests.

In terms of allowing the phase of development to be understood as well as or better than most with the same association, on balance, the Panel is not satisfied it does because of its cumulative changes (particularly the western addition) and reduced setting. As a consequence the place does not meet the threshold test.

Criterion D

The Statement of Significance for Criterion D identifies that the place:

- is significant as a relatively early (1875) and highly intact example of its class with an unusual form
- displays the typical Victorian Italianate style forms and detailing in a refined manner.

Rarity of the place as Victorian Italianate house in a terrace form is not relevant Criterion D. However, the citation has not sought to apply rarity, rather, that its form is unusual in Boroondara with few comparators in addition to being an early example of its class.

The Panel is satisfied the basic test is met. The place:

- is an example of its class – a Victorian Italianate house, albeit in 'terrace' form (the Panel agrees it is not a terrace in the normal architectural meaning of the term)
- is an early example of the style
- displays many of the typical architectural features and detailing of the style.

The question is whether the place demonstrates these characteristics as well as or better than most other places of the type. Where limited examples exist, this does not exclude comparisons with other properties not in a Heritage Overlay such as the terrace pair at 151 and 153 Power Street or identified as 'contributory' in a precinct.

The citation identifies [Panel's emphasis]:

The Italianate style is well represented in the Heritage Overlay in Boroondara. Individually significant examples included detached villas (both symmetrical and asymmetrical in plan), terrace houses and mansions. They are typically set within a garden with a low front fence at the street frontage. Detailing ranges from modest to elaborate, typically including features from the era such as cast iron verandah friezes and posts and polychrome masonry to the front façade. The level of intactness of the Victorian-era Italianate villas in the City of Boroondara is moderate to very high.

Free-standing two-storey residences designed to appear as a terrace house are unusual in Hawthorn and Boroondara more broadly, where the detached villa was the more typical form. No examples of individually significant freestanding terrace houses are included in Boroondara's Heritage Overlay.

The place can be considered to be 'terrace' like in the context of its comparators – it includes two storey, predominantly unadorned side walls which frame the double-storey cast iron and timber verandah. Whether it was the intention of the architect to make it appear as a terrace or just to apply a range of Victorian Italianate features that were typical of the era is unknown.

While the place seemingly has no direct comparators as a Victorian Italianate house in terrace form (a very broad descriptor), it potentially makes it unique and it also potentially suggests that it was not pivotal or influential, despite its early date, within Hawthorn or Boroondara. While the place does present the elements of the class well, the Panel does not consider that the place can be said to be highly intact both in terms of its comparators but also given the cumulative changes to the dwelling which are not simply removable.

While the Panel considers that the place comes close to achieving the necessary threshold of representative significance, on balance it considers the threshold for Criterion D is not met based on the information before the Panel.

(v) Conclusions and recommendation

The Panel concludes:

- 48 Wattle Road, Hawthorn does not meet the threshold for historical or representative local heritage significance based on the information before the Panel.
- The Heritage Overlay should not apply to 48 Wattle Road, Hawthorn.

The Panel recommends:

Delete the application of the Heritage Overlay to 48 Wattle Road, Hawthorn.

4.4 Knottywood Units, 63 Wattle Road, Hawthorn

Exhibited Statement of Significance



What is significant?

63 Wattle Road, Hawthorn, designed by architect Roy Simpson, is significant. Elements that contribute to the significance of the place include:

- Original planned landscape and siting of four individual unit blocks (three single storey; one double storey) and four carport structures across the site.
- Individual private courtyards to each unit.
- Light grey concrete brick walls and original pattern of window and door openings.
- Very low pitched (almost flat) transverse gable roofs with deep eaves, exposed rafter ends and concealed gutters (blocks B, C & E).
- Projecting flat roofed porches supported by slender steel posts (Block B).
- Cantilevered porches (Block C and D).
- Porches linked to other structures (Block E).
- Flat roof with no eave overhang (south elevation) to Block D.
- Two storey glazed curtain wall and the opaque pale blue spandrel panel at first floor level and fitted metal shade awing (Block D).
- The gravel and asphalt drives (fabric and layout).
- Densely vegetated garden beds and established vegetation.
- Volcanic rock roundabout, early signage, light grey concrete brick out buildings and screening walls.

How is it significant?

The 'Knottywood' Units are of historical and aesthetic significance to the City of Boroondara.

Why is it significant?

63 Wattle Road, Hawthorn, planned and built between 1961 and 1964, is of local historical significance as one of the earliest (if not the earliest) examples of a medium-density 'own-your-own' residential unit development in the City of Boroondara. Its radical planning, which involved positioning varying blocks of units across the site within connecting landscaped gardens, challenged the prevailing suburban model of a single house on a quarter-acre block and notably predates the introduction of the Cluster Titles Act 1974 by ten years.

(Criterion A)

Designed by noted Melbourne architect Roy Simpson, 63 Wattle Road is of local historical significance for exemplifying a new and emerging development pattern of medium-density residential housing in the postwar period, which was associated with the postwar subdivision of formerly large estates. The place is also of local historical significance for the evidence it provides — through the design of the units and the site layout — of Boroondara as a locus for fine, architect-designed public and private buildings from the 1850s through to the postwar period. **(Criterion A)**

63 Wattle Road, Hawthorn, is of local aesthetic significance as a notable example of a multi-unit development designed by prominent architect Roy Simpson in the Modernist style. Unique for its time, the site is carefully planned with blocks of units carefully placed within a landscape setting. Reflecting broader landscape trends of the 1950s and 1960s, and departing from the traditional concept of the house as an isolated object bound by a polished front garden, the landscape includes a combination of gravel and asphalt drives that meander through the site with densely planted garden beds and an almost sculptural use of planting to connect the unit blocks and integrate the built form and landscape. This setting enhances the amenity of the units. Aesthetic significance is also derived from the units themselves which have a simplicity of structure and minimisation of decoration that reflects the influence and regional expression of International modernism. **(Criterion E)**

(i) The issues

The issues are whether 63 Wattle Road, Hawthorn:

- meets the Criterion A threshold for historical significance
- meets the Criterion E threshold for aesthetic significance
- should be included in the Heritage Overlay.

(ii) Evidence and submissions

In addition to general submissions opposing the Amendment and several supporting submissions, one submission specifically opposed the application of the Heritage Overlay to 63 Wattle Road, identifying:

- built in the 1960's the place had no historic or cultural significance
- the place citation focuses on the history of the property and 'Knottywood' house which does not extend to the units which were built much later
- none of the units are visible from the street and as such have no aesthetic significance.

Mr Huntersmith's evidence for 63 Wattle Road was that:

- for Criterion A:
 - it was one of the earliest (if not earliest) Boroondara examples of a medium density 'own-your-own' residential unit development
 - applied for its time "*radical planning of positioning varying blocks of units across the site with connecting landscape gardens*"
 - was evidence of several Thematic History themes (6.3.2, 6.3.4 and 6.75):
 - as a focus of Boroondara for leading architect-designed private buildings into the postwar period
 - designed by noted architect Roy Simpson it exemplified the development pattern of medium density housing across the municipality which intensified with postwar subdivision of large estates
 - the postwar apartment boom in Boroondara centred around Hawthorn, with the place identified as a 'related place' in the Thematic History
- satisfied the LH Guide steps

- satisfied the LH Guide Criterion E steps referring to the descriptions of aesthetic characteristics and values, and Statement of Significance criteria description.

In response to the Panel's questions about the units not being appreciable from the public realm (aside from glimpses to the carport structures), Mr Huntersmith did not see this as problematic noting that the landscape components were evident. In relation to the landscaping within the property, he advised that while the landscape elements had been examined, there was insufficient information to know if they were significant enough to apply tree controls within the Heritage Overlay Schedule.

Council adopted and supported Mr Huntersmith's evidence. In closing it advised that three of the four other properties identified in the Thematic History under 'Developing higher density living' which related to the postwar apartment boom were included in the Heritage Overlay. Of these 30 Lisson Grove, Hawthorn was in HO492 (Lisson Grove Precinct) and noted as non-contributory to the Precinct.

(iii) Discussion

Designed by architect Roy McCowan Simpson the group of fourteen light grey concrete block construction dwellings known as the 'Knottywood Units' are arranged as three low pitched roofed single storey blocks and one flat roofed two storey block with flat roofed carports around a shared common area. The dwellings are located at the rear of a T-shaped lot⁴ accessed off a landscaped shared driveway located between 61 and 65 Wattle Road. This landscape character extends through the site and includes garden beds, several large established trees and a mix of lower height exotic and native trees and shrubs, screening walls, its mix of asphalt and gravel driveway elements, volcanic rock roundabout and early 'Knottywood' sign.

The units and their architectural elements including facades, pattern of windows and doors, porches and cantilevered entry canopies on the two-storey block and carports are highly intact and readily apparent from within the site. However, they are not visible from Wattle Road (aside from a glimpse of carports and landscape elements). Other building design features including rear façade details, doors and windows and courtyards are not visible.

The landscape setting of the place also remains a distinctive element. While it is not clear whether the current planting treatments are original (some are likely to be because of their maturity) other elements still remain intact including the Knottywood sign, screen walls, driveway materiality and volcanic rock round about.

In response to the specific site submission, the Panel observes the citation makes several references in the citation history to the dwelling known as 'Knottywood'. It was constructed on an L-shaped lot in 1868 and resided in by the architect as a boy and who later subdivided site in 1961⁴ creating the separate lot which now accommodates the units. Reference to Knottywood house is an important part of the site's development for units but is not relied on for establishing significance. The citation however identifies Roy Simpson as an architect of some note that also specialised in landscape planning.

⁴ The Citation also refers to a subdivision date of 1958

The comparative analysis instead identifies:

- the 'Knottywood' Units represent an early exemplar of medium density residential housing in a distinctly Modernist aesthetic
- the state's first block of Own-your-own flats were built in Hawthorn in 1949
- that the Thematic History, *"as demonstrating Boroondara's postwar apartment boom, the multi-unit site planning employed by Simpson at 'Knottywood' appears to have been one of the earliest, if not the earliest example of this building typology within Boroondara"*.

The only other comparable Boroondara Heritage Overlay unit example was 'Townhouses' at 76 Molesworth Street, Kew (HO325) comprising six dwellings designed by architect Graeme Gunn, constructed 5 years after the Knottywood Units, and which applied grey blockwork.

The comparative analysis notes the other unit developments designed by Roy Simpson including the 'Tron' flats in Toorak as comparable to the Knottywood Units. Overall the comparative analysis identifies the place compares *"well as a highly intact, early example of a Modernist medium density townhouse unit complex"*. Further:

Simpson's 'Knottywood Flats' utilises a striped back Modernist aesthetic that incorporates very low-pitched roofs with exposed rafter ends, sheer wall planes of grey concrete blocks and large window walls of glass; the architectural expression of which aligns with the concept of a regional Melbourne style introduced by architect Robin Boyd, in 1947.

...

The units are distinguished by their sophisticated use of a stripped back Modernist design aesthetic and their radical site planning which reinterprets traditional suburban subdivision patterns by free sitting modular 'blocks' within communal open landscaped spaces.

Criterion A

The Panel considers that for Criterion A, the place meets the basic test of the LH Guide. It has a clear association with the postwar apartment boom and is noted in the Thematic History as a place related to this activity. It is one the earliest (if not the earliest) examples of a medium density 'own-your-own' residential unit development in Boroondara. Its design by a prominent architect of the early Modernist style it is also evidence of architect-designed private buildings in the postwar period.

The Panel considers the place meets the threshold tests of the LH Guide with a high level of intactness and integrity which allows the building to be understood. It compares very well with the only similar medium density development in Boroondara.

Criterion E

The Panel considers that for Criterion E the place meets the basic test of the LH Guide with physical fabric of the place including its overall building composition and materiality and its landscape setting and associated elements.

The place meets the threshold tests of the LH Guide based on:

- its high level of building integrity and intactness including original landscape setting
- it being a notable example of a multi-unit development designed by prominent architect Roy Simpson in the Modernist style and unique for its time.

(iv) Conclusions

The Panel concludes:

- The 'Knottywood Units' 63 Wattle Road, Hawthorn meets the threshold for historical and aesthetic local heritage significance.
- The Heritage Overlay should apply to 'Knottywood Units' 63 Wattle Road, Hawthorn.

4.5 82 to 84 Wattle Road, Hawthorn

Exhibited Statement of Significance



What is significant?

82–84 Wattle Road, Hawthorn, built 1879, is significant. Elements that contribute to the significance of the place include:

- Garden setting.
- Symmetrical built form designed to appear as a single house.
- Bichrome brick walls.
- Slate hipped roof with shallow boxed eaves and brick eaves brackets.
- Bichrome brick chimneys.
- Original pattern of fenestration and timber joinery.
- Tripartite timber sash windows and timber double-hung sash windows.
- Double-storey verandah with cast iron frieze and balustrade.

How is it significant?

82–84 Wattle Road, Hawthorn, is of local historical and representative significance to the City of Boroondara.

Why is it significant?

82–84 Wattle Road, Hawthorn is of historical significance for the evidence it provides of an early and distinctive phase in the history of suburban development in Hawthorn. 82-84 Wattle Road illustrates the gradual subdivision and transfer of land from the early German landowners and the beginnings of suburban development in this part of Hawthorn. The Victorian-era terrace pair, built in 1879 for jeweller Joseph Stokes, demonstrates a move towards more concentrated residential development that was suitable for the rising professional middle class. **(Criterion A)**

82–84 Wattle Road, Hawthorn is of representative significance as a highly intact Italianate pair of two-storey houses built in 1879. The typology of the residences (two substantial semi-detached residences set in a garden and designed to appear as a large, detached residence) is unusual in Boroondara. The pair retains important and defining characteristics of typical Victorian Italianate forms and detailing. These include the slate hipped roof, brick eaves brackets, bichromatic brickwork, cast iron verandah, tripartite sash windows and face brick chimneys. **(Criterion D)**

(i) The issues

The issues are whether 82 to 84 Wattle Road, Hawthorn:

- meet the Criterion A threshold for historical significance
- meet the Criterion D threshold for representative significance
- should be included in the Heritage Overlay.

(ii) Evidence and submissions

While some submissions opposed the Amendment in its entirety there were no opposing submissions that specifically addressed 82-84 Wattle Road. There were however supporting submissions.

Mr Huntersmith's evidence did not include an opinion on 82-84 Wattle Road noting there were no submissions received for the property.

Council submitted the methodology applied to identifying and assessing the heritage significance of the place supported the conclusion that it met the thresholds of Criterion A, D and E.

(iii) Discussion

The freestanding Victorian Italianate terrace pair at 82 to 84 Wattle Road built in 1879 (and named 'Carola' and 'Olinda' in 1898) is highly intact with few changes to its original and early fabric. Both buildings have single level rear extensions which are not visible from Wattle Road and do not compromise its symmetrical form.

The features identified of significance are highly intact and clearly visible behind the more recent but stylistically sympathetic mid-level height picket front fence and landscaped setback, including:

- biochromatic brick walls and chimneys
- slate hipped roof (giving the appearance at street level as a single dwelling (aside from differently painted balustrades and verandahs and front fence))
- original pattern of fenestration, joinery and timber windows
- double-storey verandahs with cast iron frieze and balustrades.

The comparative analysis identifies:

- the Italianate style is well represented in the Heritage Overlay within Boroondara with detailing ranging from modest to elaborate
- the level of intactness of this style is moderate to very high.

The terrace pair form is rare in Hawthorn and Boroondara more broadly with only two examples in Hawthorn identified:

- Glendale and Cleverdon House, 106 and 108 Riversdale Road, Hawthorn (HO474 - historic and architectural significance)
- 238 to 244 Bakers Road, Hawthorn (HO437 - historic and architectural significance).

The other comparative analysis places in Kew included:

- 14 to 16 Princess Street, Kew (HO522 - historic and architectural significance)
- 33 to 35 Princess Street Kew (HO334 - historic and architectural significance)

- 25 to 27 and 29 to 31 Gellibrand Street, Kew (HO529 - historic and architectural significance).

While all comparators exhibited features typical with the building type, 82-84 Wattle Road *"compares well as a highly intact representative example of an Italianate pair built in the 1870s or 1880s"*.

Criterion A

The Panel considers that for Criterion A the place meets the basic test of the LH Guide with an association with an early and distinctive phase of suburban development in Hawthorn as identified in the Thematic History. While subdivided in the early 1950's the subdivision retains the combined street width and lot depth of the parcel purchased in 1878 and subsequently developed with the terrace pair.

The Panel considers the place meets the threshold tests of the LH Guide with a very high level of intactness and integrity which allows the building to be understood to be of the era of development and Italianate style. It is a form that compares as well as the only two other comparators in Hawthorn and as well as or better than the Kew examples.

Criterion D

The Panel considers that for Criterion D:

- the place meets the basic test of the LH Guide with a clear association with an early and distinctive phase of suburban development in Hawthorn. This is identified in the Thematic History, and demonstrates principal fabric characteristics of the class which are highly intact, with a high level of integrity
- the place meets the D4 threshold test of the LH Guide as a fine example of its class. The level of integrity and intactness allows the class to be understood and appreciated and compare well with the identified comparators noting its form is not common in Boroondara.

(iv) Conclusions

The Panel concludes:

- 82 to 84 Wattle Road, Hawthorn meets the threshold for historical and representative local heritage significance.
- The Heritage Overlay should apply to 82-84 Wattle Road, Hawthorn.

5 Form of the Amendment

As identified in Chapter 1.1:

- the Amendment documents refer to the Heritage Review in different ways:
 - the Explanatory Report refers to the 'Wattle Road and Environs Heritage Study (GML Heritage October 2023)'
 - Clause 72.08 refers to the 'Wattle Road & Environs, Heritage Review (GML Heritage, February 2026)'
 - the exhibited Heritage Review is titled 'Wattle Road & Environs, Heritage Review, Methodology Report (GML Heritage, February 2026)'
 - each exhibited Statement of Significance refer to the 'Primary source' as the 'Wattle Road Heritage Study (GML Heritage, February 2026)'.
- heritage citations for each place were exhibited with the Amendment although did not form part of the Heritage Review document or Clause 72.08 Schedule despite both being prepared by GML Heritage.

Council confirmed in its closing submission in response to the Panel's questions of clarification that the correct reference to the Heritage Review document was the exhibited 'Wattle Road & Environs, Heritage Review, Methodology Report (GML Heritage, February 2026)' and the references to it in the Explanatory Report and exhibited Clause 72.08 Schedule were incorrect. It advised that:

The Methodology Report in its full form, contains the Citations for each place subject of this Amendment. As part of the exhibition of the Amendment, the Citation for each place subject of the Amendment was extracted from the Methodology Report and separately exhibited.

...

On this basis, the Methodology Report with the accompanying Citations at as an appendix should be listed as a background document in the Schedule to Clause 72.08 of the Scheme.

If there is a full form version of the Heritage Review with the citations this was not exhibited with the Amendment or provided to the Panel. The Panel was not provided with a contents page that identifies the citations or content that refers to their preparation although the Statements of Significance are referred to.

For the place citations to serve any purpose apart from supporting the application of the Heritage Overlay in the first instance they need to be identified in the Boroondara Planning Scheme. The place citations include useful contextual information, including comparative analysis, for applicants and decision-makers during a planning permit stage.

It is clearly the intent of Council that they form part of the Heritage Review. This is appropriate. In the absence of viewing a full copy of the Heritage Review this may be in the form of appendices with some explanatory text and notation at the front of the document to explain their development and inclusion. This is a matter of drafting best left to Council and its heritage expert (document author) to resolve including whether the reference to 'Methodology Report' in its title is necessary.

On the basis that the Panel has not supported the application of the Heritage Overlay to the Wattle Grove Precinct and 48 Wattle Road, Hawthorn, the related citations should not be included in the Heritage Review. If the Panel's recommendation on those places and 2

and 2a Wattle Road (to remove Criterion A) is supported by Council, then an explanatory note may be required in the Heritage Review if references to the places are retained in the Heritage Review's methodology.

To remain contemporary the Heritage Review should refer to the LH Guide replacing PPN01.

The final version of the Heritage Review should be reflected in:

- each of the place Statements of Significance under 'Primary source'
- the Clause 72.08 Schedule.

The Panel recommends:

Amend each place Statement of Significance (except for the Wattle Grove Precinct and 48 Wattle Road, Hawthorn) to refer to the final version of the Wattle Road & Environs, Hawthorn, Heritage Review.

Amend the Schedule to Clause 72.08 to refer to the final version of the Wattle Road & Environs, Hawthorn, Heritage Review.

Appendix A Document list

No.	Date	Description	Provided by
1	21 April 26	Referred material: a. Amendment documents b. Submissions and submitter list c. Council reports	Boroondara City Council (Council)
2	30 April 26	Directions Hearing Notification Letter	Planning Panels Victoria (PPV)
3	13 May 26	Correspondence re themes of submissions a. Boroondara C400boro Panel Directions	Council
4	21 May 26	Correspondence raising procedural issues and requesting documentation	Submitter 95
5	22 May 26	Response to Submitter 95's document requests	Council
6	25 May 26	Directions and Hearing Timetable version 1	PPV
7	26 May 26	Map of submitter locations (Panel only)	Council
8	27 May 26	2010 Context Hawthorn Heritage Precincts Study (Volume 1 and 2)	Council
9	27 May 26	2011 Lovell Chen Boroondara Heritage Investigations Council citations	Council
10	27 May 26	Mr Graeme Butler's Wattle Road Precinct Submission	Council
11	1 June 26	Email suggesting site inspection route	Submitter95
12	1 June 26	Part A submission	Council
13	3 June 26	Panel correspondence and Hearing timetable version 2	PPV
14	4 June 26	Expert Evidence – Mark Huntersmith	Council
15	4 June 26	Expert Evidence – Mark Stephenson	Jocelyn Schifftan
16	10 June 26	Correspondence re document request from submitter 95: a. Boroondara C404boro Authorisation Further Information Letter May 2024 b. Response to Further Information Request 31 May 2024 c. GML Response – 31 May 2024	Council
17	11 June 26	Late Submission – Phillip Arbon	Council

No.	Date	Description	Provided by
18	11 June 26	Hearing Timetable version 3	PPV
19	15 June 26	Written submission	Submitter 95
20	15 June 26	Written submission	Fiona Treleaven
21	15 June 26	Written submission	Andrew Nunn
22	16 June 26	Hearing submission: a. Attachment slides	Christina Branagan
23	16 June 26	Council's Part B submission: a. Appendix 1 – Housing Strategy	Council
24	16 June 26	'Day 1' documents: a. 48 Wattle Road, Hawthorn citation b. Wattle Grove Precinct, Hawthorn citation c. 48 Wattle Road, Hawthorn – Statement of Significance d. Wattle Grove Precinct, Hawthorn – Statement of Significance	Council
25	16 June 26	Hearing submission	Stephanie Schifftan
26	16 June 26	Hearing submission with attachments: a. Photos of planning permits for 48 Wattle Road, Hawthorn b. Photos of 48 Wattle Road, Hawthorn c. Documentation regarding Roseberry Street Heritage Assessment and C395boro d. Urban Planning Delegated Committee Agenda 20/04/2026 4.1 Wattle Road Heritage Study – Exhibition outcomes e. Request for further advice from Council to GML Heritage regarding C404boro 31 May 2026 f. Changes to 48 Wattle Road, Hawthorn citation g. Changes to Statement of Significance for 48 Wattle Road, Hawthorn h. Oral submission outline – 5 June 2026 i. Photos of 151 Power Street	Jocelyne Schifftan

No.	Date	Description	Provided by
27	17 June 26	Hearing submission with attachments: a. Submission attachment b. Additional speaking notes	Brett Dawson
28	17 June 26	Hearing submission	Andrew Nunn
29	17 June 26	Hearing Timetable version 4	PPV
30	18 June 26	Boroondara Thematic Environmental History	Council
31	18 June 26	Confirmation of Hearing close and final documents to be provided	PPV
32	18 June 26	Submission presentation notes	Jocelyne Schifftan
33	18 June 26	Submission correction	Jocelyne Schifftan
34	18 June 26	Submission presentation notes	Stephanie Schifftan
35	19 June 26	Council's written closing submission with attachment: a. Meridith Gould 1993 Study extracts	Council

Appendix B Planning context

B:1 Planning policy framework

Council submitted that the Amendment is supported by various clauses in the Planning Policy Framework, which the Panel has summarised below.

Victorian planning objectives

The Amendment will implement section 4(1)(d) of the *Planning and Environment Act 1987* (the Act) to:

- conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value
- balance the present and future interests of all Victorians.

Planning Policy Framework

common zone and overlay purpose is to implement the Municipal Planning Strategy and the Planning Policy Framework. The Amendment supports:

- **Clause 2.03-4** (Built environment and heritage) which includes the strategic direction to *"protect all individual places, objects and precincts of cultural, aboriginal, urban and landscape significance"*.
- **Clause 15.01-5S** (Neighbourhood character) which seeks to recognise, support and protect neighbourhood character, cultural identity, and sense of place.
- **Clause 15.03-1S** (Heritage conservation) which seeks to ensure the conservation of places of heritage significance. Relevant strategies are:
 - Identify, assess and document places of natural and cultural heritage significance as a basis for their inclusion in the planning scheme.
 - Provide for the protection of natural heritage sites and man-made resources and the maintenance of ecological processes and biological diversity.
 - Provide for the conservation and enhancement of those places which are of, aesthetic, archaeological, architectural, cultural, scientific, or social significance.
 - Encourage appropriate development that respects places with identified heritage values.
 - Retain those elements that contribute to the importance of the heritage place.
 - Encourage the conservation and restoration of contributory elements.
 - Ensure an appropriate setting and context for heritage places is maintained or enhanced.
- **Clause 15.03-1L** (Heritage in Boroondara) which seeks to *"preserve 'significant' heritage places, protecting all significant heritage fabric including elements that cannot be seen from the public realm"* and to *"retain and conserve 'contributory' places and fabric in the Heritage Overlay which are visible from the primary street frontage."*

B:2 Other relevant planning strategies and policies

i) Plan for Victoria

Plan for Victoria states at Pillar 3 (Great places, suburbs and towns):

Heritage protection: We'll preserve Victoria's rich and diverse cultural heritage by protecting significant sites and precincts.

Council submitted the Amendment was consistent with Pillar 3.

ii) Boroondara Community Plan 2025-2035

The Boroondara Community Plan 2025-35 sets out the 10-year vision for Boroondara's future based on values, aspirations and priorities important to the community, and includes the Council Plan 2025-29. Council identified the Amendment supports:

- Supports Theme 2 of the Plan, that *"Our places are thriving, liveable and support local access to housing, jobs, and vibrant activity centres, while celebrating our unique identity and heritage"*.
- Implements Aim 2.3: Balancing growth, amenity and heritage: *"Our places evolve through good planning and high-quality and diverse development, meeting future needs while preserving liveability, character and heritage."*
- Implements the Strategic Objective of Theme 4 of the Plan, to: *"Protect the heritage and respect the character of Boroondara, while facilitating appropriate, well-designed development"* as well as Strategy 4.1 *"Boroondara's heritage places are protected through ongoing implementation of heritage protection controls in the Boroondara Planning Scheme."*

iii) Heritage Strategy and Action Plan 2025-2029

The Boroondara Heritage Strategy and Action Plan 2025-29 sets out Council's long-term vision to recognise, protect, support, and celebrate heritage across Boroondara. Council identified that the Amendment supports the following key pillar of the Heritage Strategy and Action Plan:

- Know - We will ensure that our heritage is identified, well-researched and documented.

iv) Boroondara Housing Strategy, 2023

The Housing Strategy identifies how Council will accommodate the community's housing needs over a 15 year period with the population forecast to grow by around 28,700 additional residents and 9,400 additional dwellings in that time.

The Housing Strategy identifies:

Housing capacity analysis shows there is adequate capacity to accommodate projected future housing in Boroondara. However, it needs to be guided to appropriate locations. This means most of our future housing development will continue to be directed towards areas that are well located in relation to existing infrastructure, jobs, services and public transport such as major activity centres, commercial corridors and along some main roads (as shown on the Framework Plan as high and moderate change areas). These areas have also been identified as being able to absorb some change in character.

The desired outcomes are:

- The majority of new housing, particularly higher density housing, is located in activity centres, commercial and public transport corridors and along some main roads
- A diverse range of housing types are delivered
- New housing is respectful of the City's unique character.
- New housing located within activity centres and commercial areas does not displace commercial uses.
- New developments align with preferred character outcomes and design guidelines in the Neighbourhood Character Precinct Statements.

- Appropriate infrastructure assets are planned for and are in place to accommodate future housing development, including new housing developments contributing to required upgrades of infrastructure to meet additional demands.

The Housing Strategy includes a Housing Framework Plan with three change areas – low, moderate and high. The Amendment land is within a ‘moderate change area’:

Moderate change areas have the capacity to accommodate a more modest level of housing and are generally within or close to activity, neighbourhood and commercial centres, education and public transportation. These areas often already have a mixed character that allows them to absorb additional housing development. It is expected that enhancement will gradually evolve over time as development of one, two or more dwellings on individual lots (including smaller scale apartment developments and additions to existing dwellings). Areas of moderate change apply to around 7% of the municipality

v) City of Boroondara Thematic Environmental History

The Thematic Environmental History (Thematic History) is a background document in the Planning Scheme and was:

prepared to document and illustrate how various themes (and the many aspects of human intervention associated with them) have manifest themselves in the City of Boroondara since the first post-contact European settlement, and, consequently, how these themes have shaped the environment and culture of the municipality as it is today. In this way, the TEH provides a context for heritage places and areas that have been identified (and will continue to be identified) across the entire City of Boroondara.

By its very nature, a TEH is arranged thematically, and not chronologically. It is not intended as an exhaustive history of the entire municipality, and thus will not include reference to every individual, group or organisation that has played some part in the development of the area. Rather, it concentrates on identifying broader patterns that explain how the local environment has been shaped over the past 160 years.

This TEH represents a consolidation of three historical overviews that were prepared for the former Cities of Hawthorn, Kew and Camberwell as a key component of their respective heritage studies. Information contained in these historical overviews has been supplemented by additional research to document any themes that were under-represented, or even entirely unrepresented in them. The themes themselves are derived from Victoria's Framework of Historic Themes, a numerical list of themes that has recently been adopted by Heritage Victoria as the industry standard.

The Thematic History identifies nine key themes each with sub-themes. Relevant to the Amendment is theme 6 ‘Building Towns Cities and the Garden State’ including:

- 6.3.2 (Creating prestigious residential area)
- 6.3.3 (Creating middle class suburbs in the early twentieth century)
- 6.3.4 (Suburban infill after the Second World War)
- 6.7.2 (Making homes for the middle class)
- 6.7.5 (Developing higher density living).

B:3 Planning scheme provisions

The Heritage Overlay purposes are:

- To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- 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.

The Heritage Overlay requires a planning permit to demolish, subdivide, build or carry out works. The Heritage Overlay enables its Schedule to specify additional controls for specific trees, painting previously unpainted surfaces, internal alterations and an incorporated plan (which may exempt buildings and works and other changes from requiring a planning permit). The Schedule may also identify if a place can be considered for uses that are otherwise prohibited, subject to a planning permit.

B:4 Ministerial Directions and guides

Ministerial Directions

The Explanatory Report discusses how the Amendment meets the requirements of:

- Ministerial Direction 11 (Strategic Assessment of Amendments)
- Ministerial Direction (The Form and Content of Planning Schemes pursuant to section 7(5) of The Act) – referred to as Ministerial Directions 7(5) in this Report.

That discussion is not repeated here.

Victorian Local Heritage Guidelines

The LH Guide explain the key processes for applying the Heritage Overlay to a heritage place in two parts:

- Part A explains the assessment and documentation process.
- Part B explains how to apply the Heritage Overlay.

The LH Guide:

- provides a framework for assessing local heritage values and determining whether places meet the threshold of local heritage significance
- apply local heritage criteria for assessing the heritage significance of a place.

Table 5 Local heritage criteria

Criteria		
A	Historical significance	Importance to the course or pattern of our history.
B	Rarity	Possession of uncommon, rare or endangered aspects of our history.
C	Research potential	Potential to yield information that will contribute to understanding our history.
D	Representativeness	Importance in demonstrating the principal characteristics of a class of places or environments.
E	Aesthetic significance	Importance in exhibiting particular aesthetic characteristics.
F	Creative or technical significance	Importance in demonstrating a high degree of creative or technical achievement at a particular period.
G	Social significance	Strong or special association with a particular present-day community or cultural group for social, cultural or spiritual reasons.

H	Rarity	Special association with the life or works of a person, or group of persons, of importance in our history.
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Source: Victorian Local Heritage Guidelines, p18