



# Portland Heritage Gaps Study

Glenelg Shire Council

Stage 3: Research and Assessment Report

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## Portland Heritage Gaps Study

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## Executive Summary

### Background

Glenelg Shire commissioned Jacobs Group (Australia) Pty Ltd (Jacobs) to undertake a Heritage Gaps Study (the Study) of the town of Portland, in southwest Victoria.

The Schedule to the Heritage Overlay (HO) in the Glenelg Planning Scheme contains heritage items and places recommended in previous heritage studies, and places listed on the Victorian Heritage Register (VHR). Despite this, Glenelg Shire Council has identified that there are likely to be gaps in the documentation, management and protection of heritage places in the study area.

The Study comprised three stages; Stage 1 was the project inception, Stage 2 was the identification and review of places of potential heritage significance, and Stage 3 was the research, prioritisation and assessment of these places. This Research and Assessment Report documents Stage 3 of the Study and includes the aims, methodology and recommendations arising from Stage 3.

### Aims

The Study aims to capture relevant information about places of potential cultural heritage significance, document this information in appropriate formats and assist Glenelg Shire Council in their statutory obligations for the protection and management of heritage places.

### Methodology

The methodology applied for Stage 3 of the Study involved the following:

- Community consultation
- Site inspections and meetings with property owners
- Preparation of 47 heritage citations for individual properties
- Preparation of a revised heritage citation for the Portland Heritage Precinct (HO165)
- Preparation of heritage citations for six discrete heritage sub-precincts within the Portland Heritage Precinct (HO165)
- Preparation of this Stage 3 Research and Assessment Report

### Community consultation

The aim of community consultation is to seek input from the community regarding places of potential heritage significance. The process is as important as the outcomes, as community engagement in heritage can engender a sense of ownership of public heritage places and improve the understanding of local government heritage management.

During Stage 3 the following community consultation activities were undertaken:

- Liaison with the Community Reference Group (CRG) (undertaken by Glenelg Shire Council)
- Phone conversations and emails with Damein Bell (Gunditj Mirring Traditional Owners Aboriginal Corporation)
- Email correspondence with Gwen Bennett (Portland Historical Society)
- Meetings and emails with Gordon Stokes (National Trust of Victoria (Portland Branch))
- Meetings, emails and telephone conversations with property owners (detailed in following section)

## Site inspections and meetings

Five days of site inspections were undertaken by Rose Overberg (Heritage Advisor, Jacobs) from 9-13 May 2016.

Each of the 47 places for which a citation was to be prepared were inspected externally, new photographs were taken and details of the property were recorded. Photographs were taken where the places were easily visible from public areas.

Owners or managers of properties being considered for nomination to the Heritage Overlay were invited to meet with Council and Rose Overberg during the week of 9-13 May 2016. Meetings or telephone conversations were held with owners or managers of 19 out of the 47 places.

## Preparation of heritage citations

The Stage 2 report recommended 47 places for inclusion on the Glenelg Shire Planning Scheme Schedule to the Heritage Overlay (HO). These places were identified as having potential heritage significance and were prioritised based on a preliminary assessment against the HERCON criteria and a preliminary comparative assessment to substantiate the significance of each place.

Stage 3 of the Study prepared heritage citations for the six sub-precincts and the revised Portland Heritage Precinct (HO165). Citations were prepared for the following sub-precincts:

- Sub-Precinct 1 - Percy Street Commercial
- Sub-Precinct 2 - Julia Street Commercial
- Sub-Precinct 3 - Hurd Street Residential
- Sub Precinct 4 - Gawler Street Early Development
- Sub-Precinct 5 - Percy Street Residential
- Sub-Precinct 6 - Public Buildings

The content of the citations for precincts and sub-precincts included:

- Precinct or sub-precinct title
- Introduction describing the differences between significant, contributory and non-contributory elements or places
- Physical description of precinct or sub-precinct
- History of the precinct or sub-precinct and historical context
- Comparative analysis, including a comparison with other relevant precincts in Victoria
- A statement of heritage significance, developed using the Heritage Victoria template of - What is significant? How is it significant? Why is it significant?
- A map of the proposed extent of the HO for each precinct or sub-precinct
- Photographs of the key contributory or significant places within the precinct or sub-precinct
- Recommended planning controls for the precinct or sub-precinct

Heritage citations were also prepared for each of the 47 places nominated for inclusion in the Heritage Overlay. Each heritage citation included:

- Property details (name of property, address, heritage listings, place type)
- History of the place and historical context
- A map of the proposed extent of the HO for each place

- Relevant historical Australian themes that apply to the place
- Physical description of the place, its condition and recommended management
- Comparative analysis, including a comparison of each place against other similar places in the region or state
- A statement of heritage significance, developed using the Heritage Victoria template of - What is significant? How is it significant? Why is it significant?
- Photographs of the place
- Recommended planning controls for the place

## Recommendations

Recommendations have been developed for places assessed under Stage 3 (refer Table 1.1). Recommendations have also been developed for places identified as having some potential for heritage significance, but not included in the scope of Stage 3.

Table 1.1 : Recommendations for individual heritage places

Place name	Address	Recommendation
		Include on the Heritage Overlay
Residence	27 Avonmore Ave, Portland	✓
Residence 'Avonmore'	28 Avonmore Ave, Portland	✓
Former Chemist Shop	55 Bentinck St, Portland	✓
Murrell's Building	57A - 57B Bentinck St, Portland	✓
Gordon Hotel	63 Bentinck St, Portland	✓
Shop	65-67 Bentinck St, Portland	✓
Shop	85-89 Bentinck St, Portland	✓
Martell Building	81 Bentinck St, Portland	✓
Ploughed Field and North Bluff	168 Bentinck St Portland	✓
Residence	42 Bridgewater Rd, Portland	✓
Residence	170-172 Browning St, Portland	✓
Residence 'Benyeo'	41 Caledonian Hill Rd, Bolwarra	✓
South Portland Cemetery	229 Cape Nelson Rd, Portland	✓
Residence	33 Cashmore Rd, Portland	✓
The Bungalow	31 Gawler St, Portland	✓
Former stables / store	34 Gawler St, Portland	✓
Powerhouse Museum	23 Glenelg St, Portland	✓
Warehouse	3 Henty St, Portland	✓
Residence, stables and outbuildings	13 Henty St, Portland	✓
Bluestone Store	Rear of 19 Henty St, Portland	✓
Old Portland Cemetery	632 Henty Hwy, Portland North	✓
Residence 'Fairfield'	697 Henty Hwy, Portland North	✓
Residence	17 Hurd St, Portland	✓
Residence	125 Hurd St, Portland	✓

Place name	Address	Recommendation
		Include on the Heritage Overlay
Former Barleycorn Inn	221 Hurd St, Portland	✓
Bluestone and Timber sheds	3 Julia St, Portland	✓
Lido Larder	5 Julia St, Portland	✓
Ruth Martin Memorial Centre	34 Julia Street Portland	✓
Star Cinema	40 Julia St, Portland	✓
Residence	85 Kobo Creek Rd, Portland West	✓
Brick Woolstore	109 - 121 Learmonth St, Portland	✓
Portland Foreshore	31 Lee Breakwater Rd, Portland	✓
Residence	9 Parkers Rd, Portland	✓
Soldiers' Memorial Clubrooms	21 Percy St, Portland	✓
Former State Savings Bank and Residence	30 Percy St, Portland	✓
Portland Masonic Centre	157 Percy St, Portland	✓
Residence 'Caxton'	481 Portland-Nelson Rd, Cashmore	✓
Former Forest Inn	126 Princes Hwy, Bolwarra	✓
Residence 'Midwood'	216 Princes Hwy, Bolwarra	✓
Caledonian Inn	290 Princes Hwy, Bolwarra	✓
Richmond Street group	19, 21, 23 and 25 Richmond St, Portland and 9 Henty St, Portland	✓
Portland North School Masters House	42 School Rd, Portland North	✓
Fisherman's Wharf	Trawler Wharf Rd, Portland	✓
Presbyterian Sunday School Hall	15 Tyers St, Portland	✓
World War II Memorial Lookout Tower	Wade St, Portland	✓
Wattle Hill House	195 Wilsons Rd, Portland West	✓
The Corkscrew	Main Breakwater, Port of Portland Harbour	✓

Table 1.2 : Recommendations for precincts and sub precincts

Precinct / Sub Precinct name	Recommendation
	Include on the Heritage Overlay
Portland Heritage precinct (HO165) amended	✓
Sub Precinct 1 - Percy Street Commercial	✓
Sub Precinct 2 - Julia Street Commercial	✓
Sub Precinct 3 - Hurd Street Residential	✓
Sub Precinct 4 - Gawler Street Early Development	✓
Sub Precinct 5 - Percy Street Residential	✓
Sub Precinct 6 - Public Buildings	✓

Table 1.3 : Recommendations for places / precincts / sub precincts not considered under Stage 3 of the Heritage Gaps Study

Place name	Address	Recommendation		
		Further research	Prepare heritage citation	Revise HO boundary
Residence and Store (Former Flower & Must Warehouse) (HO14)	57A Bentinck Street, Portland			✓
Campbell's Drapery (HO59)	57 Percy Street, Portland		✓	✓
Residence	21 Clarke Street, Portland	✓		
Residence	41 Fitzgerald Street, North Portland	✓		
Residence	62 Julia Street, Portland	✓		
Residence	13 Market Court, Portland	✓		
Residence	5 Market Court, Portland	✓		
Residence	3 Patterson Lane, Portland	✓		
South Portland Church and Hall	114 Wellington Road, Portland	✓		
Pinegrove (HO90)	61 Bancroft Street, Portland		✓	
Houses (HO9)	9-11 Bentinck Street, Portland		✓	
House (HO10)	19 Bentinck Street, Portland		✓	
All Saints Catholic Church (HO81)	115 Bentinck Street, Portland		✓	
Richmond Henty Hotel Complex (HO114)	101 Bentinck Street, Portland		✓	
Railway cutting and Bridge	Bentinck Street, Portland	✓	✓	✓
Former Watch House (HO37)	85 Cliff Street, Portland		✓	
Residence (HO107)	16 Fern Street, Portland		✓	
Former Hills School (HO100)	33-35 Fitzgerald Street, North Portland		✓	
Former Henty Woolstore (HO65)	6 Julia Street, Portland		✓	
Shop (HO69)	7 Julia Street, Portland		✓	
Shop (HO76)	35-37 Julia Street, Portland		✓	
Claremont (HO26)	65 Julia Street, Portland		✓	
Residence (HO28)	70 Julia Street, Portland		✓	
Whalers Bluff Lighthouse (HO96)	Lighthouse Avenue, Portland		✓	
Windsor Cottage (archaeological site) (HO119)	170 Must Street, Portland	✓	✓	✓
Brick Store (HO19)	27A Percy Street, Portland		✓	
Shop (HO33)	58-60 Percy Street, Portland		✓	
Shop (HO32)	78-82 Percy Street, Portland		✓	
Royal Hotel (HO86)	113-119 Percy Street, Portland		✓	
Building (HO105)	137 Percy Street, Portland		✓	
Residence (HO84)	9 Tyers Street, Portland		✓	
Uniting Church (HO85)	19 Tyers Street, Portland		✓	
Wool selling centre	Corner Learmonth and Browning Street	✓	✓	
Gawler Street Residential Precinct	Gawler Street from Hurd to Percy Streets	✓	✓	
Narrawong heritage assessment	Narrawong and surrounds	✓		

## Abbreviations

AV	Aboriginal Victoria
CRG	Community Reference Group
DPCD	Department of Planning and Community Development
EPHC	Environment Protection and Heritage Council
ICOMOS	International Council on Monuments and Sites
HERCON	Conference on heritage common assessment criteria
The Heritage Act	Heritage Act 1995
HV	Heritage Victoria
OAAV	Office of Aboriginal Affairs Victoria
PCG	Project Control Group
PROV	Public Records Office Victoria
The Study	The Portland Heritage Gaps Study
VAHR	Victorian Aboriginal Heritage Register
VHR	Victorian Heritage Register
VHI	Victorian Heritage Inventory
VPP	Victorian Planning Provisions

## 1. Introduction

### 1.1 Background

Glenelg Shire commissioned Jacobs Group (Australia) Pty Ltd (Jacobs) to undertake a Heritage Gaps Study (the Study) of the town of Portland, in southwest Victoria.

The Schedule to the Heritage Overlay in the Glenelg Planning Scheme contains heritage items and places recommended in previous heritage studies, and places listed on the Victorian Heritage Register (VHR). Despite this, Glenelg Shire Council has identified that there are likely to be gaps in the documentation, management and protection of heritage places in the study area.

The existing Portland Heritage Precinct (HO165) was created to reflect an area of special significance as identified in the *Portland Urban Conservation Study* (Wilson Sayer Pty Ltd 1981) and has not been modified by subsequent studies. The *Portland Urban Conservation Study* (Wilson Sayer Pty Ltd 1981) identified approximately 245 properties or heritage precincts in Portland with potential cultural significance; of these 132 properties or precincts are now protected under the Glenelg Planning Scheme.

This current Heritage Gaps Study is limited to post-contact heritage places within the Portland area. Consideration of Aboriginal cultural heritage places (covered under the *Aboriginal Heritage Act 2006*) is not included in this study, unless the places relate to the post-contact period.

The Study comprises three stages; Stage 1 was the project inception, Stage 2 was the identification and review of places of potential heritage significance, and Stage 3 is the research, prioritisation and assessment of these places.

Throughout this Study, the project team are committed to acting ethically, consulting broadly and communicating honestly with Glenelg Shire Council and the wider community.

### 1.2 Aims

The goal of the Heritage Gaps Study is to identify all post-contact places of potential heritage significance that are not currently afforded protection under the Heritage Overlay.

This Study aims to capture relevant information about places of potential cultural heritage significance, document this information in appropriate formats and assist Glenelg Shire Council in their statutory obligations for the protection and management of heritage places.

The aim of Stage 3 of the Study is to provide Glenelg Shire Council with updated heritage citations for the Portland Heritage Precinct (HO165), six sub-precincts and 47 places of individual significance recommended from Stage 2 of the Study.

### 1.3 Study area

The study area is shown in Figure 1.1 and includes the extent of Portland township and parts of Bolwarra.

Figure 1.1 : Study area for the Portland Heritage Gaps Study



## 1.4 Project management and governance

A Project Control Group (PCG) was established at the start of the project with membership comprising representatives of the Glenelg Shire Council. The PCG is responsible for the management of the project from the Glenelg Shire Council perspective.

The Glenelg Shire Project Manager is Matthew Berry (Planning Manager) and the Project Coordinator is Liz Regent (Strategic Planner).

The Jacobs Project Manager is Rose Overberg. Rose is a Heritage Advisor, with a background in archaeology and geology, and extensive project management experience in heritage consulting. Rose is supported by Vanessa Edmonds (Jacobs Project Director) and Karen Murphy (Jacobs Technical Lead – Historical Heritage).

## 1.5 Heritage management and assessment guidelines

In heritage management it is critical that we learn from past experience and seek advice from those more experienced. As such this study defers to the following heritage guidelines when required:

- The values to be used in the identification and assessment of places are historic, scientific, aesthetic, social and spiritual values (as articulated in the Burra Charter) published as *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance* (Australia ICOMOS 2013). Available from <http://australia.icomos.org/publications/charters/>
- Where a place of potential cultural heritage significance is identified, a coherent and coordinated assessment against the HERCON criteria is required. The HERCON criteria are published in *A Guide to Heritage Listing in Australia* (Environment Protection and Heritage Council (EPHC) 2008). Available from <http://www.environment.gov.au/heritage/publications/guide-heritage-listing-australia>
- *Victoria's Framework of Historical Themes*. Available from <http://www.dtpli.vic.gov.au/heritage/researchand-publications/framework-of-historical-themes>
- Heritage landscapes will be assessed with reference to Heritage Victoria's *Landscape Assessment Guidelines* (2007). The aim of the Guidelines is to improve the assessment of culturally significant landscapes in Victoria. Available from [http://www.dpcd.vic.gov.au/\\_data/assets/pdf\\_file/0017/133730/Landscape-Assessment-Guidelines.pdf](http://www.dpcd.vic.gov.au/_data/assets/pdf_file/0017/133730/Landscape-Assessment-Guidelines.pdf)
- Statements of heritage significance will be developed using the Heritage Victoria format of 'What is Significant?'; 'How is it significant?' and 'Why is it significant?' This allows for a cohesive, succinct and relevant statement of the rationale behind the heritage listing for a place.
- The planning scheme documentation will be prepared in accordance with Victorian Planning Provisions (VPP) *Practice Note 1- Applying the Heritage Overlay*. Available from [http://www.dtpli.vic.gov.au/\\_data/assets/pdf\\_file/0009/238689/PN01-Applying-the-heritage-overlaypublished-1-Oct-2012.pdf](http://www.dtpli.vic.gov.au/_data/assets/pdf_file/0009/238689/PN01-Applying-the-heritage-overlaypublished-1-Oct-2012.pdf)

## 2. Legislative context

### 2.1 Heritage Act 1995

The *Heritage Act 1995* (the Heritage Act) is administered by Heritage Victoria (HV), Department of Environment, Land, Water and Planning. The main purpose of the Heritage Act is to 'provide for the protection and conservation of places and objects of cultural heritage significance and the registration of such objects'. The Heritage Act protects all categories of cultural heritage relating to the non-Aboriginal settlement of Victoria including shipwrecks, buildings, structures, objects and archaeological sites.

There are two categories of listing provided for under the Heritage Act:

- Victorian Heritage Register (Section 18), and;
- Victorian Heritage Inventory (Section 120).

#### 2.1.1 Victorian Heritage Register

This category provides protection for those places, objects, relics or shipwrecks assessed as being of outstanding cultural significance within the State of Victoria. The Heritage Act establishes a Heritage Council, an independent statutory authority which determines which heritage places/objects are included on the Victorian Heritage Register (VHR). Nominations to the VHR can be made to the Executive Director (Heritage Victoria) who will review the nomination and make recommendations to the Heritage Council for inclusion on the VHR.

Under Section 64 of the Heritage Act it is an offence to remove, demolish, damage, despoil, develop, alter or excavate a place or object on the VHR, unless a Permit is granted under Section 67 of the Heritage Act. Permit applications must be submitted to the Executive Director for consideration and determination of the matter. There is an appeal process through the Heritage Council. Fees for permits to carry out works to a registered place or object are detailed in Section 11 of the Regulations and range in scale depending on the nature and costs of the works involved.

#### 2.1.2 Victorian Heritage Inventory

The Victorian Heritage Inventory (VHI) includes all known historical archaeological sites, places and relics in Victoria that are 50 years or older, regardless of their level of cultural heritage significance. Under Section 127 of the Heritage Act it is an offence to deface, damage, disturb or excavate relics and sites whether they are included on the VHI or not.

The VHI classification is applied to those historical archaeological sites, places and relics where the level of cultural heritage significance is low to high. Consent is required from the Executive Director for works or activities, including excavation, in relation to a listed site.

##### 2.1.2.1 'D' listing

Heritage Victoria has introduced a 'D' classification in the VHI for places that don't meet the criteria for inclusion in the VHI as an archaeological site or those with no cultural heritage significance. There is no requirement to obtain Consent from HV for removal or damage to relics or sites provided with a 'D' classification although HV request they are notified in writing.

##### 2.1.2.2 Archaeological relics

A person who undertakes an investigation or survey of any land for the purposes of finding an archaeological site or relic must:

- Notify the Executive Director of his or her intention to undertake an investigation or survey prior to the commencement of the investigation or survey; and

- Provide all site documentation collected in the investigation or survey to the Executive Director.

Under Section 132 of the Heritage Act any person discovering or uncovering an archaeological relic is required to report the discovery to the Executive Director of Heritage Victoria. An archaeological relic is defined by the Heritage Act as:

- Any archaeological deposit
- Any artefact, remains or material evidence associated with an archaeological deposit which relates to the non-Aboriginal settlement or visitation of Victoria and is more than 50 years old.

## **2.2 Planning and Environment Act 1987**

The study area is located within the Glenelg Shire local government area. In accordance with the *Planning and Environment Act 1987*, the Glenelg Shire Council has developed a Planning Scheme and as part of their Planning Scheme, has produced a Schedule to the Heritage Overlay, which identifies heritage places. The purpose of the Heritage Overlay and Schedule is to conserve and enhance places of natural or cultural significance and those elements which contribute to their significance (both historical and Aboriginal heritage places).

The Glenelg Planning Scheme also has Clause 52.37 (post boxes and dry stone walls), which states that planning approval is required to demolish, remove or alter a dry stone wall (if it was constructed before 1940) or a post box (if it was constructed before 1930).

## 3. Methodology

### 3.1 Review of existing documentation

The following documents were reviewed to provide information relating to the 47 places, 1 Precinct and 6 Sub-Precincts to be considered under Stage 3 of the Study:

- *Portland Urban Conservation Study* (Wilson Sayer 1981)

The first heritage study in Portland was conducted in 1981 by Wilson Sayer Pty Ltd. This study assessed places of architectural heritage value in Portland and surrounds. The study area included all land within ten kilometres of the Portland Town Hall. Some places in the immediate area of Portland considered to be of substantial historic and/or architectural importance were also investigated. The historical background information and the identification of types and characteristics of Portland architecture provided in this report are comprehensive.

- *Glenelg Shire Heritage Study, Stage 1 (Environmental History)* (Jean, Kellaway and Rhodes 2002)

The Glenelg Heritage Study was divided into Stage 1 (Environmental History) (2002) and Stage 2 (2006). Stage 1 was prepared by Amanda Jean (Heritage Architect, Gemray Pty Ltd), Carlotta Kellaway (Historian) and David Rhodes (Archaeologist, Terra Culture Pty Ltd). Stage 1 comprised a scoping study to identify places of potential heritage significance within the Glenelg Shire. It was divided into three sections; a thematic history, community consultation, and desktop and field studies. The study area encompassed the entire Glenelg Shire and hence included Portland. The Stage 1 study identified approximately 500 places (in the entire Shire) which may potentially have some heritage significance to be further examined in Stage 2.

- *Glenelg Shire Heritage Study, Stage Two (a)* (Hubbard and Neylon 2006)

The study area for Stage 2 included the whole of Glenelg Shire, with the exclusion of Portland (as this area had been previously assessed in the 1981 study). Due to resource limitations, it was decided that Stage 2 should focus on 100 sites, including heritage precinct areas, which could be identified in the townships of the Shire. Stage 2 did not examine places in Portland.

- *Portland Heritage Gaps Study: Review and Recommendations Report* (Stage 2) (Jacobs 2016)

The report details the methodology and recommendations from Stage 2 of the current Portland Heritage Gaps Study.

### 3.2 Historical research

Additional historical research was undertaken prior to the site inspections in May 2016. Research was undertaken at National Trust (Victoria), Heritage Victoria (Victorian Heritage Inventory (VHI)), the Public Records Office Victoria (PROV) and the State Library of Victoria (online and in person).

During the site inspections in May 2016, additional research was undertaken at Glenelg Shire Library (local history collection) and History House in Portland.

### 3.3 Site inspections

#### 3.3.1 Precincts and Sub-Precincts

A survey of the proposed precinct and the six sub-precincts was undertaken during the week of 9-16 May 2016. The survey involved a pedestrian survey of each of the precincts and the recording of details of each property, predominantly the extent of fabric visible from publically accessible areas.

The exact boundaries of each proposed precinct or sub-precinct were not defined at the start of Stage 3 and it was agreed that the boundaries would be refined, as appropriate, during the course of the Study. This resulted

in some cases in removing areas or properties from the potential precincts, and in other cases adding additional adjacent areas or properties into the precincts where the latter were inspected and assessed being contributory to the heritage significance of the precinct.

### 3.3.2 Individually significant properties

Site inspections of each of the 47 properties nominated for further assessment in Stage 2 was undertaken in the week of 9-16 May 2016. These site inspections included taking photographs from the street and recording all relevant details of the buildings fabric to allow an assessment of heritage significance for each place. In several cases meetings with property owners onsite allowed photographs to be taken of interiors or other features of heritage significance within the property.

## 3.4 Comparative analysis

In order to apply a threshold, some comparative analysis was required to substantiate the significance of each place. The comparative analysis analysed other similar heritage places in Glenelg Shire, in south west Victoria, or in wider Victoria.

For precincts and sub-precincts, comparative analysis was also undertaken. Comparing precincts against each other can serve to highlight distinctions and differences, as well as common factors. It can be useful to identify other precincts of similar periods, patterns, shared associations with transport developments, or with similarly consistent or varied built form development. In this way, the comparisons help to inform the distinguishing elements of a precinct or sub-precinct.

## 3.5 Assessment of significance

### 3.5.1 The Burra Charter (Australia ICOMOS Burra Charter 1999)

The Burra Charter establishes the concept of cultural significance and sets out a series of values which contribute to cultural significance: Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations (Article 1.2). Acceptance of these Burra Charter values underlies the assessment process and the use of the assessment criteria and the criteria themselves are drawn from and make reference to these values.

### 3.5.2 Heritage significance assessment criteria

In developing recommendations regarding addition of places to the Heritage Overlay, the Victorian Planning Provisions (VPP) *Practice Note: Applying the Heritage Overlay* must be considered. The Practice Note states that places to be included on the Heritage Overlay should include 'places identified in a local heritage study provided the significance of the place can be shown to justify the application of the overlay' (DPCD 2012).

The Practice Note requires the use of recognised heritage assessment criteria, and states that 'the most important thing is that the assessment of heritage places has been rigorous and that heritage controls are applied judiciously and with justification' (DPCD 2012).

A set of common criteria (the HERCON criteria) were adopted by the Environment Protection and Heritage Council (EPHC) of the Australia and State/Territory Governments in April 2008. These criteria are recommended by the Practice Note and are detailed below:

- HERCON Criterion A - Historical – Importance to the course or pattern of our cultural or natural history.
- HERCON Criterion B - Rarity – Possession of uncommon rare or endangered aspects of our cultural or natural history.
- HERCON Criterion C - Research – Potential to yield information that will contribute to an understanding of our cultural or natural history.
- HERCON Criterion D - Representative – Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments.

- HERCON Criterion E - Aesthetic – Importance in exhibiting particular aesthetic characteristics.
- HERCON Criterion F - Creative or technical – Importance in demonstrating a high degree of creative or technical achievement at a particular period.
- HERCON Criterion G - Association (Cultural) – Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons. This includes the significance of a place to Indigenous peoples as part of the continuing and developing cultural traditions.
- HERCON Criterion H - Association (Individual) – Special association with the life or works of a person, or group of persons, of importance in our history.

### **3.6 Heritage precincts or sub-precincts**

#### **3.6.1 Level of contribution to the heritage significance of a precinct or sub-precinct**

The degree of contribution of each building towards the heritage significance of a heritage precinct was assessed during this Study. Each building was defined as significant, contributory or non-contributory. The definitions of these are as follows:

‘Significant’ heritage places are individually important places of State or local cultural heritage significance. They can be listed individually in the Schedule to the Heritage Overlay of the Glenelg Shire Planning Scheme. They can also be places that, when combined within a precinct, form an important part of the cultural heritage significance of the precinct. They may be both individually significant and significant in the context of the heritage precinct.

‘Contributory’ heritage places are places that contribute to the cultural heritage significance of a precinct. They are not considered to be individually important places of State or local cultural heritage significance, however when combined with other ‘significant’ and/or ‘contributory’ heritage places, they play an integral role in demonstrating the cultural heritage significance of a precinct.

‘Non-contributory’ places are places within a heritage precinct that have no identifiable cultural heritage significance. They are included within a Heritage Overlay because any development of the place may impact on the cultural heritage significance of the precinct or adjacent ‘significant’ or ‘contributory’ heritage places.

## 4. Results

### 4.1 Precincts and Sub-Precincts

Stage 3 of the Study prepared heritage citations for the six sub-precincts and revised the heritage citation for the existing Portland Heritage Precinct (HO165). Citations were prepared for the following sub-precincts:

- Sub-Precinct 1 - Percy Street Commercial
- Sub-Precinct 2 - Julia Street Commercial
- Sub-Precinct 3 - Hurd Street Residential
- Sub-Precinct 4 - Gawler Street Early Development
- Sub-Precinct 5 - Percy Street Residential
- Sub-Precinct 6 - Public Buildings

The content of the citations for precincts and sub-precincts included:

- Precinct or sub-precinct title
- Introduction describing the differences between significant, contributory and non-contributory elements or places
- Physical description of precinct or sub precinct
- History of the precinct or sub precinct and historical context
- Comparative analysis, including a comparison with other relevant precincts in Victoria
- A statement of heritage significance, developed using the Heritage Victoria template of - What is significant? How is it significant? Why is it significant?
- A map of the proposed extent of the HO for each precinct or sub precinct showing significant, contributory and non-contributory places within the precinct or sub precinct
- Photographs of the key contributory or significant places within the precinct or sub precinct
- Recommended planning controls for the precinct or sub precinct

The heritage citations for the amended Portland Heritage Precinct (HO165) and the six sub precincts are provided in Appendix A.

#### 4.1.1 Heritage citations and boundaries

The heritage citation for each precinct or sub precinct states why it is important and identifies the important elements that contribute to the heritage significance of the precinct or sub precinct.

Regarding the inclusion or exclusion of 'non-contributory' properties in precincts, their retention within a precinct typically depends on their location. They may be located within a row of (or adjoined on both sides by) contributory buildings, and/or in a particularly sensitive part of the precinct, and their retention would assist in managing the valued character of the precinct through controls over future development. Alternatively, where 'non-contributory' buildings are located on the edge or boundary of a precinct, or in a location which is less sensitive or important in terms of understanding or appreciating the precinct, then they may be excluded from the precinct.

During the pedestrian survey the boundaries of the potential precincts and sub precincts were further defined and clarified, in consultation with Glenelg Shire. There were several examples where an assessment was made about whether to include 'non-contributory' properties within the precinct or sub precinct boundaries.

The precinct or sub precinct boundary needed to capture the elements or characteristics that contribute to its heritage significance. In some cases, the precinct or sub precinct also includes infill developments (non-contributory) or buildings that have been significantly altered and no longer make a contribution (non-contributory).

## 4.2 Individually Significant Properties

### 4.2.1 Heritage citations

The Stage 2 report recommended 47 Places for inclusion on the Glenelg Shire Planning Scheme Schedule to the Heritage Overlay (HO). These places were identified as having potential heritage significance and were prioritised based on a preliminary assessment against the HERCON criteria and a preliminary comparative assessment to substantiate the significance of each place.

Heritage citations were prepared for each of the 47 places nominated for inclusion in the Heritage Overlay. Each heritage citation included:

- Property details (name of property, address, heritage listings, place type)
- History of the place and historical context. The history of place is not intended as a complete history of the place, but rather an outline of the key events and influences that shaped its development. For example, the history would not usually provide a description of every owner of a place, but rather of those that were associated with key periods in its development, usually when it was first constructed or established, and when key changes or improvements were made. The detail in the historical discussion depends on the availability of research material.
- Relevant Australian historical themes that apply to the place
- Physical description of the place, its condition and recommended management. This includes a description of the surviving physical fabric (such as buildings, trees, fences) which informs the history of the place and contributes to its significance. It may also describe elements that are considered intrusive or non-contributory to significance.
- Comparative analysis, including a comparison of each place against other similar places in the region or state
- A statement of heritage significance, developing using the HERCON Criteria in the Heritage Victoria template of:
  - What is significant? This includes a statement that describes the features or elements that contribute to the significance of the place. It may also include a statement to specify features that do not contribute to the significance of a place. Some citations may also include a summary of the history of the place or precinct.
  - How is it significant? This is a short statement that identifies the values that are associated with the place or precinct, and whether it is of local or State significance.
  - Why is it significant? This provides statements for each of the values (HERCON Criterion) with reference back to the features described.
- A map of the proposed extent of the HO for each place, considering appropriate curtilage (refer to detail in section 4.2.2 below)
- Photographs of the place
- Recommended planning controls for the place, using guidance provided in the VPP *Practice Note: Applying the Heritage Overlay*.

The location of the 47 places nominated for inclusion on the Heritage Overlay is shown in Figure 4.1.

The heritage citations for the 47 places nominated for inclusion on the Heritage Overlay are provided in Appendix B.

#### **4.2.2 Curtilage**

For each individually significant property the heritage citation provides a proposed extent (or curtilage) of the Heritage Overlay for that property. These boundaries have been developed considering the concept of heritage curtilage which is the area of land surrounding an item or an area of heritage significance which is essential for retaining and interpreting its heritage significance.

Heritage Victoria (nd:6) has recommended that an appropriate curtilage be identified for all heritage place to maximise an agency's ability to retain the significance of the place. In determining curtilage in this context, the following should be considered:

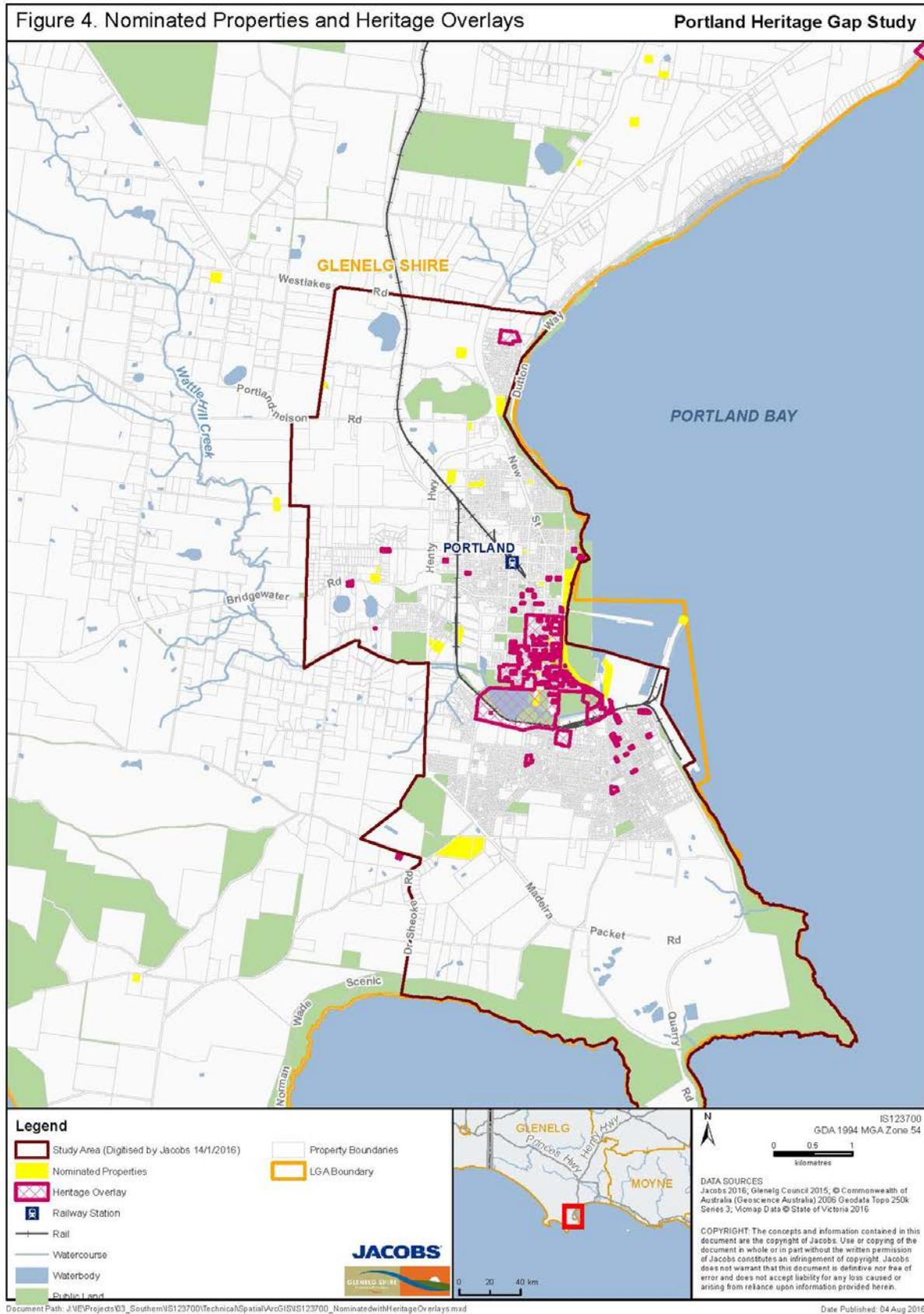
- setting and siting
- landscape and natural vegetation
- cultural plantings
- other landscape elements
- significant views to, from, and within the place
- complementary building groups and complexes.

For suburban and town lots, this is usually the entire lot, as this provides the best recognition and protection of features of heritage significance. For larger, rural properties, a curtilage around the heritage places has been proposed which takes into consideration the elements listed above and their contribution to the values of the place. This also helps avoid Heritage Overlays covering large rural properties where the majority of the property has little heritage value.

#### **4.3 Constraints and limitations**

During this stage of the Study, the only constraints encountered related to access to private property. The majority of site inspections were undertaken from public areas. No properties were accessed without express permission from owners/occupiers.

Figure 4.1 : Individual properties nominated for inclusion on the Heritage Overlay (yellow), existing Heritage Overlay places (purple)



## 5. Recommendations

The recommendations arising from the Study are that Glenelg Shire Council:

1. Adopts this Stage 3: Research and Assessment Report
2. Prepares an Amendment to the Glenelg Planning Scheme to apply the Heritage Overlay to the individual places (Table 5.1) and the amended Portland Heritage Precinct (including the sub precincts presented in Table 5.2)
3. Contacts each property owner within the affected areas to formally advise by letter that their property is in an area which is being examined for its heritage significance, with the view to making it a Heritage Overlay under the Glenelg Planning Scheme. Property owners should be invited to attend an information session and workshop on the study and their particular precincts.
4. Amends Clauses 21 of the Glenelg Planning Scheme to include the Stage 3: Research and Assessment Report as a reference document in Clause 21.09
5. Commences preparation of guidelines for development in Portland Heritage Precinct (HO165)
6. Notes the recommendations for places identified as having some potential for heritage significance, but not included in the scope of Stage 3 (Table 5.3).

Table 5.1 : Recommendations for individual heritage places

Place name	Address	Recommendation
		Include on the Heritage Overlay
Residence	27 Avonmore Ave, Portland	✓
Residence 'Avonmore'	28 Avonmore Ave, Portland	✓
Former Chemist Shop	55 Bentinck St, Portland	✓
Murrell's Building	57A - 57B Bentinck St, Portland	✓
Gordon Hotel	63 Bentinck St, Portland	✓
Shop	65-67 Bentinck St, Portland	✓
Shop	85-89 Bentinck St, Portland	✓
Martell Building	81 Bentinck St, Portland	✓
Ploughed Field and North Bluff	168 Bentinck St Portland	✓
Residence	42 Bridgewater Rd, Portland	✓
Residence	170-172 Browning St, Portland	✓
Residence 'Benyeo'	41 Caledonian Hill Rd, Bolwarra	✓
South Portland Cemetery	229 Cape Nelson Rd, Portland	✓
Residence	33 Cashmore Rd, Portland	✓
The Bungalow	31 Gawler St, Portland	✓
Former stables / store	34 Gawler St, Portland	✓
Powerhouse Museum	23 Glenelg St, Portland	✓
Warehouse	3 Henty St, Portland	✓
Residence, stables and outbuildings	13 Henty St, Portland	✓
Bluestone Store	Rear of 19 Henty St, Portland	✓

Place name	Address	Recommendation
		Include on the Heritage Overlay
Old Portland Cemetery	632 Henty Hwy, Portland North	✓
Residence 'Fairfield'	697 Henty Hwy, Portland North	✓
Residence	17 Hurd St, Portland	✓
Residence	125 Hurd St, Portland	✓
Former Barleycorn Inn	221 Hurd St, Portland	✓
Bluestone and Timber sheds	3 Julia St, Portland	✓
Lido Larder	5 Julia St, Portland	✓
Ruth Martin Memorial Centre	34 Julia Street Portland	✓
Star Cinema	40 Julia St, Portland	✓
Residence	85 Kobo Creek Rd, Portland West	✓
Brick Woolstore	109 - 121 Learmonth St, Portland	✓
Portland Foreshore	31 Lee Breakwater Rd, Portland	✓
Residence	9 Parkers Rd, Portland	✓
Soldiers' Memorial Clubrooms	21 Percy St, Portland	✓
Former State Savings Bank and Residence	30 Percy St, Portland	✓
Portland Masonic Centre	157 Percy St, Portland	✓
Residence 'Caxton'	481 Portland-Nelson Rd, Cashmore	✓
Former Forest Inn	126 Princes Hwy, Bolwarra	✓
Residence 'Midwood'	216 Princes Hwy, Bolwarra	✓
Caledonian Inn	290 Princes Hwy, Bolwarra	✓
Richmond Street group	19, 21, 23 and 25 Richmond St, Portland and 9 Henty St, Portland	✓
Portland North School Masters House	42 School Rd, Portland North	✓
Fisherman's Wharf	Trawler Wharf Rd, Portland	✓
Presbyterian Sunday School Hall	15 Tyers St, Portland	✓
World War II Memorial Lookout Tower	Wade St, Portland	✓
Wattle Hill House	195 Wilsons Rd, Portland West	✓
The Corkscrew	Main Breakwater, Port of Portland Harbour	✓

Table 5.2 : Recommendations for precincts and sub precincts

Precinct / Sub Precinct name	Recommendation
	Include on the Heritage Overlay
Portland Heritage precinct (HO165) amended	✓
Sub Precinct 1 - Percy Street Commercial	✓
Sub Precinct 2 - Julia Street Commercial	✓
Sub Precinct 3 - Hurd Street Residential	✓
Sub Precinct 4 - Gawler Street Early Development	✓
Sub Precinct 5 - Percy Street Residential	✓
Sub Precinct 6 - Public Buildings	✓

Table 5.3 : Recommendations for places / precincts / sub precincts not considered under Stage 3 of the Heritage Gaps Study

Place name	Address	Recommendation		
		Further research	Prepare heritage citation	Revise HO boundary
Residence and Store (Former Flower & Must Warehouse) (HO14)	57A Bentinck Street, Portland			✓
Campbell's Drapery (HO59)	57 Percy Street, Portland		✓	✓
Residence	21 Clarke Street, Portland	✓		
Residence	41 Fitzgerald Street, North Portland	✓		
Residence	62 Julia Street, Portland	✓		
Residence	13 Market Court, Portland	✓		
Residence	5 Market Court, Portland	✓		
Residence	3 Patterson Lane, Portland	✓		
South Portland Church and Hall	114 Wellington Road, Portland	✓		
Pinegrove (HO90)	61 Bancroft Street, Portland		✓	
Houses (HO9)	9-11 Bentinck Street, Portland		✓	
House (HO10)	19 Bentinck Street, Portland		✓	
All Saints Catholic Church (HO81)	115 Bentinck Street, Portland		✓	
Richmond Henty Hotel Complex (HO114)	101 Bentinck Street, Portland		✓	
Railway cutting and Bridge	Bentinck Street, Portland	✓	✓	✓
Former Watch House (HO37)	85 Cliff Street, Portland		✓	
Residence (HO107)	16 Fern Street, Portland		✓	
Former Hills School (HO100)	33-35 Fitzgerald Street, North Portland		✓	
Former Henty Woolstore (HO65)	6 Julia Street, Portland		✓	
Shop (HO69)	7 Julia Street, Portland		✓	
Shop (HO76)	35-37 Julia Street, Portland		✓	
Claremont (HO26)	65 Julia Street, Portland		✓	
Residence (HO28)	70 Julia Street, Portland		✓	
Whalers Bluff Lighthouse (HO96)	Lighthouse Avenue, Portland		✓	
Windsor Cottage (archaeological site) (HO119)	170 Must Street, Portland	✓	✓	✓
Brick Store (HO19)	27A Percy Street, Portland		✓	
Shop (HO33)	58-60 Percy Street, Portland		✓	
Shop (HO32)	78-82 Percy Street, Portland		✓	
Royal Hotel (HO86)	113-119 Percy Street, Portland		✓	
Building (HO105)	137 Percy Street, Portland		✓	
Residence (HO84)	9 Tyers Street, Portland		✓	
Uniting Church (HO85)	19 Tyers Street, Portland		✓	
Wool selling centre	Corner Learmonth and Browning Street	✓	✓	
Gawler Street Residential Precinct	Gawler Street from Hurd to Percy Streets	✓	✓	
Narrawong heritage assessment	Narrawong and surrounds	✓		

## 6. References

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## Appendix A. Heritage citations for precincts and sub precincts

- A.1 Portland Heritage precinct (HO165) amended**
- A.2 Sub Precinct 1 - Percy Street Commercial**
- A.3 Sub Precinct 2 - Julia Street Commercial**
- A.4 Sub Precinct 3 - Hurd Street Residential**
- A.5 Sub Precinct 4 - Gawler Street Early Development**
- A.6 Sub Precinct 5 - Percy Street Residential**
- A.7 Sub Precinct 6 - Public Buildings**

## Appendix B. Heritage citations for individual properties

- B.1 Residence 27 Avonmore Ave, Portland**
- B.2 Residence 'Avonmore' 28 Avonmore Ave, Portland**
- B.3 Former Chemist Shop 55 Bentinck St, Portland**
- B.4 Murrell's Building 57A - 57B Bentinck St, Portland**
- B.5 Gordon Hotel 63 Bentinck St, Portland**
- B.6 Shop 65-67 Bentinck St, Portland**
- B.7 Shop 85-89 Bentinck St, Portland**
- B.8 Martell Building 81 Bentinck St, Portland**
- B.9 Ploughed Field and North Bluff 168 Bentinck St Portland**
- B.10 Residence 42 Bridgewater Rd, Portland**
- B.11 Residence 170-172 Browning St, Portland**
- B.12 Residence 'Benyeo' 41 Caledonian Hill Rd, Bolwarra**
- B.13 South Portland Cemetery 229 Cape Nelson Rd, Portland**
- B.14 Residence 33 Cashmore Rd, Portland**
- B.15 The Bungalow 31 Gawler St, Portland**
- B.16 Former stables / store 34 Gawler St, Portland**
- B.17 Powerhouse Museum 23 Glenelg St, Portland**
- B.18 Warehouse 3 Henty St, Portland**
- B.19 Residence, stables and outbuildings 13 Henty St, Portland**
- B.20 Bluestone Store Rear of 19 Henty St, Portland**
- B.21 Old Portland Cemetery 632 Henty Hwy, Portland North**
- B.22 Residence 'Fairfield' 697 Henty Hwy, Portland North**
- B.23 Residence 17 Hurd St, Portland**
- B.24 Residence 125 Hurd St, Portland**
- B.25 Former Barleycorn Inn 221 Hurd St, Portland**
- B.26 Bluestone and Timber sheds 3 Julia St, Portland**
- B.27 Lido Larder 5 Julia St, Portland**

- B.28 Ruth Martin Memorial Centre 34 Julia Street Portland**
- B.29 Star Cinema 40 Julia St, Portland**
- B.30 Residence 85 Kobo Creek Rd, Portland West**
- B.31 Brick Woolstore 109 - 121 Learmonth St, Portland**
- B.32 Portland Foreshore 31 Lee Breakwater Rd, Portland**
- B.33 Residence 9 Parkers Rd, Portland**
- B.34 Soldiers' Memorial Clubrooms 21 Percy St, Portland**
- B.35 Former State Savings Bank and Residence 30 Percy St, Portland**
- B.36 Portland Masonic Centre 157 Percy St, Portland**
- B.37 Residence 'Caxton' 481 Portland-Nelson Rd, Cashmore**
- B.38 Former Forest Inn 126 Princes Hwy, Bolwarra**
- B.39 Residence 'Midwood' 216 Princes Hwy, Bolwarra**
- B.40 Caledonian Inn 290 Princes Hwy, Bolwarra**
- B.41 Richmond Street group 19, 21, 23 and 25 Richmond St, Portland and 9 Henty St, Portland**
- B.42 Portland North School Masters House 42 School Rd, Portland North**
- B.43 Fisherman's Wharf Trawler Wharf Rd, Portland**
- B.44 Presbyterian Sunday School Hall 15 Tyers St, Portland**
- B.45 World War II Memorial Lookout Tower Wade St, Portland**
- B.46 Wattle Hill House 195 Wilsons Rd, Portland West**
- B.47 The Corkscrew Main Breakwater, Port of Portland Harbour**