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## GREATER SHEPPARTON HERITAGE STUDY STAGE II

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Prepared by  
Greater Shepparton City Council

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*Local heritage makes the greatest contribution to forming our living historic environment, more so than the small number of outstanding items of state, national or world significance. Greater than the sum of its parts, the varied collection of local heritage in an area enriches its character and gives identity to a neighbourhood, region or town in a way that cannot be reproduced. Local heritage is often what makes an area distinctive in the long-term, even if the heritage features were once in a neglected state or considered unremarkable... (Heritage Council of NSW, Levels of Heritage Significance, 2008)*

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## GREATER SHEPPARTON HERITAGE STUDY STAGE II

### **Preface**

This study, the *Greater Shepparton Heritage Study Stage II April 2020*, is a consolidation of a number of heritage studies previously prepared to assess places of post-contact and shared cultural heritage significance within the City of Greater Shepparton. They include the:

- *City of Greater Shepparton Heritage Study Stage II 2007*;
- *Greater Shepparton Heritage Study Stage IIB 2013*; and
- *Greater Shepparton Heritage Study Stage IIC 2017*.

This study is intended to act as a key reference document for all places that were assessed as meeting the threshold of significance and warrant the application of a Heritage Overlay to ensure that their significance is appropriately conserved.

## 1. Legislative Requirements

Greater Shepparton City Council is the Planning Authority for its administrative area. Section 12 of the *Planning and Environment Act 1987* ('the Act') sets out the duties and powers of Council as the Planning Authority. Importantly at Section 12(1)(a) the Act states that *a planning authority must implement the objectives of planning in Victoria.*

The Act at Section 4(1) sets out the objectives of Planning in Victoria and these include:

- Section 4(1)(d) – 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; and
- Section 4(1)(e) – To balance the present and future interests of all Victorians.

This part of the Act establishes the important principle of the role of the Planning Authority to balance present and future needs in all decisions. Often planning decisions, such as where to apply the Heritage Overlay, may not be popular with present communities but are taken with a view to balancing future interests of that community.

When considering the objective of balancing present and future interests it must be noted that heritage places are important for enriching our lives and our communities. Buildings, areas, landscapes and other places of heritage value provide a window to the past and to the origins of our communities. Heritage places also add character and interest to our towns and countryside.

It is important to retain physical evidence of changing cultural practices as they tell us about where we came from and over time how we have changed. In particular the City of Greater Shepparton's rural landscapes have much to tell us about the sacrifices and hardships endured by settlers during the 19<sup>th</sup> century. They often demonstrate unique technologies that were developed in response to the harshness and isolation of settlement areas.

Aboriginal cultural heritage is generally covered by the *Aboriginal Heritage Act* (2006) but within the Study area there are some places that have a shared heritage and these are important to recognise. The Aboriginal community within the City of Greater Shepparton is a vibrant and evolving community and one that has provided a corner stone for the sense of place within this municipality.

Each place provides for an interpretation of the cultural heritage of this municipality. These places are irreplaceable and precious and so their protection under the Heritage Overlay is an important function of

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the Planning Authority.

Building further upon the duties and objectives of the Planning Authority established in the above sections of the Act, Council has the responsibility under the State Planning Policy Framework (Clause 15.03) to ensure the conservation of places of heritage significance.

It is therefore a mandated function of Council as the Planning Authority under the Act and Greater Shepparton Planning Scheme to identify, conserve and protect heritage places.

A heritage place may be a site, area, building, group of buildings, structure, archaeological site, tree, garden, geological formation, fossil site or other place of natural or cultural significance and its associated land.

Places of cultural heritage significance to a local area (called heritage places) can be protected by a Heritage Overlay.

Heritage Overlays are part of local councils' planning schemes. They help protect the heritage of a local area. Heritage Overlays include places of local significance as well as places included in the Victorian Heritage Register.

The Heritage Overlay may be applied to a single property or a number of properties. Generally when the overlay is applied to a number of properties as one place it is referred to as a 'precinct'. A group of places need not be contiguous; instead they can form a listing known as a serial listing. For instance, a number of sites with the same statement of significance can have the same overlay number but might not be geographically proximate.

This study has adopted the HERCON assessment criteria for assessing significance and this has been included in Appendix A of this document.

## 2 Thematic Environmental History

*The City of Greater Shepparton Heritage Study Stage 2 February 2004, Thematic Environmental History Volume 2 (Thematic Environmental History)* provides a context for the identification and assessment of places. The writing of the Thematic Environmental History is a dynamic process where the identification of places of potential cultural heritage significance can inform the historic themes and likewise an identification of a historic theme can inform the identification of places. The Thematic Environmental History has not been revised as part of this Study. It was assessed as being robust and able to provide sufficient guidance for this Heritage Study.

Sometimes places can be individually significant for reasons that are independent of the themes identified in the History. This is supported by the following comment in the Panel Report prepared for Amendment C57 to the Warrnambool Planning Scheme.

The panel does not see it as inimical to the significance of this building that there is currently no mention of a guest house theme in the Gap Study Thematic History. It is simply not the case that every building typology will be mentioned in such as study.

The Panel Report for Amendment C57 also once again highlighted that thematic histories are not 'static' documents and should be reviewed.

However, it is also noted that this Study has provided additional information that could be used to flesh out some of the identified themes.

The Thematic Environmental History has been included in Appendix B of this document.

The Contextual History of Tatura has been included in Appendix C of this document.

### **3 Heritage Studies**

The *City of Greater Shepparton Heritage Study Stage I (HSI)* was undertaken by SOMA Design Partnership Pty Ltd in 2000 and 2001.

The study included the identification of 135 places of cultural heritage significance across the entire municipality. In addition, the Thematic Environment History was prepared. The study did not include a datasheet for each place, nor were photographs of the identified places provided.

The *City of Greater Shepparton Heritage Study Stage II 2004 (HSII 2004)* was undertaken by Allom Lovell and Associates Pty Ltd in 2004. HSII 2004 incorporates the earlier research and findings of HSI. It included a comprehensive review of each of the cultural heritage places identified in Stage 1. An additional 90 places were also identified as places for further investigation. An assessment of an additional six sites identified while this study was in progress was undertaken independently by Heritage Concepts Pty Ltd. The assessment included five log structures and a scotch kiln, and has been incorporated as Volume Six of this study.

The recommendations of HSII 2004 were the subject of Amendments C49 and C50 to the Greater Shepparton Planning Scheme. The Heritage Overlay was applied to approximately 200 places.

The *Greater Shepparton Heritage Study Stage IIB 2013 (HSIIB)* was undertaken by Heritage Concepts Pty Ltd. This study identified gaps in the previous heritage studies and recommended a list of places of cultural heritage significance that should be included in the Heritage Overlay. It also prepared an extensive Contextual History of Tatura.

HSIIB was the subject of Amendment C110 to the Greater Shepparton Planning Scheme. The Heritage Overlay was applied to 51 'Individually Significant' places and three additional heritage precincts affecting 118 places.

The *Greater Shepparton Heritage Study Stage IIC 2017 (HSIIC)* assessed places of heritage significance across the City of Greater Shepparton and had a particular focus on rural areas. HSIIC identified 180 places as being of significance including five precincts in Dookie and Murchison.

HSIIC was the subject of Amendments C204 and C216, which introduced interim heritage controls to 178 'Individually Significant' and five new heritage precincts.



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Permanent heritage controls were implemented through Amendment C205. Amendment C205 also reviewed controls and the extent of mapping for all places in the Heritage Overlay.

The Greater Shepparton Heritage Study Stage II, April 2020 (HSII). The HSII was finalised in 2020 by Heritage Concepts Pty Ltd with assistance from Council officers in collaboration with members of the community. The HSII is a consolidation of a number of heritage studies previously prepared to assess places of post-contact and shared cultural heritage significance within the City of Greater Shepparton. It builds upon existing work undertaken in previous studies and revises various recommended controls for places of heritage significance to ensure that specific controls are applied consistently.

The preparation of HSII involved undertaking a number of specific tasks, specifically:

- the amalgamation of previous heritage studies (HSII 2004, HSIIB and HSIIC) into one document.
- revision of numerous statements of significance to align with current guidelines from Heritage Victoria and to correct erroneous details; and
- preparation of additional place citation reports for the following places:
  - places of 'Individual' heritage significance in heritage precincts; and
  - 18 and 20 Thomson Street, Tatura and 36 Welsford Street, Shepparton.

HSII builds upon the work and recommendations of previous heritage studies by presenting additional information on places already within the Heritage Overlay.

## 4 Methodology

This section broadly describes the key tasks and methodology used in preparing heritage studies. The methodologies for each study can be found in Appendix D.

The purpose of a heritage study is to document places of post contact cultural heritage significance and to make recommendations for their conservation. The places that are assessed are those that best represent the rich and diverse history of the City of Greater Shepparton. These places contribute to the individuality and streetscape, townscape, landscape or character of the area and are irreplaceable parts of its environmental heritage. Collectively, such places reflect the socio-economic and cultural history of the municipality. Places of local cultural heritage significance also form an integral part of the State's environmental heritage.

### Significance

The local significance threshold is for places of significance to a region, town or locality. A place must meet at least one of the HERCON criteria. The determination of significance can be assisted by an analysis of historical data, aesthetic analysis, and with community consultation.

In essence this means that the place must be valued for at least one of the following values:

- historic;
- social;
- aesthetic;
- technical;
- spiritual; and
- rarity.

### Historic Values

- Historic values in general mean that a place has a tangible association with, or is representative of, a historic theme. There are exceptions, such as where a place could have its own intrinsic historic cultural heritage significance.
- Historic values for the purpose of this Study are usually identified or illustrated by the fabric of the place – this can be built fabric and/or landscape elements.

### Social Values

- Social values can be found in a place which has a demonstrable community association for the municipality. This may also include an association with a person or an organisation. This

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association may be documented in local histories, local oral histories or have a strong resonance within the community. The association needs to have been maintained over a distinct period of time.

### Aesthetic Values

- Aesthetic values can be found in a place which demonstrates fine architectural and/or aesthetic qualities. These could include a particularly refined or innovative example of architecture, or one with high aesthetic qualities for the municipality.
- Other places might provide a good representative example of a specific architectural period or style for the municipality. These places will have undergone a comparative analysis with the best representative example chosen for this Study.

### Technical Values

- Technical values can be found in a place which demonstrates significant technical qualities. Technical qualities can be innovative and unusual, or the place may be a representative example of a technology for the municipality.

### Spiritual Values

- Spiritual values can be found in places that have spiritual resonance with the community. It can be a religious value or it could be less regularised and demonstrated by a deep attachment that is recognised by the municipality.

### Rarity Values

- A place can be valued for its rarity within the municipality.

The definition of a threshold of local significance can entail a degree of value judgement, and there occasionally may be legitimate and differing professional views about the heritage values of some places. The development of thresholds is something which responds to the particular characteristics of the area under investigation and its heritage resources. Thus a comparative analysis that considers the set of similar places may be required to assist. This process is essentially a comparative one within the local area. The types of factors that might be deployed to establish local thresholds can be specified State-wide. They would include rarity in the local context, condition/degree of intactness, age, design quality/aesthetic value, and importance to the development sequence documented in the thematic environmental history.

### Other factors to be considered when assessing significance

There are other factors that can influence the assessment of significance of a *place* and these include:

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### *The integrity and the intactness of a place*

The integrity and intactness of a *place* can be a factor in the consideration of its significance and inclusion in a Heritage Study.

The consideration of integrity and intactness for places to meet local thresholds of significance includes an assessment of the extent of significant fabric. This includes minimal structural changes and limited external changes to the main facades, and the retention of most of the original detailing.

### *The condition of the place*

The condition of a *place* can be a factor in the consideration of a *place*. If the condition is such that the restoration of the *place* would mean that much of the original fabric was replaced, and this fabric is of significance, this could compromise the significance to such a degree that it no longer meets the threshold for local significance.

The thresholds that have been used in this Study and to assist in the determination of significance are state significance and local significance. There are no places that have been identified as having potential national significance.

### Gradings within heritage precincts

Each property identified within a heritage precinct has been assigned a heritage grading.

- **Contributory:** A *Contributory* place contributes to the cultural heritage significance of a precinct.
- **Non-contributory:** *Non-Contributory* places do not contribute to the heritage significance of a heritage precinct. In some instances, an Individually Significant place may be considered Non-Contributory within a precinct - for example, a significant factory complex within a residential precinct.
- **Individually Significant:** An *Individually Significant* place is a place that has cultural heritage significance independent of its context. These places may also contribute to the significance of a heritage precinct. 'Individually Significant' places will usually have a separate citation and statement of significance.

Places of Individual and Contributory Heritage Places within Heritage Precincts have been listed in the Statement of Significance in the respective precincts Place Citation Report.

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The documentation for each place is recorded in HERMES (Heritage Management Electronic System) database. This database is owned by Heritage Victoria and all heritage studies are required to be entered into it.

The proposed places provide tangible physical evidence of the evolution of the municipality. All of the places represent at least one historic theme as identified in the Thematic Environmental History.

A heritage study provides the strategic justification for the application of the Heritage Overlay to places of cultural heritage significance in the Greater Shepparton Planning Scheme. A planning scheme amendment is required to apply the Heritage Overlay. All citations can be found at Appendix E of this document.

### Mapping places of heritage significance

Mapping places to be included in the Study were undertaken in accordance with Planning Practice Note 1. Within urban areas, the extent of the curtilage applies to the whole property (e.g. the centre of Shepparton). In more rural areas, the curtilage will apply to only protect the place of Heritage Significance and include an adequate buffer around the place (e.g. a homestead on a large pastoral property where only the house and associated outbuildings contribute). The precise area recommended for protection via the Heritage Overlay are specified in the place citation report, and associated planning maps which delineate a curtilage.

### The statement of significance

The Statement of Significance is a concise statement that distils the essence of significance of a *place*. The Statements of Significance for this study have been prepared in accordance with the guidelines set out in 'Planning Practice Note 1: Applying the Heritage Overlay' (2015).

The statement of significance as adopted in this study describes:

- **'What is significant?'** a brief description of the *place* and the features that contribute to the significance of the *place*.
- **'How is it significant?'** provides a list of cultural heritage values that are demonstrated by the *place* – historic, aesthetic/architectural, social, scientific/technical, spiritual, rarity.
- **'Why is it significant?'** describes the reasons why the *place* is significant.

## 5 Recommendations

It is recommended that further investigations are undertaken in areas that are not part of the current study. These areas include: Arcadia, Caniambo, Cosgrove, Katandra West, Merrigum, Mooroopna, Tallygaroopna and Undera.

The following places should be assessed as part of any future heritage study:

- 645 Violet Town Boundary Road CANIAMBO (Kurrallane)
- 355 Harston Road, HARSTON (homestead)
- 161 Waverley Avenue MERRIGUM
- Former Goulburn River jetty at Archer Street MOOROOPNA
- 16 Young Street and 6 Doonan Street, MOOROOPNA (Ardmona Cannery) prepare a detailed assessment to better determine the extant significant fabric of the place
- Northgate Street Area MOOROOPNA
- 4910 Goulburn Valley Highway MURCHISON EAST (extent of mapping and tree controls)
- 4920 Goulburn Valley Highway MURCHISON EAST
- 209-211 Fryers Street SHEPPARTON
- 7 Knight Street SHEPPARTON (house)
- 159 Knight Street SHEPPARTON (house)
- 161 Knight Street SHEPPARTON (house)
- 172 Knight Street SHEPPARTON (house)
- 173 Knight Street SHEPPARTON (house)
- 179 Knight Street SHEPPARTON (house)
- 111 Maude Street SHEPPARTON (house)
- 16 McCracken Street SHEPPARTON(house)
- 115 Nixon Street SHEPPARTON
- 117 Nixon Street SHEPPARTON
- 108 Rea Street SHEPPARTON (house)
- 28 Hogan Street TATURA (brick shed and house)
- 32 Hogan Street TATURA (house)
- 34-46 Hogan Street TATURA (former service station)
- 220 and 222 Hogan Street TATURA (Tatura Court House and former Police Station) to include the former police station in the incorporated plan for the land
- 4 and 16 William Street, 26 and 28 Park Street, and 3 and 7 Edgar Street TATURA (Edgar, Park and

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William Streets Group)

It is also recommended that:

- all heritage statements of significance be reformatted to accord with current best practice as part of a future heritage study including including the former Uniting Church at 575 Toolamba-Rushworth Road, Toolamba West (HO124) and the former Zeerust Uniting Church and Hall at 400 Zeerust Road, Zeerust (HO104);
- review the Nixon Street Group (HO174) in line with the recommendation of the Panel for Greater Shepparton Planning Scheme Amendment C110;
- undertake further strategic work to review the *Greater Shepparton Heritage Incorporated Plan 2019* to provide guidance in the form of a range of appropriate external paint colours in line with the recommendation of the Panel for Greater Shepparton Planning Scheme Amendment C205; and
- internal alteration controls be applied to 2 Purcell Street, Shepparton (VRI Building).

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**APPENDIX A – HERCON CRITERIA**

This study has adopted the HERCON assessment criteria for assessing significance. These criteria are based upon the longstanding and much used Australian Heritage Commission criteria for the Register of the National Estate.

These are summarised below:

- Criterion A** Importance to the course or pattern of our cultural or natural history.
- Criterion B** Possession of uncommon, rare or endangered aspects of our cultural or natural history.
- Criterion C** Potential to yield information that will contribute to an understanding of our cultural or natural history.
- Criterion D** Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments.
- Criterion E** Importance in exhibiting particular aesthetic characteristics.
- Criterion F** Importance in demonstrating a high degree of creative or technical achievement at a particular period.
- Criterion G** 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.
- Criterion H** Special association with the life or works of a person, or group of persons, of importance in our history.

The above criteria are particularly pertinent when assessing places of state significance. The following is an expansion of the criteria that demonstrates their application to places of local cultural heritage significance.

HERCON model criteria

**A** Importance to the course or pattern of our cultural or natural history.

The place is associated with, or can demonstrate, one of the identified historic themes in the thematic environmental history. This value should be clearly demonstrated by the fabric of the place.

**B** Possession of uncommon, rare or endangered aspects of our cultural or natural history.

The place may be rare within the municipality, township or the immediate locality. The value that is rare could be historic, social, aesthetic, technical and /or spiritual.

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C Potential to yield information that will contribute to an understanding of our cultural or natural history.

The place has a potential value to demonstrate one of the identified historic themes in the thematic environmental history.

D Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments.

The place will demonstrate a typical range of features normally associated with its values. In general the place that is identified as demonstrating the 'principal' characteristics will have a degree of integrity and be relatively intact. An architectural example would display the more generic features associated with a style and not illustrate any ground breaking or idiosyncratic design features.

E Importance in exhibiting particular aesthetic characteristics.

The place exhibits a fine example of architectural period for the region, is particularly well executed architecture, has distinctive aesthetic characteristics for the region.

F Importance in demonstrating a high degree of creative or technical achievement at a particular period.

The place is a fine example of a particular architectural style or represents significant technical or artistic/architectural innovation or achievement – when compared to other similar places within the municipality. It will generally have a high degree of integrity and be relatively intact.

G 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.

The place has strong social or historic associations for a community. This association needs to have retained its meaning and attachment for approximately 25 years (i.e. greater than one generation).

H Special association with the life or works of a person, or group of persons, of importance in our history.

The place has a strong social or historic association with an individual or organization that is generally represented within the thematic environmental history and/or in other studies, reports, histories etc.