

**Greater Bendigo Planning Scheme Amendment C270gben
Golden Square Structure Plan, Urban Design Framework and
Heritage Overlay**

Panel Report

Planning and Environment Act 1987

9 July 2025

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

Greater Bendigo Planning Scheme Amendment C270gben

Golden Square Structure Plan, Urban Design Framework and Heritage Overlay

9 July 2025

A handwritten signature in blue ink that reads "Sally Conway". The signature is fluid and cursive, with the first name "Sally" and last name "Conway" clearly distinguishable.

Sally Conway, Chair

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Glossary and abbreviations

CFA	Country Fire Authority
Council	City of Greater Bendigo
DTP	Department of Transport and Planning
EBHS	Eaglehawk and Bendigo Heritage Study, 1993
Gap Study	Heritage Gap Analysis, 2019
GRZ	General Residential Zone
Hercon	the National Heritage Convention in Canberra in August 1988
Heritage Study Stage 1	Golden Square Heritage Study Stage 1 – Chronological and Thematic History
Heritage Study Stage 2	Golden Square Heritage Study – Stage 2, Volumes 1 and 2
IN3Z	Industrial 3 Zone
Inter-war	1918 to 1939
MPS	Municipal Planning Strategy
NCO	Neighbourhood Character Overlay
PE Act	<i>Planning and Environment Act 1987</i>
Planning Scheme	Greater Bendigo Planning Scheme
Post-war	1945 to 1965
PPF	Planning Policy Framework
PPN1	Planning Practice Note 1 - Applying the Heritage Overlay
SRWSC Precinct	State Rivers and Waters Supply Commission Residential Precinct
Structure Plan	Golden Square Structure Plan
Tree Study	Golden Square Heritage Tree Study 2021
UDF	Golden Square Urban Design Framework

Overview

Amendment summary	
The Amendment	Greater Bendigo Planning Scheme Amendment C270gben
Common name	Golden Square Structure Plan, Urban Design Framework and Heritage Overlay
Brief description	<p>Implements the recommendations of the following documents into the Planning Scheme:</p> <ul style="list-style-type: none"> - Golden Square Structure Plan - Golden Square Urban Design Framework - Golden Square Heritage Study Stage 2, Volumes 1 and 2.
Subject land	The Amendment affects all land in Golden Square and parts of surrounding suburbs of Bendigo, Ironbark and West Bendigo.
The Proponent	City of Greater Bendigo
Planning Authority	City of Greater Bendigo
Authorisation	17 July 2024
Exhibition	15 August to 16 September 2024, additional notification to specific landowners between 25 February and 28 March 2025
Submissions	<p>Received from:</p> <ol style="list-style-type: none"> 1. C & S Allen 2. CL Robertson 3. QME Pty Ltd (support) 4. Girton Grammar School 5. B Rice 6. J Smith 7. H Martin 8. K Pratt 9. (Withdrawn) 10. H & J McCarthy 11. Majex Pty Ltd 12. B Maher (support) 13. Country Fire Authority 14. VicTrack 15. Goulburn Broken Catchment Management Authority 16. Goulburn Murray Water 17. M Pirie & C Armstrong 18. Ophir Holdings Pty Ltd 19. D Kendrick 20. B Wilkinson (support)

Panel process	
The Panel	Sally Conway
Directions Hearing	By video conference, 18 February and 29 April 2025
Panel Hearing	Galkangu – Bendigo Hub, Bendigo with online video access, 4 and 5 June 2025
Site inspections	Unaccompanied, 3 June 2025 Accompanied, 3 June 2025 (see Chapter 1.4 for details)
Parties to the Hearing	<ul style="list-style-type: none"> - City of Greater Bendigo represented by Briana Eastaugh of Maddocks, with Sumaya Tonny (Senior Strategic Planner) and Kylie Howe (Heritage Advisor), who called expert evidence on heritage from Natica Schmeder of Landmark Heritage Pty Ltd - Girton Grammar School represented by James Lofting of Russell Kennedy, with Monica Kelly - Jo Smith - Helen Martin - Majex Pty Ltd represented by Aaron Shrimpton of Harwood Andrews - Ophir Holdings Pty Ltd represented by John Moylan of Planning and Property Partners - Brian Rice
Citation	Greater Bendigo Planning Scheme PSA C270gben [2025] PPV
Date of this report	9 July 2025

Executive summary

Greater Bendigo Planning Scheme Amendment C270gben (the Amendment) seeks to implement the recommendations of the following documents:

- Golden Square Structure Plan (Structure Plan)
- Golden Square Urban Design Framework (UDF)
- Golden Square Heritage Study – Stage 2, Volumes 1 and 2 (Heritage Study Stage 2).

Together these plans promote urban renewal of underutilised land, create employment opportunities and encourage new and diverse infill housing, while ensuring the protection of Golden Square’s valued heritage. Undertaking development and implementation of these documents together has allowed for a balanced approach towards different, sometimes competing, planning policy objectives.

In summary, the Amendment proposes to:

- update existing local planning policies relating to settlement, activity centres, urban forest interface, landscaping, location of residential development, business, industrial land supply, public transport, freight links, social and cultural infrastructure, open space and public land to incorporate relevant strategies from the Structure Plan
- insert new local planning policies relating to walking, cycling, health facilities and cultural facilities to incorporate relevant strategies from the Structure Plan
- rezone land from the General Residential Zone (GRZ) and Industrial 1 Zone (IN1Z) to Industrial 3 Zone (IN3Z)
- update heritage provisions by:
 - removing the Heritage Overlay from 31 places
 - revising the precinct boundaries for four heritage precincts
 - applying the Heritage Overlay to 12 new heritage precincts
 - applying the Heritage Overlay to 32 individually significant heritage places
- delete the Neighbourhood Character Overlay (NCO) from properties with an existing or proposed Heritage Overlay
- apply the Design and Development Overlay, Schedule 34 to properties within the Golden Square Neighbourhood Activity Centre
- update operational provisions to introduce incorporated and background documents, new maps and revise further strategic work clauses to reflect the work undertaken as part of this Amendment.

The Amendment was exhibited between 15 August and 16 September 2024. 20 submissions were received in response to public exhibition, with six either in support or raising no objection to the Amendment. One submission was withdrawn. Of the 13 other submissions, two raised issues not related to heritage matters and 11 raised concerns with proposed revisions to heritage provisions (mostly site specific).

During the Directions Hearing, Council advised it had identified that several potentially affected parties were not directly notified during exhibition of the Amendment. Council decided to provide notice to the affected owners and provide them with an opportunity to lodge a submission prior to the Panel Hearing. The Panel Hearing was rescheduled to allow for this to occur. No further submissions to the Amendment were received.

Strategic justification

The strategic justification for the Amendment is established through the Structure Plan, UDF and Heritage Study Stage 2.

The Amendment will assist in implementing a vision for Golden Square which facilitates revitalisation and growth in a manner that respects and complements its valued heritage character.

General issues

Panels have consistently found issues such as property values and maintenance costs are not relevant when considering whether a property meets the threshold of local heritage significance to apply the Heritage Overlay. Planning Practice Note 1: Applying the Heritage Overlay (PPN1) does not include building condition, building maintenance costs and housing affordability as criteria for assessing whether to apply the Heritage Overlay. There is nothing in this Amendment which would warrant departure from that position.

PPN1 notes that when introducing the Heritage Overlay, a Council should consider whether it is necessary to provide assistance and advice to affected property owners, including access to a heritage adviser or other technical or financial assistance. Council has indicated this type of assistance is available.

Heritage Precincts

Mackenzie Street Precinct (HO954)

The Heritage Overlay should not be applied to 296 or 294 Rowan Street, Golden Square because they are Non-contributory properties at the edge of the precinct, and their redevelopment would not impact the surrounding heritage fabric. These properties should remain in the Neighbourhood Character Overlay.

Old Violet Street Precinct (HO957)

Categorising 30 Honeysuckle Street, Bendigo as a Significant property in the Old Violet Street Precinct is not justified because it does not meet the threshold of Local Significance on its own or satisfy one of the Hercon criteria at the local level. It should be categorised as Contributory.

The Heritage Study Stage 2 should be corrected to ensure all categorisations in the mapping and schedules align with citations.

Garden Gully Residential Precinct (HO951)

It is appropriate to remove outbuilding and fence controls in the Heritage Overlay Schedule from 96 Rowan Street, Bendigo because the driveway gates are no longer of heritage significance.

State Rivers and Water Supply Commission Residential Precinct (SRWSC Precinct) (HO948)

The application of the Heritage Overlay to the SRWSC Precinct is justified because it meets the threshold of Local Significance under the following criteria:

- Criterion A (historical significance) as a planned post war government development demonstrating two tiers of employee housing, through the brick and timber dwellings
- Criterion E (aesthetic significance) based on the presentation of the dwellings and street tree plantings as intact streetscapes with unifying front granite fencing

- Criterion F (technical significance) as an example of prefabricated post war housing manufactured in local SRWSC workshops.

It is appropriate to amend the Statement of Significance as proposed by Council (Document 40) to improve clarity.

It is appropriate to apply the Heritage Overlay to 2 Kurrajong Street and 501 High Street, Golden Square as part of the SRWSC Precinct as the properties contribute to its heritage significance. However, it is not appropriate to apply tree controls at 2 Kurrajong Street because the identified trees are not original plantings.

Trees on private land, where tree controls are proposed to apply in the Heritage Overlay Schedule, should be reviewed regarding their heritage significance if views of the tree were obstructed as identified in the Tree Study (trees 183, 184, 185, 195, 196, 197, 198 and 199).

Outbuilding and fence controls are appropriate at 501 High Street as the original garages contribute to the heritage significance of the Precinct.

It is appropriate to remove reference to subdivision in the Statement of Significance and allow subdivision applications to be considered on their merits.

Individual heritage places

Girton Grammar School, 83-119 Mackenzie Street, Bendigo (HO990)

The Statement of Significance for 83-119 Mackenzie Street, Bendigo should be amended to more accurately describe the property and its significant features.

These changes should be in accordance with Council's Part B version of the Statement of Significance (Document 28.1), but further modified to:

- add information about the additional stages of development of Glendure House
- indicate that most likely the half of Glendure House facing Don Street was built first (c1868-71 with an earlier core) and the half facing Vine Street built in 1876.

It is not appropriate to introduce a new category, 'historical interest', and apply it to elements of a place in the Statement of Significance for 83-119 Mackenzie Street, Bendigo.

References to the term 'historical interest' should be removed from the Statement of Significance.

The citation in the Heritage Study Stage 2 should be amended accordingly.

130 High Street, Bendigo (HO986)

The Heritage Overlay should be applied to 130 High Street, Bendigo as a historically significant example of commercial development which occurred on the principal roads outside the central district of Bendigo in the early twentieth century.

The Statement of Significance for 130 High Street should be amended to:

- remove reference to Criterion B (rarity) from 'How is it significant' as the clock is not an original feature
- update the construction date of the shop from 1866 to 1902
- add a list of elements that do not contribute to the heritage significance of the place
- remove reference to the early clock as a significant element.

The citation in the Heritage Study Stage 2 should be amended accordingly.

40 Mackenzie Street West, Golden Square (HO978)

The exhibited Statement of Significance for 40 Mackenzie Street, West Golden Square should be amended to more accurately describes the evolution of the hotel's construction, including elements that are not significant (being the opaque glass in some lower sash windows) and noting the replacement roof.

The importance of the hotel to the past mining community should be described as part of Criterion A (historical significance) and not Criterion G (social significance).

The citation in the Heritage Study Stage 2 should be amended accordingly.

Golden Square Fire Station, 260 High Street, Golden Square (HO965)

It is appropriate to remove the bell and hose drying tower as significant elements from the Statement of Significance for 260 High Street, Golden Square as they were not part of the original fabric of the Fire Station.

The Statement of Significance should be revised to remove reference to the Fire Station still being in use.

The social (associative) significance of the place should be reassessed now the Fire Station has ceased operation, and if this is no longer relevant this reference should be removed from the Statement of Significance.

The citation in the Heritage Study Stage 2 should be amended accordingly.

24 Booth Street, Golden Square (HO962)

The Statement of Significance for 24 Booth Street should be amended to:

- remove reference to the weatherboard additions as significant elements of the building
- clarify the original door is identifiable as a former opening and not a current door
- clarify the building is 'largely' unaltered.

The citation in the Heritage Study Stage 2 should be amended accordingly.

Existing Rowan Street Precinct (HO11) and 46-48 Old Violet Street, Bendigo

The streetscapes along Old Violet Street, Olive Street and Pitt Street exhibit features that continue to reflect their history. Development in these streetscapes could influence the heritage significance of the streetscapes and proposed adjoining precincts.

Properties along Old Violet Street, Olive Street and Pitt Street, including 46-48 Old Violet Street, Bendigo, should not be removed from the Heritage Overlay and should be included in the Old Violet Street Precinct (HO957).

46-48 Old Violet Street should be recommended for inclusion in the Victorian Heritage Inventory.

Tree 147 identified in the Golden Square Heritage Tree Study 2021 should be included in the Heritage Overlay as part of the Old Violet Street Precinct (HO957).

It is appropriate to review all statements of significance to ensure boundaries shown in the significant tree aerial mapping aligns with the precinct boundary mapping and to remove notations (green dots) illustrating significant trees which are outside the precinct.

Non-heritage issues

2-20 Chum Street, Golden Square

Clause 11.03-1L should not be reworded to include the southern part of 2-20 Chum Street, Golden Square within the St John of God Activity Centre because the Structure Plan does not specify this outcome.

It is not necessary to include a place-based policy in Clause 11.03-6L and strategies are appropriately captured under thematic headings throughout the Planning Policy Framework.

A new strategy should be included under 'Centre specific strategies' at Clause 11.03-1L to encourage redevelopment of activity centres in accordance with the Structure Plan.

Clause 16.01-1L should be reworded to better reflect the intended future development of the land at 2-20 Chum Street.

Update the Golden Square Structure Plan to be consistent with the wording of Clause 16.01-1L in relation to land at 2-20 Chum Street.

Panton Street, Golden Square

Land on Panton Street between Maple and Laurel Streets should not be rezoned from Commercial 1 Zone to a residential zone as part of this Amendment. The approach to progress the rezoning of this land through proposed Amendment C293gben is supported.

The Amendment will assist in implementing a vision for Golden Square which facilitates revitalisation and growth in a manner that respects and complements its valued heritage character. The Amendment should proceed subject to addressing the more specific issues raised in submissions as discussed in this report.

Recommendations

Based on the reasons set out in this Report, the Panel recommends that Greater Bendigo Planning Scheme Amendment C270gben be adopted as exhibited subject to the following:

1. **Before finalising the Amendment:**
 - (a) **review trees 183, 184, 185, 195, 196, 197, 198 and 199 in the Golden Square Heritage Tree Study 2021 to determine whether they are original plantings and contribute to the heritage significance of the State Rivers and Waters Supply Commission Residential Precinct.**
2. **Amend Clause 11.03-1L to include a new strategy under 'Centre specific strategies' as follows:**

Encourage redevelopment of activity centres in Golden Square in accordance with the Golden Square Structure Plan.
3. **Amend Clause 16.01-1L to reword the last dot point as follows:**

Support the redevelopment of land on the Southern Cross Austereo site at 161 Lily Street and 2-20 Chum Street, for mixed use, residential, short-term accommodation and aged care or medical related facilities.

4. Delete the Heritage Overlay from 294 and 296 Rowan Street, Golden Square (HO954).
5. Retain the Heritage Overlay over Non-contributory properties along Old Violet Street, Olive Street and Pitt Street, including 46-48 Old Violet Street, Bendigo, proposed to be removed from the Heritage Overlay (HO11).
6. Amend the Heritage Overlay Schedule to:
 - (a) remove outbuilding and fence controls from the driveway gates at 96 Rowan Street, Bendigo in the Garden Gully Residential Precinct (HO951)
 - (b) remove tree controls from 2 Kurrajong Street, Golden Square in the State Rivers and Waters Supply Commission Residential Precinct (HO948).
7. Amend the Statement of Significance for the Mackenzie Street Precinct (HO954) to remove 294 and 296 Rowan Street, Golden Square.
8. Amend the Statement of Significance for the Old Violet Street Precinct (HO957) to:
 - a) categorise 30 Honeysuckle Street, Bendigo as Contributory
 - b) include Non-contributory properties along Old Violet Street, Olive Street and Pitt Street, including 46-48 Old Violet Street, Bendigo, proposed to be removed from the Heritage Overlay (HO11).
9. Amend the Statement of Significance for the Garden Gully Residential Precinct (HO951) to remove outbuilding and fence controls from the driveway gates at 96 Rowan Street, Bendigo.
10. Amend the Statement of Significance for the State Rivers and Waters Supply Commission Residential Precinct (HO948) as shown in Council's final version (Document 40) to:
 - (a) include significant street trees on Figure 2
 - (b) remove the word 'contributory' from the first sentence under 'What is significant'
 - (c) include reference to original garages and front fences under 'What is significant'
 - (d) include a reference to the date of construction of the houses under 'Why is it significant'
 - (e) remove descriptive information from 'Why is it significant'
 - (f) exclude 1 Kurrajong Street from the list of places with an intact front fence
 - (g) remove tree controls from 2 Kurrajong Street
 - (h) remove the sentence "Further subdivision would destroy much of this, along with the ambience of the original layout of the estate".
11. Amend the Statement of Significance for 83-119 Mackenzie Street, Bendigo based on the Part B version (Document 28.1) to:
 - a) add information about the additional stages of development of Glendure House being constructed by 1858, then rebuilt/remodelled and extended several times in 1861, 1868, 1871 and 1876
 - b) indicate that most likely the half of Glendure House facing Don Street was built first (c1868-71 with an earlier core) and the half facing Vine Street built in 1876
 - c) remove reference to the term 'historical interest'.

12. Amend the Statement of Significance for 130 High Street, Bendigo as shown in Appendix C1 to:
 - a) clarify in 'What is significant?' the date the shop was likely constructed and remove reference to the clock as a significant feature, include the clock, rear shed and later additions to the shop front façade and plinth as non-significant elements.
 - b) remove from 'How is it significant?' reference to rarity significance.
 - c) include in 'Why is it significant' more detail to:
 - specify the date the building was constructed
 - remove reference to the clock.
13. Amend the Statement of Significance for 40 Mackenzie Street West, Golden Square as shown in Council's Part B version (Document 28.1) to:
 - a) note in 'What is significant?' the opaque glazing to some lower sashes is recent and not significant.
 - b) remove from 'How is it significant?' reference to social significance.
 - c) include in 'Why is it significant' more detail to reflect the evolution of the hotel's construction, note the replacement roof and reference its community significance as part of Criterion A.
14. Reassess the social (associative) significance of 260 High Street, Golden Square now the Fire Station has ceased operation, and if no longer relevant remove this reference to Criterion G from the Statement of Significance.
15. Amend the Statement of Significance for 260 High Street, Golden Square to:
 - a) remove all references to the bell and hose drying tower
 - b) remove reference to the Fire Station being "still in use".
16. Amend the Statement of Significance for 24 Booth Street, Golden Square as shown in Appendix C2 to:
 - a) remove reference to weatherboard additions and clarify the significance of the door only relates to the door opening from 'What is significant?'
 - b) clarify in 'Why is it significant' the building is rare because of its "largely" unaltered state.
17. Amend the boundary of the Old Violet Street Precinct (HO957) to include Tree 147.
18. Review all relevant statements of significance to ensure boundaries shown in the significant tree aerial mapping aligns with the precinct boundary mapping and to remove notations (green dots) illustrating significant trees which are outside the precinct.

1 Introduction

1.1 The Amendment

(i) Amendment description

The purpose of the Amendment is to implement the recommendations of the following documents into the Planning Scheme:

- Golden Square Structure Plan (Structure Plan)
- Golden Square Urban Design Framework (UDF)
- Golden Square Heritage Study – Stage 2, Volumes 1 and 2 (Heritage Study Stage 2).

In summary, the Amendment proposes to:

- update existing local planning policies relating to settlement, activity centres, urban forest interface, landscaping, location of residential development, business, industrial land supply, public transport, freight links, social and cultural infrastructure, open space and public land to incorporate relevant strategies from the Structure Plan
- insert new local planning policies relating to walking, cycling, health facilities and cultural facilities to incorporate relevant strategies from the Structure Plan
- rezone land from the General Residential Zone (GRZ) and Industrial 1 Zone (IN1Z) to Industrial 3 Zone (IN3Z)
- update heritage provisions by:
 - removing the Heritage Overlay from 31 places
 - revising the precinct boundaries for four heritage precincts
 - applying the Heritage Overlay to 12 new heritage precincts
 - applying the Heritage Overlay to 32 individually significant heritage places
- delete the Neighbourhood Character Overlay (NCO) from properties with an existing or proposed Heritage Overlay
- apply the Design and Development Overlay Schedule 34 to properties within the Golden Square Neighbourhood Activity Centre
- update operational provisions to introduce incorporated and background documents, new maps and revise further strategic work clauses to reflect the work undertaken as part of this Amendment.

Specifically, the Amendment proposes to:

Zoning Maps

- rezone 2.76 hectares of land at 197 and 199 Allingham Street and 1-7, Part 9-19, 21, 23, 25, Part 27, 29, 31, Part 33-39 Ham Street, Golden Square from General Residential Zone (GRZ) to Industrial 3 Zone (IN3Z)
- rezone 7930sqm of land at 66, 68 and 70 Belle Vue Road, 5 Godfrey Street, 121 and 123 Hattam Street, Golden Square from GRZ and Industrial 1 Zone (IN1Z) to IN3Z

Overlay Maps

- delete the Heritage Overlay (HO11) from:
 - 1, 1A, 1B, 2, 3, 4, 5, 6, 7, 8, 9, 10, 12 Atkinson Street, Bendigo
 - Part 267, Part 269, 273, 275, 291, 1/291, 2/291, 293, 295, 297, 299-301, 303, 1/303, 2/303, 3/303, 4/303, 5/303, 325, 327, 329, 343, 345, 347, 349, 351, 355, 359, 361,

363-365, 367-375, 1/367, 2/367, 369, 4/371-375, 5/371-375, 6/371-375 Barnard Street, Bendigo

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- 32 Maple Street, Golden Square
- Part 2, 22 Old High Street, Golden Square
- 19, 20, 21, Part 1/21, Part 3/21 Ophir Street, Golden Square

- 11, 13, 14, 15, 17, 18, 19, 21, 23, 25, 26, 27, 28, 29, 30, 1/30, 2/30, 32, 34, 36 Rose Street, Golden Square
- 33, 35, 37, 39, 40, 43, 45, 47, 52, 53, 55, 56, 57, 58, 60, 61 Shamrock Street, Golden Square
- 65, 73, 75, 81, 83, 85, 95, 97 Thistle Street, Golden Square
- 16, 1/16, 2/16, 3/16, 4/16, 18, 20, 22, 23, 24, 25, 26, 26A, 27, 1/27, 2/27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 37A, 38, 40, 41, 42, 43-45, 44, 51, 51A Wade Street, Golden Square as shown on Planning Scheme Map Nos. 18HO, 19HO, 22HO and 23HO
- 1, 2, 3, 4, 5, 7 Ashley Street, Ironbark
- 270, 272, 274, 276, 284, 286, 288-296, 308, 310, 312, 316, 320, 324, 328, 1/334, 2/334, 3/334, 340, 342, 346, 352, 354, 356, 360, 364 Barnard Street Ironbark
- 1/1, 2/1, 2, 3, 4, 5, 7, 1/7, 2/7 Darby Street, Ironbark
- 206, 209, 211, 212, 213, 214, 215, 216, 217, 218, 222, 228, Part 229, 230, 235, 240, 242 Don Street, Ironbark
- 1-3, 5-7, 9, 11, 13, 1/13, 2/13, 15, 17, 19-21, 23, 33, 1/34, 2/34, 3/34, 4/34, 5/34, 35, 36, 37, 38, 40, 39-41, 42-44, 43, 45, 46, 47, 1/47, 2/47, 48, 49, 50B, 52-54, 56, 58, Part 60, Part 62-68 Eaglehawk Road, Ironbark
- 60, 1/60A, 2/60A, 3/60A, 61, 62, 63, 64, 66, 68, 70, 71, 72, 73, 74, 75, 76, 77, 77A, 79, 81, 83, 85, 87, 89 Honeysuckle Street, Ironbark
- 9, 9A, 10, 11, 12, 13, 32, 34, 36, 38, 40, 41, 43, 43A, 47, 49, 52, 56, 58, 64 Lilac Street, Ironbark
- 1, 3, 7, 9, 11, 13, 15, 17, 19 Marong Road, Ironbark
- 7, 12, 13, 14, 19, 21, 23, 45 Nettle Street, Ironbark
- 70, 71, 72, 74, 75, 75A, 78, 82, 84, 85, 86, 87, 89, 89A, 90, 1/92, 2/92, 3/92 Old Violet Street, Ironbark
- 5, 9 Trotter Lane, Ironbark
- 2, 3, 4, 5, 6, 7, 8, 10, 12, 14, 16, 18, 20, 21, 22, 23, 24, 26, 28, 28A, 30 Webster Street, Ironbark, as shown on Planning Scheme Map Nos. 18HO, 19HO, 22HO and 23HO
- apply the Heritage Overlay (HO24) to 6 Beech Street, 23, 25, 26, 27, 28, 29, 30 Fir Street, 383 High Street, 58, 60, 62, 64, 65, 68 Panton Street, Golden Square
- delete the Heritage Overlay (HO24) from part 369-371 High Street, Golden Square
- apply the Heritage Overlay (HO25) to 291, 293, 295, 297, 299, 301, 303, Part 305 High Street, Part 6 Laurel Street, 5, 7, 9, 9A, Part 14A Maple Street, Part 279 Mackenzie Street, 11, Part 13-15, 14, 29, 31, 33, 38, 40, 42 Panton Street, Golden Square
- delete the Heritage Overlay (HO25) from Part 9A Laurel Street and 19-31 Maple Street, Golden Square
- apply the Heritage Overlay (HO26) to 93, 94, 95, 96, 98, 99, 100, 101, 102, 103, 105 Booth Street, Golden Square, 64 Marong Road, Ironbark, 100-102 Marong Road, West Bendigo
- delete the Heritage Overlay (HO26) from 1 Marble Street, 1, 2A, 3 Pethard Place, Golden Square, 53 Eaglehawk Road, 91, 93, 95 Honeysuckle Street, 2-6, 8-32, 21, 21A, 23, 23A, 25, 27, Part 40-56 Marong Road, Ironbark, 4, Part 5 Dare Street, West Bendigo
- delete the Heritage Overlay from:
 - 64 Marong Road, Ironbark (HO27)
 - 125 Don Street, Bendigo (HO110)
 - 141 Don Street, Bendigo (HO111)
 - 151 Don Street, Bendigo (HO112)
 - 189 Don Street, Bendigo (HO113)

- 206 Don Street, Bendigo (HO114)
- part of 116-118 High Street, Bendigo (HO156)
- 35A Honeysuckle Street, Bendigo (HO157)
- 168, 170 Mackenzie Street, Bendigo (HO174)
- 76 Rowan Street, Bendigo (HO245)
- 84, 86 Violet Street, Bendigo (HO287)
- 6 Beech Street, Golden Square (HO430)
- 12 Booth Street, Golden Square (HO433)
- 311-313 High Street, Golden Square (HO438)
- 320 High Street, Golden Square (HO439)
- 322 High Street, Golden Square (HO440)
- 361-363 High Street, Golden Square (HO442)
- 7 Laurel Street, Golden Square (HO446)
- 253, 255 Mackenzie Street and 17 Ophir Street, Golden Square (HO447)
- 320 Mackenzie Street, Golden Square (HO448)
- 29 Panton Street, Golden Square (HO452)
- 34 Panton Street, Golden Square (HO453)
- 48 Shamrock Street, Golden Square (HO456)
- 77-79 Thistle Street, Golden Square (HO458)
- 212 Don Street, Ironbark (HO481)
- 223 Don Street, Ironbark (HO482)
- 229 Don Street, Ironbark (HO483)
- 233 Don Street, Ironbark (HO484)
- 29 Marong Road, Ironbark (HO493)
- 50 Lilac Street, Ironbark (HO494)
- 50 Nettle Street, Ironbark (HO495)
- 52-54 Nettle Street, Ironbark (HO496)
- 27, 29, 31 Eaglehawk Road, Ironbark (HO500)
- apply the Heritage Overlay (HO947) to 23, 25, 26, 28, 30, 32, 34, 36, 38, 40, 42 Adam Street, Golden Square
- apply the Heritage Overlay (HO948) to 495, 497, 1/497, 2/497, 499, 501 High Street, 1, 2, 3, 4, 4A, 5, 6 Kurrajong Street, 1, 1A, 3, 5, 7 Mimosa Street, Golden Square
- apply the Heritage Overlay (HO949) 1, 2, 3, 4, 5, 7 Ashley Street, Ironbark
- apply the Heritage Overlay (HO950) to 142, 144, 148, 152, 154, 156, 172, 174, 176, 178, 180, 184, 186A, 186B, 190, 192, 198, 202 Don Street, 116 Mackenzie Street, 99, 108 Rowan Street, Bendigo
- apply the Heritage Overlay (HO951) to 297, 299-301 Barnard Street, 94, 96, 98 Rowan Street, 87, 89, 89A, 91, 1/91A, 2/91A, 93, 95, 97, 99 Vine Street, Bendigo
- apply the Heritage Overlay (HO952) to 288 Barnard Street, 206, 212, 214, 216, 218, 222, 228, 230-238, 240, 242 Don Street, Bendigo, 19-21, 23 Eaglehawk Road, Ironbark
- apply the Heritage Overlay (HO953) to 104, 106, 108-110, 112-114 and 116-118 High Street (also referenced as 55 Wattle Street), Bendigo
- apply the Heritage Overlay (HO954) to:
 - 5, 7, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 23A, 25, 1/25A, 2/25A, 26, 28, 29, 1/29A, 2/29A, 30, 31, 1/31A, 2/31A, 32, 33, 33A, 1/33A, 2/33A, 34, 1/35, 2/35,

- 3/35, 36, 1/37, 2/37, 3/37, 37A, 38, 38A, 39, 40, 40A, 41, 42, 43, 44, 45, 1/46, 2/46, 47, 48, 49, 51, 52, 53, 54, 55, 56, 57, 58, 59, 61 Booth Street, Golden Square
- 254, 255, 256, 257, 262, 264, 266, 267, 268, 1/268, 2/268, 269, 1/273, 2/273, 274, 275, 1/278, 2/278, 3/278, 4/278, 282, 290, 292, 294, 296, 298, 300, 306, 310, 314, 318, 320, 324, 330 Mackenzie Street
- 56, 58, 62, 66 Old High Street, Golden Square
- 11A, 11B, 13, 15 Ophir Street, Golden Square
- 272, 278, 286, 294, 296, 298, 299, 2/301, 3/301 Rowan Street, Golden Square
- 20, 22, 23, 24, 25, 26, 26A, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 38, 40, 42, 44, 51 Wade Street, Golden Square.
- apply the Heritage Overlay (HO955) to 121, 123, 125, 127, 133, 135 Don Street, 125, 133, 135, 137 Mackenzie Street, 82, 84, 86, 88, 90, 92 Violet Street, Bendigo
- apply the Heritage Overlay (HO956) to:
 - 181, 185, 189, 193, 199 Don Street, Bendigo
 - 2 Olive Street, Bendigo
 - 308, 312, 316, 320, 324, 325, 327, 328, 329, 334, 340, 342, 343, 345, 346, 347, 349, 351, 352, 354, 355, 356, 359, 360, 361, 363-365, 364 Barnard Street, Bendigo
 - 209, 211, 213, 215, 217, 223, 229, 233, 235 Don Street, Ironbark
 - 27, 29, 31, 33, 35, 37, 39-41, 43, 45, 1/47, 2/47, 49 Eaglehawk Road, Ironbark
 - 60, 1/60A, 2/60A, 3/60A, 62, 64, 66, 68, 70, 72, 74, 76 Honeysuckle Street, Ironbark
 - 9, 9A, 9B, 10, 11, 12, 13, 32, 34, 36, 38, 40, 41, 43, 43A, 47, 49, 50, 52, 56, 58 Lilac Street, Ironbark
 - 1, 3, 5, 9, 11, 13, 15, 17, 19 Marong Road, Ironbark
 - 7, 12, 13, 14, 19, 21, 23, 45, 50, 52-54 Nettle Street, Ironbark
 - 70, 71, 72, 74, 75, 75A, 78, 82, 84, 86, 87, 89, 89A, 1/92, 2/92, 3/92 Old Violet Street, Ironbark
 - 2, 3, 4, 5, 6, 7, 8, 10, 12 Webster Street, Ironbark as shown on Planning Scheme Map No. 18HO
- apply the Heritage Overlay (HO957) to:
 - 141, 143, 145, 151, 153, 155, 157, 161, 163, 165, 169, 173, 179 Don Street, Bendigo
 - 7A, 9, 10, 11, 12, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 1/24, 2/24, 3/24, 4/24, 25, 26, 27, 28, 29, 30, 31, 33, 34, 35A, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54, 55, 56, 57, 1/57A, 2/57A, 59, 1/59A, 2/59A, 61, 63 Honeysuckle Street, Bendigo
 - 62, 64, 68, 70, 72, 76, 1/80, 2/80, 3/80, 84, 86, 88, 93, 1/97, 2/97, 3/97, 99, 101, 103, 111, 113, 115, 119, 121, 123, 125, 129 Lily Street, Bendigo
 - 126, 130, 134, 138, 145, 147, 149, 151, 156, 157, 159, 160, 161, 164, 166, 167, 168, 169, 170, 185, 187, 188, 190 Mackenzie Street, Bendigo and 192, 203, 205, 209 Mackenzie Street, Golden Square
 - 1, 3, 5, 7, 11, 12, 14, 16, 20, 21, 23, 24, 27, 33, 37, 38, 39, 42, 43, 44, 47, 53 Old Violet Street, Bendigo
 - 114, 115, 119, 120, 121, 125, 126, 130, 135, 136, 148, 150, 156, 158, 162, 164, 166, 168, 170, 176 Rowan Street, Bendigo
 - 40, 43, 45, 47, 48, 52, 53, 55, 56, 57, 58, 60, 61 Shamrock Street, Golden Square
 - 62, 65, 66, 68, 70, 73, 74, 75, 76, 77, 78, 81, 82, 83, 85, 88, 94, 95, 96, 97, 98, 102, 104, 106, 108, 114 Thistle Street, Bendigo

- 75, 77, 79, 83, 85, 89, 103, 104, 105, 110, 113, 114, 115, 117, 118, 122, 125, 126, 131, 132, 134, 138, 141, 142, 143, 146, 149, 150, 152, 152A, 153, 154, 155 Violet Street, Bendigo as shown on Planning Scheme Map No. 22HO
- apply the Heritage Overlay (HO958) to 248, 249, 251, 253 Mackenzie Street, 10, 11, 13, 15, 17, 18, 19, 21, 23, 24, 25, 26, 27, 28, 29, 1/30, 2/30, 32, 34, 36 Rose Street, Golden Square
- apply the Heritage Overlay to:
 - 15-19 Allingham Street, Golden Square (HO959)
 - 45-51 Allingham Street, Golden Square (HO960)
 - 33 Belle Vue Road, Golden Square (HO961)
 - 24 Booth Street, Golden Square (HO962)
 - 27 Booth Street, Golden Square (HO963)
 - 17 Curnow Street, Golden Square (HO964)
 - 260 High Street, Golden Square (HO965)
 - 270 High Street, Golden Square (HO966)
 - 272 High Street, Golden Square (HO967)
 - 277-279 High Street, Golden Square (HO968)
 - 284-288 High Street, Golden Square (HO969)
 - 296-298 High Street, Golden Square (HO970)
 - 343 High Street, Golden Square (HO971)
 - 357 High Street, Golden Square (HO972)
 - 363 High Street, Golden Square (HO973)
 - 447-449 High Street, Golden Square (HO974)
 - Road over Rail Bridge, Hunter Street, Golden Square (HO975)
 - rear of 21 Kirby Street, Golden Square (HO976)
 - 47 MacDougall Road, Golden Square (HO977)
 - 40 Mackenzie Street West, Golden Square (HO978)
 - 64 Mackenzie Street West, Golden Square (HO979)
 - 42 Old High Street, Golden Square (HO980)
 - 3 Ophir Street, Golden Square (HO981)
 - 12 Reville Close, Golden Square (HO982)
 - 42-44 Eaglehawk Road, Ironbark (HO983)
 - 130-134 Don Street, Bendigo (HO984)
 - 120-126 High Street and 58-60 Vine Street, Bendigo (HO985)
 - 130 High Street, Bendigo (HO986)
 - 166 High Street, Bendigo (HO987)
 - 168 High Street, Bendigo (HO989)
 - 83-119 Mackenzie St, Bendigo (HO990)
 - 132 Lily Street, Bendigo (HO991)
- apply the Design and Development Overlay, Schedule 34 (DDO34) to:
 - 1, 2, 2A Booth Street, Golden Square
 - 268, 269-275, 1/269-275, 2/269-275, 3/269-275, 4/269-275, 5/269-275, 6/269-275, 7/269-275, 8/269-275, 9/269-275, 270, 272, 274, 276, 277-279, 278, 280, 281, 282, 283-289, 284-286, 287, 290-294, 291, 293, 296-298, 295-299, 300, 300A, 301, 302, 303, 305, 306, 307A, 308, 310, 312, 314, 316-320, 322, 324, 326, 1/326, 2/326, 3/326, 328, 330 High Street, Golden Square
 - 2 Laurel Street, Golden Square

- 12 Maple Street, Golden Square
- 2C, 14 Panton Street, Golden Square
- delete the Neighbourhood Character Overlay Schedule 1 (NCO1) from:
 - 121, 123 Don Street, Bendigo
 - Part 5, 7A, 9, 10, 11 Honeysuckle Street, Bendigo
 - 62, 64, 68, 70, 72 Lily Street, Bendigo
 - Part 62 Thistle Street, Bendigo
 - 26, 28, 30, 32, 34, 36, 38, 40, 42 Adam Street, Golden Square
 - 5, 7, 10, 45, 47, 48, 49, 51, 52, 53, 54, 55, 56, 57, 58, 59, 61 Booth Street, Golden Square
 - 23, 25, 26, 27, 28, 29, 30 Fir Street, Golden Square
 - Part 198-212, 383 High Street, Golden Square
 - Part 6 Laurel Street, Golden Square
 - 5, 7, 9, 9A, part 14A Maple Street, Golden Square
 - 56, 58, 62, 66 Old High Street, Golden Square
 - 41, 41A, 41B, 41C, 43 Ophir Street, Golden Square
 - 11, Part 13, 31, 33, 38, 40, 42, 58, 2/58, 3/58, 4/58, 5/58, 60, 62, 64 Panton Street, Golden Square
 - 10 Rose Street, Golden Square
 - 278, 286, 294, 296 Rowan Street, Golden Square
 - 93, 94, 95, 96, 98, 99, 100, 101, 102, 103, 105 Booth Street, Ironbark

Municipal Planning Strategy

- amend Clause 2.03-1 (Settlement) to incorporate relevant strategies from the *Golden Square Structure Plan*

Planning Policy Framework

- amend the following clauses to incorporate relevant strategies from the *Golden Square Structure Plan*:
 - Clause 11.01-1L-01 (Settlement – Greater Bendigo)
 - Clause 11.03-1L (Activity centres – Greater Bendigo)
 - Clause 12.05-2L (Urban forest interface – Greater Bendigo)
 - Clause 15.01-1L-01 (Landscaping - Greater Bendigo)
 - Clause 16.01-1L-01 (Location of residential development - Greater Bendigo)
 - Clause 17.02-1L (Business - Greater Bendigo)
 - Clause 18.02-3L (Public transport - Greater Bendigo)
 - Clause 18.02-5L (Freight links - Greater Bendigo)
 - Clause 19.02-4L (Social and cultural infrastructure - Greater Bendigo)
 - Clause 19.02-6L-01 (Open space and public land - Greater Bendigo)
- insert new clauses as follows to incorporate relevant strategies from the *Golden Square Structure Plan*:
 - Clause 16.01-2L (Housing affordability - Greater Bendigo)
 - Clause 18.02-1L (Walking - Greater Bendigo)
 - Clause 18.02-2L (Cycling - Greater Bendigo)
 - Clause 19.02-1L (Health facilities - Greater Bendigo)
 - Clause 19.02-3L (Cultural facilities - Greater Bendigo)
- amend Clause 17.03-1L (Industrial land supply – Greater Bendigo) to insert properties being rezoned as part of this amendment into the INZ3

Overlay Schedules

- amend the Schedule to Clause 43.01 (Heritage Overlay) to include 32 new individual places and 16 precincts (12 new precincts and realignment of four existing precincts) and delete 31 Heritage Overlay Schedule places (numbers)
- insert a new Schedule 34 to Clause 43.02 (Design Development Overlay) (DDO34) to apply urban design objectives to the Golden Square Neighbourhood Activity Centre.

Operational provisions

- amend the Schedule to Clause 72.04 (Documents Incorporated in this Planning Scheme) to:
 - Insert 48 new Statements of significance as incorporated documents, which include: 22 Statements of significance for heritage places from the *Golden Square Heritage Study, Volume 1*.
- amend the Schedule to Clause 72.08 (Background Documents) to include the *Golden Square Heritage Study: Stage 2 – Place and Precinct Citations Volumes 1 and 2* (City of Greater Bendigo, Minerva Heritage, Context and Homewood Consulting, January 2022), *Golden Square Structure Plan* (City of Greater Bendigo, January 2022) and the *Golden Square Urban Design Framework* (City of Greater Bendigo, January 2022) as background documents
- amend the Schedule to Clause 74.02 (Further strategic work) to delete references to Golden Square studies included as part of this proposed amendment.

(ii) The subject land

The Amendment applies to land in Golden Square and parts of surrounding suburbs of Bendigo, Ironbark and West Bendigo described in Chapter 1.1 (i).

1.2 Background

The Structure Plan outlines a vision for revitalising and transforming Golden Square over time by:

- providing guidance on residential development on key sites to promote medium density housing
- setting out directions to enhance industrial areas while contributing to industrial land supply
- outlining a vision for a vibrant town centre
- identifying active transport improvements.

The UDF, prepared in conjunction with the Structure Plan, sets out an integrated vision for the Golden Square Town Centre, future Station Precinct and strategic redevelopment sites.

The Heritage Study Stage 2 was prepared at a similar time as the Structure Plan and was an input into its development. The Heritage Study Stage 2 forms the justification for changes to the application of the Heritage Overlay in Golden Square, and sought to:

- review existing heritage precincts in Golden Square, assess their cohesion and whether adjoining areas should be included in the precincts
- create statements of significance to accord with current standards
- assess the significance of several places not currently included in the Heritage Overlay.

Council tabled a report prepared by Ms Howe (Document 19.1), Council's Heritage Advisor, responding to Panel Direction 9a(iii) which requested:

an explanation of the approach to the heritage studies, with regard to the Council's report of 16 December 2024 (page 132) which states "*this framework has evolved since the previous studies were prepared*" and confirming the version and date of Heritage Study relied on for the Amendment.

The report provided a comprehensive overview of the background and methodology undertaken in preparing the Heritage Study Stage 2.

Ms Howe explained the Eaglehawk and Bendigo Heritage Study, 1993 (EBHS) formed the basis for the existing application of the Heritage Overlay, and while considered excellent by the standards of the time used a very different set of criteria to the current approach. Since the EBHS was prepared there have been changes to what is considered significant in a heritage context and there is now a more prescriptive approach to the application of the Heritage Overlay set out in PPN1.

The Heritage Study Stage 2 was preceded by the Heritage Gap Analysis, 2019 (Gap Study) which identified the need for review of areas included in the EBHS. This included revisiting places graded D (contributory significance), C (individual significance) and above, in recognition that appreciation of heritage typologies has shifted since 1993. It also recommended a thorough review of all precincts to ensure statements of significance aligned with current standards or were prepared where there wasn't one.

The next step was the preparation of the Chronological and Thematic History of Golden Square, 2019 (Heritage Study Stage 1). This comprised a review of existing literature with a focus on Golden Square and preparation of a chronological history identifying key events in development of the suburb. It identified additional places for investigation and assessment.

The Heritage Study Stage 2 was prepared by Council officers, alongside heritage consultants, Minerva Heritage, Homewood Consulting and Context (GML). It recommended:

- expanding three existing heritage precincts into adjoining areas
- breaking up the Rowan Street heritage precinct (HO11) into smaller, more discrete precincts
- applying the Heritage Overlay to several new precincts and individual places
- removing the NCO from properties proposed for inclusion in the Heritage Overlay
- revised statements of significance for precincts to accord with current standards (noting several precincts did not have existing statements of significance)
- removing the Heritage Overlay from areas of precincts considered to have low integrity or cohesion
- undertaking a city-wide study of post-war heritage sites.

The Heritage Study Stage 2 provided the strategic justification for the heritage provisions proposed in the Amendment.

Table 1 **Chronology of events**

Date	Event
May 2019	A heritage gap analysis was prepared by the City of Greater Bendigo and Landmark Heritage to identify gaps in current protection afforded to post-contact heritage (Gap Study)
June 2019	Golden Square Heritage Study Stage 1 – Chronological and Thematic History (Heritage Study Stage 1) was completed partly to inform development of the Structure Plan

Date	Event
21 August 2019	Council adopted the Heritage Study Stage 1
20 August – 21 September 2020	The draft Structure Plan and UDF were publicly exhibited
January 2022	Golden Square Heritage Study – Stage 2, Volumes 1 and 2 (Heritage Study Stage 2), City of Greater Bendigo and Minerva Heritage, Context and Homewood Consulting were completed
24 January 2022	Council adopted the Structure Plan and UDF and resolved to request the Minister for Planning to authorise preparation of an amendment
2 June 2023	The Department of Transport and Planning (DTP) issued a letter to Council with pre-authorisation conditions
7 June 2024	Amendment C270gben was submitted to the DTP for authorisation with changes responding to the pre-authorisation conditions
17 July 2024	Council received authorisation from the Minister for Planning subject to further conditions
30 July 2024	Amendment C270gben was submitted to the Minister for Planning, with changes responding to the authorisation conditions
15 August – 16 September 2024	Public exhibition of Amendment C270gben
16 December 2024	20 submissions received in response to the Amendment, with six in support or raising no objection to the Amendment
16 December 2024	Council resolved to: <ul style="list-style-type: none"> - request the Minister for Planning to appoint a planning panel to consider submissions received to Amendment C270gben - refer unresolved submissions to the appointed planning panel - note issues raised in submissions, including late submissions, and endorses the officer's response to those issues as the basis for Council's submission to the planning panel - advise submitters of Council's decision
January 2025	Council engaged Natica Schmeder of Landmark Heritage to undertake a peer review of heritage issues raised in submissions and assess the appropriateness of the Council officer's responses to submissions (Document 8c)
25 February – 28 March 2025	Council became aware of an irregularity in notice provided of the Amendment and subsequently undertook direct notice to landowners who were not provided with notice of the Amendment at the time of public exhibition

1.3 Procedural issues

(i) Panel reappointments

Due to the delay of the Hearing and availability constraints the Panel was reconstituted twice. Lisa Kendall was appointed as the Chair initially, followed by John Roney and then Sally Conway.

(ii) Panel's remit

Council received 20 submissions to the Amendment. Of these:

- three were in support of the Amendment and three were from referral authorities who raised no objection to the Amendment
- 14 objected to aspects of the Amendment, however one submission was withdrawn before the Council meeting to consider submissions on 16 December 2024.

At its meeting on 16 December 2024, Council resolved to:

- request the Minister for Planning appoint a planning panel to consider submissions received for Amendment C270gben, in accordance with Part 8 of the *Planning and Environment Act 1987* (PE Act)
- refer unresolved submissions identified in this report, including late submissions, to the planning panel
- endorse the officer's response to the issues raised by submissions and the recommended changes to the Amendment C270gben as the basis for Council's submission to the planning Panel.

Following the Directions Hearing on 18 February 2025, the Panel confirmed it is required to consider all submissions referred to it, including issues Council considers resolved with submitters. The Panel advised the merits of the proposed changes considered to resolve the submitters' concerns will be assessed by the Panel and included in the Panel Report.

The Panel makes no comment on matters raised in the submission that was withdrawn.

(iii) Exhibition of the Amendment and postponement of Panel Hearing

During the Directions Hearing on 18 February 2025, Council advised it had recently identified that several potentially affected parties were not directly notified during exhibition of the Amendment. Specifically, while the occupants were notified, the owners of six properties¹ proposed for inclusion in the Mackenzie Street Precinct (HO954) were not provided with direct notification of the Amendment.

Initially, Council proposed to make post exhibition changes to the Amendment to remove these properties. However, subsequently Council decided to provide notice to the affected owners and provide them with an opportunity to lodge a submission before the Panel Hearing. Council wrote to the Panel and requested the Panel Hearing dates be rescheduled to accommodate the additional notice time (Document 2).

The Panel wrote to all parties on 26 February 2025 to advise:

- it agreed it was appropriate to ensure all potentially affected landowners had the opportunity to make a submission and be heard by the Panel
- due to availability constraints associated with changing the timing for the Panel Hearing the Panel for this matter had been reconstituted
- a further Directions Hearing would be held online on 29 April 2025 to confirm arrangements for a rescheduled Panel Hearing.

On 2 April 2025, Council advised that further notification had been undertaken, and no submissions were received from the affected owners.

1 22 Booth Street, 62 and 66 Old High Street, Golden Square; 199 Don Street, 99 Lily Street, and 98 Thistle Street, Bendigo.

On 24 April 2025, the Panel wrote to all parties to advise that due to further availability constraints the Panel for the matter had been reconstituted a second time and it would be unable to commence the Panel Hearing until the week commencing 2 June 2025. In response, Council circulated proposed new Hearing dates to all parties, commencing on 4 June 2025. A second Directions Hearing was held online on Tuesday 29 April 2025 where alternative dates for the Hearing were discussed. It was agreed that the Panel Hearing would commence on Wednesday 4 June 2025. No party objected to the revised Hearing dates.

(iv) Parties to the Panel process, expert witnesses and submissions resolved during the Panel process

Following the first Directions Hearing, six parties were recorded as parties to the Panel process. At the second Directions Hearing, the Panel confirmed with Mr Rice that he also sought to become a party to the process but did not wish to make an oral presentation at the Hearing. Mr Rice made a subsequent written submission to the Panel, which was circulated to all parties on 21 May 2025 (Documents 25, 25.1 and 25.2).

Majex Pty Ltd and Girton Grammar School both initially indicated an intention to call an expert witness in heritage. However, both parties advised the Panel before the Hearing they had reached resolution with Council about their submissions (subject to changes to the Amendment) and would no longer be presenting an oral submission to the Panel or calling an expert witness.

Ophir Holdings Pty Ltd advised on 4 June 2025 it continued to support the Amendment in principle, while identifying two outstanding matters requiring the further consideration of the Panel. It confirmed it intended to rely on written submissions to the Panel and would no longer be presenting an oral submission.

Council clarified Ms Howe (Council's Heritage Advisor) would give a presentation as part of its submission but would not be called as an independent expert. Council called Ms Schmeder as an expert witness on heritage.

1.4 Site inspections

The Panel undertook an accompanied site inspection of Girton Grammar School on Tuesday 3 June 2025, with a representative from Girton Grammar School and Ms Tonney from Council in attendance.

Unaccompanied site inspections of other sites that were the subject of submissions were also undertaken on 3 June 2025 and throughout Golden Square generally, including sites nominated by Council in the itinerary provided (Document 26).

1.5 The Panel's approach

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.

2 Strategic issues

2.1 Planning context

This chapter identifies planning context relevant to the Amendment. Appendix B highlights key imperatives of relevant provisions and policies.

Table 2 Planning context

	Relevant references
Victorian planning objectives	- section 4(1)(a), (c), (d) and (g) of the PE Act
Municipal Planning Strategy	- Clause 02.03 (Strategic directions)
Planning Policy Framework	<ul style="list-style-type: none"> - Clause 11.01-1R (Settlement – Loddon Mallee South) - Clause 11.02-2S (Structure planning) - Clause 11.02-2L (Structure planning – Greater Bendigo) - Clause 11.03-6S (Regional and local places) - Clause 11.03-1L (Activity centres – Greater Bendigo) - Clause 11.07-1S (Land use compatibility) - Clause 15.01-2S (Building design) - Clause 15.01-3L (Historic and distinctive streetscapes) - Clause 15.03-1S (Heritage conservation) - Clause 15.03-1L (Post contact heritage conservation – Greater Bendigo)
Planning scheme provisions	<ul style="list-style-type: none"> - Industrial 3 Zone - Heritage Overlay - Design and Development Overlay
Planning scheme amendments	<ul style="list-style-type: none"> - Amendment C275gben (implements the <i>Victorian Miners' Housing Serial Listings – Stage 2 Study</i> with proposed overlays intersecting the study area of the Structure Plan, the UDF and Stage 2 Heritage Study. Consequently, the Stage 2 Heritage Study didn't include any miner cottages in its scope) - Amendment C282gben (partially implements the <i>Greater Bendigo Industrial Land Development Study</i> and introduces the <i>Greater Bendigo Industrial Development Guidelines</i> – includes a strategy for the Golden Square industrial area not addressed by the Structure Plan) - Amendment C241gben (changes planning provisions for 6 Laurel Street, Golden Square, implementing recommendations of the Structure Plan and UDF related to this site)
Ministerial directions	<ul style="list-style-type: none"> - Ministerial Direction on the Form and Content of Planning Schemes - Ministerial Direction 11 (Strategic Assessment of Amendments) - Ministerial Direction 15 (The Planning Scheme Amendment Process)
Planning practice notes	<ul style="list-style-type: none"> - Planning Practice Note 1 (Applying the Heritage Overlay), August 2018 - Planning Practice Note 91 (Using the Residential Zones)

2.2 Strategic justification

(i) Evidence and submissions

Submissions raising concerns with the Amendment were mostly directed to confined heritage issues and there were no submissions questioning the broader strategic basis for the Structure Plan, UDF or the rationale for implementation of the Heritage Study Stage 2.

Council submitted:

- the Structure Plan outlines a vision for Golden Square to revitalise the place over time
- is complemented by a UDF to guide use and development of the Golden Square Neighbourhood Activity Centre and future Station precinct
- the application of the Heritage Overlay is required to protect the heritage values of precincts and individual properties identified
- updating and strengthening heritage provisions in the Planning Scheme would conserve these heritage places for present and future Victorians
- the rezoning of two areas to the Industrial 3 Zone would reduce the potential for land use conflict and reflect existing uses.

Council submitted the methodology used in the Heritage Study Stage 2 was rigorous and based on the approach outlined in Planning Practice Note 1: Applying the Heritage Overlay (PPN1) and:

- used the recognised Hercon criteria to assess the heritage value of places and precincts
- prepared detailed comparative analyses to substantiate the significance of places and precincts
- prepared statements of significance using the three-part format of 'What is Significant?', 'How is it Significant?' and 'Why is it Significant?'.

Council explained that after completing the Heritage Study Stage 2, and publicly exhibiting the Amendment, Ms Schmeder, an expert heritage consultant, was engaged to undertake a peer review of submissions which raised heritage issues, Council's proposed response and associated citations and statements of significance (Document 8c). Council's position on the Amendment at the Panel Hearing incorporated Ms Schmeder's recommendations.

Council submitted the assessment of the heritage significance of places and precincts in the Amendment was professional, thorough, considered and objective.

One submission questioned the more specific methodology for proposing to remove properties from the Heritage Overlay. This is discussed in Chapter 7.

(ii) Discussion

The strategic justification for the Amendment is established through the:

- Golden Square Structure Plan
- Golden Square Urban Design Framework
- Golden Square Heritage Study – Stage 2, Volumes 1 and 2.

Together these plans promote urban renewal of underutilised land, create employment opportunities and encourage new and diverse infill housing, while ensuring the protection of Golden Square's valued heritage. Undertaking development and implementation of these documents together has allowed for a balanced approach towards different, sometimes competing, planning policy objectives.

Considering the extent of properties affected by the Amendment, there were very few submissions and these were mostly confined to site specific issues.

The Amendment will assist in implementing a vision for Golden Square which facilitates revitalisation and growth in a manner that respects and complements its valued heritage character.

(iii) Conclusions

For the reasons set out in this report, the Panel concludes 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 well founded and strategically justified
- should proceed subject to addressing the more specific issues raised in submissions as discussed in the following chapters.

3 General issues

This chapter refers to issues which apply across more than one individual place or precinct.

(i) The issue

The issue is whether building condition, building maintenance costs and housing affordability are relevant when assessing the heritage significance of an individual place or a precinct.

(ii) Evidence and submissions

Some submissions considered that applying the Heritage Overlay would:

- negatively impact on housing affordability
- limit the ability of homeowners to maintain or update dwellings, with the cost of custom renovations disproportionate to the value of properties.

Council submitted:

- the Heritage Overlay does not limit works for maintenance with a planning permit
- the Victorian Heritage Restoration Fund can assist with up to half of the cost of works
- no permit is required in accordance with Council's Heritage Design Guidelines if replacement is like-for-like
- Council assists applicants in selecting an appropriate design.

(iii) Discussion

Property values, maintenance costs and building alterations are frequently raised in submissions where a planning scheme amendment is proposing to apply the Heritage Overlay. Panels have consistently found these issues are not relevant when considering whether a property meets the threshold of local heritage significance to apply the Heritage Overlay.

The purpose of the Heritage Overlay is primarily to:

- conserve and enhance heritage places of natural or cultural significance
- conserve and enhance those elements which contribute to the significance of heritage places
- ensure that development does not adversely affect the significance of heritage places.

There are other objectives in the Planning Scheme that consider different matters, such as housing affordability. The Amendment also proposes to implement the recommendations of the Structure Plan and UDF which address other planning imperatives.

PPN1 does not include building condition, building maintenance costs and housing affordability as criteria for assessing whether to apply the Heritage Overlay. It notes that when introducing the Heritage Overlay a Council should consider whether it is necessary to provide assistance and advice to affected property owners, including access to a heritage adviser or other technical or financial assistance. Council has indicated this type of assistance is available.

(iv) Conclusion

The Panel concludes that building condition, building maintenance costs and housing affordability are not relevant when assessing the heritage significance of an individual place or a precinct.

4 Heritage precincts

4.1 Mackenzie Street Precinct HO954

Exhibited Statement of significance



What is significant?

The Mackenzie Street Precinct, which includes sections of Old High Street, Mackenzie Street, Booth Street, Ophir Street, Rowan Street and Wade Street, is significant.

Significant places:

- Booth Street: 9, 13, 30, 31, 57
- Mackenzie Street: 255, 296
- Old High Street: 58
- Rowan Street: 272

Contributory places:

- Booth Street: 10, 15, 16, 17, 19, 21, 23, 23A, 25, 26, 28, 29, 32, 36, 38, 39, 42, 43, 44, 47, 48, 49, 51, 52, 53, 54, 55, 56, 58, 59, 61
- Mackenzie Street: 254, 256, 257, 262, 264, 266, 267, 268, 269, 1/273, 274, 282, 290, 294, 300, 306, 310, 314, 320, 324, 330
- Old High Street: 62, 66
- Ophir Street: 11A, 13, 15
- Rowan Street: 278
- Wade Street: 20, 22, 23, 24, 25, 26, 28, 29, 30, 31, 32, 33, 35, 36, 38, 42, 51

Street trees (English Elm) and native trees on both private and public land, as shown on the map, have been identified as significant.

How is it significant?

The Mackenzie Street Precinct is of local historical, research potential and representative significance to the City of Greater Bendigo.

Why is it significant?

Mackenzie Street Precinct is of historical significance as a typical suburban area developed alongside mining areas. It demonstrates the egalitarian mix of upper and lower levels of society found on the Bendigo goldfield. The precinct reflects the shifts in development patterns from throughout the whole gold era, from Victorian cottages, through the booms and busts that followed into the short-lived 1930s revival. Street trees reflect this development pattern, with English Elms lining the more formal street alignment at the intersection of Wade and Mackenzie Streets, but a variety of native trees (Yellow Gum, Sugar Gum, River Red Gum and Red Ironbark) being found in the more meandering streets at the north of the precinct (Booth and Ophir Street). Sugar Gums at 11a Ophir Street also contribute to the heritage setting. **(Criterion A)**

The Mackenzie Street Precinct is significant for the research potential of the high number of highly intact or original sites throughout the area, which may yield information that contributes to the understanding of life on the early goldfields. **(Criterion C)**

The Mackenzie Street Precinct is significant as a representative sample of a residential area developed on gold bearing ground to provide housing for miners and their families. The precinct has a more organic street pattern and variation in size and alignment of lots, as well as a broader period given the subsequent subdivision of the former miners' residency areas, but similarities of building scale and form provides a consistent sense of place. **(Criterion D)**

(i) The issue

The issue is whether it is justified and appropriate to apply the Heritage Overlay to 296 Rowan Street, Golden Square.

Figure 1 296 Rowan Street, Golden Square



Source: Google maps, June 2025

(ii) Background

In relation to 296 Rowan Street, Golden Square, the Amendment proposes to:

- apply the Heritage Overlay (HO954) Mackenzie Street Precinct
- delete the NCO
- categorise the property as Non-contributory to the precinct.

(iii) Evidence and submissions

The landowner of 296 Rowan Street submitted the Heritage Overlay should not be applied to the property because:

- the dwelling is only eight years old and of a modern construction and design
- it would adversely affect the value of the property
- numerous houses in this proposed area do not have heritage significance.

The landowner requested the current NCO applying to the property be retained.

After reviewing the submission, Council initially recommended the Heritage Overlay be removed from 296 Rowan Street and the two adjoining properties at 294 Rowan Street and 45 Booth Street because all three properties are located at the edge of the precinct and categorised as Non-contributory.

Ms Schmeder explained including Non-contributory properties (those with low or no heritage value) in Heritage Overlay precincts is a means of ensuring their future redevelopment does not have a negative impact on the heritage significance of the precinct as a whole.

She agreed with removing the Heritage Overlay from 294 and 296 Rowan Street on the basis that there are no Contributory or Significant places facing Rowan Street between Wade and Booth Streets and therefore removing these properties would not have any undue heritage impacts.

Ms Schmeder did not agree with removing the Heritage Overlay from 45 Booth Street because:

- it forms part of a long streetscape with many Contributory and Significant houses on both sides
- while the building on the property is Non-contributory, it is sympathetic in scale and design to surrounding heritage houses
- it is on a prominent corner location, on the high side of the street and stands in a row of Contributory and Significant houses at 43-61 Booth Street
- its redevelopment would be highly visible and potentially intrusive if not designed sympathetically.

Figure 2 West side of Booth Street showing 45 Booth Street (centre) between two Contributory buildings



Source: Document 20: N Schmeder Expert Statement, 2 June 2025

Council agreed with Ms Schmeder's analysis and revised its position to recommend not applying the Heritage Overlay to 294 and 296 Rowan Street. It noted the owner of 45 Booth Street did not make a submission to the Amendment.

(iv) Discussion

The dwelling at 296 Rowan Street, Golden Square is clearly of recent modern construction and does not contribute to the heritage significance of the Mackenzie Street Precinct (HO954). There is no disagreement, that the dwellings at 294 Rowan Street and 45 Booth Street also do not in themselves contribute to the heritage significance of the precinct.

Ms Schmeder undertook a considered analysis of these Non-contributory properties in terms of the potential impact of their redevelopment on the precinct. The Panel agrees it is appropriate to remove 294 and 296 Rowan Street from the precinct, but to retain 45 Booth Street as a Non-contributory property due to its key position within the heritage streetscape.

The NCO should be retained at 294 and 296 Rowan Street. Its removal was based on guidance in PPN1 that the Heritage Overlay and NCO should not be applied to the same site. As it is not recommended the Heritage Overlay be applied to the properties there is no reason to remove the NCO.

(v) Conclusions and recommendations

The Panel concludes:

- The Heritage Overlay should not be applied to 296 or 294 Rowan Street, Golden Square because:
 - they are Non-contributory properties at the edge of the precinct
 - their redevelopment would not impact the surrounding heritage fabric.
- The NCO should be retained at 296 and 294 Rowan Street, Golden Square.

The Panel recommends:

Amend the Statement of Significance for the Mackenzie Street Precinct (HO954) to remove 294 and 296 Rowan Street, Golden Square.

Delete the Heritage Overlay from 294 and 296 Rowan Street, Golden Square (HO954).

4.2 Old Violet Street Precinct HO957

Exhibited Statement of significance



What is significant?

The built form and streetscapes of the Old Violet Street Precinct, bounded by Don Street, Pitt Street, Mackenzie Street, Violet Street, Rowan Street, Thistle Street, Shamrock Street and High Street, are significant.

Significant places:

- Don Street: 141
- Honeysuckle Street: 30, 31, 35A
- Lily Street: 93, 99
- Mackenzie Street: 160, 168, 170
- Shamrock Street: 48

Contributory places:

- Don Street: 143, 145, 151, 153, 155, 157, 161, 163, 165, 169, 173
- Honeysuckle Street: 7A, 9, 10, 11, 12, 14, 15, 16, 17, 18, 19, 20, 21, 23, 25, 26, 27, 28, 29, 33, 34, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 48, 49, 50, 51, 52, 53, 54, 55, 56, 57, 59, 61, 63
- Lily Street: 62, 64, 68, 70, 72, 99, 101, 103, 113, 115, 119, 121, 123, 125, 129
- Mackenzie Street: 126, 130, 134, 138, 145, 147, 149, 151, 156, 157, 159, 161, 166, 167, 169, 188, 190, 196, 205, 209
- Old Violet Street: 3, 7, 11, 16, 21, 23, 24, 27, 33, 37, 39, 42, 43, 44, 47, 53
- Rowan Street: 115, 119, 126, 130, 136, 148, 150, 156, 158, 162, 164, 166, 168, 170, 176
- Shamrock Street: 40, 43, 45, 47, 53, 55, 56, 57, 58, 60, 61
- Thistle Street: 62, 65, 66, 70, 73, 74, 75, 76, 77, 78, 81, 82, 83, 85, 94, 97, 104, 106, 108, 114
- Violet Street: 75, 77, 79, 83, 85, 89, 103, 104, 110, 113, 114, 115, 117, 118, 122, 125, 131, 134, 143, 146, 149, 152, 153, 155

Street trees (English Elm, Sugar Gum, Red Ironbark, Yellow Gum, Manna Gum, River Red Gum) in Honeysuckle, Thistle, Shamrock and High Streets and on the Lily Street drainage reserve (Black Locust, Peppercorn Tree) are also contributory to the understanding of the heritage setting for the precinct.

How is it significant?

The Old Violet Street Precinct is of local historical, research potential, representative and aesthetic significance to the City of Greater Bendigo.

Why is it significant?

The Old Violet Street Precinct offers a cross section of Early Bendigo development, with many miners' cottages and early houses set alongside the later infill Edwardian and Interwar development that took up land from the large early allotments. The precinct offers insight into settlement patterns from the 1860s to the 1940s, providing examples of workers housing throughout the "gold era" of Bendigo. **(Criterion A)**

The Old Violet Street Precinct has research potential as the location of early settlement in the area. Many of the sites remain largely as they were in the 1860s and there is the potential for archaeology to reveal details of how early settlers lived and worked in the area. **(Criterion C)**

The Old Violet Street Precinct incorporates representative examples of typical workers housing across Bendigo's "gold era", from 1860s miners' cottages to Interwar bungalows, and provides a typical example of the type of diversity of building types found in streetscapes as a result of the characteristic settlement patterns across central Bendigo. Early and original tree plantings on both private and public land contribute to the understanding of the heritage setting in the precinct. **(Criterion D)**

The cluster of Federation houses at 73-77 Thistle Street are of aesthetic significance as one of the few identified clusters of Federation styles in Greater Bendigo, demonstrating a range of features found throughout the period and including transitional details seen in nearby housing at 16-18 Honeysuckle Street. The streetscapes are connected by the contemporaneous former St Ambrose Church and Hall at 168-170 Mackenzie Street. **(Criterion E)**

(i) The issue

The issue is whether it is appropriate to categorise 30 Honeysuckle Street, Bendigo as a Significant property in the Old Violet Street Precinct.

Figure 3 30 Honeysuckle Street, Bendigo



Source: Document 28: Council Part B submission

(ii) Background

The Heritage Overlay currently applies to 30 Honeysuckle Street as part of the Rowan Street Precinct (HO11). The Amendment proposes to:

- remove the property from the Rowan Street Precinct (HO11) and add it to the Old Violet Street Precinct (HO957)
- categorise the property as Significant to the precinct.

The Heritage Study Stage 2 defines the categories as:

- **Significant:** a place that is of individual significance and satisfies at least one of the Hercon criteria at the local level. Significant places are often significant independent of their context, but may also contribute to the significance of a precinct
- **Contributory:** a place that contributes to the significance of a heritage precinct, but is not of individual significance on its own.
- **Non-contributory:** a place within a precinct that does not contribute to the significance of the precinct.

(iii) Evidence and submissions

The landowner of 30 Honeysuckle Street submitted the property should not be recategorised from Contributory to Significant because:

- the original miner's cottage has undergone extensive renovations and cannot be viewed as supporting Criterion A
- one chimney has been removed to allow for a skillion roofed kitchen
- the addition of the later Victorian extension (gable front) does not enhance (and could detract from) the original cottage façade or its classification as Significant
- there is no evidence for Criterion C as the block has been subdivided and is no longer a repository for archaeological potential
- other miners' cottages in Honeysuckle Street are categorised as Contributory and the aesthetic qualities of 30 Honeysuckle Street do not exceed these others.

The submission supported categorisation of the property as Contributory within the precinct, consistent with the Draft Golden Square Heritage Study, April 2021.

For context, Council noted the property was identified with a C grading (Individually Significant) in the EBHS and subsequently included in the Rowan Street Precinct.

Ms Howe explained that while an early draft of the precinct citation included the property as Contributory, further comparative analysis across both the precinct and wider area changed the categorisation to Significant.

Council said categorisation of the property in the Heritage Study Stage 2 was inconsistent between the precinct map and schedule and this was an error.

Ms Schmeder noted a few inconsistencies in the Heritage Study Stage 2 regarding the categorisation of properties on the map and in the schedules and said it would be advisable to correct the report to prevent confusion amongst readers in the future.

Both Ms Howe and Ms Schmeder presented additional assessments of 30 Honeysuckle Street at the Hearing, having regard to the Hercon criteria upon which the Old Violet Street Precinct is considered significant (Criterion A, C, D and E) and including comparative analysis.

Ms Howe did not recommend any change to the categorisation of the property or the Statement of Significance and concluded:

30 Honeysuckle Street is a largely intact example of an early miners' cottage upgraded with the growth of Bendigo's middle class in the wake of the quartz boom. It has been somewhat altered, but these alterations have not diminished its significance. The combination of mining origins and subsequent middle-class alterations in a timber dwelling has not previously been captured in the Heritage Overlay, elevating the significance of this site above that of either a typical miners' cottage or a similar 1880s villa.

Ms Schmeder said both phases of the house illustrate the historical significance (Criterion A) and representativeness (Criterion D) of the precinct as they are *"part of the 'miner's cottages and early houses' dating from the valued development period of 'the 1860s to the 1940s'"*. For this reason, the house clearly contributes to the significance of the Old Violet Street Precinct.

To determine whether it met the threshold of Local Significance on its own (and therefore could be categorised as Significant), comparative analysis was required. Ms Schmeder identified a small and distinctive group of houses in (and next to) the Old Violet Street Precinct displaying a clear two-stage development during the valued periods and concluded that 30 Honeysuckle Street is not one of the above-average examples of this type. Ms Schmeder said:

The two Significant examples, 48 Shamrock Street (also noted by Ms Howe as a comparator) and 120 Lily Street (across the street but not formally part of Old Violet Street Precinct) are far superior examples to 30 Honeysuckle Street. This is the case in their

materiality – more expensive masonry, their design and craftsmanship, and their overall intactness.

She did not agree there was evidence the property was individually Significant for its research potential (Criterion C) due to the subdivision of the land and loss of backyard containing early outbuildings, particularly the ‘dunny’, which is often valuable as a repository of archaeological deposits.

Ms Schmeder disagreed with Ms Howe’s assessment that the property would be significant as a rare example of a timber miners’ cottage substantially upgraded by later owners (Criterion B). She said it was not an above-average example and would not meet the threshold of Local Significance for rarity. Nor did she agree there was *“any argument to mount that it is of aesthetic significance”* (Criterion E).

Ms Schmeder concluded:

- Due to the changes to the site, particularly subdivision removing the early outbuildings from this block of land, 30 Honeysuckle Street has a low contribution to the research potential (Criterion C) of this precinct.
- Overall, the house has a medium level of intactness (that is, retention of original external fabric), and appears to have medium-high integrity (that is, retaining its c1889 external appearance). It is intact enough to illustrate its origins as a miner’s cottage with a Late Victorian addition, contributing to the historical and representative significance of the precinct.
- There is a group of miner’s cottages in and adjacent to Old Violet Street Precinct that demonstrate a two-stage development during the valued period. Among them, 30 Honeysuckle Street is not an above-average example, so does not meet the threshold of Local Significance in relation to Criteria A or D.

Ms Schmeder recommended:

- 30 Honeysuckle Street to be Contributory, instead of Significant, in the Old Violet Street Precinct.
- Correct the Old Violet Street Precinct map and ‘gradings schedule’ in the precinct citation (in Vol. 1) to reflect the final heritage statuses of all properties in this precinct.

Council did not support changing the categorisation of 30 Honeysuckle Street to Contributory but proposed to amend the heritage citation for the Old Violet Street Precinct in the Heritage Study Stage 2 to rectify errors identified by Ms Schmeder (noting the errors had already been corrected in the exhibited Statement of Significance).

(iv) Discussion

The comprehensive additional analyses prepared by Ms Howe and Ms Schmeder for 30 Honeysuckle Street greatly assisted the Panel’s understanding of the significance of the property.

Both assessments clearly establish the property contributes to the precinct in terms of its historical and representative value, and reflects early settlement patterns where miners were gradually displaced by people with no mining association and original dwellings altered as this occurred.

In considering whether the property is individually significant within the precinct, the Panel notes Ms Howe distinguished the dwelling from other examples due to it being the only significant timber example representing the settlement pattern. Ms Schmeder however, considered the materiality of other dwellings, such as more expensive masonry, along with their design, craftsmanship, and overall intactness were elements that led to a higher level of significance. The

Panel supports Ms Schmeder's position. An individually significant building must be a better than average example exhibiting the heritage values significant to the precinct.

The Panel accepts Ms Schmeder's evidence that the property does not meet the threshold of Local Significance on its own in relation to the Hercon criteria A, C, D or E referenced in the Old Violet Street Precinct Statement of Significance, or Criterion B, but rather contributes to the historical and representative significance of the precinct and should be categorised as Contributory.

The Heritage Study Stage 2 should be amended to ensure all categorisations in the mapping and schedules align with the Amendment citations for the Old Violet Street Precinct, and for all precincts in the study.

(v) Conclusions and recommendation

The Panel concludes:

- Categorisation of 30 Honeysuckle Street, Bendigo as a Significant property in the Old Violet Street Precinct is not justified because it does not meet the threshold of Local Significance on its own or satisfy one of the Hercon criteria at the local level.
- 30 Honeysuckle Street, Bendigo should be categorised as Contributory to the Old Violet Street Precinct.
- The Heritage Study Stage 2 should be corrected to ensure all categorisations in the mapping and schedules align with the Amendment citations.

The Panel recommends:

Amend the Statement of Significance for the Old Violet Street Precinct (HO957) to categorise 30 Honeysuckle Street, Bendigo as Contributory.

4.3 Garden Gully Residential Precinct HO951

Exhibited Statement of significance



What is significant?

The Garden Gully Residential Precinct, incorporating Vine Street between Rowan and Barnard streets, and the ends of the block facing each of those streets, is significant.

Contributory:

- Barnard Street: 297, 299-301
- Rowan Street: 94, 96, 98
- Vine Street: 87, 89, 89a, 91, 93, 95

Street trees (White Cedar) on Vine Street

Non-contributory elements include later carports forward of the building line and places constructed outside the period of significance 1936-1955, including:

- 1/91A Vine Street
- 2/91A Vine Street
- 99 Vine Street

How is it significant?

The Garden Gully Residential Precinct is of local historical, research potential and representative significance to the City of Greater Bendigo.

Why is it significant?

The Garden Gully Residential Precinct was established on land associated with the Garden Gully United Mine following the closure of the mine. The development is typical of one type of re-purposing of mining land in the mid-twentieth century as mine sites ceased operation, opening up tracts of land in the central Bendigo area. Occupants of the houses provide insight into the shifting economic base of Bendigo in the wake of mine closures, with increasing numbers of white-collar workers moving to the centre of Bendigo. **(Criterion A)**

The southern end of the Garden Gully Residential Precinct has significant research potential, with unmapped traces of mining activity in the backyards of some properties. Investigation of these areas could yield further information on the workings of the Garden Gully United mine, and earlier independent workings **(Criterion C)**

The precinct is significant as a representation of the types of housing produced in the lead up to and immediately following the Second World War. During this time, suburban residential designs evolved into the double fronted brick veneer forms that would linger over the next several decades, with slight variations in external detailing to differentiate them from their neighbours. This detailing was then included in the front boundary fences and garages attached to the houses, many of which remain intact in the precinct. The white cedar street trees are original plantings from the initial development of the subdivision and are representative of a shift away from exotic plantings and an increased appreciation for native species that developed in the mid-twentieth century. The *Deodar Cedar* at 89A Vine Street is an early or original planting and contributes to the understanding of the setting of the heritage place. **(Criterion D)**

(i) The issue

The issue is whether outbuilding and fence controls in the Heritage Overlay Schedule should be removed from 96 Rowan Street, Bendigo.

(ii) Background

The Heritage Overlay currently applies to 96 Rowan Street as part of the Rowan Street Precinct (HO11). The Amendment proposes to:

- remove the property from the Rowan Street Precinct (HO11) and add it to the Garden Gully Residential Precinct (HO951)
- categorise the property as Contributory to the precinct
- list the driveway gates as 'Outbuildings or fences not exempt under Clause 43.01-4'.

(iii) Evidence and submissions

The landowners requested the outbuilding and fence controls be removed from the driveway gates at 96 Rowan Street as they are in the process of replacing the gates. The new gates would match a proposed picket style fence to increase security and functionality purposes.

Council supported the request and submitted this was necessary to support an ongoing permit application aimed at improving accessibility and upgrading of features beyond practical restoration.

Ms Schmeder supported Council's position and said while the gates are likely original to the house, the rest of the fence is gone and the gates are of a common and utilitarian type (Document 8c).

Ms Howe noted the gates have since been removed.

(iv) Discussion

The Panel accepts Ms Schmeder's evidence regarding the gates, noting they are no longer in place. The significance of the gates is lesser due to the absence of the accompanying original fence and their common type. Therefore, it is reasonable to not apply the outbuilding and fence controls to the property regarding the gates.

(v) Conclusion and recommendations

The Panel concludes:

- It is appropriate to remove outbuilding and fence controls in the Heritage Overlay Schedule from 96 Rowan Street, Bendigo because the driveway gates are no longer of heritage significance.

The Panel recommends:

Amend the Heritage Overlay Schedule to remove outbuilding and fence controls from the driveway gates at 96 Rowan Street, Bendigo in the Garden Gully Residential Precinct (HO951).

Amend the Statement of Significance for the Garden Gully Residential Precinct (HO951) to remove outbuilding and fence controls from the driveway gates at 96 Rowan Street, Bendigo.

5 State Rivers and Waters Supply Commission Residential Precinct (HO948)

5.1 State Rivers and Waters Supply Commission Residential Precinct

Exhibited Statement of significance



What is significant?

The contributory houses and garden plantings within the State Rivers and Water Supply Commission Residential Precinct are locally significant to the City of Greater Bendigo.

Significant places:

- High Street: 495

Contributory places:

- High Street: 499, 501
- Mimosa Street: 1, 3, 5
- Kurrajong Street: 1, 2, 3, 4, 5, 6

Street trees in Kurrajong Street (Brush Cherry, Flowering Gum, Lilly Pilly) are contributory to the precinct.

How is it significant?

The State Rivers and Water Supply Commission Residential Precinct is of historical (Criterion A), aesthetic (Criterion E) and technical (Criterion F) significance to the City of Greater Bendigo.

Why is it significant?

The houses at 495, 499, and 501 High Street, 1-6 Kurrajong Street; and 1, 3 and 5 Mimosa Street, Golden Square were constructed by the State Rivers and Water Supply Commission to house staff at the Alder Street Depot. The contributory buildings in Mimosa and Kurrajong Streets form a consistent streetscape of intact single storey Post War dwellings with consistent setbacks and complementary roof forms and finishes. The few non-contributory buildings are of a similar scale, except for the two-storey building at 1A Mimosa Street and are not particularly intrusive. The extant houses of weatherboard and corrugated iron construction were at least partly prefabricated at the nearby SRWSC workshops. The contributory houses in Mimosa and Kurrajong Streets are of Historical significance as a reminder of the post war housing boom as men returned from service in WWII wishing to settle down into civilian life and work, and the infrastructure projects embarked upon by the State Government post war. Of particular note are surviving original plantings and garden layout. Further subdivision would destroy much of this, along with ambience of the original layout of the estate. Street plantings are all original especially in Kurrajong Street. **(Criterion A)**

The intact streetscapes within the precinct have been enhanced by all the Kurrajong and Mimosa street houses being constructed to two or three designs by the SRWSC. The houses reflect post war austerity-comfortable but inexpensive, with brick houses facing the main road especially on corners. The three houses facing High Street of red brick construction are of individual designs and perhaps intended for more senior staff. Most retain original plantings of trees and shrubs in their gardens, and original plantings of street trees are extant in Kurrajong Street and Mimosa Street. All properties except 495 High Street and 1 Mimosa Street retain an original front fence comprised of a low stone wall. These combine to give an aesthetic unity to the precinct that allows a clear understanding of the original scheme for the precinct. **(Criterion E)**

The houses are of technical interest due to the method of their manufacture and construction by pre-fabrication at the SRWSC workshops in Golden Square, using the least materials to create the most house, whilst maintaining a high standard of finish despite shortages. The fact that they were prefabricated in the nearby SRWSC workshops sets them apart from the pre-fabricated buildings imported from England seen at Eildon and elsewhere. **(Criterion F)**

5.2 Precinct-wide issue

(i) The issue

The issue is whether it is justified and appropriate to apply the Heritage Overlay to the State Rivers and Water Supply Commission Residential Precinct (SRWSC Precinct) (HO948).

(ii) Background

The SRWSC Precinct was first identified in the Heritage Study Stage 1. It was further researched and included in the Heritage Study Stage 2.

The Amendment proposes to:

- apply the Heritage Overlay to the SRWSC Precinct (HO948)
- apply tree controls and outbuilding and fence controls to properties in the precinct specified in Table 3.

Table 3 Categories and Additional Controls SRWSC Precinct

Address	Grading	Additional Controls
495 High Street	Significant	Tree controls (Narrow Leaf Ash, Liquidambar, Elm)
497 High Street	Non-contributory	Nil
499 High Street	Contributory	Outbuildings or fences not exempt under Clause 43.01-04 (Garage, front boundary fence): Tree controls (Narrow Leaf Ash, Plum, Eucalyptus sp.)
501 High Street	Contributory	Outbuildings or fences not exempt under Clause 43.01-04 (Garage, front boundary fence): Tree controls (Liquidambar)
1 Kurrajong Street	Contributory	Nil
2 Kurrajong Street	Contributory	Outbuildings or fences not exempt under Clause 43.01-04 (Front boundary fence): Tree controls (Peppercorn Tree, Red Ironbark)
3 Kurrajong Street	Contributory	Outbuildings or fences not exempt under Clause 43.01-04 (Front boundary fence, garage)
4 Kurrajong Street	Contributory	Outbuildings or fences not exempt under Clause 43.01-04 (Front boundary fence)
4A Kurrajong Street	Non-contributory	Nil
5 Kurrajong Street	Contributory	Outbuildings or fences not exempt under Clause 43.01-04 (Front boundary fence, garage)
6 Kurrajong Street	Contributory	Tree controls (Cotoneaster)
1 Mimosa Street	Contributory	Outbuildings or fences not exempt under Clause 43.01-04 (Garage)
1A Mimosa Street	Non-contributory	Nil
3 Mimosa Street	Contributory	Outbuildings or fences not exempt under Clause 43.01-04 (Garage, front boundary fence and gates): Tree controls (Privet)
5 Mimosa Street	Contributory	Outbuildings or fences not exempt under Clause 43.01-04 (Front boundary fence): Tree controls (Black Locust, West Australian Willow Myrtle)
7 Mimosa	Non-contributory	Nil

Source: Exhibited Statement of Significance: SRWSC Precinct, January 2022 (HO948)

(iii) Evidence and submissions

One submission requested the Heritage Overlay not be applied to the SRWSC Precinct and properties assessed for inclusion in the Heritage Overlay on individual merit.

Several concerns were raised that applying the Heritage Overlay was not justified because:

- it was based on outdated Google Street View imagery and not a physical inspection
- many features cited as historically significant are now dilapidated or no longer existing, for example 1 Kurrajong Street
- the streetscape is run down
- it does not meet the threshold for specified criteria (set out below).

Criterion A (historical significance)

It was submitted the SRWSC Precinct failed to meet the threshold for Criterion A because the streetscapes are not more intact or better than other local examples (numerous photos were provided showing similar houses in other areas of Greater Bendigo).

Ms Howe said the establishment of the SWRSC Central Plant Works in 1947, and associated housing, was noted as an important development for Bendigo in the Heritage Study Stage 1.

Ms Schmeder acknowledged there were other streetscapes of early post-war housing elsewhere in Greater Bendigo, but few were cohesively planned government developments like this one. Ms Schmeder said the reason for its historical significance is encapsulated in the following sentence:

The contributory houses in Mimosa and Kurrajong Streets are of Historical significance as a reminder of the post war housing boom as men returned from service in WWII wishing to settle down into civilian life and work, and the infrastructure projects embarked upon by the State Government post war.

Council submitted many of the other examples referred to by the submitter exhibit only single design weatherboard houses, whereas the SRWSC Precinct exhibits two tiers of worker / employee housing, with the brick residences likely for more senior staff and the timber residences for other employees, further elevating the historical significance of this precinct.

Council submitted the examples provided are similar housing types but the setting is less significant.

Criterion E (aesthetic significance)

It was submitted the Precinct fails to meet the threshold for Criterion E (aesthetic significance) because:

- not all properties retain the original front fence and what is remaining is so degraded, restoration would be cost prohibitive and require specially trained tradesman
- existing sash windows are rotten and decayed, many having been replaced with aluminium, and restoration would be cost prohibitive and disproportionate to the value of the homes
- references to original plantings are speculative and inaccurate.

Ms Schmeder said the key attribute is the aesthetic unity created by repetitive housing types in largely intact garden settings and the granite front fences which provide strong visual cohesion and aesthetic distinctiveness.

Ms Schmeder agreed:

- three of the properties no longer have their granite fence (495 High Street, 1 Kurrajong Street and 1 Mimosa Street)
- some have replaced original windows but generally within the original openings
- 1 Kurrajong Street has undergone alteration and while this has negatively impacted its heritage value, its overall form remains and as it stands in a row of three, once identical houses it continues to contribute to the significance of the precinct.

Council submitted the consistent and fine fences visually tie the precinct together and set it apart from most other post-war development.

Criterion F (technical significance)

It was submitted the Precinct fails to meet the threshold for Criterion F (technical significance) because:

- the prefabrication technique used for the dwellings was widespread and does not warrant special recognition
- the provenance of these dwellings is uncertain.

Ms Schmeder said the citation and Statement of Significance unequivocally state the SRWSC built some of the prefabricated houses, that this is rare within the City of Greater Bendigo and thus the technical significance of the precinct at the local level has been demonstrated.

Council agreed the timber houses were a mass-produced type, noting this is the nature of prefabrication in that it can be used in a bulk manner. It said the citation noted this housing model was used by the SRWSC elsewhere and it is possible the SRWSC factory produced the timber housing in the precinct, but this would need to be determined by additional research.

Proposed changes to the Statement of Significance

Ms Schmeder recommended the Statement of Significance be changed to:

- note the loss of the granite front fence at 1 Kurrajong Street under Criterion E
- not include tree controls for 2 Kurrajong Street (discussed at Chapter 5.3)
- move the descriptive text from “Why” (Criterion A) to “What” to clarify why the precinct is historically significant.

In closing, Council proposed some further changes to the Statement of Significance for the precinct to:

- include significant street trees on Figure 2
- remove the word ‘contributory’ from the first sentence under ‘What is significant’ to clarify it is not just Contributory houses that are significant (as a Significant place is also listed)
- include reference to original garages and front fences under ‘What is significant’
- include a reference to the date of construction of the houses under ‘Why is it significant’
- remove descriptive information from ‘Why is it significant’ so it is more tailored and unnecessary content is deleted
- exclude 1 Kurrajong Street from the list of places with an intact front fence
- remove tree controls from 2 Kurrajong Street (discussed at Chapter 5.3).

(iv) Discussion

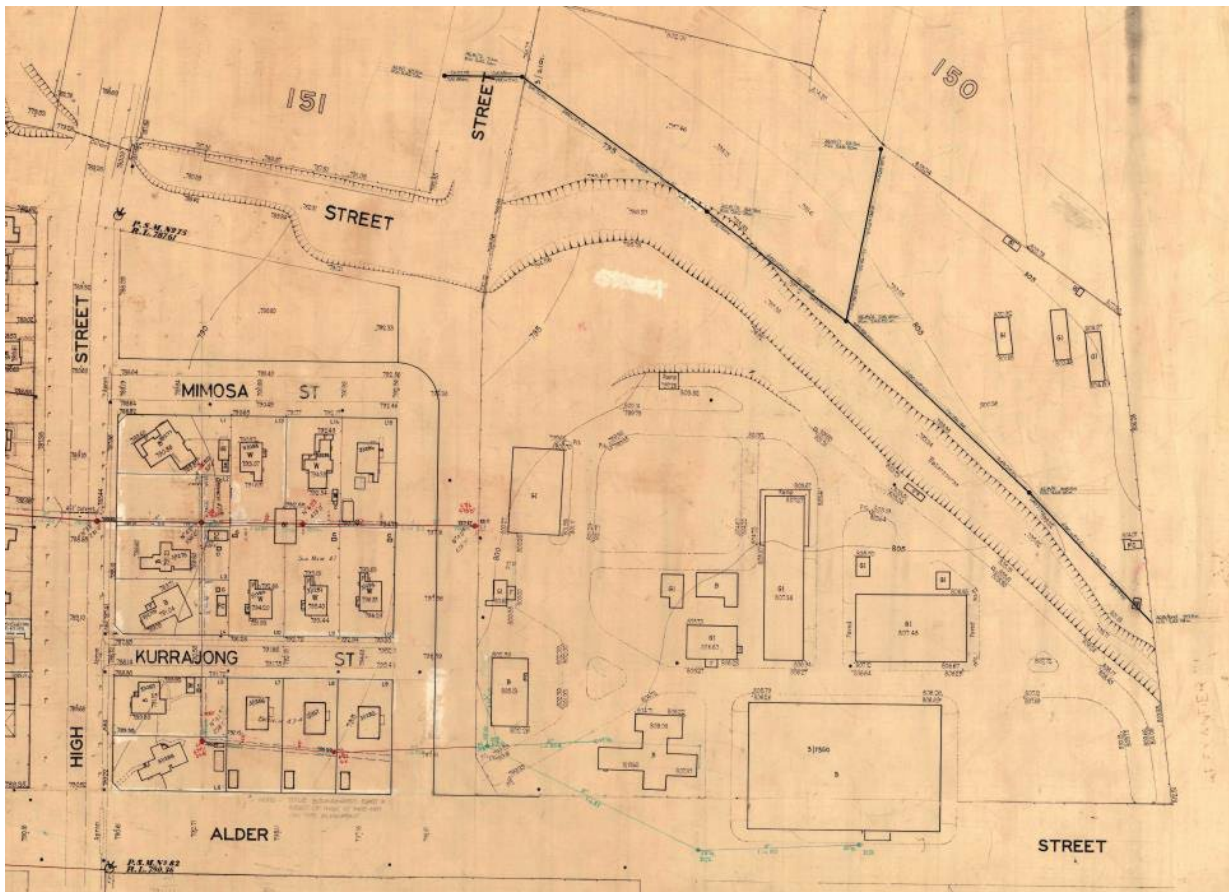
PPN1 states each place must include a statement of significance that:

- clearly establishes the importance of the place
- addresses recognised heritage criteria
- meets a minimum threshold for 'Local Significance' for specified criteria.

Criterion A (historical significance)

The history of the SRWSC central plant in Alder Street, Golden Square to Bendigo is set out in the citation and documented with reference to newspaper articles and copies of titles. The relationship of the SRWSC Precinct to the plant is illustrated in the diagram in the Heritage Study Stage 2, sourced from the Bendigo Sewerage Authority (refer to Figure 4).

Figure 4 SRWSC Precinct and the SRWSC workshop buildings in Alder Street (Bendigo Sewerage Authority, undated)



Source: Golden Square Heritage Study Stage 2, Volume 2, page 31

The Panel considers the Precinct meets the threshold for Local significance under Criterion A. While there are many other examples throughout Bendigo of weatherboard houses similar to those in Kurrajong and Mimosa Streets, this Precinct is distinguished in its historical significance as a planned post war government development associated with a significant employer in town. Of note, it comprised two tiers of employee housing, illustrated through the brick and timber dwellings. The stone fences clearly delineate the extent of the Precinct and tie it together.

Criterion E (aesthetic significance)

The Panel considers the Precinct meets the threshold for Local significance under Criterion E based on the presentation of the dwellings and street tree plantings as intact streetscapes with unifying front granite fencing.

Some of the buildings and fences are not pristine but the Panel immediately noted the aesthetic cohesion of the Precinct upon site inspection due to the consistent granite front fences and uniformity of housing type and design. That some of the fences no longer exist detracts little from the Precinct as most are still present and continue to provide visual unity.

The Panel notes Ms Schmeder's observation that while several original windows have been replaced this has generally been done within existing openings, and the Panel agrees the houses remain sufficiently intact to contribute to the significance of the Precinct.

Issues of affordability and maintenance costs are discussed at Chapter 3 and not repeated here.

The Panel is not convinced that all garden plantings are original and this is discussed in Chapter 5.3. However, the Panel accepts street trees are original plantings and add to the aesthetic significance of the Precinct.

Criterion F (technical significance)

The Panel considers the Precinct meets the threshold of Local Significance under Criterion F, as it has been demonstrated that at least some of the houses were constructed in the SRWSC workshops in Golden Square (refer Figure 5).

The Statement of Significance specifically mentions their construction at the local workshops as a factor that sets them apart from other prefabricated dwellings imported from England.

The citation refers to photos held by the Rural Water Corporation Collection. While it mentions that some photos were unable to be accessed due to COVID-19 restrictions at the time of assessment, it contains one photo which clearly refers to construction of dwellings in Mimosa Street (refer Figure 5). This is sufficient evidence to support the claim at least some buildings were manufactured locally.

Figure 5 Bendigo mechanical plant constructing the prefabricated houses facing Mimosa Street, c1947-50 (SRWSC c1947-1962)



Source: Golden Square Heritage Study Stage 2, Volume 2, page 33

The Panel agrees with Council's proposed changes to the Statement of Significance (as shown in Document 40) to improve clarity as follows:

- include significant street trees on Figure 2
- remove the word 'contributory' from the first sentence under 'What is significant' to clarify it is not just Contributory houses that are significant (as a Significant place is also listed)
- include reference to original garages and front fences under 'What is significant'
- include a reference to the date of construction of the houses under 'Why is it significant'
- remove descriptive information from 'Why is it significant' so it is more tailored and unnecessary content is deleted
- exclude 1 Kurrajong Street from the list of places with an intact front fence
- remove tree controls from 2 Kurrajong Street (discussed at Chapter 5.3.2).

(v) Conclusions and recommendations

The Panel concludes:

- The application of the Heritage Overlay to the SRWSC Precinct is justified because it meets the threshold of Local Significance under the following criteria:
 - Criterion A (historical significance) as a planned post war government development demonstrating two tiers of employee housing, through the brick and timber dwellings
 - Criterion E (aesthetic significance) based on the presentation of the dwellings and street tree plantings as intact streetscapes with unifying front granite fencing

- Criterion F (technical significance) as an example of prefabricated post war housing with at least some of the dwellings manufactured in local SRWSC workshops.
- It is appropriate to amend the Statement of Significance as proposed by Council (Document 40) to improve clarity.

The Panel recommends:

Amend the Statement of Significance for the State Rivers and Waters Supply Commission Residential Precinct (HO948) as shown in Council's final version (Document 40) to:

- include significant street trees on Figure 2**
- remove the word 'contributory' from the first sentence under 'What is significant'**
- include reference to original garages and front fences under 'What is significant'**
- include a reference to the date of construction of the houses under 'Why is it significant'**
- remove descriptive information from 'Why is it significant'**
- exclude 1 Kurrajong Street from the list of places with an intact front fence**
- remove tree controls from 2 Kurrajong Street.**

5.3 2 Kurrajong Street, Golden Square

(i) The issues

The issues are whether it is appropriate to:

- apply the Heritage Overlay to 2 Kurrajong Street, Golden Square as part of the SRWSC Precinct (HO948)
- apply the Heritage Overlay Schedule tree controls to 2 Kurrajong Street.

Figure 6 2 Kurrajong Street, Golden Square



Source: Document 20: N Schmeder Expert Statement, 2 June 2025

(ii) Background

The Amendment proposes to apply the Heritage Overlay to 2 Kurrajong Street as part of the SRWSC Precinct as:

- a Contributory property
- with fence controls (front boundary fence) and tree controls (Peppercorn Tree, Red Ironbark) activated

(iii) Evidence and submissions

The landowner objected to applying the Heritage Overlay to 2 Kurrajong Street for the reasons set out in Chapter 5.2, relating to the SRWSC Precinct more generally.

It was submitted the Peppercorn Tree and Red Ironbark are not original plantings and this can be confirmed by viewing Google street images, with the Ironbark less than 20 years old.

Ms Schmeder said a comparison of images from 2007 and 2023 in Google Maps indicated that the trees are not original plantings. It was noted that the Golden Square Heritage Tree Study 2021 (Tree Study) included the following comment in relation to both trees:

Limited inspection, tree view significantly obstructed, all dimensions estimated.

Ms Schmeder concluded the trees did not contribute to the significance of the Precinct and recommended that tree controls not be introduced for these trees at 2 Kurrajong Street.

In response to the Panel's question whether all trees nominated to be included in heritage tree controls in the proposed SRWSC Precinct should be reviewed, Ms Schmeder said there would be value in reviewing all trees in the Precinct and clarified that only trees planted before 1980 would contribute to the significance of the Precinct.

Council agreed it would be appropriate to review trees in the Precinct before adopting the Amendment and submitted there were approximately six trees which would require review as they were not readily visible from the public realm.

(iv) Discussion

2 Kurrajong Street is a relatively intact example of one of the timber dwellings constructed as part of the SRWSC Precinct. No evidence was presented that contradicts this assessment. As a Contributory dwelling, it is appropriate to include 2 Kurrajong Street in the SRWSC Precinct and apply the Heritage Overlay to the property.

The two trees identified for the tree controls are not original plantings as evident through images readily available online. The tree controls should not be applied to these trees.

The Statement of Significance refers to the 'garden layout' and 'original plantings' as important features adding to the heritage significance of the Precinct. The Panel notes from the Tree Study that a 'Significance Statement' was provided for each tree. For the SRWSC Precinct, several trees on private property were identified as:

This tree may be an early planting associated with property and precinct

Accompanied by a comment that inspection of the tree was limited with the tree view 'significantly obstructed' or 'obstructed'.

Excluding the trees at 2 Kurrajong Street, which have been confirmed as non-original plantings, the Panel identifies eight trees where the view of tree was somewhat obstructed and considers it

appropriate to review the significance of the tree before finalising the Amendment. This includes tree numbers 183, 184, 185, 195, 196, 197, 198 and 199. Proposed tree controls in the Heritage Overlay should be updated following this review.

(v) Conclusions and recommendations

The Panel concludes:

- It is appropriate to apply the Heritage Overlay to 2 Kurrajong Street, Golden Square as a Contributory place in the SRWSC Precinct as it contributes to the heritage significance of the Precinct.
- It is not appropriate to apply tree controls at 2 Kurrajong Street because the identified trees are not original plantings.
- Before finalising the Amendment, trees on private land where tree controls are proposed should be reviewed to assess their heritage significance if views of the tree were obstructed as identified in the Tree Study (trees 183, 184, 185, 195, 196, 197, 198 and 199).

The Panel recommends:

Amend the Statement of Significance for the State Rivers and Waters Supply Commission Residential Precinct as shown in Council's final version (Document 40).

Amend the Heritage Overlay Schedule to remove tree controls from 2 Kurrajong Street, Golden Square in the State Rivers and Waters Supply Commission Residential Precinct (HO948).

Before finalising the Amendment, undertake a review of trees 183, 184, 185, 195, 196, 197, 198 and 199 in the Golden Square Heritage Tree Study 2021 to determine whether they are original plantings and contribute to the heritage significance of the State Rivers and Waters Supply Commission Residential Precinct.

5.4 501 High Street, Golden Square

(i) The issues

The issues are whether:

- it is appropriate to apply the Heritage Overlay to 501 High Street, Golden Square as part of the SRWSC Precinct (HO948)
- outbuilding and fence controls are appropriate at 501 High Street.

(ii) Background

The Amendment proposes to apply the Heritage Overlay to 501 High Street as part of the SRWSC Precinct as:

- a Contributory property
- with outbuildings and fence controls (garage, front boundary fence) and tree controls (Liquidambar) activated.

(iii) Evidence and submissions

The landowner of 501 High Street submitted that while the importance of preserving the area's heritage character was understood, the ability to subdivide the property should not be removed due to the application of the Heritage Overlay.

It was submitted subdivision of the property was appropriate because:

- many adjoining properties have been subdivided
- it is a corner site with good access from High Street and Kurrajong Street
- it would add to the provision of smaller, more affordable land parcels in a desirable location
- it aligns with Council's broader urban development objectives to create more affordable housing
- it would increase rate revenue and create local jobs during the construction process
- it would increase the aesthetic appeal of the area and overall property values.

Council submitted it was appropriate to include 501 High Street in the SRWSC Precinct and the Heritage Overlay does not prevent subdivision of the property. Ms Howe noted subdivision that has already occurred in the Precinct and said this had not had a severe impact on the proposed precinct and would likely be generally in keeping with the recommendations of the Heritage Design Guidelines.

The exhibited Statement of Significance included the following statements:

Of particular note are surviving original plantings and garden layout. Further subdivision would destroy much of this, along with ambience of the original layout of the estate.

Council proposed to remove the second sentence from the final version Statement of Significance (Document 40):

Further subdivision would destroy much of this, along with the ambience of the original layout of the estate.

The submission also raised health and safety concerns and submitted the shed in the backyard has been assessed as containing asbestos, is in a state of disrepair and should be removed.

Ms Schmeder observed that upon site inspection the:

...surviving garages are consistent in form, with their hipped roofs, and recognisable as an early element of the precinct. Many are visible down the two-track side driveways, contributing to the streetscapes of the precinct

Her written evidence included an early photograph showing the new development in 1956 with a garage for each dwelling.

Figure 7 Aerial view of the SRWSC Precinct (Landata, Bendigo City Project, April 1956)



Source: Document 20: N Schmeder Expert Statement, 2 June 2025

Ms Schmeder concluded that:

- additional controls for the garages are appropriate and will signal their heritage value and allow for negotiation of positive outcomes where planning applications might propose their alteration or demolition
- the presence of asbestos-bearing building materials does not impact upon the heritage value of this and other original garages, and is an issue that can be managed in future without the assumption that full demolition is required.

(iv) Discussion

501 High Street is a relatively intact example of one of the brick dwellings constructed as part of the SRWSC Precinct. No evidence was presented that contradicts this assessment. As a Contributory dwelling, it is appropriate to include 501 High Street in the SRWSC Precinct and apply the Heritage Overlay to the property.

Subdivision that has occurred in the Precinct to date has had a minimal impact on the Precinct. The exhibited Statement of Significance sought to discourage further subdivision due to its potential impact on original plantings and garden layout. The Panel agrees it is appropriate to remove reference to this statement on the basis that the impact of a future subdivision on elements of heritage significance within a property can be appropriately assessed at the time of a

planning application. It should not be assumed that subdivision of a property would necessarily have a detrimental impact.

The Panel agrees the original garages contribute to the heritage significance of the Precinct and it is therefore appropriate to include additional controls in the Heritage Overlay where garages are present.

(v) Conclusions and recommendation

The Panel concludes:

- It is appropriate to apply the Heritage Overlay to 501 High Street, Golden Square as part of the SRWSC Precinct as the place contributes to its heritage significance.
- Outbuilding and fence controls are appropriate at 501 High Street as the original garages contribute to the heritage significance of the Precinct.
- It is appropriate to remove the following sentence from the Statement of Significance and consider subdivision applications on their merits at the time of application:
Further subdivision would destroy much of this, along with the ambience of the original layout of the estate.

The Panel recommends:

Amend the Statement of Significance for the State Rivers and Waters Supply Commission Residential Precinct as shown in Council's final version (Document 40) to remove the sentence:

Further subdivision would destroy much of this, along with the ambience of the original layout of the estate.

6 Individual heritage places

6.1 Girton Grammar School, 83-119 Mackenzie Street, Bendigo (HO990)

(i) The issues

The issues are whether:

- the Statement of Significance for 83-119 Mackenzie Street, Bendigo should be amended to more accurately describe the property and its significant features
- it is appropriate to introduce a new category, 'historical interest', and apply it to elements of a place in the Statement of Significance.

Figure 8 83-119 Mackenzie Street, Bendigo (front of former Glendure House)



Source: Exhibited Statement of Significance: 83-119 Mackenzie Street, Bendigo, January 2022 (HO990)

(ii) Background

The Heritage Overlay currently applies to 89-119 Mackenzie Street is currently as an individually significant place (HO172 – identified as 105 Mackenzie Street, Bendigo).

The Amendment proposes to apply the Heritage Overlay to the site as an individually significant place with a slightly amended boundary in the south (HO990).

The place does not currently have its own Statement of Significance or citation.

The property contains Girton Grammar School.

(iii) Evidence and submissions

Girton Grammar School (the landowner of the site) supported the objectives of the Amendment and requested several changes to the Statement of Significance and citation to clarify and more accurately reflect the heritage values of the place.

Requested changes included:

Statement of Significance

- former Bendigo Iron Works building
 - remove reference to “original” as it is unlikely the corrugated steel roofing is original
 - refine wording for “pattern of openings” as not all are original or significant
 - clarify which elements of the fabric on the east elevation are original or early
- former Glendure House
 - remove or clarify reference to “part of the southern wing” as it was built in at least two stages (brick base and timber upper level) and these should be clearly identified
 - undertake further research to confirm stages of development of the house (1859 and 1876)
 - clarify the term ‘historical interest’ used to describe the addition to Glendure House and explain what this means for future change to this fabric.

Citation

- correction on page 345 to clarify the timber additions to Girton House do not predate the School’s occupation of the site which began in 1916
- minor corrections to the plan and legend.

It was suggested a base plan be prepared to show all buildings and landscape elements of significance.

Council sought advice from the heritage consultant who authored the citation and consequently proposed several refinements to the Statement of Significance and citation to address the concerns raised in the submission. This included a site plan clearly identifying all elements contributing to the significance of the place. These amendments were generally supported by the landowner.

The proposed changes to the Statement of Significance:

- clarified most of the points raised in the landowner’s submission
- did not amend reference to the stages of development for Glendure House.

Ms Schmeder’s evidence responded to issues not resolved between Council and the landowner before the Hearing. Ms Schmeder provided a detailed review, which included an analysis of the citation and a heritage assessment provided by Girton Grammar School, prepared by heritage consultant, Mr Peter Barrett, (Document 21)², and her own research. In summary, Ms Schmeder concluded:

- Glendure House was constructed by 1858, then rebuilt/remodelled and extended several times in 1861, 1868, 1871 and 1876
- it is most likely the first stage of Glendure House faces Don Street while the later facade (c1876) faces Vine Street, with both halves Significant elements, but noted the order in

² Mr Barrett’s report was tabled for information purposes and not as evidence.

which the parts of the house were built is to some extent academic and would be unlikely to influence its future management).

Ms Schmeder recommended the citation and Statement of Significance be amended to:

- add information about the additional stages of development of Glendure House
- indicate that most likely the half of Glendure House facing Don Street was built first (c1868-71 with an earlier core) and the half facing Vine Street built in 1876
- add information found in Mr Barrett's report about works to the nineteenth century buildings, particularly information about the evolution of the heritage buildings (to the citation)
- rephrase the following text in the Statement of Significance

The 1922 addition to the Girton House is of historical interest because it illustrates
~~contributes to the understanding of~~ the early adaptive use and expansion of the school in
 this site following the relocation in 1916

Regarding the term 'historical interest', Council proposed to include a definition at Section 2.6 'Gradings within precincts' of the Heritage Study Stage 2. Ms Schmeder agreed the proposed definition accords with the standard use in current heritage practice, indicating *"a place whose heritage value falls below the threshold for statutory protection (that is, not Contributory, not Significant)"*. Both the landowner and Ms Schmeder suggested further refinements to the definition to be clear about this position.

In response to a question from the Panel at the Hearing as to how this new term 'historical interest' is different from contributory or non-contributory, Ms Schmeder explained it sits between them and illustrates part of the history but applies to something that doesn't have sufficient intactness to be worthy of protection. Ms Schmeder agreed it would be introducing a new category, but said such a feature would be officially Non-contributory but this would signal to a landowner that there could be value in interpreting what was there.

The final version of the definition clarified that elements of 'historical interest' are not intended to have statutory protection as follows:

These gradings may also be used to categorise ~~define significant~~ elements within a larger or more complex site listing, such as a school. Some elements of such sites may be considered to have historical interest, meaning that they provide evidence of the evolution of the site and complement the site's overall heritage value, but do not themselves meet the threshold for protection as significant or contributory, and therefore do not meet the threshold for statutory protection.³

Council supported these findings and submitted the outcome would be consistent with the PPN1 and Heritage Study Stage 2.

(iv) Discussion

The Statement of Significance for 83-119 Mackenzie Street, Bendigo should be amended to more accurately describe the property and its significant features in accordance with further information provided by Girton Grammar School and subsequent analysis by Ms Schmeder. This will require further changes in references to Glendure House than shown in the revised Statement of Significance (Document 28.1). While the Panel acknowledges the current agreement between

³ Council noted an error in Council's revised version of section 2.6, tabled as Documents 19 (Attachment 2) and Document 28.1 which continued to refer to "significant elements", and clarified the word 'significant' should have been omitted in accordance with Ms Schmeder's opinion.

Council and the landowner on the revised wording, it considers this would be improved by the updates as recommended by Ms Schmeder based on her further analysis and research, specifically to:

- add information about the additional stages of development of Glendure House
- indicate that most likely the half of Glendure House facing Don Street was built first (c1868-71 with an earlier core) and the half facing Vine Street built in 1876.

The Panel has given much consideration to the proposed use of the term 'historical interest' in the Statement of Significance.

PPN1 provides guidance on how to write a Statement of Significance. It states that identification of 'What is significant' about a place should:

- be brief
- leave no doubt about the elements under discussion
- identify features or elements that are significant about the place
- can identify elements that are not significant
- may provide the basis for an incorporated plan which identifies works that may be exempt from the need for a planning permit.

The Panel does not agree the proposed use of the term 'historical interest' is consistent with PPN1. It may cause confusion about whether such elements have some level of significance, notwithstanding the inclusion of a definition in the Heritage Study Stage 2, which sits outside the Planning Scheme as a background document.

It accepts that when it comes to redevelopment proposals for more complex sites with multiple buildings, such as a school, there is likely to be a need for some nuanced classification of the relative significance of various parts within a site. However, the proposal to use the term 'historical interest' which has been clarified by Council to be used for elements that are not significant in a statutory sense, effectively introduces a new sub-category that has no additional statutory function.

PPN1 recognises that planning is about managing the environment and its changes. The purpose of the Planning Scheme is to provide a clear and consistent framework within which decisions about the use and development of land can be made. While the Panel does not dispute the specified features have historical interest, if they are not significant in terms of needing statutory protection, then it would be more appropriate to discuss them in the citation in the Heritage Study Stage 2 and not the Planning Scheme, or to explicitly state they are not significant elements. At present, the Statement of Significance gives the impression they are significant in some way, and this is very likely to lead to confusion for a future permit application.

It may be appropriate to retain reference to these elements in the section 'Why is it significant' where it assists in understanding the evolution of the site and which parts are significant, however they should clearly be identified as non-contributory elements of the place.

The proposal to include a map which clearly identifies the different buildings and trees on site referred to in the Statement of Significant is supported.

(v) Conclusions and recommendations

The Panel concludes:

- The Statement of Significance for 83-119 Mackenzie Street, Bendigo should be amended to more accurately describe the property and its significant features.
- These changes should be in accordance with Council's Part B version of the Statement of Significance (Document 28.1), but further modified to:
 - add information about the additional stages of development of Glendure House
 - indicate that most likely the half of Glendure House facing Don Street was built first (c1868-71 with an earlier core) and the half facing Vine Street built in 1876.
- It is not appropriate to introduce a new category, 'historical interest', and apply it to elements of a place in the Statement of Significance for 83-119 Mackenzie Street, Bendigo.
- References to the term 'historical interest' should be removed from the Statement of Significance.

The Panel recommends:

Amend the Statement of Significance for 83-119 Mackenzie Street, Bendigo based on the Part B version (Document 28.1) and modified to:

- a) add information about the additional stages of development of Glendure House being constructed by 1858, then rebuilt/remodelled and extended several times in 1861, 1868, 1871 and 1876**
- b) indicate that most likely the half of Glendure House facing Don Street was built first (c1868-71 with an earlier core) and the half facing Vine Street built in 1876**
- c) remove reference to the term 'historical interest'.**

6.2 130 High Street, Bendigo (HO986)

(i) The issues

The issues are whether:

- the Heritage Overlay should be applied to 130 High Street, Bendigo
- the Statement of Significance for 130 High Street should be amended to:
 - remove reference to Criterion B (rarity) from 'How is it significant'
 - update the construction date of the shop from 1866 to 1902
 - clarify significant and non-significant elements of the place.

Figure 9 **130 High Street, Bendigo**



Source: Document 20: N Schmeder Expert Statement, 2 June 2025

(ii) Background

The Heritage Overlay currently applies to 130 High Street as part of the Rowan Street Precinct (HO11).

The Amendment proposes to remove the property from the Rowan Street Precinct (HO11) and include it as a site with individual significance in the Heritage Overlay (HO986).

(iii) Evidence and submissions

Initially the landowner of 130 High Street:

- supported removal of the Heritage Overlay (HO11) from land at 128 and 130 High Street
- opposed the application of the Heritage Overlay (HO986) to 130 High Street.

It was submitted the Heritage Overlay should not be applied to 130 High Street based on the poor condition of the building and plans for demolition and redevelopment of the site.

In reviewing the Rowan Street Precinct, Ms Howe explained the area between Don and Vine Streets was considered not cohesive enough for inclusion in a heritage precinct and led to several potentially significant places in these areas being assessed for individual significance. 128 High Street was assessed as not meeting the threshold for individual significance. 130 High Street was identified as having significance under Hercon Criterion A (historical), B (rarity) and D (representative).

Council referred to further discussions with the landowner and proposed changes to the Statement of Significance and commensurate changes to the Heritage Study Stage 2. These changes included several clarifications as follows:

- the shop was likely constructed in 1902 (removing reference to 1886)
- original or early stylistic elements of the building are significant with frontage to High Street
- removal of reference to the early clock as a significant element
- the clock, corrugated iron shed in the rear yard and later additions to the front façade and shopfront plinth do not contribute to the significance of the place
- removal of reference to 'rarity' regarding 'How it is significant'.

Ms Schmeder assessed the property having regard to these proposed changes and undertook a comparative analysis to confirm it met the threshold of Local Significance. Ms Schmeder concluded:

- the shop at 130 High Street compares well to other Victorian and early Edwardian shops currently or recommended to be Significant in the Heritage Overlay retaining its timber shopfront distinguished by a higher level of embellishment than is standard
- its overall form, shopfront and intactness support its status as Significant in the Heritage Overlay
- the place does not meet Criterion B (rarity) at the local level because the clock is reportedly battery-operated and thus not original (the clock having been the sole reason upon which the place's rarity value was based)
- there is no evidence the first part of the shop was constructed in the 19th century so it should be recognised as solely from the Edwardian era
- brick veneer has been added to the shopfront plinth and is not of heritage value
- the outbuilding behind the shop is not of heritage value.

Ms Schmeder recommended the history and description for the place should be revised to reflect these findings in the Statement of Significance and heritage citation in the Heritage Study Stage 2.

Council supported this position and submitted these changes would be consistent with PPN1. A revised Statement of Significance showing these changes was tabled as Document 19, Attachment 3. The landowner wrote to the Panel expressing support for the Amendment with the changes as proposed.

(iv) Discussion

The comparative analysis undertaken by Ms Schmeder supports the local significance attributable to the property in relation to Criterion A and D as a historically significant example of commercial development which occurred on the principal roads outside the central district of Bendigo in the early twentieth century. The application of the Heritage Overlay is considered appropriate.

The Panel understands the clock was the only reason it was considered to have significance for Criterion B (rarity) and given it has been established the clock could not have been original this criterion is not applicable.

Ms Schmeder's additional investigations have provided further information to clarify the likely date of construction of the shop and distinguish elements of the place that do not contribute to its significance. It is appropriate to amend the Statement of Significance and heritage citation in the Heritage Study Stage 2 to reflect this information.

(v) Conclusions and recommendations

The Panel concludes:

- The Heritage Overlay should be applied to 130 High Street, Bendigo as a historically significant example of commercial development which occurred on the principal roads outside the central district of Bendigo in the early twentieth century.
- The Statement of Significance for 130 High Street should be amended to:
 - remove reference to Criterion B (rarity) from 'How is it significant' as the clock is not an original feature
 - update the construction date of the shop from 1866 to 1902
 - add a list of elements that do not contribute to the heritage significance of the place
 - remove reference to the early clock as a significant element.

The Panel recommends:

Amend the Statement of Significance for 130 High Street, Bendigo as shown in Appendix C1 to:

- a) **clarify in 'What is significant?' the date the shop was likely constructed and remove reference to the clock as a significant feature, include the clock, rear shed and later additions to the shop front façade and plinth as non-significant elements.**
- b) **remove in 'How is it significant?' reference to rarity significance.**
- c) **include in 'Why is it significant' more detail to:**
 - **clarify the date the building was constructed**
 - **remove reference to the clock.**

6.3 40 Mackenzie Street West, Golden Square (HO978)

(i) The issue

The issue is whether the Statement of Significance for 40 Mackenzie Street, West Golden Square should be amended to more accurately describes the property and its significant features.

Figure 10 40 Mackenzie Street West, Golden Square



Source: Document 20: N Schmeder Expert Statement, 2 June 2025

(ii) Background

It is proposed to apply the Heritage Overlay to 40 Mackenzie Street West as an individually significant property (HO978). The property contains the former Gladstone Hotel.

(iii) Evidence and submissions

The landowner of 40 Mackenzie Street West submitted the description of the building in the Statement of Significance is incorrect, specifically the reference to it having remained relatively unaltered since its construction and misrepresents alterations undertaken on the building. The submission noted changes including:

- opaque glass in the lower portion of the three sash windows
- sandblasting of the front facade
- replacement of the front gutter and downpipes
- replacement of the roof iron visible from the street with zincalume corrugated iron.

The submission pointed out the door on the left-hand side of the building (when viewed from the street) which has been removed and replaced with bricks, suggesting a later extension to the building.

Following further investigation, Council agreed to amend the Statement of Significance to further clarify the evolution of the hotel's construction and to indicate the roof cladding and opaque glazing are not original.

Ms Schmeder noted the detailed history provided in the Stage 2 Heritage Study. Following review of this information, the submission and Council's proposed response, Mr Schmeder concluded:

- The former Gladstone Hotel was built in several phases. The surviving section are the left-hand side built in 1876, and the gable-fronted right-hand side of 1903.
- This evolution of the building has been extensively researched and clearly presented in the history section of the citation, but not clearly expressed in the statement of significance.
- Key alterations to the exterior of the building, such as sandblasting, have been documented in the place citation. The use of the term "corrugated iron roof", however, suggests a higher level of intactness than is accurate. The recent introduction of opaque glazing should also be identified as non-original.
- Overall, the 1876 and 1903 phases of the building are sufficiently intact to meet the threshold of Local Significance.
- While the history in the place citation documents the important place the Gladstone Hotel held in the community, this was only the case up until its closure in 1921. For this reason, it no longer has social significance as defined by Hercon Criterion G. This importance to the past community is, instead, an element of its historical significance, and should be expressed in relation to Criterion A.

In relation to the last point, Ms Schmeder explained the Heritage Council of Victoria expressly revised this Hercon Criterion (Criterion G) to avoid the mistake of applying it to places with past social significance, and while noting this is not yet specified in PPN1, the criterion in PPN1 is intended to have the same meaning as Hercon.

Ms Schmeder proposed several changes to the Statement of Significance to reflect these findings which Council supported at the Hearing.

(iv) Discussion

The Panel agrees the history presented in the Stage 2 Heritage Study could be more clearly expressed in the Statement of Significance and supports proposed changes to further explain the evolution of the hotel's construction.

It accepts that the opaque glazing to lower sashes of some windows is not original, and it is appropriate to identify these in the Statement of Significance as non-significant elements.

Reference to the recent replacement of the roof is also appropriate.

The Panel accepts Ms Schmeder's evidence that Criterion G (social significance) should only be applied where there is current community attachment to a place. The social significance described in the citation refers only to past significance and on this basis it does not meet Criterion G. Reference to the past community use of the former hotel should be included as part of its historical significance in relation to Criterion A.

(v) Conclusions and recommendations

The Panel concludes:

- The exhibited Statement of Significance for 40 Mackenzie Street, West Golden Square should be amended to more accurately describes the evolution of the hotel's

construction, including elements that are not significant (being the opaque glass in some lower sash windows) and noting the replacement roof.

- The importance of the hotel to the past mining community should be described as part of Criterion A (historical significance) and not Criterion G (social significance).

The Panel recommends:

Amend the Statement of Significance for 40 Mackenzie Street West, Golden Square as shown in Council's Part B version (Document 28.1) to:

- a) note in 'What is significant?' the opaque glazing to some lower sashes is recent and not significant.**
- b) remove in 'How is it significant?' reference to social significance.**
- c) include in 'Why is it significant' more detail to reflect the evolution of the hotel's construction, note the replacement roof and reference its community significance as part of Criterion A.**

6.4 Golden Square Fire Station, 260 High Street, Golden Square (HO965)

(i) The issue

The issue is whether the Statement of Significance for 260 High Street, Golden Square should be amended to remove the following features from descriptions of significant elements:

- bell
- hose drying tower.

Figure 11 260 High Street, Golden Square



Source: Exhibited Statement of Significance: 260 High Street, Golden Square, January 2022 (HO965)

(ii) Background

It is proposed to apply the Heritage Overlay to 260 High Street as an individually significant property (HO965). The property contains the Golden Square Fire Station.

The citation for 260 High Street in the Heritage Study Stage 2 (Volume 2) says the Long Gully Fire Station donated its tower and bell to the Golden Square Station in 1934 after it closed. It further notes:

- the steel hose drying tower on site may be the one donated from the Long Gully Fire Station in 1934
- the bell carries a plaque which reads:
 GOLDEN SQUARE FIRE BRIGADE
This Bell and its original tower was relocated to the Golden Square Fire Station in 1934 after the closure of the Long Gully Fire Brigade
This Bell was remounted by members of the Brigade to commemorate 125 years of service to the Golden Square Community
Unveiled by CFA Deputy Chief Officer Craig Lapsley 26th March 2006

(iii) Submissions

The Country Fire Authority (CFA) submitted:

- the current building is no longer suitable for CFA operation requirements and the CFA will be ceasing tenancy at the site in 2025
- it is not appropriate for the fire bell to be listed as a significant element of a heritage place which will result in restrictions being placed on its removal because:
 - it is accepted practice the CFA brigade will take the fire bell to the new station
 - it is a long-held tradition and belief that the bell represents past brigade members and their service to the community
 - members see care and maintenance of the bell as an important duty demonstrating acknowledgement and respect for members who served before them
- it is not appropriate for the hose drying tower to be listed as a significant element of a heritage place which will result in restrictions being placed on its removal because:
 - the hose drying tower is a significant financial asset and investment essential to emergency operations of the CFA
 - if a fire station is decommissioned the tower is dismantled and relocated to the new site or, if a new tower is built at the new station, relocated to a station without a tower to improve its response capability
 - hose towers that are not adequately maintained or used pose a significant risk to the public and community on a site no longer used as a fire station.

Ms Howe said it was reasonable to remove these elements from the Statement of Significance given the importance of these traditions to heritage.

In the Peer Review document, Ms Schmeder notes the tradition is supported by the heritage citation in the Heritage Study Stage 2 (Volume 2) and said as neither are part of the original 1909 station design, their removal does not have a large impact on its significance (Document 8c).

Ms Schmeder recommended reviewing the wording of the Statement of Significance should the Fire Station close to reflect that it is no longer operational and notes this may impact on whether it retains ongoing social significance (Criterion G).

Council submitted the fire bell and hose drying tower should be removed from the Statement of Significance for 260 High Street.

(iv) Discussion

Information about the Golden Square Fire Station in the citation is evidence of the tradition of the relocation of fire bells and towers to other fire stations in the event a station is relocated, and importantly for this particular bell and tower.

The citation also refers to the ringing of a fire bell at the opening of the station in August 1909, which infers there was an original bell, prior to the donation of the Long Gully bell in 1934⁴.

The Panel notes Ms Schmeder did not consider the removal of the bell or hose drying tower would have a large impact on the significance of the place because they were not part of the original station fabric. The Panel therefore agrees it is appropriate to remove them from the Statement of Significance on this basis.

The Fire Station has ceased operation and the fire bell and tower have been removed. The Statement of Significance should be revised to reflect this status. The Panel supports Ms Schmeder's recommendation that it also be reassessed in regard to Criterion G (social significance), referred to in the Statement of Significance as 'associative significance', as this should only be applied where there is current community attachment to a place.

(v) Conclusions and recommendations

The Panel concludes:

- It is appropriate to remove the bell and tower as significant elements from the Statement of Significance for 260 High Street, Golden Square as they were not part of the original fabric of the Fire Station.
- The Statement of Significance should be revised to remove reference to the Fire Station still being in use.
- The social (associative) significance of the place should be reassessed now the Fire Station has ceased operation and if this is no longer relevant this reference should be removed from the Statement of Significance.
- The citation in the Heritage Study Stage 2 should be amended accordingly.

The Panel recommends:

Reassess the social (associative) significance of 260 High Street, Golden Square now the Fire Station has ceased operation, and if no longer relevant remove this reference to Criterion G from the Statement of Significance.

Amend the Statement of Significance for 260 High Street, Golden Square to:

- a) remove all references to the bell and hose drying tower**
- b) remove reference to the Fire Station being "still in use".**

⁴ Golden Square Heritage Study – Stage 2, Volume 2, page 132

6.5 24 Booth Street, Golden Square (HO962)

(i) The issues

The issues are whether the Statement of Significance for 24 Booth Street, Golden Square should be amended to:

- remove reference to the weatherboard additions as significant elements of the building
- clarify the original door is identifiable as a former opening and not a current door
- clarify the building is 'largely' unaltered.

Figure 12 24 Booth Street, Golden Square



Source: Exhibited Statement of Significance: 24 Booth Street, Golden Square, January 2022 (HO962)

(ii) Background

The Heritage Overlay currently applies to 24 Booth Street as part of the Rowan Street Precinct (HO11). The Amendment proposes to remove the property from the Rowan Street Precinct (HO11) and include it as a site with individual significance in the Heritage Overlay (HO962).

(iii) Evidence and submissions

The landowner of 24 Booth Street submitted the Statement of Significance should be revised for this property to:

- remove reference to the weatherboard additions as they have been mostly replaced over the years and do not relate to the weatherboard cottages mentioned in the history of the property
- remove reference to the 'original door' as the corner front door is a new door and the original door is no longer present.

Ms Howe said further assessment of the property confirmed:

- weatherboard additions do not relate to the earlier cottages on site and are likely to be of 1970s construction
- the current corner door is visually similar to a period door but shows none of the expected details and is a replacement door.

On this basis, Council submitted the Statement of Significance should be amended to remove reference to the weatherboard additions and rephrase reference to the original door as 'door

opening'. It also proposed to revise wording to include the word 'largely' before 'unaltered state' in relation to Criterion B (rarity) to reflect this position.

(iv) Discussion

The Panel accepts further investigation clarified non-significant elements of the building and agrees the Statement of Significance should be updated to reflect these findings.

(v) Conclusions and recommendations

The Panel concludes:

- The Statement of Significance for 24 Booth Street should be amended to
 - remove reference to the weatherboard additions as significant elements of the building
 - clarify the original door is identifiable as a former opening and not a current door
 - clarify the building is "largely" unaltered.
- The citation in the Heritage Study Stage 2 should be amended accordingly.

The Panel recommends:

Amend the Statement of Significance for 24 Booth Street, Golden Square as shown in Appendix C to:

- a) remove in 'What is significant?' reference to weatherboard additions and clarify the significance of the door only relates to the door opening.
- b) clarify in 'Why is it significant' the building is rare because of its 'largely' unaltered state.

7 Existing Rowan Street Precinct (HO11) and 46-48 Old Violet Street, Bendigo

(i) The issues

The issues are whether the Heritage Overlay should be:

- retained over properties along Old Violet Street, Olive Street and Pitt Street, including 46-48 Old Violet Street, Bendigo
- applied to Tree 147 identified in the Golden Square Heritage Tree Study 2021 as part of an adjoining heritage precinct.

(ii) Background

The Heritage Overlay currently applies to 46-48 Old Violet Street and surrounding properties as part of the Rowan Street Precinct (HO11). The Amendment proposes to remove several properties from the Heritage Overlay along Old Violet Street, Olive Street and Pitt Street, and no longer include them in the Rowan Street Precinct (HO11).

Figure 15 shows boundaries for proposed new heritage precincts in the area (HO956 Nettle Street and HO957 Old Violet Street) and the area between proposed to be removed from the Heritage Overlay (except for 3 Reef Street (HO387) and 3 Pitt Street (HO11), which both retain the Heritage Overlay). 46-48 Old Violet Street is the large rectangular site on the corner of Old Violet Street and Olive Street.

Figure 13 Proposed new heritage precincts in the Old Violet Street area (46-48 Old Violet Street highlighted yellow)



Source: Submission #5

(iii) Evidence and submissions

One submission submitted the scope and content of supporting documents for the Amendment do not justify the removal of the Heritage Overlay from properties along Old Violet Street, Olive Street and Pitt Street, currently with the Rowan Street Precinct (HO11).

It was submitted:

- there is no written record as to how or by whom the sites were assessed / reviewed regarding their heritage significance, or reference to Hercon criteria
- there is no need to create a gap between precincts to delineate boundaries between the proposed new heritage precincts
- proposed boundaries are not based on evidence and lack justification
- Barnard Street, as a major road, would constitute a more appropriate 'natural' boundary between the proposed Nettle Street Precinct (HO956) and Old Violet Street Precinct (HO957)
- there are trees assessed as having heritage significance in the Tree Study (including Tree 147), and recommended for tree controls in the Heritage Overlay, which have been omitted from the proposed precincts
- many of the properties proposed to be removed from the Heritage Overlay are vacant and earmarked for development which will lead to continual issues in navigating controls to ensure the neighbourhood remains cohesive in character
- there has been no consideration given to applying the NCO to ensure new development appropriately responds to the heritage character of the area if the Heritage Overlay is removed.

The submitter made a further written submission to the Panel (Documents 25, 25.1 and 25.2), which included a significant volume of information about the history of 46-48 Old Violet Street as a legacy mine (Monument Hill). It was submitted 46-48 Old Violet Street:

- has important heritage significance
- should not be removed from the Heritage Overlay
- was an example which demonstrated the extent of available historical material on one site that has been overlooked by the proposed Amendment
- should be recorded appropriately within an existing statement of significance (either individual or for a precinct) or by other means, for example in the Victorian Heritage Inventory
- is potentially contaminated land and therefore the Amendment should have addressed Ministerial Directions 1 and 19.

Ms Howe explained the existing Rowan Street Precinct:

- is made up of parts of several sub-precincts identified in the EBHS (sub-precincts 5.1 and 6.3) and areas in between these sub-precincts
- is unclear why the various sub-precincts were formed into a single larger precinct when the Heritage Overlay was applied
- has no formal Statement of Significance applying to the precinct
- has citations for the sub-precincts but not for areas between the sub-precincts
- the area around Old Violet Street was included in sub-precinct 6.3.

In reviewing the Rowan Street Precinct, Ms Howe said:

- initially 10 new heritage precincts were identified as well as a much-reduced boundary for the redefined Rowan Street Precinct
- the proposed new precincts have distinct statements of significance
- boundaries of the new precincts were sometimes dictated by areas that have low integrity or have lost cohesion, including the Old Violet Street, Reef Street Olive Street area where a cluster of later development disrupts the heritage streetscape and historic development patterns have eroded past the point of legibility
- an early draft of the precinct was peer reviewed, and further changes were made to the boundaries to strengthen their cohesion
- some individual properties not within the proposed new boundaries were recommended for inclusion as individual places of significance.

Ms Schmeder noted initial precinct boundaries were considered to have very diverse characters as well as areas of low cohesion and were reviewed with the goal of identifying smaller, more cohesive precincts. Areas with few contributory properties were recommended for removal from the Precinct.

Regarding 46-48 Old Violet Street, and following the provision of extensive further information by the submitter through the Hearing process, Ms Schmeder said:

- the site was clearly the principal site for the Monument Hill Mine
- there are undoubtedly archaeological remains underground but there is no understanding of how intact these are
- the archaeological remains are protected from disturbance under the Heritage Act 2017
- as there are no above ground remains it is unsuitable for protection in the Heritage Overlay
- the property is in an area set apart from the nearest heritage buildings, so its future development is unlikely to have a notable impact on their appreciation of the heritage value of adjoining precincts (an analysis of which way existing heritage dwellings were facing was provided).

In response to a Panel question about whether development of sites to be removed from the Heritage Overlay would impact on views of the heritage places when coming up Olive Street, Ms Schmeder said development close to the frontage of sites could potentially impact views of the cottage on Pitt Street.

Ms Schmeder recommended:

- Council prepare a site card for 46-48 Old Violet Street and provide it to Heritage Victoria for inclusion in the Victorian Heritage Inventory
- Tree 147 on Olive Street should be considered for Council's Significant Tree Register, as being a street tree there is not as much threat that it might be removed.

In closing, Council submitted:

- detailed assessments were conducted of the HO11 and the boundaries for the precinct
- while built form associated with the former mine may have existed at the time of the EBHS, any above-ground fabric is now gone and there is no basis for protecting the site based on underground archaeological features alone

- there is no basis for including the property in the HO957 Old Violet Street Precinct or the HO956 Nettle Street Precinct as a Non-contributory property due to the lack of cohesion and justification for extending the precinct boundaries to take in this land
- the Heritage Overlay should not be used as a form of development control such as for contamination
- extending the precinct to take on high values trees is not supported unless there is built form to protect
- Tree 147 would be more appropriately included in the Significant Tree Register which Council is currently working on.

Council acknowledged the discrepancy between the Precinct boundary mapping and significant tree mapping in the Old Violet Street Precinct and submitted it would review all relevant statements of significance to ensure boundaries were aligned and to remove notations (green dots) illustrating significant trees which are *outside* the precinct.

(iv) Discussion

The heritage basis of the revised boundaries for the Rowan Street Precinct (HO11), proposed new Nettle Street Precinct (HO956) and Old Violet Street Precinct (HO957) is not readily apparent in the Heritage Study Stage 2. Ms Howe's explanation assisted the Panel's understanding of how the process evolved and the need for review of the existing Rowan Street Precinct. The Panel accepts the proposed new precincts provide clearer, more distinct statements of significance.

46-48 Old Violet Street was clearly once an important mine site, Monument Hill, and it is acknowledged archaeological fabric remains underground. The Panel agrees it should be recommended for inclusion in the Victorian Heritage Inventory.

Properties along Old Violet Street, Olive Street and Pitt Street proposed to be removed from the Heritage Overlay either do not, or no longer, contain buildings of heritage significance and would not individually meet the threshold for inclusion in the Heritage Overlay.

The Panel has considered at length whether it is appropriate to remove these properties from the Heritage Overlay due to their lack of heritage significance, or whether they should remain in the Heritage Overlay as Non-contributory places.

As noted in Chapter 4.1, Ms Schmeder explained including Non-contributory properties in a Heritage Overlay precinct is a means of ensuring their future redevelopment does not have a negative impact on the heritage significance of the precinct as a whole.

The Panel observes:

- removing the properties would result in an irregular shaped strip of land between two heritage precincts in the centre of a low scale residential area
- the south side of Pitt Street would largely be retained in the Heritage Overlay
- one property on the north side of Pitt Street is proposed for inclusion in the Miners' Housing Serial Listing Study
- 3 Reef Street, adjacent to 46-48 Old Violet Street is not included in this Amendment and has an individual Heritage Overlay.

The Panel appreciates it is not sensible to apply the Heritage Overlay to large strips of Non-contributory places. PPN1 does not provide guidance on the inclusion of Non-contributory places

in a heritage precinct. The relevance of the streetscapes where these properties are located is considered an important factor in determining whether to include these particular Non-contributory properties.

While the properties proposed to have the Heritage Overlay removed no longer contain buildings of heritage significance, the general streetscapes exhibit features that continue to reflect their history and link with the proposed adjoining heritage precincts, including:

- street trees in Olive Street assessed as having historical significance and described as 'dominant features in the streetscape and likely to be early street tree planting associated with the precinct'
- the miner's cottage in Pitt Street
- the large size of the parcel of land at 46-48 Old Violet Street, reflective of its history as a former mine site, with frontages to Old Violet Street, Olive Street and Reef Street
- stone gutters in Pitt Street along both sides referenced in the citation for Precinct 6.3 in the EBHS which were once a feature of the area.

It is apparent that development in these streetscapes could influence the heritage significance of the streetscapes and proposed adjoining heritage precincts. 46-48 Old Violet Street is a large site sitting further up the hill when viewed from the bottom end of Olive Street. Ms Schmeder acknowledged its future development could impact on views of a heritage dwelling on Pitt Street if sited close to the frontage. This could also be the case for other properties along Olive Street proposed to be removed from the Heritage Overlay.

The Panel considers the Old Violet Street Precinct should be extended to include these properties and does not agree their inclusion would undermine the cohesion of the Precinct. The Statement of Significance for the Old Violet Street Precinct includes 'streetscapes' in 'What is Significant' and refers to streetscape elements including early and original tree plantings.

The NCO may have been an acceptable alternative planning tool to manage development of these properties within their heritage setting. However, this was not contemplated as part of this Amendment.

The Panel agrees that the purpose of the Heritage Overlay does not extend to identifying and managing potentially contaminated land. Ministerial Direction 1 applies to potentially contaminated land and requires such land to be further considered when preparing an amendment which allows land to be used for a sensitive use. Applying or removing the Heritage Overlay does not change permitted use of the land (which is governed by land use zones). Similarly Ministerial Direction 19 is not applicable.

It was recommended in the Tree Study to apply tree controls to Tree 147. This tree was assessed as meeting the following criteria:

- Historical Significance
- Outstanding Size
- Particularly Old
- Unique Location or Context
- Aesthetic Value.

The Old Violet Street Precinct (HO957) includes Tree 146, and the boundary should be extended to include Tree 147.

(v) Conclusions and recommendations

The Panel concludes:

- The streetscapes along Old Violet Street, Olive Street and Pitt Street exhibit features that continue to reflect their history.
- Development in these streetscapes could influence the heritage significance of the adjoining precincts.
- The Old Violet Street Precinct should be extended to include properties along Old Violet Street, Olive Street and Pitt Street, including 46-48 Old Violet Street, Bendigo, proposed to be removed from the Heritage Overlay (HO11).
- The NCO may have been an acceptable alternative planning tool to manage development of these properties within their heritage setting. However, this was not contemplated as part of this Amendment.
- 46-48 Old Violet Street should be recommended for inclusion in the Victorian Heritage Inventory.
- The Old Violet Street Precinct (HO957) should include Tree 147 identified in the Golden Square Heritage Tree Study 2021.
- It is appropriate to review all relevant statements of significance to ensure boundaries shown in the significant tree aerial mapping aligns with the precinct boundary mapping and to remove notations (green dots) illustrating significant trees which are outside the precinct.

The Panel recommends:

Retain the Heritage Overlay over Non-contributory properties along Old Violet Street, Olive Street and Pitt Street, including 46-48 Old Violet Street, Bendigo, proposed to be removed from the Heritage Overlay (HO11).

Amend the Statement of Significance for the Old Violet Street Precinct (HO957) to:

- a) include Non-contributory properties along Old Violet Street, Olive Street and Pitt Street, including 46-48 Old Violet Street, Bendigo, proposed to be removed from the Heritage Overlay (HO11).**

Amend the boundary of the Old Violet Street Precinct (HO957) to include Tree 147.

Review all relevant statements of significance to ensure boundaries shown in the significant tree aerial mapping aligns with the precinct boundary mapping and to remove notations (green dots) illustrating significant trees which are outside the precinct.

8 Non-heritage issues

8.1 2-20 Chum Street, Golden Square

(i) The issues

The issues are whether:

- Clause 11.03-1L should be reworded to include the southern part of 2-20 Chum Street, Golden Square within the St John of God Activity Centre
- a place-based policy for Golden Square should be included in Clause 11.03-6L to more clearly incorporate the objectives and strategies of the Structure Plan
- Clause 16.01-1L should be reworded to better reflect the intended future development of the land at 2-20 Chum Street.

(ii) Submissions

Ophir Holdings Pty Ltd (Ophir) generally supported the Amendment however requested three changes to the Planning Policy Framework. It noted an amendment request had been lodged to rezone land at 2-20 Chum Street to the Mixed Use Zone.

Firstly, Ophir submitted land at 2-20 Chum Street should be explicitly referenced at Clause 11.03-1L, potential under 'Centre specific strategies' to tie in the designation of the land within the St John of God Activity Centre to:

- reinforce its strategic importance
- provide a clear policy basis for future planning decisions
- ensure consistency with the Structure Plan and broader Amendment objectives.

Ophir noted proposed changes to Clause 19.02-1L (below) which refer to this strategic intent, but submitted a cross-reference at Clause 11.03-1L would strengthen policy clarity.

- Support medical/allied services along Chum Street that link to St John of God Hospital and the Bendigo Day Surgery.

Council did not agree to include a reference to the land at Clause 11.03-1L and submitted:

- the Structure Plan does not provide specific guidance for the designation of 2-20 Chum Street within the St John of God Activity Centre
- proposed strategies at Clause 19.02-1L and Clause 16.01-1L appropriately capture all strategies from the Structure Plan relevant to this site.

Ophir also suggested Clause 11.03-1L could be amended under the 'Centre specific strategies' to include text that seeks to *"encourage redevelopment to occur as per the specific precinct plans of the Golden Plains [Square] Structure Plan"*.

Alternatively, Ophir requested additional sub-clauses (i.e. a place-based policy) at Clause 11.03-6L to more clearly incorporate the objectives and strategies of the Structure Plan submitting this would:

- improve policy clarity for Council officers and applicants
- strengthen the linkage between the Amendment and the Structure Plan
- reflect best practice in structuring the Planning Policy Framework.

Council explained the Amendment was originally drafted with a proposed sub-clause at Clause 11.03-6L (Golden Square) which included all relevant strategies from the Structure Plan. However, Council received a letter from the DTP on 2 June 2023 with pre-authorisation conditions requiring (among other things) the redistribution of local planning policies from proposed Clause 11.03-6L to thematically appropriate clauses in the PPF, and provided an example document to demonstrate. Council revised the Amendment in response to this pre-authorisation condition.

Ophir stated it would have supported the original intent of the Amendment wording proposed by Council and said this approach was consistent with the *Practitioner's Guide to Victoria's Planning Schemes* (Practitioner's Guide) regarding place-based policy formulation and that distributing policy across multiple themes dilutes the Structure Plan's strategic weight.

The third request by Ophir was to amend Clause 16.01-1L to better reflect the intended future development of the land at 2-20 Chum Street.

Council supported this request and proposed the following wording as set out in the Part B submission (Document 28):

Support the redevelopment of land on the Southern Cross Austereo land at 161 Lily Street and 2–20 Chum Street for mixed use, residential, short-term accommodation and aged care or medical-related facilities.

Ophir confirmed its support of this wording and noted the Structure Plan should be updated to reflect the revised wording. Council supported this change to the Structure Plan.

(iii) Discussion

The Structure Plan refers to significant opportunities to redevelop land at 2-20 Chum Street, including for *“mixed use residential, short-term accommodation, aged care or medical related facilities”* that could *“link to St John of God Hospital”* (page 22) or *“integrate with and service the medical related facilities currently occurring in the area”* (page 25). It does not provide specific guidance to include the site within the St John of God Activity Centre but does provide the opportunity for a potential association. It would be premature to reference the site as part of the St John of God Activity Centre in Clause 11.03-1L through this Amendment.

In considering Ophir's request to include a place-based policy for Golden Square in Clause 11.03-6L, the Panel notes Council's original intention to do so and the DTP's direction (as a pre-authorisation condition) to redistribute the policy to thematically appropriate clauses in the PPF. The Practitioner's Guide states a place-based policy must:

- Apply to a specific, discrete spatial area. The area to which the policy applies must be mapped showing clear, defined boundaries.
- Have a common objective that is achieved using strategies that negotiate different PPF themes.
- Provide guidance specific to that place. If the provisions are generic and apply across multiple places or to the whole municipality, they should be located under the relevant thematic heading.
- Include content relating to multiple issues where there are interrelationships between those issues or interdependencies between related strategies that require an integrated policy approach to provide a coherent strategic narrative. If the policy content relates to just one or two discrete themes, these will be better located under the relevant thematic headings.
- Result in a clearer and simpler representation of the policy than if it were thematically distributed across the PPF, including avoiding undue repetition of a common objective.

- Not focus on high level strategic directions about the role of a place, as these are better located in the MPS.
- Not replicate content in specific controls that apply to the place, such as a Design and Development Overlay. However, there may be benefit in providing a brief cross-reference to a specific control where it would support the coherence of a policy.

In this circumstance, particular consideration is given to whether the proposed strategies have a common objective specific to Golden Square that would require an integrated policy rather than placement under relevant thematic headings. From a review of the proposed strategies through the PPF, the Panel could not readily identify a common objective specific to Golden Square that would require the strategies to be considered in an integrated policy. Therefore, the Panel does not agree a place-based policy at Clause 11.03-6L is necessary.

Notwithstanding, the Structure Plan does include precinct-based guidance for different areas in Golden Square that is not easily captured by the structure of the PPF. This includes guidance for several activity centres captured somewhat through proposed strategies under relevant thematic headings. However, the Panel considers this could be strengthened by including an additional strategy under the 'Centre specific strategies' at Clause 11.03-1L to encourage redevelopment of activity centres in accordance with the Structure Plan.

The Panel supports the proposed change to the wording of Clause 16.01-1L as agreed between Council and Ophir to improve clarity about the future development of 2-20 Chum Street. It is appropriate to update the Structure Plan with the same wording for consistency.

(iv) Conclusions and recommendations

The Panel concludes:

- Clause 11.03-1L should not be reworded to include the southern part of 2-20 Chum Street, Golden Square within the St John of God Activity Centre because the Structure Plan does not specify this outcome.
- It is not necessary to include a place-based policy in Clause 11.03-6L and strategies are appropriately captured under thematic headings throughout the Planning Policy Framework.
- A new strategy should be included under 'Centre specific strategies' at Clause 11.03-1L to encourage redevelopment of activity centres in accordance with the Structure Plan.
- Clause 16.01-1L should be reworded to better reflect the intended future development of the land at 2-20 Chum Street, and make associated changes to the Golden Square Structure Plan.

The Panel recommends:

Amend Clause 11.03-1L to include a new strategy under 'Centre specific strategies' as follows:

Encourage redevelopment of activity centres in Golden Square in accordance with the Golden Square Structure Plan.

Amend Clause 16.01-1L to reword the last dot point as follows:

Support the redevelopment of land on the Southern Cross Austereo site at 161 Lily Street and 2-20 Chum Street, for mixed use, residential, short-term accommodation and aged care or medical related facilities.

8.2 Panton Street, Golden Square

(i) The issue

The issue whether land on Panton Street between Maple and Laurel Streets should be rezoned from Commercial 1 Zone to a residential zone as part of the Amendment.

(ii) Submissions

One submission requested properties in Panton Street, between Laurel Street and Maple Street be rezoned to a residential zone, submitting that development of the land with a commercial business would:

- be out of keeping with the neighbourhood which is residential in nature
- increase the number of parked cars, where resident parking is already limited
- detract from the amenity of the area.

Council explained the Structure Plan recommends rezoning the Panton Street properties to a residential zone. However, the DTP recommended all residential rezoning should be undertaken through the planning scheme amendment to implement Council's Managed Growth Strategy, which is the long-term residential planning framework for Bendigo. Council is progressing the rezoning of these properties through Amendment C293gben, which is currently in drafting stage.

(iii) Discussion

The Panel supports Council's approach to progressing the rezoning of Panton Street properties between Maple and Laurel Streets as part of Amendment C293gben in accordance with advice from the DTP. It is logical to implement land use changes relating to residential development as part of a consolidated municipal growth strategy when possible as this allows for a comprehensive understanding of how residential growth is planned to occur throughout Bendigo.

(iv) Conclusions

The Panel concludes land on Panton Street between Maple and Laurel Streets should not be rezoned from Commercial 1 Zone to a residential zone as part of this Amendment. The approach to progress the rezoning of this land through proposed Amendment C293gben is supported.

Appendix A Document list

No	Date	Description	Presented by
1	20/2/2025	Panel Directions version 1 and Hearing Timetable version1	Planning Panels Victoria (PPV)
2	25/2/2025	Letter from Council proposing revised Hearing dates	Council
3	25/2/2025	Council response to Directions 8a, 8b and 8d(iii)	Council
4	25/2/2025	4.1 Heritage Submissions Peer Review by Natica Schmeder, 5 February 2025 4.2 Table showing heritage places, Hercon criteria, HO reference and submission numbers 4.3 Post exhibition revised ordinance (tracked changes) 4.4 Post exhibition changes to Statements of Significance (tracked changes): 4.4.1 HO951 - Garden Gully Precinct 4.4.2 HO954 - Mackenzie Street Precinct 4.4.3 HO962 - 24 Booth Street, Golden Square 4.4.4 HO965 - 260 High Street, Golden Square 4.4.5 HO990 - 83-119 Mackenzie Street, Bendigo 4.5 Post exhibition changes to Golden Square Heritage Study (Stage 2, Vol1) - Section 2.6 (tracked changes)	Council
5	26/2/2025	Letter from Panel regarding timing of Hearing and reconstitution of Panel	PPV
6	26/2/2025	Email confirming no objection to revised Hearing dates and expert witness details	Majex Pty Ltd
7	6/2/2025	Email from Panel confirming second Directions Hearing and revised Hearing dates.	PPV
8	2/4/2025	Letter from Council regarding completion of additional notification	Council
9	3/4/2025	Email confirming second Directions Hearing arrangements	PPV
10	24/4/2025	Letter from Panel regarding reconstitution of Panel and timing of Hearing	PPV
11	29/4/2025	Email from Council regarding draft proposed dates for Panel Hearing	Council
12	30/4/2025	Panel Directions version 2 and Hearing Timetable version 2	PPV
13	5/5/2025	Council response to Direction 14	Council
14	6/5/2025	Council response to Direction 8	Council
15	6/5/2025	Submission 08 - Correspondence thread	Council
16	6/5/2025	Submission 09 - Correspondence thread	Council

No	Date	Description	Presented by
17	7/5/2025	Girton Grammar School response to Direction 14	Girton Grammar School
18	19/5/2025	Council response to Directions 9 and 15	Council
19	19/5/2025	<p>Council Part A submission</p> <ul style="list-style-type: none"> – Attachment (Appendix) 1 - Summary of submissions and post-exhibition changes proposed – Attachment 2 - Post exhibition changes for Submission 4 (83-119 Mackenzie Street) – Attachment 3 – Post exhibition changes for Submission 11 (130 High Street) <p>19.1 Ms K Howe Report, Council Heritage Advisor, 19 May 2025</p> <p>19.1.1 Appendix A - Additional Assessment of 30 Honeysuckle Street, Bendigo</p> <p>19.1.2 Appendix B - Informal Statements of Significance for HO11</p> <p>19.2 Golden Square Heritage Study Stage 1 - Thematic and Chronological History, 27 June 2019</p> <p>19.3 City of Greater Bendigo Heritage Gap Analysis, 28 May 2019</p>	Council
20	19/5/2025	Expert Statement - N Schmeder, Landmark Heritage	Council
21	19/5/2025	Heritage Assessment of Girton Grammar School, Bendigo, P Barrett, March 2023	Council
22	19/5/2025	Email letter with appendices for Ms Howe's Report	Council
23	20/5/2025	<p>Letter from Majex Pty Ltd informing of agreement with Council and resolution of submission</p> <p>23.1 Revised Statement of Significance 130 High Street - Majex Pty Ltd</p> <p>23.2 130 High Street - Clock and Rear Yard - Notes and Photos</p> <p>23.3 Emails - Majex Pty Ltd and Council - Correspondence thread</p> <p>23.4 Letter from Harwood Andrews to Maddocks 16.5.25 - 130 High Street</p>	Majex Pty Ltd
24	21/5/2025	Girton Grammar School response to Direction 6 - details for accompanied site inspection	Girton Grammar School
25	21/5/2025	Written Hearing submission and two attachments	B Rice
26	23/5/2025	Council response to Direction 7 - site inspections itinerary	Council
27	26/5/2025	Hearing Timetable version 3	PPV

No	Date	Description	Presented by
28	2/6/2025	Council Part B submission 28.1 Part B - Revised Statements of Significance (HO954, HO990, HO948, HO978, HO951, HO986, HO965, HO962), and ordinance revisions 28.2 Letter from the Department of Transport and Planning dated 2 June 2023 28.3 Attachment to Department of Transport and Planning letter	Council
29	3/6/2025	Letter clarifying position of Girton Grammar School	Girton Grammar School
30	4/6/2025	Email to clarify Heritage Study wording at section 2.6 in response to Girton Grammar position	Council
31	4/6/2025	Written Hearing submission	Ophir Holdings Pty Ltd
32	4/6/2025	H7724-0187 Monument Hill Mine - Site Register Sheet	Council
33	4/6/2025	Panel Heritage Presentation - K Howe	Council
34	4/6/2025	Photograph of weatherboard houses in Bendigo	J Smith
35	5/6/2025	Listing of addresses associated with photos of houses	J Smith
36	5/6/2025	Hearing presentation notes	J Smith
37	5/6/2025	Council closing submission	Council
38	5/6/2025	EBHS Volume 3 Significant areas Precinct 6.03	Council
39	5/6/2025	EBHS Volume 3 Significant areas Precinct 6 - Maps	Council
40	11/6/2025	Updated Statement of Significance: HO948 State Rivers and Water Supply Commission Residential Precinct	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)(a), (c), (d) and (g) of the *Planning and Environment Act 1987* (the Act) to:

- provide for the fair, orderly, economic and sustainable use, and development of land
- to secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria
- 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.

Municipal Planning Strategy

- **Clause 02.03-1** (Settlement) which includes strategic directions to:
 - Contain most of Greater Bendigo's growth within the Bendigo Urban Growth Boundary
 - Support development of the identified hierarchy of activity centres within the Bendigo Urban Growth Boundary shown on the Urban area activity centre hierarchy framework plan in Clause 02.04
 - Support rehabilitation of former mining land for development, including residential development.
- **Clause 02.03-3** (Environmental risks and amenity) which includes strategic directions to manage the interface between industrial uses and residential areas
- **Clause 02.03-5** (Built environment and heritage) which seeks to facilitate active transport choices, environmentally sustainable development and to balance the protection of heritage places with sensitive development that will accommodate projected population growth.
- **Clause 02.03-7** (Economic development) which seeks to develop employment generating industries, direct commercial growth to activity centres and provide industrial zoned land in appropriate locations.
- **Clause 02.03-08** (Transport) supports the reopening of the Golden Square railway station.

Planning Policy Framework

The Amendment supports:

- **Clause 11.01-1R** (Settlement - Loddon Mallee South) which includes strategies to support Bendigo as the regional city and major growth hub for the region and to facilitate revitalisation projects for underutilised sites.
- **Clause 11.02-2S** (Structure planning) and **Clause 11.02-2L** (Structure planning - Greater Bendigo) which includes the strategy:
 - Facilitate the orderly development of large and neighbourhood activity centres, rural townships and growth areas by preparing structure plans that:
 - consider heritage values and neighbourhood character and determine appropriate building heights and design standards for different parts of the activity centre or township.

- **Clause 11.03-6S** (Regional and local places) which seeks to facilitate place-based planning and consider the distinctive characteristics and needs of regional and local places in planning for future land use and development.
- **Clause 11.03-1L** (Activity centres - Greater Bendigo) which identifies Golden Square as a Neighbourhood Activity Centre where a mix of activities that meet the common daily needs of surrounding residents are encouraged.
- **Clause 11.07-1S** (Land use compatibility) which seeks to ensure use and development is compatible with adjoining and nearby land use and avoids potential land use conflicts.
- **Clause 15.01-2S** (Building design) which includes built form strategies to achieve building design that will contribute positively to the local context and enhance the public realm.
- **Clause 15.01-3L** (Historic and distinctive streetscapes) which has the objective to preserve and complement historic and distinctive street layout patterns.
- **Clause 15.03-1S** (Heritage conservation) and **Clause 15.03-1L** (Post contact heritage conservation - Greater Bendigo) which include strategies to:
 - 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
 - Ensure integration of new development by encouraging design that respects the heritage place through its setting, location, bulk, form, materials and appearance.

Clause 15.03-1L requires consideration of the *Heritage Design Guidelines* (City of Greater Bendigo, September 2020) and any statements of significance.

B:2 Planning scheme provisions

The Industrial 3 Zone purposes are:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To provide for industries and associated uses in specific areas where special consideration of the nature and impacts of industrial uses is required or to avoid inter-industry conflict.
- To provide a buffer between the Industrial 1 Zone or Industrial 2 Zone and local communities, which allows for industries and associated uses compatible with the nearby community.
- To allow limited retail opportunities including convenience shops, small scale supermarkets and associated shops in appropriate locations.
- To ensure that uses do not affect the safety and amenity of adjacent, more sensitive land uses.

The Amendment proposes to rezone land in two locations to the Industrial 3 Zone to support the separation of industrial uses requiring buffers from residential areas.

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.

The objectives of the DDO34 are:

- To create a compact neighbourhood activity centre that is vibrant and offers high quality, contemporary and diverse built form.
- To support buildings to achieve a high quality interface and active street frontage to the public realm, including along the Bendigo Creek corridor.
- To define the entrances to the neighbourhood activity centre by supporting unique design on key corners and reinforce High Street as the main commercial spine.
- To facilitate development that provides improved pedestrian amenity and connection to existing and proposed pedestrian links.

The Amendment proposes to apply the DDO34 to properties in the commercial precinct to support appropriately designed commercial development in the activity centre.

B:3 Ministerial Directions, Planning Practice Notes and guides

Ministerial Directions

The Explanatory Report discusses how the Amendment meets the relevant 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.

Planning Practice Note 1 (Applying the Heritage Overlay), August 2018

Planning Practice Note 1 provides guidance about using the Heritage Overlay. It states that the Heritage Overlay should be applied to, among other places:

Places identified in a local heritage study, provided the significance of the place can be shown to justify the application of the overlay.

Planning Practice Note 1 specifies that documentation for each heritage place needs to include a statement of significance that clearly establishes the importance of the place and addresses the heritage criteria. It recognises the following model criteria (the Hercon criteria) that have been adopted for assessing the value of a heritage place:

- Criterion A:** Importance to the course or pattern of our cultural or natural history (historical significance).
- Criterion B:** Possession of uncommon, rare or endangered aspects of our cultural or natural history (rarity).
- Criterion C:** Potential to yield information that will contribute to an understanding of our cultural or natural history (research potential).

- Criterion D:** Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments (representativeness).
- Criterion E:** Importance in exhibiting particular aesthetic characteristics (aesthetic significance).
- Criterion F:** Importance in demonstrating a high degree of creative or technical achievement at a particular period (technical significance).
- 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 their continuing and developing cultural traditions (social significance).
- Criterion H:** Special association with the life or works of a person, or group of persons, of importance in our history (associative significance).

Practitioner's Guide

A Practitioner's Guide to Victorian Planning Schemes (Practitioner's Guide) sets out key guidance to assist practitioners when preparing planning scheme provisions. The guidance seeks to ensure:

- the intended outcome is within scope of the objectives and power of the PE Act and has a sound basis in strategic planning policy
- a provision is necessary and proportional to the intended outcome and applies the Victoria Planning Provisions in a proper manner
- a provision is clear, unambiguous and effective in achieving the intended outcome.

Appendix C Panel recommended version of the Statements of Significance

C:1 Statement of Significance: 130 High Street, Bendigo

What is significant?

~~The single-storey brick shop with timber parapet at~~ 130 High Street, Bendigo, a single-storey brick shop with timber parapet, likely built ~~by 1866 with alterations~~ in 1902, is significant.

Elements that contribute to the significance of the place include:

- the single-storey form and scale of the building
- the original or early shopfront and pattern of fenestration, including setback entryway
- the materiality of the building, including brick construction, corrugated metal roof cladding, remnant ruled render and horizontal timber board parapet
- the original or early stylistic elements of the building with frontage to High Street, including the curvilinear parapet with decorative edging, stylised Corinthian column mullions and decorative corners to the transom windows
- ~~the early clock, likely dating to 1902, set within the transom window of the shopfront, including its cream face and black Arabic numerals.~~

The following elements do not contribute to the Significance of the place:

- the battery-operated clock installed in the window of the shopfront;
- corrugated iron shed in the rear yard, containing laundry and toilet; and
- the Later additions to the building and front facade, including the security door and air-conditioning unit above the entryway and the alterations to the shopfront plinth, ~~are not significant.~~

How is it significant?

~~The brick shop with timber parapet at~~ 130 High Street, Bendigo, is of local historical, ~~rarity~~ and representative significance to the City of Greater Bendigo.

Why is it significant?

~~The shop at~~ 130 High Street, Bendigo, is historically significant as an example of the commercial development that occurred on the principal roads outside the central district of Bendigo ~~in the nineteenth century.~~ Bendigo's primary commercial precinct had developed around Pall Mall and the surrounding streets in the 1850s; however, as the town began to expand in the following decades, smaller commercial groups and individual shops were established along the main thoroughfares that led to its centre. This sporadic commercial development serviced both the surrounding suburban areas and travellers to Bendigo. High Street was one of the primary routes to Bendigo, and the subject site, constructed ~~in 1866 and renovated~~ in 1902, reflects the continuing importance of commerce on this road through the late nineteenth and early twentieth centuries. 130 High Street is an example of the type of modest shops that were constructed on main routes into Bendigo. Many of these shops were generally less ornate in size and decoration than those located in the city. With its modest size and timber parapet, the subject site is a remaining example of the type of small-scale commercial development that occurred on the outskirts of the city. (Criteria A and D)

~~The shop at 130 High Street, Bendigo, is significant for its rare clock set within the transom window of the shopfront. The clock, believed to date to the 1902 alterations undertaken by owner and tenant William Bartle, a watchmaker, is an uncommon addition to a shopfront. It was likely an early form of advertising for Bartle's shop at the site and has remained in situ since. (Criterion B)~~

Primary source

Citation for 130 High Street, Bendigo from the Golden Square Heritage Study – Stage 2, Volume 1: Place and Precinct Citations, 2020 by City of Greater Bendigo with Minerva Heritage, Context and Homewood Consulting.

C:2 Statement of Significance: 24 Booth Street, Golden Square

What is significant?

The brick shop and house (known as 24 Booth Street) is located on the corner of Mackenzie and Booth Streets, was built between 1872 and 1874, and is significant.

The elements of significance are the unpainted red brick building ~~and weatherboard additions~~, and its primary components: hipped corrugated iron roof, cream brick facing around windows and doors, original door [opening](#) and stone steps, door [opening](#) leading to residence and two double hung sash windows, stucco cornice and parapet with traces of buff coloured limewash. The corner location (and view) of the brick shop and house contributes to the significance of the place.

How is it significant?

The brick shop and house at 24 Booth Street, Golden Square, is of local historical and rarity significance to the City of Greater Bendigo.

Why is it significant?

The brick shop and house at 24 Booth Street is historically significant as a testament to how Bendigo grew as a city through the emergence of unplanned villages, such as Golden Square, in the scattered gold bearing gullies. These communities developed around concentrations of hotels, shops, churches and manufacturing businesses. (Criterion A)

The brick shop and house at 24 Booth Street is architecturally significant as an original corner shop and residence associated with the late 19th-century growth of Bendigo. Comparison with other places of a similar age and type in Bendigo shows that 24 Booth Street is rare because of its [largely](#) unaltered state. (Criterion B)

Primary source

Citation for 24 Booth Street Golden Square from the *Golden Square Heritage Study - Stage 2, Volume 2: Place and Precinct Citations*, 2020 by City of Greater Bendigo with Minerva Heritage, Context and Homewood Consulting.