

VOLUME 1

WYNDHAM HERITAGE REVIEW, STAGE 2 (PART)

RESIDENTIAL PLACES AND PRECINCTS: METHODOLOGY, FINDINGS & RECOMMENDATIONS (INTERIM REPORT)

Contract no. N400306

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Prepared for

WYNDHAM CITY COUNCIL

Prepared by

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Cover: 'Township of Wyndham', 1863: it was anticipated that the town centre would develop on either side of the bend in the Werribee River, in the Counties of Bourke and Grant (Source: State Library of Victoria)

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EXECUTIVE SUMMARY

This report comprises Stage 2 (Part 1) of a Heritage Review that was initiated by Wyndham City Council in 2019.¹ The emphasis is on residential places and precincts, although it does include a large group of boatsheds. With some exceptions, buildings addressed in this report – referred to here as ‘Stage 2 Study (Residential Places and Precincts)’ – date from the 1910s to the 1960s. All phases of work undertaken for this report were guided by *Planning Practice Note 1: Applying the Heritage Overlay* (August 2018).

Conduct of ‘Stage 2 Study (Residential Places and Precincts)’ required consideration of a large number of buildings and precincts,² many of them repetitive and/or with aesthetic qualities that may challenge public acceptance of heritage. Addressing these issues were major challenges. Others included the generally dispersed nature of residential development of potential interest from a heritage perspective; a lack of public support for the application of the Heritage Overlay (HO) to privately-owned residential properties; and resistance to the application of the HO in Werribee South.

As related to Werribee South, part-way through the conduct of the consultancy Council requested that the project team explore approaches to recognising and celebrating the history of Werribee South that would not result in the application of the HO. Recommendations arising from this process are summarised at Section 0 and Volume 4.

High-level summary of study recommendations

Places recommended for the Heritage Overlay

The following places are recommended to be included in the Schedule of the HO of the Wyndham Planning Scheme (for further details, see Section 0 and Volume 3).

Residential places and precincts in Werribee

- A precinct extending across much of Gibbons and Beamish streets, including a total of 37 properties, the majority of which are significant or contributory to the precinct.
- Site-specific controls to 14 residences.

Residential places in Little River

- Site-specific controls to three residences in, or near, Little River.

Werribee South boatsheds

- Two groups of boatsheds on the foreshore at Werribee South are recommended to be added to the Schedule of the HO.

Places not recommended for the Heritage Overlay

Housing Commission of Victoria estates in Wyndham

¹ Subsequent phases of Stage 2 will address: archaeological sites; landscapes and trees; community, commercial and industrial buildings; and places associated with the military.

² The properties and precincts in the study group are identified in Attachment 3 to Wyndham City Council Request for Quotation N400306 (May 2022), ‘Wyndham Heritage Review, Residential places and precincts, Property list’. The total number of properties was approximately 487.

- No properties constructed by the Housing Commission of Victoria in Wyndham are recommended for inclusion in the Schedule to the HO.

Residential places in Werribee South

- Based on the research, analysis and engagement undertaken for this study ('Stage 2 Study (Residential places and precincts)'), inclusion of further places in Werribee South in the Schedule to the HO is not recommended.

It is noted that the study did not identify any properties or places that were assessed as reaching the threshold for significance at the State level.

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Glossary of terms

Cultural significance	Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individuals or groups. ³
Integrity	Refers to the degree to which the heritage values of a place are legible and able to be understood and appreciated. For example, does it include all the elements necessary to express its significance? If considerable change to the intactness of a place or object has occurred (through changes to the fabric or setting, physical deterioration etc) the significant values may not be readily identifiable and the place or object may have low-level integrity. It should be noted that non-original fabric can contribute to the integrity of a place/object. ⁴
Interwar period	The period between the end of the Great War (1918) and the beginning of World War II (1939).
Place	'Place means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.' ⁵
Precinct	A heritage precinct is an area that has been identified as having heritage value. Buildings within a precinct, in typical circumstances, are graded according to their contribution to the valued characteristics of the precinct.
Post War	The period between the end of World War II (1945) and the early-1950s.

³ Definition adapted from the *Burra Charter* 2013, Article 1.2.

⁴ Definition adapted from *The Victorian Heritage Register Criteria and Threshold Guidelines*, December 2022, p. 6.

⁵ *Burra Charter* 2013, Article 1.1.

Abbreviations

BLCAC	Bunurong Land Council Aboriginal Corporation
CBV	Cream Brick Veneer
HCV	Housing Commission of Victoria
PPV	Planning Panels Victoria
PSP	Precinct Structure Plan
WCC	Wyndham City Council
WTOAC	Wadawurrung Traditional Owners Aboriginal Corporation

1.0 INTRODUCTION

This report documents the methodology and tasks undertaken for ‘Stage 2 Heritage Study (Residential places and precincts)’. It comprises Stage 2 (Part 1) of a Heritage Review that was initiated by Wyndham City Council (WCC) in 2019.

‘Stage 2 Heritage Study (Residential places and precincts)’ was conducted during 2022 and 2023 by Lovell Chen in association with Biosis. Engagement with the Wadawurrung Traditional Owners Aboriginal Corporation (WTOAC) and Bunurong Land Council Aboriginal Corporation (BLCAC) was led by Biosis, with Lovell Chen responsible for all other aspects of the study.

1.1 Recognition of Traditional Owners

The project team acknowledges the contributions of the following Traditional Owner organisations, their Elders, members and staff BLCAC and WTOAC.

See also Section 3.2.3, and Appendices A, B and C.

1.2 Background and project context

1.2.1 *Schedule to the Heritage Overlay of the Wyndham Planning Scheme*

The City of Wyndham is among the fastest growing municipalities in Victoria (and Australia). The population in 2022 was 308,623⁶, compared with an estimated 7,500 in the early 1920s. The origins of this pattern of growth can be traced to the interwar period, when economic conditions allied to agricultural activities and burgeoning employment opportunities spurred a steady expansion of the population, and a corresponding demand for housing. This growth has been exponential in recent decades, as urban expansion from Melbourne has reached the municipality.

The Schedule to HO of the Wyndham Planning Scheme includes 136 entries, approximately 41 of which are residential, including precincts (notably the Carter Housing Estate, HO21 and the Carter Avenue Precinct, HO136, both in Werribee) and individual properties of varied age and architectural style. In general terms there is an under-representation of residential development of the twentieth century in the Schedule to the HO.

As Wyndham continues to grow, ‘Stage 2 Heritage Study (Residential places and precincts)’ provides an opportunity for the identification and protection of further residential development, including residential development of the past century. As well as bringing the City’s Heritage Overlay up to date, the outcomes will assist in managing the threat of incremental loss associated with new development and improved infrastructure.

1.2.2 *‘Stage 1 Gap Study’ (Context Pty Ltd, 2019-21)*

Stage 1 of the Heritage Review (‘Stage 1 Gap Study’) was undertaken by Context Pty Ltd (now GML) between 2019 and 2021. It was the first stage in the first major review of post-contact heritage in the

⁶ City of Wyndham, *City of Wyndham Community Profile*, <https://profile.id.com.au/wyndham>, accessed 31 August 2023.

municipality since 1997.⁷ With the exception of Wyndham's growth areas – which are the subject of Precinct Structure Plans (PSP) – the Heritage Review applies to the entire municipality.

WCC's brief for 'Stage 1 Gap Study' included the following:

The Council seeks the services of a qualified heritage consultant [...] to determine gaps in heritage protection in the municipality. The consultant will be required to review Wyndham's *Thematic Environmental History* [TEH], existing heritage studies and databases, community nominations, and identify places of potential heritage significance. An assessment of Wyndham's current planning controls is also required. This work is the first [...] of a three-stage project, which will ultimately assist Council in Identifying/Assessing, Documenting and Protecting its places of post contact heritage significance [...].

Field work

As related to field work and the identification of places of potential value in the 'Stage 1 Gap Study', it is noted that Context was not required to undertake a comprehensive, street-by-street survey of the municipality.⁸

The Stage 1 brief stated that:

The consultant shall undertake field survey work to verify heritage places identified during the Thematic Environmental History review, desktop review and community consultation, to see if these are still extant, to verify their location, photograph and confirm these are of the quality and/or intactness required to meet the threshold of local significance.

That is to say, field work for Stage 1 was targeted, a point confirmed by Context in its *Key Findings and Recommendations, Volume 1* (2021) report:

1.5.2 Field survey and documentation

The purpose of the fieldwork component was to verify the location, status and potential significance of places identified through this study and previous work undertaken on behalf of Council, as well as identify new places and precincts of potential heritage significance.

To assist with the field survey, maps were prepared of the municipality showing the existing extent of the Heritage Overlay (so time was not wasted 'identifying' these places), as well as the approved PSP areas. Fieldwork to identify new places and precincts of potential heritage significance was targeted to areas that had ... [sentence incomplete].

'Stage 1 Gap Study' recommendations

The largest groupings of places that are under-represented in the HO, as identified in the Stage 1 study, included: interwar and post-war residential development; industrial and transport-related places; sites

⁷ The foundational study of 1997, *Heritage of the City of Wyndham* (Context Pty Ltd), was followed by the *City of Wyndham Review of Heritage Sites of Local Interest*, 2004 (Peter Barrett). The purpose of the 2004 study was to re-evaluate 90 sites identified as being of 'local interest' by Context in 1997.

⁸ Pers comm (Teams meeting), Kristien Van den Bossche, Principal Planning Projects Officer, Wyndham City Council, and Adam Mornement, Lovell Chen, 15 September 2022.

associated with migration/migrants; and post-contact Aboriginal sites. The report recommended that further assessment be prepared for:

- 173 individual places, including landscapes, trees; sites related to the military, infrastructure and transport; and residential, commercial, industrial, archaeological and community places;
- seven complex places (those that comprise multiple land parcels); and
- six precincts, all of them residential.

Residential places and precincts were identified as the highest priorities (see Figure 1). The Stage 1 recommendations were formally adopted by WCC on 29 June 2021.

High, medium priority and longer-term tasks

Group	Priority/comments	Number of places/precincts
Interwar residential	High—most of the finest examples of this period are not yet protected.	28 places and 4 precincts
Postwar residential	High—most of the finest examples of this period are not yet protected.	36 places and 2 precincts
Edwardian residential	High	14 places
Victorian residential	High	11 places
Non-residential buildings, i.e. community, commercial, industrial, military places, landscapes/reserves	Medium—most of the best examples of these types that survive in the municipality are well-covered in the HO.	36 places
Archaeological sites	Medium—further investigation in the form of site survey required to corroborate desktop findings. Further investigation of potential archaeological sites should be completed in priority order i.e., potential sites in areas planned for development should be resolved via site survey as a first priority.	24 sites
Trees	Low—Significant Tree Register work is currently underway by Council.	18 trees

Figure 1 Summary of Stage 1 Gap Study recommendations
Source: Stage 1 Gap Study, Volume 1: Key Findings and Recommendations, Context Pty Ltd, June 2021

2.0 STAGE 2 SCOPE

As noted, Lovell Chen (in partnership with Biosis) was engaged for 'Stage 2 Heritage Study (Residential places and precincts)' in June 2022. Objectives of the study included:

- The identification of examples of residential buildings and precincts in the municipality that were identified in Stage 1 that warrant consideration for inclusion in the Schedule to the HO;
- Undertaking historical research and fieldwork to inform assessment of these places (properties and precincts) against the Victoria Planning Provisions Practice Note No. 1 'Applying the Heritage Overlay' (August 2018);
- Community engagement, including engagement with BLCAC and WTOAC; and
- Reviewing and updating the Thematic Environmental History.

Shortlist

Approximately 480 properties were identified in the Stage 1 report – 87 individual properties with the balance in seven precincts, the largest of them including 155 places. The large majority of the properties identified date to the period between the 1910s and the 1960s.

In response to the quantum of properties identified in Stage 1, the brief for 'Stage 2 Heritage Study (Residential places and precincts)' required the preparation of a shortlist identifying places which warrant further investigation and those that can be removed from the assessment, including the reasoning behind the decision. An indicative shortlist was presented to WCC at the end of 2022.

2.1 Study stages, tasks and chronology

The following table summarises the study stages and related tasks and identifies the approximate date of undertaking/completing the stage/task.

The Methodology at Section 0 provides more detail on how the stages and tasks were undertaken. The outputs from the various stages and tasks, where relevant, are also referenced below.

The project team conducted weekly meetings with Council officers. It is also noted that written outputs of the study were generally issued as first and second drafts to Council for review, followed by the preparation of final versions.

Table 1 'Stage 2 Heritage Study (Residential places and precincts)': phases

Note: Key stages in the development of engagement with Traditional Owners are set out at Appendix A.

Date	Stage / deliverables	Comment
June 2022	Heritage study commissioned.	Work plan issued.
August – September 2022	Initial fieldwork, research and consultation with stakeholders.	Consultation undertaken with historical societies and other community groups. Fieldwork and research undertaken to inform initial assessments for indicative shortlist.
October – December 2022	Indicative shortlist presented to and accepted by WCC. Amended work plan prepared.	The indicative shortlist, in broad terms to, was arranged as follows: <ul style="list-style-type: none">• Residential places and precincts in Werribee• Residential places in Little River• Housing Commission of Victoria estates in Wyndham (Werribee)• Residential places in Werribee South• Werribee South Boatsheds
January – March 2023	Field work for or residential places and precincts in Werribee, to test the idea of a large precinct extending between Duncan's Road and Wedge Street.	Large precinct considered to lack cohesion. Exploration of further options recommended for residential places and precincts in Werribee. See further commentary at Section 4.1.1.
May 2023	Draft citations issued to WCC for review, including site specific citations for properties in Werribee. Methodology Report (work-in-progress) also issued for review. On-going consultation with historical societies (Werribee and Little River), and Wyndham Heritage Recovery. Review of Thematic Environmental History underway.	Alternative approach to site specific citations for properties in Werribee recommended (see Section 4.1.1). Precinct encompassing Gibbons and Beamish streets adopted, along with a small number of site-specific citations for properties elsewhere in Werribee.
May – June 2023	WCC requested exploration of options for Werribee South that would not result in the application of the HO (variation to the original scope).	The methodology for the variation was accepted by WCC in late June. Further information about the variation is at Volume 4.

Date	Stage / deliverables	Comment
July 2023	<p>Citation for precinct encompassing Gibbons and Beamish streets issued to WCC for review, along with Design Guidelines and permit exemptions.</p> <p>Historical research and comparative analysis (Statewide) for the Housing Commission of Victoria precinct underway.</p> <p>Historical research for alternative approach to Werribee South underway.</p>	WCC provided feedback on draft citations and guidelines.
August 2023	<p>Consultation for Werribee South variation – workshops with WCC and Werribee South Ratepayer’s Association.</p> <p>Comparative analysis for Housing Commission of Victoria complete.</p> <p>Design Guidelines and permit exemptions for Beamish and Gibbons streets precinct amended.</p> <p>Design Guidelines and permit exemptions for Werribee South boatsheds issued for review.</p>	WCC provided feedback on draft citations and guidelines.
September 2023	<p>Draft Schedule to the HO.</p> <p>Draft HO mapping for each place/precinct.</p> <p>Review of planning controls, recommendations for changes to the Planning Scheme and preparation of draft policy.</p>	

2.2 Issues and opportunities

2.2.1 *Implications of Stage 1*

Consistent with Council's brief, the list of places and precincts identified during the 'Stage 1 Gap Study' was not comprehensive. This informed the approach to the 'Stage 2 Study (Residential places and precincts)', particularly as related to the large number (over 200) of properties in Werribee that were identified during Stage 1.

A primary objective for Stage 2 was the identification of representative examples of valued housing typologies from the properties identified during Stage 1 (see Table 2). It is also noted that during fieldwork for Stage 2, a number of additional buildings that may be considered to warrant analysis for possible controls were identified (i.e. properties in the immediate vicinity of those identified during Stage 1). Indeed, some of these places have been recommended for controls – examples include 15 Anderson Street, Werribee, 48 Manor Road, Little River, and a number of properties on Beamish and Gibbons streets, Werribee.

A related implication of the approach to fieldwork undertaken for Stage 1 – which meant that there was no certainty that all examples of significant housing styles or all examples of areas of historical interest had been identified – was that primacy was afforded to groupings of properties that are both of aesthetic significance and have the ability to provide insights into Werribee's urban morphology and patterns of growth over time (i.e. precincts that satisfy both 'Criterion A: Importance to the course or pattern of our cultural or natural history – historical significance' and 'Criterion D: Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments – representativeness').

These considerations were central, for instance, to the identification of the Beamish and Gibbons streets precinct, which represents an early phase in the significant expansion of Werribee (from the 1910s/20s) and includes a variety of housing typologies from the 1910s-50s period.

The residential properties recommended for site specific controls to the north and south of Werribee town centre were selected on the basis that they are exemplars of their type (i.e. 'La Paloma' at 24 Market Road, Werribee as an example of interwar Spanish Mission design) and/or are examples of typologies that are not represented in the Beamish and Gibbons streets precinct.

2.2.2 *Ubiquity of housing typologies*

A large percentage of the study group comprised housing produced in significant volume, much of it with commonalities in terms of construction, presentation and character, and almost all of it in Werribee. The large number of interwar weatherboard bungalows and development delivered by the Housing Commission of Victoria (HCV) are notable examples.

Post and interwar residences are identified in the Heritage Council of Victoria's *State of Heritage Review* (2020) as a prominent omission in heritage studies in Victoria.⁹ As noted in the report:

The most common built form gaps are post- and inter-war residences and industrial heritage. [...] this is not surprising, as these types have not traditionally been covered in heritage studies. However, both of these types of heritage are

⁹ Heritage Council of Victoria, *State of Heritage Review*, Local Heritage, 2020.

important and will become more so over time, and more guidance should be provided to assist councils to address these type gaps¹⁰

The *State of Heritage Review* document references Frankston City Council as a municipality that has enacted a review of 'post-war heritage'.¹¹ The document observes that, '[Frankston] Council's efforts offer some insights for others wishing to identify and protect their post-war heritage. A post-war heritage study can be commissioned with a tight scope to avoid a long, expensive project ...'¹² The meaning of 'tight scope' is not made explicit, although it is noted that the *Frankston City Post-War Modernist Heritage Study Stage 1* (2012) recommended only 16 places for further heritage assessment, a number that was subsequently expanded to 21.


The numbers in the study group for the Wyndham study are much higher than this. In terms of scale, a more pertinent equivalent was Maribyrnong Planning Scheme Amendment C172mari, *West Footscray Inter-war and Post-war Heritage Precinct Study*.¹³

Residential typologies, 1910s-60s

A summary of valued housing typologies from this period, as well as their distinguishing characteristics and associated threshold guidelines, is at Table 2. These include:

- Victorian-era symmetrical, double-fronted cottages
- Federation weatherboard bungalows
- Inter-war weatherboard bungalows
- Rendered brick bungalows of the interwar period
- Brick bungalows of the interwar period
- Cream Brick Veneer residences
- Mid Century Modern

Table 2 Valued residential typologies



Typology	Characteristics	Threshold test(s): exclusion guidelines	Photograph (examples)
Symmetrically composed, double-fronted dwellings of the late-	Pitched and hipped roofs usually clad with corrugated sheet metal.	Significant alterations to the principal elevation, including replacement or enlargement of windows, replacement	






¹⁰ Heritage Council of Victoria, *State of Heritage Review*, Local Heritage, 2020, p. 21.




¹¹ Heritage Council of Victoria, *State of Heritage Review*, Local Heritage, 2020, p. 18.

¹² Heritage Council of Victoria, *State of Heritage Review*, Local Heritage, 2020, p. 18.

¹³ C172mari proposed to include approximately 800 residential properties in the Heritage Overlay, the majority dating from the 1920s-60s.

Typology	Characteristics	Threshold test(s): exclusion guidelines	Photograph (examples)
Victorian period and early 20 th century (1890s-1910s)	<p>Typically of weatherboard construction.</p> <p>Windows, generally double hung.</p> <p>Limited ornamentation.</p>	<p>of or infilling of the verandah and changes to the roof profile.</p> <p>The introduction of visually dominant rear additions to single-level properties.</p>	
'Edwardian' (Federation) bungalows	<p>Steeply sloped roofs often hipped with broad eaves.</p> <p>Prominent, front-facing gable ends are common.</p> <p>Materials vary. Timber houses generally have square-edged or bull-nosed weatherboards, sometimes incised to simulate blocks of stonework.</p> <p>Return L-shaped verandahs, roofed with corrugated bull-nosed metal and generally embellished with timber details including fretwork.</p> <p>Windows often grouped.</p> <p>Sunshades supported by timber brackets are common.</p>	<p>Significant alterations to the principal elevation, including replacement or enlargement of windows, replacement of or infilling of the verandah and changes to the roof profile.</p> <p>The introduction of visually dominant rear additions to single-level properties.</p>	
Interwar weatherboard bungalows, including 'Californian bungalows'	<p>Freestanding single-storey weatherboard houses, surrounded by a garden. Side driveways are common.</p>	<p>Significant alterations to the principal elevation, including replacement of windows, reconfiguration of the entry, changes to the</p>	

Typology	Characteristics	Threshold test(s): exclusion guidelines	Photograph (examples)
(1920s-40s) in various forms	<p>Typically double fronted, with broad, medium pitched roofs.</p> <p>The front of the house is often dominated by a verandah, a key decorative feature carried on brick pillars.</p> <p>Presentation is often asymmetrical, but symmetrical forms were also popular. Bay windows are common, as is timber battening to gable ends.</p> <p>Timber framed windows, generally tripartite casement or double hung sashes. Windows often have leadlight or six-panes to upper panels.</p>	<p>roof profile and infilling of verandahs.</p> <p>The introduction of visually dominant rear additions to single-level properties</p>	 
Rendered brick bungalows (1920s-40s)	<p>Double-fronted arrangements, with projecting bays are common.</p> <p>Broad, medium pitched roofs, often with deep protecting eaves; Roofs of typically clad in terracotta tiles.</p> <p>Decorative treatments vary, including Spanish Mission, Art Deco, Moderne and Federation influences.</p>	<p>Alterations to the principal elevation that distort the original balance of solid to void.</p> <p>Infilling of verandahs.</p> <p>The introduction of visually dominant rear additions to single-level properties.</p>	  

Typology	Characteristics	Threshold test(s): exclusion guidelines	Photograph (examples)
Cream Brick Veneers (1950s-70s)	<p>Multi-fronted houses with generous front porches.</p> <p>Constructed in cream or orange/red brick, with details in contrasting brown brick.</p> <p>Common features include: large steel framed windows; mid-pitched roofs clad in tiles; decorative metal balustrades; and low brick fences, typically in brick to match the house.</p>	<p>Cream Brick Veneer properties that have been rendered and/or overpainted (i.e. they no longer present as Cream Brick Veneer residences).</p> <p>Alterations to the principal elevation that distort the original balance of solid to void.</p> <p>Infilling of verandahs.</p>	 
Mid Century Modern (1960s-70s)	<p>Flat roofs; shallow pitched roofs; low pitched skillion roofs.</p> <p>Generous 'walls' of windows, with frames in timber or steel.</p> <p>Properties often facilitate a strong connection to the outdoors.</p> <p>Minimal decoration, with aesthetic interest derived from the expression of materials and the arrangement of form.</p>	<p>Properties that were originally face brick that have been rendered and/or overpainted.</p> <p>Alterations to the principal elevation that distort the original presentation, including replacement of the original fenestration.</p>	

3.0 METHODOLOGY

3.1 Guiding frameworks

3.1.1 *Burra Charter (2013)*

The methodology employed for this heritage study is informed by the principles set out in the *Burra Charter*, 2013, adopted by Australia ICOMOS (International Council on Monuments and Sites), which are recognised Australia-wide (and beyond) in the identification, assessment and conservation of heritage places.

3.1.2 *VPP Practice Note: Applying the Heritage Overlay (2018)*

The methodology for the study as a whole is informed by the Victorian Planning Panels Practice Note, *Applying the Heritage Overlay* (PPN1, August 2018), which provides guidance on what should be included in the HO. This includes ‘What places should be included in the Heritage Overlay?’, ‘Writing a statement of significance’ and ‘What are recognised heritage criteria?’

The criteria are as follows:

Criterion A	Importance to the course or pattern of [Wyndham’s] cultural or natural history (historical significance)
Criterion B	Possession of uncommon, rare or endangered aspects of [Wyndham’s] cultural or natural history (rarity)
Criterion C	Potential to yield information that will contribute to understanding [Wyndham’s] 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).

PPN1 does not include threshold guidelines for the application of criteria. A wide range of factors can be taken into account in making an assessment, for example the value of a place in relation to historic, aesthetic and social factors, and issues of integrity. These processes rely, to varying extents, on the weight afforded to the thematic associations of the place in the Thematic Environmental History and on comparative analysis, consistent with PPN1 (see further commentary at Section 3.2.6).

As related to thresholds for precincts versus individual listings, the approach adopted was one where a greater level of integrity was generally required for properties proposed for individual listings compared

with a precinct where the significance lies, at least in part, in the assemblage and as such can accommodate variance in terms of integrity. This approach is consistent, in principle, with a number of previous heritage studies.¹⁴

3.1.3 *Model Consultants Brief for Heritage Studies, Heritage Victoria (2010)*

In addition to the above documents, the methodology adopted is generally in accordance with the approach and tasks identified in Heritage Victoria's *Model Consultants Brief for Heritage Studies* (January 2010).

3.2 Sequential process of data-gathering, engagement and assessment

3.2.1 *Historical research and information gathering*

Research was undertaken utilising primary and secondary sources, including local histories, typological studies, digitised newspapers, archival records, and visual primary sources such as photographs, maps and plans. Council records, data and information from previous work/studies, were also a source of historical information.

Sources utilised in this study include the following:

- Landata, Historical Aerial Photography Collection, various dates
- Nearmap aerial photography (November 2009 to the present)
- Landata, Certificates of title and Historical Title Search Statements
- Landata, Parish Plans, Put-away and record plans and subdivision plans
- State Library of Victoria, Picture and Maps Collections
- Public Record Office Victoria: Shire of Werribee Rate Books, Probate and Administration Files, Land Selection Files, Historic Plan Collection
- National Library of Australia, Trove Newspaper ArchivesParliament of Victoria Library, Annual Reports, various government agencies
- Werribee District Historical Society, historical photographs and publications
- Little River Historical Society, historical photographs and publications
- Victorian Heritage Database
- Existing reports, notably *Heritage of the City of Wyndham Study*, 1997 (Context Pty Ltd, with Carlotta Kellaway) and the *City of Wyndham Review of Heritage Sites of Local Interest*, 2004 (Peter Barrett)
- Rate cards for properties in the study group (supplied by Wyndham City Council)
- Commentary from members of the community included in submissions to Council
- The Thematic Environmental History prepared for Stage 1
- Field notes generated for Stage 1 by Context Pty Ltd (ExCel spreadsheet supplied by Council)

¹⁴ Including, for instance, Whitehorse C74 Part 2 (2008) p.39.

- Primary and secondary sources relating to the major housing providers/schemes of the 1920s-70s, including the social, economic and planning context in which the State Savings Bank, Housing Commission of Victoria and War Homes Service were operating, and housing typologies

3.2.2 Fieldwork

The properties and precincts identified in 'Stage 1 Gap Study' were inspected from the public realm. This activity occurred during August and September 2022, with further targeted fieldwork between January and September 2023. As noted, observations were also made regarding properties in the vicinity of those identified in Stage 1.

Where properties were not visible from the public realm, either totally or partially, requests were made to access the properties. These included: 1205 Bulban Road, Little River, 80 You Yangs Road, Little River and 17 Leigh Street, Werribee (which had been identified by a member of the community during consultation for the study).

Only the owner of 80 You Yangs Road responded. The other properties were not inspected and are not recommended for controls as an outcome of this phase of Stage 2.

3.2.3 Community engagement

Engagement with the groups/associations identified at Table 3 was undertaken during the preparation of 'Stage 2 Heritage Study (Residential places and precincts)'.

Note: For details of engagement with WTOAC and BLCAC see Appendix A.

Table 3 Groups and associations consulted

Group or association	Date(s)	Mode of engagement
Werribee District Historical Society Inc (WDHS)	23 August 2022 7 March 2023 2 May 2023	Meetings at the premises of WDHS (Werribee District Historical Society and Museum, 49 Watton Street, Werribee) Follow up phone conversations with individual members as required
Werribee Heritage Recovery	21 September 2022 2 May 2023	Lisa Heinrich, Bill Strong, meeting at WCC (21 September 2022) Lisa Heinrich, meeting at WCC (2 May 2023)
Campbell's Cove and Bailey's Beach Boatshed Association	7 September 2023	Meeting and site walk with Bruce McLeod at the boatsheds, and follow-up discussions
Little River Historical Society	29 August 2022 16 May 2023	In person meetings at Little River Historical Society rooms
Representatives of the Werribee South Ratepayer's Association	30 August 2023	Workshop at WCC

3.2.4 *Thematic Environmental History*

The Thematic Environmental History (TEH) prepared for Stage 1 (by Context), while a reasonably comprehensive document, was issued as a draft with the expectation of further input as a result of more detailed research during Stage 2. It is also noted that the Stage 1 draft was undertaken in the context of Covid related restrictions, which limited some aspects of research and consultation.

The TEH explores the major themes that have contributed to or influenced the various phases of development in the municipality, and how its communities have lived and worked in Wyndham.

The updates for 'Stage 2 Heritage Study (Residential places and precincts)' did not comprise a major restructure of the themes. Rather, the work sought to augment the existing document and to fill in gaps in information/analysis where necessary.

The approach adopted to its review and update included:

- Review of the existing draft and minor edits for clarity and tone, or additional text where further detail was appropriate;
- Minor amendments to some theme sub-headings;
- Consultation with Werribee District Historical Society and Little River Historical Society, following their reviews of the draft Stage 1 document. Feedback was incorporated as relevant;
- Updates of relevant sections to incorporate further historical research undertaken as part of the assessment of places and precincts for the Stage 2 assessments;
- Updates to images used throughout the document where better or more appropriate versions were available; and
- Amended and expanded sections relating to Traditional Owners, including the 'Aboriginal Country' theme.

It is anticipated that the document will be further reviewed and updated as future assessment and analysis of heritage places in the municipality is undertaken.

The updated TEH is at Volume 2.

3.2.5 *Assessment of heritage values*

An assessment of the nominated places was undertaken in accordance with PPN1 to determine their heritage value. As related to the application of thresholds, the VPP Practice Note includes the following:

The thresholds to be applied in the assessment of significance shall be 'State Significance' and 'Local Significance'. 'Local Significance' includes those places that are important to a particular community or locality.¹⁵

Relevant considerations which informed the assessment against criteria, included:

- Understanding the history of the places, and its associations
- Reviewing the physical qualities of the place including the intactness, integrity, architectural or aesthetic merit, and/or other built form qualities or distinctive attributes.

¹⁵ Victorian Planning Provisions, Practice Note 1, 'Applying the Heritage Overlay', August 2018, p. 2.

For a place to be assessed as of local significance, it only needs to meet one of the criteria, although places may meet more than one.

The rationale adopted for the assessment and the attribution of thresholds within the study group is as follows:

- Identifying examples of residential places and precincts within the study group that are important to the City of Wyndham (consistent with the TEH);
- Identifying representative examples of residential places/precincts that support an understanding of the historical conditions that underpinned the municipality's significant expansion from the 1910s/20s;
- Identifying residential buildings/precincts that have a sufficient level of integrity to warrant the HO; and
- Excluding properties which have been modified such that their ability to demonstrate the distinguishing characteristics of key housing styles has been irretrievably compromised.

As discussed, challenges associated with reconciling the large number of residential buildings of the 1910s-60s in Werribee were significant. Many are dispersed (making the identification of precincts challenging) and/or repetitive and have aesthetic characteristics that challenge public acceptance of heritage.

3.2.6 *Comparative analysis*

Comparative analysis was a key part of the assessment methodology to assist in identifying whether a place met the threshold for inclusion in the HO. As per the VPP Practice Note:

To apply a threshold, some comparative analysis will be required to substantiate the significance of each place. The comparative analysis should draw on other similar places within the study area, including those previously included in a heritage register or overlay. Places identified to be of potential state significance should undergo analysis on a broader (statewide) comparative basis.¹⁶

In undertaking the comparative analysis for this study, similar properties within the municipality were referenced to inform an understanding of how the nominated property compared. Questions asked when comparing similar places included:

- Is the property an example of a valued housing typology (see Table 2)?
- Is that typology already represented in the Schedule to the HO?
- Does the property demonstrate the distinguishing characteristics of the valued typology better than most of its equivalents (i.e. is it a representative example)?
- Is the property architecturally or aesthetically distinguished?
- Is the subject property substantially intact as built?
- Does the property have historical associations of significance/interest?

¹⁶ Victorian Planning Provisions, Practice Note 1, 'Applying the Heritage Overlay', August 2018, p. 2.

Comparative analysis also assisted in identifying properties that do not meet the threshold for a heritage control.

Commentary regarding the approach adopted for comparative analysis relating to the Housing Commission of Victoria development in Wyndham is at Section 4.3.4.

3.2.7 *Citations*

The results of the assessments are provided in a citation for each property. The citations include the following:

- Contextual history
- Property history
- Description of the property (subject to inspections from the public realm)
- Comparative analysis to assist with understanding the relative significance of the property
- Assessment against the heritage criteria at PPN1
- Photographs (current and historic where available)
- Statement of significance in the 'What? How? Why?' format
- Recommendations for statutory heritage controls
- Recommended HO curtilage (generally the title boundary, with some exceptions)

4.0 RECOMMENDATIONS

The following provides a summary of recommendations arising from ‘Stage 2 Study (Residential places and precincts)’. The recommendations are arranged as follows:

- Residential places and precincts in Werribee
- Residential places in Little River
- Housing Commission of Victoria estates in Wyndham
- Werribee South Boatsheds
- Werribee South, comprising parallel streams of analysis: the application of the Heritage Overlay and alternative approaches

4.1 Residential properties and precincts in Werribee

Three of the proposed precincts in Stage 1 (see Figure 2) and approximately ten of the properties recommended for site-specific controls in Stage 1 are located south of Werribee town centre. This area, as well as land to north of the rail lines, saw incremental development from the early twentieth century, and particularly from the 1920s.

By the late 1930s, there was a large number of detached residences between Duncans Road (to the east) and Wedge Street (west). Houses continued to be constructed on the undeveloped land within these blocks in the post-war period, a process that has continued ever since (including modern infill).

As a consequence of this steady (as opposed to intense) wave of development from the 1920s to the 1970s (and in more recent times) the area has a mixed multi-stylistic profile, with distinguished examples of buildings interspersed with modified examples and/or more recent development.

The areas to the north of the town centre and rail line (and on the north side of Princes Highway, east of Watton Street) are similarly multi-stylistic in terms of housing stock, albeit with lower levels of intensity – i.e. examples of buildings that may be understood as warranting heritage controls are more dispersed.

4.1.1 Options analysis

Option 1

Consideration was given to a large multi-stylistic precinct to the south of Werribee town centre (Figure 3). It was anticipated that values associated with development in this area would be historical, Criterion ‘a’, related to patterns of growth (the urban morphology); and aesthetic, Criterion ‘d’ and/or ‘e’, for an ability to demonstrate particular aesthetic characteristics.

In addition to the above, two small precincts (Cottrell Street and Geelong Road) and approximately 44-46 individual properties were identified in Stage 1 that are peripheral to the proposed large precinct. It is not considered that the Geelong Road or Cottrell Street precincts meet the threshold for inclusion in the HO as precincts.

The c. 70 buildings and precincts within Werribee, identified in Stage 1, that are located outside the proposed large precinct (Figure 3) were reviewed with two questions in mind: are they typologies that are included in the large precinct?; and are there buildings of sufficient distinction and integrity to warrant consideration for site specific controls?

In February and March 2023 fieldwork to test the viability of the large precinct was undertaken. The high-level and unavoidably indicative outcomes of this process included the finding that of the c. 165

properties within the boundaries of the precinct as contemplated, approximately 25 were considered to be 'significant' and 60+ 'contributory', applying the threshold tests included at Table 2. This meant that approximately 50 per cent of the precinct was comprised of buildings of no significance, because they were modern, vacant or had been modified such that controls were not applicable.

The mapping also revealed that there were relatively few concentrations of significant and/or contributory buildings. Those that do exist are generally the areas identified in Stage 1, particularly in the vicinity of Gibbons and Beamish streets.

While Planning Panels Victoria (PPV) does not stipulate thresholds for the number of properties that contribute to a precinct, it is considered that these figures are too low to justify the application of heritage controls as a precinct.

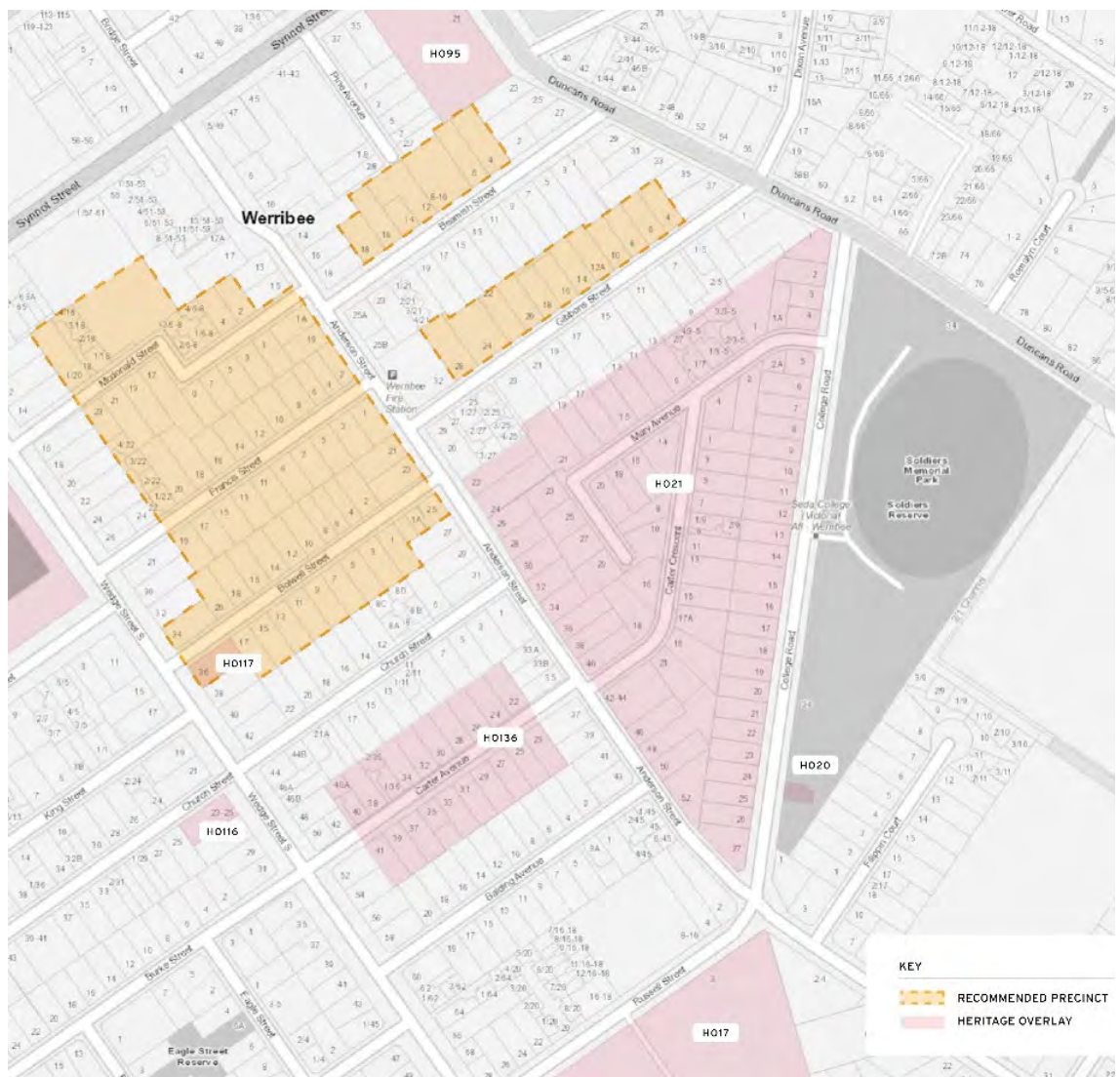


Figure 2 The three co-located precincts identified in Stage 1 of the study (in orange)

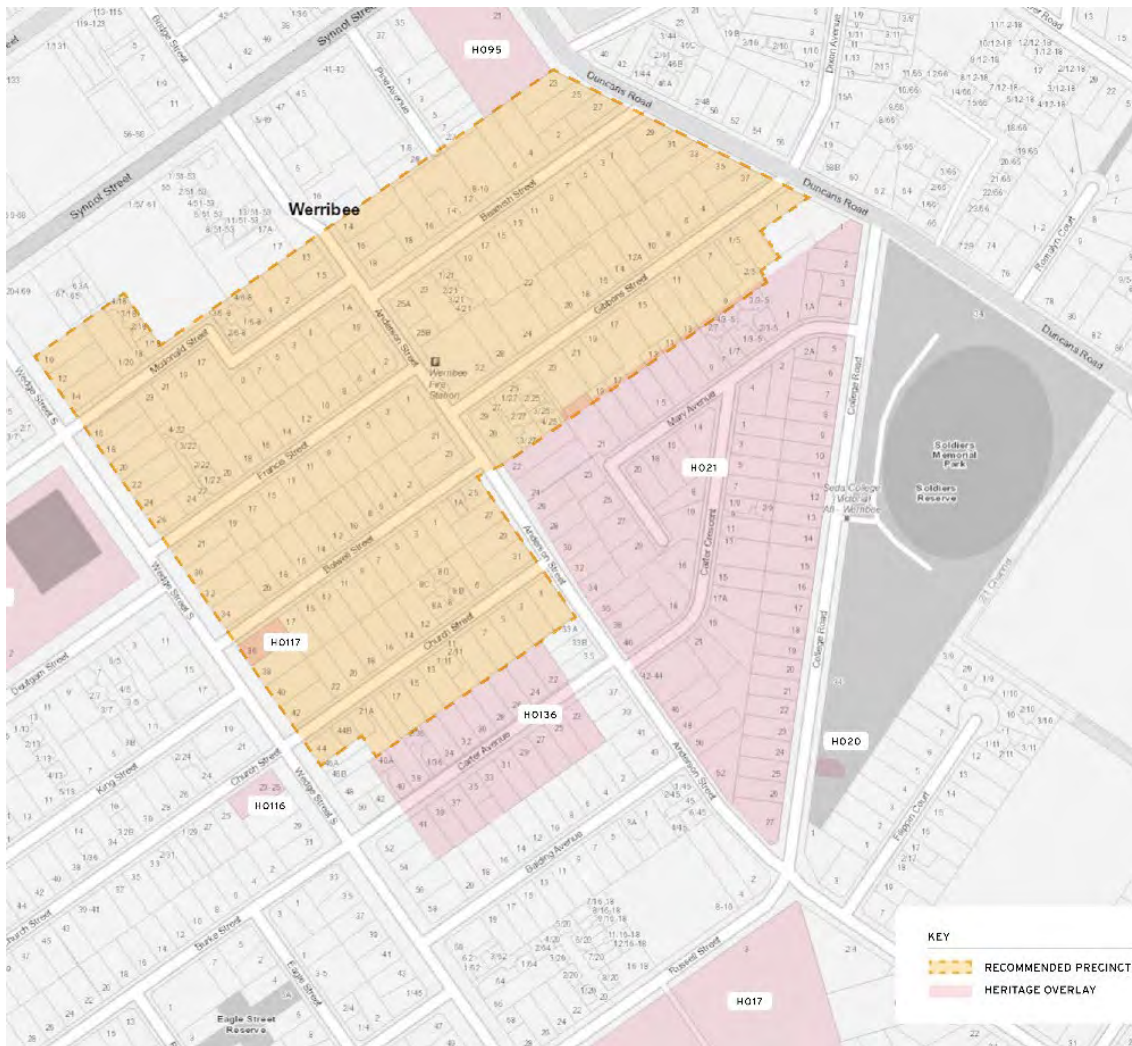


Figure 3 The Werribee Township Residential Precinct as contemplated (orange)

Option 2

Advice regarding Option 1 was provided to Council (verbally) in March 2023, along with a suggestion that, as opposed to a large precinct, the 'significant' properties in the area might be contemplated for site-specific controls. This would continue an approach adopted for the 1997 Study, whereby no. 36 Wedge Street – for instance – was identified for site specific controls as a 'finely crafted and detailed' face brick bungalow of the 1930s (Figure 4).¹⁷

In April-May 2023, draft citations were prepared for a number of residential properties that were contemplated as site-specific overlays. No precincts were proposed under this option.

The citations were reviewed in composite. Observations included:

- The approach provided limited capacity for consideration of historical significance, with emphasis placed on aesthetic/architectural significance;

¹⁷ Context Pty Ltd, *City of Wyndham Heritage Review*, 1997, p. 389.

- The incomplete fieldwork for Stage 1 and ubiquity of some of the housing typologies is such that the proposition that the 'best' examples had been identified was open to debate; and
- Not all of the valued housing typologies were represented.

Option 3

In response to the above, the project team considered a refinement of the approach contemplated in Stage 1, specifically a precinct that combines Gibbons and Beamish streets (see Section 4.1.2).

This area includes the highest concentration of significant or contributory buildings in the areas inspected. It also includes a good representation of valued housing types, with some exclusions.

Further, the adoption of this precinct enabled:

- The exclusion of some properties previously contemplated for site-specific controls on the basis that they represent typologies that are included in the precinct (i.e. the valued housing typologies are adequately represented by the examples in the precinct); and
- Recognition of Werribee's urban morphology (historical significance).

The approach also provided greater clarity regarding the identification of properties with a level of distinction/integrity such that site-specific controls are considered to be warranted. These properties (x14) are listed at Section 4.1.2, 'Residential properties in Werribee recommended for site-specific HOs'.



Figure 4 No. 36 Wedge Street, Werribee (HO117)

4.1.2 *Recommendations: residential properties in Werribee recommended for inclusion in the Schedule to the HO*

Gibbons and Beamish streets residential precinct

The precinct includes 37 buildings (Figure 5). An extract from the Statement of Significance is as follows:

Why is it significant?

The Beamish and Gibbons streets precinct is of historical significance to the City of Wyndham. The area, which comprises 37 residential allotments formed by 1919-20, represents an early stage in a significant expansion of Werribee (and Wyndham's) population. The streets, close to the town centre, were part of an expansive area that was subdivided during this period. The area is distinguished by a high percentage of buildings of the interwar era, as well as buildings introduced in the early-post-World War II period and the 1950s.

Development in the period following the Great War was stimulated by a range of factors including the break-up of the pastoral estates (notably the Chirnsides large landholdings) and opportunities for employment created by the establishment of the Metropolitan Farm, the State Research Farm and Closer Settlement. The Beamish and Gibbons streets precinct provides insights into the demographic profile of the growing township; the role played by the State Savings Bank in providing access to credit and popular residential designs; and patterns of urban growth, notably the consolidation of the centre of Werribee township to the north and south of the railway station. [Criterion A]

The Beamish and Gibbons streets precinct is of aesthetic (representative) significance to the City of Wyndham for its collection of properties dating from the first half of the twentieth century. The precinct is notable for including a high percentage of buildings of the interwar period, representing a diversity of popular styles of the period, many of them with a high level of integrity. Buildings of the early-post World War II era also contribute to the precinct's ability to demonstrate patterns of growth in Wyndham into the mid-twentieth century. [Criterion D]

Elements that contribute to the significance of the precinct are detached residential buildings dating from the 1910s to the 1950s. Within this group, there is a hierarchy of significance (significant, contributory and non-contributory):

Significant buildings date to the core period of significance (c. 1910 to c. 1940) and demonstrate a high level of integrity to the extent of their streetscape presentation. This group includes weatherboard bungalows and rendered brick bungalows with a variety of hipped and gabled roof forms clad with terracotta tiles or corrugated sheet metal. The majority are asymmetrically composed and distinguished by prominent projecting bays and verandahs, supported by timber posts. Timber-framed double-hung sash windows predominate, many with lead lighting.

Contributory buildings include interwar residences that have been altered (generally to a limited extent); buildings of the post-World War II period that are responsive to the prevailing character of the area, or are examples of valued housing typologies of the early post-war period, including Cream Brick Veneers.

Non-contributory buildings post-date the period of significance (1910s to 1950s) and/or have been extensively modified.



Figure 5 Beamish and Gibbons streets residential precinct: levels of significance

Residential properties in Werribee recommended for site-specific HOs

Address	Description
Anderson Street 13	Mid-Century Modern (early 1950s)
Anderson Street 15	Cream Brick Veneer, CBV (1950s)
Bolwell Street 12	Double-fronted worker's cottage
Cottrell Street 57	Late-Victorian bungalow, c. 1897
Duncans Road 80	Edwardian weatherboard bungalow, 1910s
Francis Street 1	Interwar Weatherboard Bungalow, IWB, 1928
Galvin Road 2	CBV, 1950s
Geelong Road 26	CBV, 1950s
Market Road 24	Red Brick Bungalow, RBB c. 1933

Address	Description
Princes Highway 13	IWB, c. 1923
Princes Highway 23	RBB, 1930s
Purcell Court 1	CBV, 1970
Wedge Street 112	IWB, 1927
Wyndham Street 8	CBV, 1950s

4.2 Residential properties in Little River

Seven residences located within and close to Little River were identified in Stage 1. A further property (48 Manor Road) was identified during fieldwork for Stage 2.

4.2.1 Background

The township of Little River was established as an early river crossing on the road between Melbourne and Geelong. The settlement grew through the nineteenth century, from the initial accommodation and other services for travellers at the river crossing to a small town servicing the needs of surrounding farming community.¹⁸ A railway station was established in 1864, with schools and a mechanics institute opening in the same period. In the twentieth century, the Princes Freeway replaced Geelong Road as the main route to and from Melbourne, meaning traffic by-passed the town. The population of the township has remained around 300, with approximately 1,300 people living in the broader Little River and farming district.¹⁹

Within Little River township, a heritage overlay precinct (Rothwell Street Precinct) was proposed as part of Amendment C86 in 2009. Council's heritage adviser and the Panel agreed that there was no justification for this precinct but recommended that some of the individual residences be included in the Heritage Overlay. The property at 9 Rothwell Street was one of those recommended, however, no HO has been applied. Other heritage controls were applied to residences and other building within Little River as part of this Amendment.

4.2.2 Recommendations: Residential properties in Little River recommended for inclusion in the Schedule to the HO

The eight properties in (or near) Little River that were addressed in this stage of the Heritage Study are listed at Table 4. Of the eight, three are recommended for inclusion in the HO, underlined in the table.

¹⁸ Context, *Wyndham Heritage Review (Gap Study) Stage 1, Volume 2: Thematic Environmental History*, Final Draft Report, April 2021, pp. 31, 65

¹⁹ 'Little River', Victorian Places, Monash University and University of Queensland, <https://www.victorianplaces.com.au/little-river>, 2015, accessed 12 October 2022.

Table 4 Properties in/near Little River assessed during the Heritage Study

Address	Description	Comment
Bulban Road 1205	Edwardian farmhouse. Abandoned and in an advanced state of dereliction. Permission to access the property was not received.	Not recommended for the HO. The property is a derelict, and prospects for conservation would appear to be limited. Similar properties are included in the Schedule to the HO, see for instance HO11, HO14 and HO43.
<i>Flinders Street 46</i>	Federation-style weatherboard bungalow.	Recommended for the HO (see citation).
Little River Road 417	Interwar weatherboard residence, with large two-storey addition.	Not recommended for the HO. The extent of alterations is too great.
<i>Manor Road 48</i>	Interwar brick bungalow. The property was identified by Lovell Chen during fieldwork for 21 Station Street.	Recommended for the HO (see citation).
River Street 17	Railway workers house.	The property was demolished in 2023.
Rothwell Street 9	Weatherboard bungalow, possibly dating to the early 20th century.	Not recommended for the HO. Alterations, including the replacement windows and c. 1930s alterations to the verandah are too great to warrant site specific controls.
Station Street 21	Single-storey, double fronted weatherboard residence c. 1890s/1910s, with alter alterations.	Not recommended for the HO. Research suggests that this building was not directly associated with the Manor Railway Station. Further, as the station buildings have been removed, the residence is an isolated remnant of this former railway settlement, and does not demonstrate the history of the place.
<i>You Yangs Road 80</i>	Edwardian farmhouse with multiple outbuildings.	Recommended for the HO (see citation).

4.3 Housing Commission of Victoria

A large residential precinct of single-storey detached dwellings delivered by the Housing Commission of Victoria (HCV) was identified in Stage 1 of the Heritage Review.²⁰ In the context of Wyndham, this was an early HCV-delivered estate (built 1961-63), although it was not the first.²¹ In the State context, it was mid-cycle – construction commenced exactly half-way through the HCV’s lifespan (1938-1984). The estate is also essentially indistinguishable from large numbers of equivalents around Victoria, delivered from the mid-1950s until at least the late-1960s.

4.3.1 Wyndham Thematic Environmental History

Reference to the work of the Housing Commission of Victoria is included in the TEH that has been updated for the ‘Stage 2 Study (Residential places and precincts)’. An extract from the ‘Overview thematic history’ of the municipality at Section 2.5 of the TEH is as follows (section underlined for emphasis):

Residential development in the municipality increased in the early twentieth century but grew significantly from the 1920s as large areas were subdivided for housing. The interwar period saw suburban development to the north and south of Werribee township, which continued into the post-war period. Many streets in Werribee comprise a mix of housing styles from the early twentieth century to the present. As was the case across much of Melbourne, and other country areas, this residential development was aided by the State Savings Bank and the Housing Commission of Victoria, which established a number of estates in the municipality in the 1950s and 1960s. New housing was also developed for the local employees of many of the large workplaces, such as the residences constructed for workers of the Carter Egg Farm, along with the township of Cocoroc (now mostly demolished) for the Metropolitan Farm staff. In the postwar period, the area attracted significant numbers of immigrants from Europe. Subsequent waves of migrants have since arrived from the Middle East and Asia.

Identified as a ‘metropolitan growth area in 1971, Wyndham has been and continues to be one of the fastest growing areas of outer Melbourne. Localities such as Hoppers Crossing grew to well-populated suburbs in the late twentieth century, followed by more recent housing development in Wyndham Vale, Truganina, Tarneit and Manor Lakes. This growth has seen a shift in the ‘country identity’ of the municipality, with remnant nineteenth century buildings now surrounded by more recent housing.

Further detail has been added to the thematic environmental history about the work of the HCV in Wyndham, as a result of the research undertaken for this assessment.

²⁰ The precinct identified by Context is estimated to comprise 147 detached houses.

²¹ In 1954, the *Age* reported that an area of 100 acres (40 hectares) of the Metropolitan Farm was to be sold to the Housing Commission for residential development (*Age*, 4 September 1954, p. 8), but there is no record of the development progressing. The first completed HCV development in Wyndham – a large estate at Laverton for staff employed at the RAAF base, built from 1957 – is no longer within the municipal boundaries.

4.3.2 Research

As noted, the HCV operated across Victoria from 1938 until 1984. It evolved from the slum clearance programme of the 1930s, with a remit to provide volume housing quickly and at low cost during a period of rapid population growth and following a protracted period of inadequate housing provision.

The Commission was established by the *Housing Act* of 1937, which followed recommendations made by the Slum Reclamation Board. The Commission's objectives were, 'the improvement of existing housing conditions' and 'the provision of adequate and suitable housing accommodation for persons of limited means'.²² The Act conferred powers to demolish slums and houses, to determine standards for construction, to provide houses for people of limited means and to undertake town planning. A panel of architects was appointed to oversee the HCV in 1939.²³ The first HCV estate was built on 22 hectares (55 acres) of reclaimed land at Fishermans Bend, and initially re-housed families from South Melbourne and Port Melbourne.

Following World War II, priorities were to address the significant housing backlog (caused by the long tail of the Great Depression, and exacerbated by restrictions on wartime housing construction) and to provide houses for people in decentralised industry, with housing for workers following growth in regional centres including Swan Hill, Wangaratta, Drouin, Ararat and Horsham.²⁴ The HCV's regional housing programme ultimately delivered 130 estates in 120 regional centres. The largest was at Norlane, near Geelong; others included fewer than ten houses.

In its early years there was an emphasis on innovation including: Garden City planning principles; new technologies (notably a precast concrete system developed by the Fowler Brothers of Duncans Road, Werribee South²⁵); and the delivery of density, particularly in Melbourne. The successive introduction of two, three and four storeyed concrete flats during the 1950s led to an ambitious high-rise apartment programme. After completing its first 17-storey apartment block in South Melbourne in 1960, the HCV went on to erect more than 40 towers across its 21 estates in the metropolitan area, which culminated in the 35-storey Park Towers, also in South Melbourne, in 1970.

²² Renate Howe, 'Reform and Social Responsibility: the establishment of the housing commission', in Renate Howe, ed., *New Houses for Old: Fifty Years of Public Housing in Victoria 1938–1988*, Ministry of Housing and Construction, Melbourne, 1988, p. 34–35.

²³ Renate Howe, 'Reform and Social Responsibility: the establishment of the housing commission', in Renate Howe, ed., *New Houses for Old: Fifty Years of Public Housing in Victoria 1938–1988*, Ministry of Housing and Construction, Melbourne, 1988, p. 38.

²⁴ Warwick Eather, 'We only build houses: the Commission 1945–60', in Renate Howe, ed., *New Houses for Old: Fifty Years of Public Housing in Victoria 1938–1988*, Ministry of Housing and Construction, Melbourne, 1988, pp. 69–70, p. 73.

²⁵ The HCV purchased Fowler's production facilities in 1942, and after the war secured Commonwealth munition-production facilities in Holmesglen to establish a factory that continued to operate into the 1970s. George Tibbits, 'The enemy within our gates: Slum clearance and high-rise flats', in Renate Howe, ed., *New Houses for Old: Fifty Years of Public Housing in Victoria 1938–1988*, Ministry of Housing and Construction, Melbourne, 1988, pp. 129–130, 144–147.

Housing Commission of Victoria in Wyndham

The original model of the panel of architects was replaced in 1958 with an in-house architecture branch, led by Chief Architect R R Prentice, that adhered to a streamlined approach to design and construction.²⁶ It was in this context that the HCV's work in Wyndham commenced.

By the late-1950s, the HCV's estates in regional centres and outer metropolitan suburbs had fallen into a pattern. The estates delivered in Laverton (just outside the municipality) and Werribee bore strong similarities with their equivalents in multiple other locations – see, for instance, the 'Olympic estate' at Jacana, delivered by the HCV from 1958 (Figure 6 and Figure 7). The same applies to house typologies, which were delivered in huge numbers in various locations (the houses at Figure 8, Figure 9 and Figure 10 are all included in the potential HCV precinct identified in Stage 1 Gap Study).

The HCV's approach to estate planning by this time has been described as one of 'ordered variety':

Row upon row of similar houses constructed in monotonous grid patterns were unacceptable. Far more flexibility and diversity was called for, but plans had to be both practical and cost effective. Consequently, houses of the same type were separated by at least three or four housing blocks, others were set back on their respective block, while others were sited so that the gable or hip faced the street. These changes, simple as they were, helped to some extent to prevent an impression of drab uniformity.²⁷



Figure 6 Housing Commission development at Jacana, a 'new town' south of Broadmeadows delivered by the Commission from the late 1950s

Source: <https://www.victorianplaces.com.au>

²⁶ George Tibbits, 'The enemy within our gates: Slum clearance and high-rise flats', in Renate Howe, ed., *New Houses for Old: Fifty Years of Public Housing in Victoria 1938–1988*, Ministry of Housing and Construction, Melbourne, 1988, p. 140–141.

²⁷ Warwick Eather 'We Only Build Houses: the Commission 1945–60', essay in *New Houses for Old, Fifty Years of Public Housing in Victoria 1938–1988*, edited by Renate Howe, Ministry of Housing and Construction, 1988, p. 75.



Figure 7 Aerial view of the 'Olympic estate', Jacana: compare with Figure 14, below
Source: Nearmap



Figure 8 Brick veneer house, Fawkner
Source: HCV Annual Report 1963-64, no. 26, p. 7



Figure 9 Brick veneer and concrete homes, Corio
Source: HCV Annual Report 1959-60, no. 22, p. 29



Figure 10 Three-bedroom cream brick veneer, Fawkner
Source: HCV Annual Report 1963-64, no. 26, p. 9

The HCV's progress in Wyndham is recorded in its annual reports. The following is an extract from the Annual Report of 1960-61:

In order to provide housing for the rapidly growing industrial areas west of Melbourne, the Commission has purchased 800 acres of land at Werribee [Figure 11]. This area will provide a building area for approximately 3,000 houses to accommodate between 13,000 and 15,000 people. It will provide housing for employees working in Werribee and adjacent areas including the giant installations at Altona and the western fringe of the city [Figure 12]. 30 acres of this land is ready for immediate development and a further 48 acres adjoining will be available as required. This will provide for a regular yearly programme of housing until the balance of the land can be prepared for development [p. 7].

Development of new estates is in hand at Benalla, Bendigo, Corryong, Hamilton, Mornington, Myrtleford, Seymour, Wangaratta, Werribee and Wodonga. The new estate at Werribee will be a focal point of activity for the ensuing year. Designs and estimates for street and drainage construction are in the course of preparation and it is planned that construction will be commenced at an early date to provide sites for the forthcoming building programme of 100 units [p. 8].

Forward planning of the first 78 acres, known as Section A [Figure 13] has been completed and construction of the first houses is scheduled to commence early in the 1961-62 financial year [p. 10].

As noted in subsequent annual reports, the initial development (broadly the area identified in Stage 1 Gap Study) was contemporary with development to the north of Shaws Road and to the west of Market Road (see Figure 14).

The following is an extract from the HCV Annual Report of 1961-62:

'Land survey. The major subdivisional work by the Survey Branch for the year was in the further development of the Broadmeadows Estate [...] and at Werribee, where the present development comprises 405 lots [p. 4].

'Provincial Areas. Werribee has been the centre of considerable activity. Streets, drains and services have been completed in the first section (A.1) where 141 houses are now either occupied or nearing completion. Streets, drains and services are substantially complete in the portion of the second section (A.2) where house building will be carried out during 1962/63.

'Shops. The success of the first group of nine lock-up shops on the Forest (Frankston) Estate, which were constructed during the year, has resulted in the Commission constructing further shops on the Werribee and Broadmeadows Estates ...' (p. 7) [5 shops constructed p. 12]

'In the country areas there were 44 different estates on which work was carried out ... During the year 81 houses were completed at Werribee and a further 60 units were in the course of erection at 30th June 1962.' (p. 9)

Werribee

- 141 houses: brick veneer (93), timber (48) [p. 24]
- Table H, sheathings of timber framed dwellings (other than brick veneer).

- Asbestos Cement (39), weatherboard (1). Under construction 30 June 1962: Asbestos Cement (6). (p. 29)

The following is an extract from the HCV Annual Report of 1962-63:

‘Planning and Construction, provincial areas. Development proceeded satisfactorily at Werribee with engineering works being completed on No. 2 estate and a contract being let for street construction in No. 3 estate covering 39 lots.’ (p. 5)

Werribee: 283 houses: brick veneer (200), timber (83) (p. 20); Concrete House project. Werribee timber houses (6). (p. 26)

From the late-1950s to 1984, when the HCV became the Ministry of Housing, the HCV delivered 981 dwellings across Werribee – 903 houses, 26 semi-detached units, 15 terrace/row houses, 20 walk-up flats and 17 ‘granny flats’.²⁸ This placed Werribee in the highest band of HCV housing stock for a municipality or town – only three other regions or municipalities boasted higher numbers by 1984, Sunshine (1,166), Broadmeadows (1,391), and Corio (1,554).²⁹

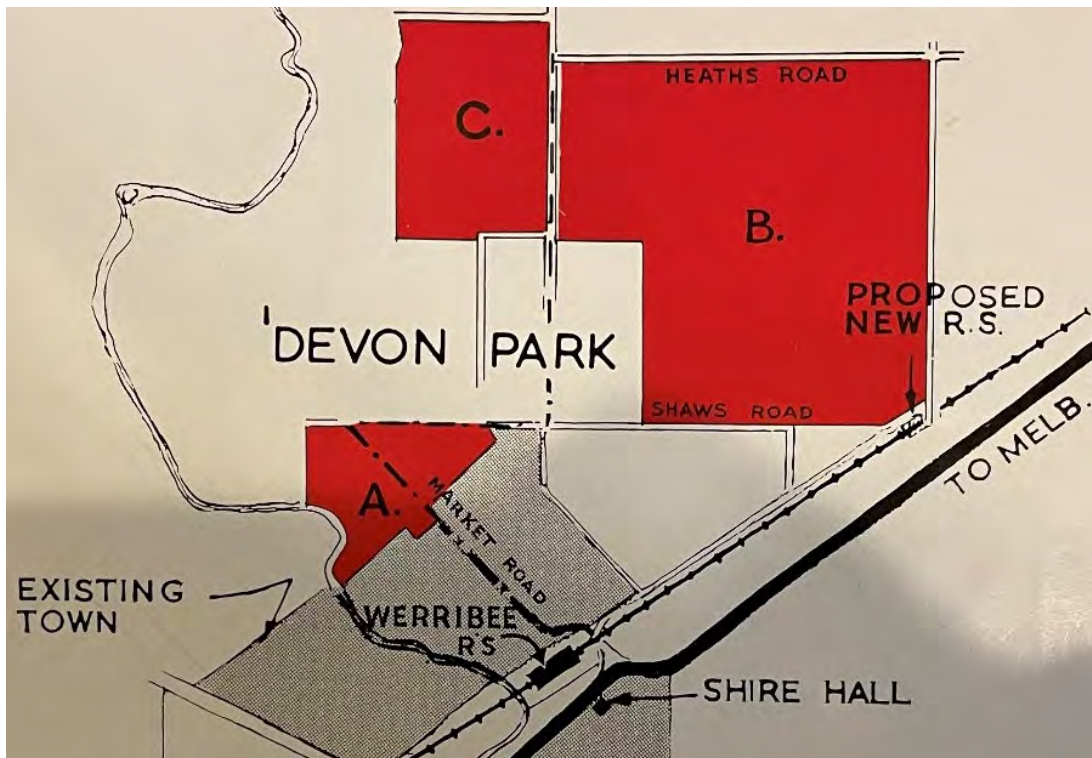


Figure 11 Extract, cropped, from Housing Commission of Victoria brochure for the Devon Park Estate, 1961: areas in red had been acquired by the Commission
Source: State Library of Victoria (Housing Commission of Victoria brochure, 1961)

²⁸ Report of the Ministry of Housing for the Year ended 30 June 1984, Government Printer, Melbourne, 1982–1984, p. 93; Robert A Carter, ‘A commission for reform: policy innovation and organisational change in the fifth decade’, in *New Houses for Old*, pp. 245–289.

²⁹ Report of the Ministry of Housing for the Year ended 30 June 1984, Government Printer, Melbourne, 1982–1984, pp. 88–94.



Figure 12 Graphic from HCV brochure of 1961 indicating local employment opportunities
Source: State Library of Victoria (Housing Commission of Victoria brochure, 1961)



Figure 13 Section A of the Housing Commission's first development in Werribee, the 'first 100 homes': this area includes part of the precinct identified in Stage 1 of the Heritage Study
Source: State Library of Victoria (Housing Commission of Victoria brochure, 1961)



Figure 14 Aerial view, 1963, with the first stage of the Devon Park Estate indicated: development to the north and west had also been delivered by the Housing Commission
Source: Historical Aerial Photograph Collection, Landata

Fieldwork




As noted above (see also Figure 14), the HCV was active in the delivery of large areas of residential development in Wyndham from the late-1950s. The first estate was at Laverton (now outside the municipal boundaries), followed by the Devon Park estate and development to the north of Shaws Road and west of Market Road.

These areas were inspected during April-June 2023. Objectives of this process included: confirming the architectural and planning characteristics of these areas with the Devon Park Estate and seeking to identify an area (or areas) that retain a high degree of integrity in terms of the prevailing planning, architectural and streetscape characteristics of HCV estates from the late-1950s (see tabulation of these characteristics at Table 5).

The fieldwork occurred in parallel with the comparative analysis discussed below. As noted at Section 4.3.4, the outcomes of the comparative analysis were determinative in informing this report's recommendations regarding the HCV.

Table 5 Physical characteristics of HCV estates from the late-1950s

Characteristics	Representation at the 'Devon Park Estate' (Werribee)
Avoidance of uniformity: house types were separated by c. three/four blocks (see also Shaws Road photography below)	 <p data-bbox="839 887 1198 913">View looking east along Vincent Crescent</p>
Varied house types, generally with four or five core models per estate	 <p data-bbox="839 1361 983 1388">100 Shaws Road</p>  <p data-bbox="839 1848 983 1874">104 Shaws Road</p>

Characteristics	Representation at the 'Devon Park Estate' (Werribee)
	 <p data-bbox="687 842 831 869">110 Shaws Road</p>  <p data-bbox="687 1290 831 1317">114 Shaws Road</p>  <p data-bbox="687 1794 831 1821">116 Shaws Road</p>
<p>Varied cladding materials – brick (red and cream), concrete, metal sheeting; house types could be specified in each of these materials</p>	<p>See images above.</p>

Characteristics	Representation at the 'Devon Park Estate' (Werribee)
Almost all units had tiled roofs	
Almost all units were single storey	<p>Exceptions included two-storey blocks extending across two allotments (see for instance 138-40 Shaws Road at the Werribee HCV precinct and the property on Market Road, below, not included in the Stage 1 precinct)</p> 
Estate planning distinguished by <i>cul-de-sacs</i> and curved 'crescents'/roads	 <p>Aerial view(part) of the Devon Park Estate</p>
Large allotments	At the Devon Park Estate lots range from c.540sqm to c. 900sqm




Characteristics	Representation at the 'Devon Park Estate' (Werribee)
Diverse relationships to the street – varied setbacks (angles and depths)	 <p data-bbox="687 864 1129 891">Intersection of Vincent Crescent and Glenda Street</p>
Diverse boundary treatments	See Figure 15 – Figure 19.
Provision of community amenities (parks, shops, schools etc) in locations with limited existing provision	 <p data-bbox="687 1335 1203 1361">Joseph Lanyon Reserve and shops at the Devon Park Estate</p>
Consistent letter boxes	 <p data-bbox="687 1984 831 2011">126 Shaws Road</p>



Figure 15 Vincent Crescent, looking east



Figure 16 Joseph Lanyon Reserve (foreground), with shops on the corner of Vincent Crescent and Market Road at rear



Figure 17 Deborah Street



Figure 18 Glenda Street



Figure 19 Vincent Crescent looking west: the fence (right) marks the eastern extent of the HCV estate

4.3.3 Comparative analysis

A process of review and comparative analysis was undertaken with the objective of identifying HCV-delivered residential development in Victoria that is the subject of statutory heritage controls. Given the volume of development constructed by the HCV throughout Victoria – estimated at 97,300 dwellings over the period from 1938 to 1984³⁰ – it has not been possible to say with certainty that all have been identified. However, it is considered that the process was sufficiently comprehensive to identify a majority (Table 6).

The process included:

- Review of the Victorian Heritage Database (VHD))
- Review of Heritage Studies (general), with emphasis on localities where the HCV is known to have been active

³⁰ Report of the Ministry of Housing for the Year ended 30 June 1984, Government Printer, Melbourne, 1982–1984, p. 97.

- Review of Schedules to Heritage Overlays of municipalities where the HCV is known to have been active, including Hume, Brimbank, Frankston and Dandenong
- Review of Thematic Environmental histories in municipalities where the HCV is known to have been active.

Table 6 Residential places and precincts in Victoria, delivered by the HCV, that are subject to statutory heritage controls (arranged chronologically)

Name and location	Description (notes)	Control
Experimental Concrete Houses 324-326 Howe Parade, Port Melbourne, City of Port Phillip	Extract from Statement of Significance: 'The single-storey pair of houses at 324-326 Howe Parade were the first to be built at the Fishermen's Bend estate in 1939. They were designed by the panel as an experiment in precast reinforced concrete construction. They were built using a system devised in the 1920s by T W Fowler, a retired surveyor and farmer of Werribee. The use of concrete in this way reduced both costs and construction time.'	Victorian Heritage Register (H1863) The Experimental Concrete Houses are of historical, social, scientific and architectural significance to Victoria
Ocean and Wattle Groves Heritage Precinct, Warrnambool	One of the earliest regional HCV estates (it was delivered in four phases from 1941 to 1969). Garden city planning principles were adopted.	Warrnambool Planning Scheme (HO305) Historical and aesthetic values
Champion Road Estate, North Williamstown	1941-45 Early estate with Garden City principles.	Hobsons Bay Planning Scheme (HO15) Historical and aesthetic values
The Housing Commission Project in the Yarrunga area, City of Wangaratta	Estate designed by Buchan, Laird & Buchan Early regional estate. The first 26 houses were completed in 1944-45. The statement of significance notes the varied streetscape and the uniformity of height in the precinct.	Wangaratta Rural City Council Planning Scheme (HO18) Includes 60 cottages on Smith Crescent, Smith Street and the south side of Vincent Road
1 Eildon Street, Shepparton	This house dates from a Housing Commission estate for which construction commenced in 1946. The citation notes similar characteristics to those in Warrnambool and Wangaratta and	Greater Shepparton City Council Planning Scheme (HO192) Historical, social and aesthetic values

Name and location	Description (notes)	Control
	their shared purpose in housing post-war workers in new industries.	
West Newport Estate, Newport	1945-60	Hobson's Bay Planning Scheme (HO16) Historical significance, associative (with HCV), and demonstrating characteristics of a class
The Ascot Estate, City of Moonee Valley (on the former Ascot racecourse)	Planned in 1947 The HCV Ascot Estate contains over 1,000 dwellings, comprised of approximately 846 flats and about 190 houses and includes a mix of red and cream brick flats, houses and maisonettes.	Moonee Valley City Council Planning Scheme (HO372) The citation observes that the number and variety of flats and designs distinguished the Ascot Estate from others of the early post-war period, and that some of the flats demonstrate the design interests of flat pioneer Best Overend. The estate also contains some of the earliest 'lone person' and elderly person housing. It was also a model estate for construction
The Newlands Estate, Coburg	Completed 1953, incorporates varied housing types and densities, including cottages and duplexes and notably, walk-up flats, recalling those found in British Garden Suburbs and New Towns.	Merri-Bek Planning Scheme (HO124)
Prototype three storey concrete flats, Solly Avenue and Wilson Street, Princes Hill	This development (1956-57) represented the HCV's prototype for three-storey concrete flats. Initially known as Prototype 190, they were subsequently re-designed and entered the Commission's range as Type 202. Described in the HCV annual report as 'the first three-storeyed prefabricated concrete flats ever erected in Australia' ³¹	City of Yarra (HO329, Princes Hill Precinct) The flats are within HO329, but not identified as contributory to the precinct
HCV flats, Rumbalara Road, Mooroopna	A prototype development of ten concrete units built as transitional accommodation for Aboriginal families, completed in 1958. It was a	City of Greater Shepparton Planning Scheme (HO315)

³¹ Heritage Alliance, *Survey of Post-War Built Heritage in Victoria*, Part 2, 027-215, 2008.

Name and location	Description (notes)	Control
	partnership between the HCV and the Aboriginal Welfare Board. The centre (named Rumbalara, or 'rainbow') was located on 'The Flats', an area with a long history of Aboriginal habitation – in 1939 the area became home to a large group of Aboriginal people who crossed the Murray River from the Cummeragunja Station, New South Wales, protesting against living conditions. Rumbalara represented the HCV's first foray into the provision of Aboriginal housing. It was not a success, and closed in 1969.	Rumbalara is also an Aboriginal Place under the <i>Aboriginal Heritage Act 2006</i> 'The houses are of cultural heritage significance local Aboriginal people and to the Yorta Yorta Nation'
Hotham Gardens – Stage 1, 55-101 O'Shanassy Street, North Melbourne	A public-private partnership between the Master Builders (Associated) Redevelopment Ltd, a panel of architects and the HCV. Stage 1 was completed in 1961. The partnership was established to develop 'own-your-own' flats in North Melbourne, as distinct from public housing developments also occurring in the suburb. The panel of architects included noted mid-century Melbourne architects Roy Grounds, John Mockridge, John Murphy, Phillip Pearce and Roy Simpson of Yuncken Freeman, with landscaping by Beryl Mann.	City of Melbourne, HO1387 (interim controls) Hotham Gardens, comprising six groups of three-storey blocks of flats, is of local historical and aesthetic significance (Stage 1 only)
Kay Street Housing, serial listing of six properties in Kay, Canning and Station streets, Carlton	Designed and built during the early 1980s by the Ministry of Housing as it shifted its focus from mass construction of broadacre estates and apartment towers to infill housing designed with architectural flare, part of a 'New Directions' policy focused on co-operation and consultation. Designed by private-sector architecture practices Edmond and Corrigan, Peter Crone and Gregory Burgess, the collection of properties later won awards, including the Australian Institute of Architecture (Victoria) 25 Year Award for Enduring Architecture in 2010.	City of Melbourne, HO1397 (the Carlton Ministry of Housing Infill Housing Area) The houses are recognised for historical significance (Criterion A) and aesthetic significance (Criterion E)

Housing Commission of Victoria estates assessed (or identified) in Heritage Studies that are not subject to statutory controls

Newtown Estate, Geelong

The Newtown Estate, Geelong was one of the earliest provincial residential estates delivered by the HCV (1940-41). It was assessed in the *Newtown West Heritage Review* of 2015-16, prepared by Authentic Heritage Services Pty Ltd. As noted in the study:

Because the Newtown Housing Commission Estate has low-moderate integrity (given the noticeable changes to the dwellings, fencing and landscaping as a purposely laid out residential area), it is not considered to meet sufficient historical and architectural/aesthetic significance thresholds (in particular Criteria A, D, E or H) to warrant a heritage overlay. The comparable Housing Commission Estates at Warrnambool (Ocean and Wattle Groves Heritage Precinct) and Wangaratta (1944 Housing Commission Precinct) are more intact and identified by heritage overlays.³²

The study recommends 'alternative forms of documentation and interpretation':

While it is recognised that no heritage overlay has been recommended for the Newtown Housing Commission Estate Precinct, it is suggested that other forms of interpreting the historical and architectural heritage interest of the site are explored. This could comprise (but not [be] limited to) the use of the documentation in this report as part of a small publication (either in print or online), the basis of an interactive website where former residents and others involved with the evolution and history of the Estate could give their experiences; or preparation of a broader Thematic History that explores all of the Housing Commission Estates in the Greater Geelong municipality.³³

Aberfeldie Estate, Essendon

The Aberfeldie Estate, Essendon, a precinct of 145 houses of varied materials – brick, concrete and timber – completed by 1947 was assessed in the *Moonee Valley Post-War Thematic Precincts Heritage Study, 2012–2014*, prepared by Context Pty Ltd for the City of Moonee Valley.

As compared with the Ascot Estate (referenced in Table 6), Aberfeldie is 'much smaller, and contains only houses built within an existing street network'. Further, 'the design and layout of the Ascot Estate demonstrates the strong influence of the 'Garden City' movement and modern town planning ideals and principles'; the HCV saw Ascot as a 'model' estate 'that demonstrated the Commission's philosophy and approach to the provision of well-designed affordable housing for Victorians' (Metropolitan Feature Estate); 'however, it is the sheer number of flats and the variety of their designs that sets the Ascot Estate apart from other Commission estates of the immediate post-war era'.

It is noted the Aberfeldie Estate is a relatively early example of a HCV development and includes a number of 'Fowler' concrete houses.

³² Authentic Heritage Services Pty Ltd, *Newtown West Heritage Review* of 2015-16, Volume 5, p.2.

³³ Authentic Heritage Services Pty Ltd, *Newtown West Heritage Review* of 2015-16, p. viii.

Norlane, Geelong

As noted in *Survey of Post-War Built Heritage in Victoria*, Part 2 (2008):

Located on the outskirts of Geelong, this was by far the largest regional housing estate to be developed by the Housing Commission in the post-war period [from 1947]. Of especial note for the extensive use of various types of European prefabricated timber houses that had been sourced and imported from manufacturers in France, Holland and England.

The Norlane estate was identified in the *Greater Geelong Outer Areas Heritage Study*, Stage 2, prepared by Authentic Heritage Services, 1998-2000.

No. 1 Wishart Street, Hampton East

As noted in *Survey of Post-War Built Heritage in Victoria*, Part 2 (2008):

This block of flats is said to be the prototype for the Housing Commission's two-storeyed concrete-slab flats, which were subsequently erected in large numbers in many suburban estates around Melbourne. This prototype was originally erected at or near the Concrete House Project factory at Holmesglen, and subsequently relocated to this site.

The Wishart Street development was identified in the *City of Bayside Interwar & Post-War Heritage Study*, Stage Two, prepared by Heritage Alliance.

Olympic Village, Heidelberg, Dougharty Road, Oriel Road & Liberty Parade, Heidelberg West

As noted in *Survey of Post-War Built Heritage in Victoria*, Part 2 (2008):

A development of 841 dwelling units, erected [1955-56] to accommodate international participants in the 1956 Olympic Games. Although many of the houses have since been demolished or remodelled, the most representative and/or intact portion should be preserved as evidence of this unique historical event in Melbourne's sporting history.

HCV flats for elderly persons, Power Avenue, Ashwood

As noted in *Survey of Post-War Built Heritage in Victoria*, Part 2 (2008):

This development [of 1955-56] represented the Housing Commission's prototype for elderly persons' flats in concrete construction. These were expressed as attached rows of one- and two-bedroom apartments, in skillion-roofed buildings that were laid out in a U-shaped plan around a central.

The Power Avenue development was identified in the *City of Bayside Interwar & Post-War Heritage Study*, Stage Two, prepared by Heritage Alliance.

Lone Persons' Flats (Type 211), Derby Street, Kensington

As noted in *Survey of Post-War Built Heritage in Victoria*, Part 2 (2008):

This development [1957-58] represented the Housing Commission's prototype for 'Lone Persons Flats', each comprising a bedsitting room with attached kitchenette and shower room. The flats were accessed via an external balcony, with an open stairwell at one end.

Holland Estate, Derby, Altona and Ormond Streets, Kensington

As noted in *Survey of Post-War Built Heritage in Victoria, Part 2* (2008):

These eight-storey blocks [1962] represented the Housing Commission's first attempt to adapt its precast concrete house technology to high-rise building. Some blocks were built against an embankment, so that they could be entered at the first level by a ramp (thus doing away with the need for a lift).

Emerald Hill Court, Dorcas Street, South Melbourne

Emerald Hill Court (built 1960-62) was the first high-rise development delivered by the HCV. As noted in *Survey of Post-War Built Heritage in Victoria, Part 2* (2008):

This 17-storey concrete tower represented the Housing Commission's first foray into high-rise apartment construction. As such, it marked the start of the Commission's ambitious and controversial high-rise programme that transformed Melbourne's inner suburbs during the 1960s. Possibly an early local use of slip-form concrete construction.

4.3.4 Recommendations

Based on research and analysis undertaken for 'Stage 2 Study (Residential places and precincts)', the work of the HCV in Wyndham is not considered to meet a threshold for local heritage significance.

The HCV was a government agency that operated at the State level for a sustained period. It oversaw an extensive programme of 'slum' clearance and urban redevelopment and was responsible for the construction of almost 100,000 residential units in various forms and in a large number of locations across Victoria.

Consistent with the Commission's Victoria-wide reach and remit, the approach adopted in seeking to contextualise the Devon Park Estate, Werribee from a heritage perspective is one that has, in the first instance, sought to place the estate in a State context.

HCV places and precincts in Victoria that are subject to statutory heritage controls are, with few exceptions, prototypes or early examples of systems, principles and technologies that are regarded as progressive or innovative. Examples include the first HCV development (Fishermans Bend, 1939); the Newlands Estate in Coburg (completed 1953) which incorporated varied housing types and densities, including cottages and duplexes and notably, walk-up flats, recalling those found in British Garden Suburbs and New Towns; and the Rumbalara scheme for Aboriginal residents (Mooroopna, 1957-58).

Further, all HCV places and precincts that are subject to statutory heritage controls date to the 1950s or earlier, with the exception of Hotham Gardens, North Melbourne, of the early 1960s, and the Kay Street Housing group, Carlton, which dates to the 1970s (both assessed, at least in part, for reasons of architectural significance). The early high-rise towers are not subject to statutory heritage controls.

No examples of low-density late-1950s/early-1960s estates comprising detached single-storey residences have identified that are subject to heritage controls. As noted, developments of this period (and earlier) have been considered for the HO but dismissed. Estates of this type and era generally did not represent progressive or innovative examples of systems, principles or technologies. They were delivered by an in-house architecture branch (led by Chief Architect R R Prentice) that adhered to streamlined approaches to design and construction. In general terms, they were low density, low cost, quick to build and architecturally undistinguished.

Seen in the context of Victoria, no evidence was identified to support a proposition that the HCV precinct identified in Stage 1 Gap Study warrants the application of the HO.

Planning and Environment Act, 1987

The *Planning and Environment Act* supports the protection of locally significant places.

Context Pty Ltd identified the potential precinct during fieldwork. Context's field notes for the HCV estate are as follows:

Potential HCV estate precinct consisting of Vincent Crescent, Deborah Street, Gavan Court, Julian Street, Glenda Street, and the southern side of Shaws Road. with Vincent Street kindergarten (no. 42) anchoring precinct. Interesting mid-century modern example at number 12 and 40 Vincent Street [Crescent]. Shops at 52-60 Vincent Street [Crescent]. Meek Street considered for inclusion but does not appear to be HCV housing – just typical modest post-war brick and timber houses.

Beyond the above, the basis for the identification of the potential precinct is unclear – i.e. it was not a community nomination; the work of the HCV does not appear to have been identified in previous Wyndham heritage studies; there is no evidence for community sentiment as related to the estate. Likewise, the Stage 1 draft Thematic Environmental History did not provide a compelling basis for an understanding of the HCV's work in Wyndham as being of local significance.

Processes of heritage assessment are varied. However, a well-established convention when assessing the merits of a common type of place is to identify early examples and/or models that have a high level of integrity. This is effectively what has occurred in the State context, where emphasis has been placed on early prototypes and developments that otherwise provide evidence of progressive/innovative intent.

From an historical perspective, it is acknowledged that the HCV made a notable contribution to the ongoing expansion of Wyndham's population, in the context of a growth in population that began in the 1910s/20s. This coincided with a phase of uplift and growth in Werribee more generally, including the Maltby Bypass (1961), a new municipal swimming pool (1961), a new hospital (1962) and laying of sewerage mains throughout the town.³⁴

It is not, however, considered that this historical association is sufficient to meet a threshold of local significance (PPN Criteria A and H). Having regard to the other criteria, the large volume of housing delivered by the HCV in Wyndham from the late-1950s is not rare (Criterion B); has limited/no potential to yield further information (Criterion C); is aesthetically unremarkable (Criteria D and E); is not of technical interest (Criterion F); and does not appear to be of social value (Criterion G).

In conclusion, the work of the HCV in Wyndham is not considered to meet a threshold for local heritage significance. This is not to suggest that the contribution is inconsequential from an historic perspective, but rather that alternative approaches to recognising that contribution should be explored.

4.4 Werribee South boatsheds

Two groups of boatsheds on the Werribee Foreshore Reserve were identified as places of potential significance in the Stage 1 study.

³⁴ Werribee Shire Banner, 21 September 1961, p. 2.

4.4.1 Recommendations

The Campbell's Cove and Bailey's Beach boatsheds, and their coastal settings are recommended for inclusion in the Schedule to the HO. The boatsheds are in two groups, each with distinct aesthetic characteristics and landscape qualities.

Bailey's Beach, to the west of Cunningham's Road, comprises approximately 14 boatsheds, with a hard-paved apron and integrated slipways and ramps. The boatsheds in this group, the majority of which are built into the cliff face, are of one and two levels and generally have gabled roofs. They are constructed of varied materials, including masonry, concrete, sheet metal and timber. As seen from Campbell's Cove Road, the upper sections of the boatsheds' rear elevations are visible.

Campbell's Cove, to the east of Cunningham's Road, comprises approximately 130 detached boatsheds set in vegetated sand dunes. The age and presentation of the boatsheds vary considerably, with some likely to date to the mid-twentieth century. As is the case with the Bailey's Beach group, the Campbell's Cove boatsheds are typically modest and informal structures, often demonstrating evidence of construction in multiple phases. The boatsheds are almost all of one level. The majority are timber framed with cladding, variously, in weatherboard, fibre board, plasterboard and sheet metal.

The area of the foreshore between the two groups of boatsheds is not of heritage significant. The interiors of the boatsheds are likewise not significant.

4.5 Werribee South

Places and precincts in Werribee South (also referred to below as the Werribee South Intensive Agriculture Precinct, WSIAP) identified during Stage 1 Gap Study included 23 privately owned residences and the boatsheds at Campbell's Cove and Bailey's Beach.

During the conduct of 'Stage 2 Study, Residential Places and Precincts', the consultant team was advised that members of the Werribee South community were resistant to the inclusion of additional places in the HO, particularly private residences.

In May 2023, WCC requested that Lovell Chen explore opportunities to recognise and celebrate the valued aspects/attributes of Werribee South that would not result in the application of statutory heritage controls to the residential properties identified in Stage 1.

The methodology agreed for the variation, in summary, was as follows:

- *Audit of the Schedule:* Audit of the Schedule to the HO as it relates to Werribee South to establish what properties are included, whether they are extant and what themes they represent;
- *Comparative Analysis:* Review how other municipalities and localities have recognised the heritage values of broad-scale farming and irrigation landscapes;
- *Historic research and sequential mapping:* Research sufficient to establish major phases in the sequential development of the Werribee South landscape from the early 20th century (noting that analysis of the landscape from a First Nations perspective would need to be addressed through future consultation with Traditional Owners).
- *Engagement/consultation:* Workshops with Council officers and with the Werribee South Ratepayer's Association.
- *Fieldwork;* and

- *Reporting:* Reporting for: 1) the implementation of alternative approaches to recognising the heritage of Werribee South; and 2) Recommendations for the Heritage Overlay.

4.5.1 Options

The following provides a summary of recommendations for:

- Applying the Heritage Overlay in Werribee South, consistent with the original brief for the 'Stage 2 Study, Residential Places and Precincts'; and
- Community-centred approaches to recognising the valued characteristics/attributes of Werribee South as an alternative to applying the HO.

Applying the Heritage Overlay

Based on a limited analysis of the buildings in Werribee South identified in Stage 1, it is considered that there may be a case for serial listing controls to be explored, linking places by historic themes.

The places identified in Stage 1 represent the following themes:

- *Irrigation/Closer Settlement:* 12 places associated with this theme/period of development were identified. Of these eight are recommended for further assessment, with four not added to the shortlist, including one already with a HO control (51 Cunninghams Road).
- *Post-World War II migration and market gardens:* Nine places are associated with this theme, of which six have been identified for further assessment.
- *Tourism/recreation:* One place (13 Finch Road) is associated with this theme and has been recommended for further assessment.

The rationale of applying serial listing controls is a response to the dispersed nature of the residential buildings in Werribee South. If pursued, a thorough survey of the locality is recommended, with the objective of identifying all buildings associated with these historic themes. This recognises that the fieldwork for Stage 1 was not comprehensive. Desirably, access would be provided to properties with poor/no visibility from the public realm. The fieldwork would provide a sound basis for comparative analysis.

In the event that serial listings are adopted, each place that forms part of a thematic grouping would share a common statement of significance, and each thematic grouping would have a single entry in the schedule HO and a single HO number.

In the event that serial listings are found to be unsuitable, the application of site-specific controls might be pursued for properties deemed to meet the relevant threshold.

Comment

The application of serial listing controls would, in large part, perpetuate the existing arrangements for the HO in Werribee South. That is to say, controls would be applied to a small group of dispersed buildings the majority of which are private residences. The group would include buildings from the post-World War II period, but the HO (seen as a group) would still provide limited insight into or understanding of Werribee South's identity as a dynamic agricultural landscape that has been populated for over a century by generations of farming families (it is recognised that the HO may not be the right tool to recognise these values/characteristics).

Alternative approach

The following is a summary of options that might be contemplated in the event that community-centred approaches to recognising the valued characteristics/attributes of Werribee South are pursued as an alternative to the HO. Further detail on these recommendations is included at Volume 4.

- Oral history
- Public art
- Interpretation trail (cycling)
- Educational partnerships
- Former railway carriage as interpretive exhibit

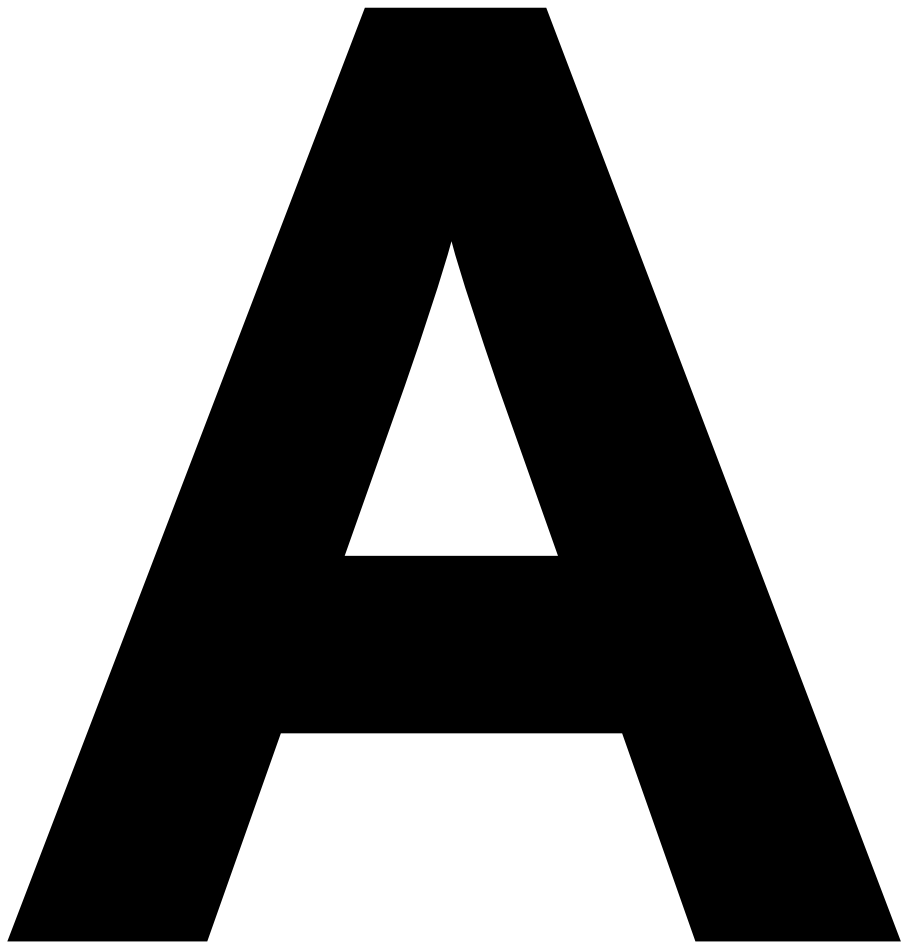
4.5.2 Recommendations

Based on the research, analysis and engagement undertaken for 'Stage 2 Study (Residential Places and Precincts)', it is recommended that alternatives to the inclusion of further places in the HO are pursued for Werribee South. A comprehensive oral history project, supplemented by some of the other recommendations referenced above may be optimal.

The Werribee South community today draws upon aspects of the past to define its identity. In the absence of physical locations for congregation (a point referenced during engagement with the community, see Volume 4), this interest in history can be harnessed as a public forum to support social cohesion.

This approach would respond to views expressed by the community and recognise heritage as a 'process', as opposed to an accumulation of places and objects that, without supplementary interpretation, have limited capacity to communicate their intended messages/meanings.

APPENDIX A: TRADITIONAL OWNER ENGAGEMENT



Wyndham Heritage Study, Residential Places and Precincts (Stage 2)

Traditional Owner Engagement – Bunurong Land Council Aboriginal Corporation (BLCAC)

Prepared for Lovell Chen Pty Ltd

22 September 2023

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- Lovell Chen: Adam Mornement and Ainslee Meredith
- Wyndham City Council: Heather Threadgold, Kristien Van Den Bossche and Felicity Watson
- Biosis: Erica Walther and Kim White

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Acknowledgement of Country and Knowledge

Biosis acknowledges that the author and internal reviewers of this report identify as non-Aboriginal Australians living on Bunurong, Wurundjeri and Dja Dja Wurrung Countries. We acknowledge that they interpret, present, and understand the past and engagement through their own cultural lens. In facilitating this work and writing this report on Traditional Owner engagement, we pay our respects to Elders past, present, and emerging, and recognise that Bunurong Country is unceded.

Biosis, Lovell Chen and Wyndham City Council extend gratitude to Bunurong Elders and representatives for their consultation on the project. Though a Cultural Values Statement was not able to be supplied during the timeframe of this report, Biosis, Lovell Chen and Wyndham City Council further extend their gratitude to Bunurong representatives for the statement provided in Appendix 1.

Executive Summary

In 2021, heritage consultancy Context Pty Ltd (now known as GML) was commissioned by Wyndham City Council to complete Stage 1 of the Wyndham Heritage Study (Gap Study). The study included an Environmental Thematic History and identified a list of places (built heritage) for historic heritage assessment within the Wyndham City Council.

Context Pty Ltd on behalf of Wyndham City Council invited Bunurong Land Council Aboriginal Corporation (BLCAC) to contribute to the Wyndham Heritage Study (Gap Study) - Stage 1 at the final stages. Without sufficient time to engage, the BLCAC did not contribute to the Stage 1 study, nor did they endorse it.

In 2022, Wyndham City Council engaged Lovell Chen Pty Ltd to undertake Stage 2. This stage included a review of Stage 1: the Thematic Environmental History, assessment of the places identified for the heritage overlay and the project methodology. The review resulted in a revised list of places for assessment and identified the need for a greater, more meaningful invitation for engagement with Traditional Owners on whose Country this study is focused. The Stage 2 gap study was named Residential Places and Precincts.

Stage 2 of the Wyndham Heritage Study (Residential Places and Precincts) seeks to prioritise engagement with BLCAC by employing best-practice principles of TO engagement. As such, Wyndham City Council with Lovell Chen Pty Ltd commenced a TO engagement component of the study dedicated to providing Traditional Owners with the opportunity to contribute cultural knowledge and truth-telling to historic heritage study.

It is the result of that assessment that in March 2022 Wyndham City Council engaged Biosis Pty Ltd to engage Traditional Owner groups to contribute to the Stage 2 Residential Places and Precincts study. On behalf of Wyndham City Council Biosis Pty Ltd extended an invitation to BLCAC to contribute to the Wyndham Heritage Study Stage 2 – Residential Places and Precincts. The invitation to contribute was extended in September 2022 inviting BLCAC to contribute cultural knowledge and truth-telling from the Bunurong perspective to the historic heritage study. They were invited to dictate the terms and approach to this on their own terms. The engagement process continued a regular basis throughout this time with outputs/contributions developed over time. A summary of this process is described in Table 1.

The efforts and generosity of Bunurong Elder Uncle Shane and member Alvin Rajkovic, with the support in later months of Cultural Values coordinator Julian Dunn enabled regular, meaningful, and extremely supportive engagement and consultation. Due to structural changes within the Bunurong Land Council Aboriginal Corporation throughout the end of 2022 and into 2023 BLCAC were unable to provide an output to contribute to the Stage 2 Residential Places and Precincts study. In August 2023, the final draft of the Thematic Environmental History was submitted to BLCAC for endorsement. The endorsement not received in time for Community Consultation. However, in September 2023 BLCAC provided a statement communicating their wish to be involved in future projects and research.

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1. Introduction

1.1. Background

Wyndham City Council engaged Lovell Chen Pty Ltd to undertake the Wyndham Heritage Study) in 2022. Traditional Owner Engagement constitutes an important component of Stage 2 – Residential Places and Precincts. Lovell Chen Pty Ltd engaged Biosis Pty Ltd to facilitate this engagement on behalf of Wyndham City Council in March 2022.

This project invites Traditional Owners to contribute cultural knowledge and perspectives of place and truth-telling. This knowledge is aimed at informing a review of the Environmental Thematic history and/or place assessments for the Wyndham Heritage Study as required in Stage 2 – Residential Places and Precincts'. The aim of these contributions was to document Bunurong knowledge and connections to Country as inseparable and intrinsic to local history and built heritage assessments.

1.2. Scope

The scope is as follows:

- Undertake brief background research via ACHRIS to understand cultural values of the study area.
- Extend invitation to engage to BLCAC and communicate the purpose of the project asking whether and how they would like to engage (methodology).
- Identify conditions of engagement.
- Support the development of BLCAC methodology for engagement through meeting facilitation.
- Maintain engagement with BLCAC through pro-active relationship building, clear communication channels and regular contact.
- Advise on whether Aboriginal cultural heritage is present within the study area, and the required process under the *Aboriginal Heritage Act 2006* with regards to the proposed works.
- Record details relating to engagement in the Summary of Engagement.
- Communicate project progress regularly with Lovell Chen Pty Ltd and Wyndham City Council.

1.3. Study Area

The extent of the study area is Bunurong Country within the City of Wyndham Shire Council shown in Map 1 BLCAC RAP extent within the study area.

1.4. Contributing Parties

The Registered Aboriginal Party for the study area is Bunurong Land Council Aboriginal Corporation (BLCAC). The project Sponsor is Wyndham City Council. Wyndham City Council engaged Lovell Chen to undertake the Heritage Study - Stage 2 (Residential Places and Precincts). Biosis is engaged to support Traditional Owner engagement.

1.5. Informed Consent

The contribution of Bunurong cultural knowledge to the Wyndham Heritage Study was to be used for the project outcomes and no other purpose unless with the express permission of BLCAC. The use of the project outcomes was described to BLCAC as follows:

“Bunurong Traditional Owners are invited to contribute cultural knowledge and perspectives of place and truth-telling to be incorporated, where approved by Elders, into the review of the Thematic Environmental History and within the citations of the Wyndham Heritage Review for Wyndham City Council.”

Knowledge shared as part of meetings was not used to inform the study.

1.6. Heritage advisor

Kacey Sinclair Bachelor of Arts (Hons)(History), Graduate Diploma of International Development, PhD (History) in progress

Kacey lives and works on the unceded lands of Dja Dja Wurrung Country. Kacey has over four years experience in historical research and project management and over five years experience working with Indigenous communities. Kacey's qualifications include a Bachelor of Arts, First Class Honours (History) for which she was awarded the Peter Cook Prize in History, and a Grad Dip International Development, both of which are from La Trobe University. Kacey is currently completing her PhD research in Australian history at La Trobe University in which she investigates the experiences of non-Indigenous women of colour during the mid-colonial period. She considers a decolonial approach as central to her personal and professional practices. Kacey is a member of the Australian Professional Historians Association and has been published in the *Victorian Historical Journal* and the *Conversation*. Kacey has a variety of experience in conducting research in both the physical and digital archive, project management, report writing and liaising with Traditional Owners and diverse stakeholders.

Kacey is a listed heritage advisor under the *Aboriginal Heritage Act 2006*.

Erica Walther Bachelor of Arch (Hons)

Erica has over 16 years' experience as a specialist consultant in Australia, working on projects in Victoria, Queensland, New South Wales, and Tasmania. Erica completed a Bachelor of Archaeology with Honours at La Trobe University and is a full member of the Australian Association of Consulting Archaeologists Inc. (AACAI), and a fully qualified 'Heritage Advisor' as specified in the requirements of the Aboriginal Heritage Act 2006. As the Technical Director - Heritage (Victoria) Erica provides support to directly to the Heritage Team, whilst also delivering on key whole of company initiatives and projects. She focuses on business development, client relationships, and strategy for the business and heritage discipline. Erica has developed specialist skills in providing high level technical advice, as well as providing support and training for internal and external clients. Erica can provide high level, accurate, and timely heritage advice for small, medium, and large-scale projects, as well as assisting in providing strategic approaches for stakeholder engagement and Commonwealth processes such as projects requiring an EES. As the Manager - Project Services Erica manages the Project Management Assistants who work across all consulting teams to ensure business consistency, administrative support, and deliver internal and external compliance and projects.

Erica has broad experience completing both historic and Aboriginal assessments, which includes conducting and supervising surface surveys and subsurface excavations. Erica has completed numerous Due Diligence Assessments, Cultural Heritage Management Plans (CHMPs), Communication Plans, Strategic Advice, and has provided specialist input into Masterplans and other technical assessments. Erica carries out cultural heritage inductions, salvages, and other compliance requirements. Erica has also completed Heritage Impact Assessments, "Consents to Disturb" and other permit applications and heritage reports, including

Conservation Management Plans (CMPs). She has also assisted on a wide variety of other heritage projects, including as an expert witness and with planning and overlay applications.

Erica is a listed heritage advisor under the *Aboriginal Heritage Act 2006*.

1.7. Approach to the project

This report is not intended to meet the requirements of a formal assessment under the First Peoples – State Relations (i.e., CHMPs etc) or Heritage Victoria guidelines; however, facilitation of engagement has been guided by FP-SR principles relating to best practice Engagement with Traditional Owners. It is also important to note that the approach to this project was directed by the needs and preferences of BLCAC and therefore there was not subject to a predetermined methodology or specific outputs. Instead an approach to engagement was broadly mapped to support the delivery of RAP contributions. It was determined based on the below –

Wyndham City Council's Reconciliation Action Plan (RA Plan) which holds three core principles:

- Relationships
- Respect
- Opportunities

This project is in fulfilment of action number 4 within the "Respect" action of RA Plan (*Wyndham City Innovate Reconciliation Action Plan 2017-2019*, 2017, pp. 30). It is:

4. Respect - Build understanding and respect about Aboriginal cultures and histories across Council

ii) Incorporate consultation with Aboriginal stakeholders and other RAP priorities into review processes for strategic plans and policies in each Directorate and department.

One of the central principles of this project was to support Traditional Owners to lead the engagement process. Because the project methodology and outcomes were unknown at the project's commencement, the approach to engagement was designed to be fluid and set out in phases.

Phase 1 consisted of the following –

- Preliminary background review of Stage 1, historical and ethnographic research.
- Two RAP meetings (this eventuated into an Inception Meeting and a follow up meeting)
- Report production outlining the project goals, challenges, and outcomes.

Following the completion of Phase 1, Phase 2 was identified as necessary. The fluidity of the project approach, represented by Council's goal of engaging with BLCAC on Traditional Owner terms, budgetary, and time flexibility, allowed for a Phase 2.

Phase 2 was approved for commencement by Council toward the end of 2022 when it was identified that additional conversations with BLCAC and further development of outcomes were required. As such, Phase 2 allowed for the following –

- Three meetings with BLCAC.

Flexibility on budget and timeframes allowed meaningful engagement to occur without putting pressure on BLCAC. Additionally, it permitted the time and space for thorough reflection on the process at the project completion. These reflections are described in Section 2.4, Reflections.

2. Consultation

This section describes the nature of consultation with Traditional Owners. The meetings are summarised in Table 1 with additional information relating to the consultation process contained within Phase 1 and Phase 2.

2.1. Phase 1

In August 2022 Biosis invited BLCAC to contribute to the Wyndham Heritage Study Stage (Residential Places and Precincts). The invitation to engage was received by BLCAC Cultural Values Coordinator Julian Dunn who also invited BLCAC Values rep. Chris Chalmers into the project. In the months that followed Julian referred the project to Elder, Uncle Shane Clarke and BLCAC member Alvin Rajkovic. Uncle Shane and Alvin accepted an invitation for an Inception Meeting which was held in October 2022. The meeting ran for nearly two hours providing a strong foundation for the engagement on the project. During the meeting the project was introduced and a conversation about the interaction between historic heritage and cultural knowledge followed. This triggered a conversation about trauma and the potentially retraumatising effect European history can have on Traditional Owners. Uncle Shane and Alvin explained how colonisation continues to impact them and their families. Stories were shared. Uncle Shane and Alvin explained how contributions like this have the potential to bring justice to history-telling, pride to community and therefore healing to both Bunurong people and non-Indigenous people alike. Uncle Shane and Alvin expressed their enthusiasm for contributing knowledge to the study and asked for time to reflect on how Bunurong's voice should be represented in this project.

The second engagement meeting with Uncle Shane and Alvin was held in December 2022. During the meeting Kacey reintroduced the project to them. Uncle Shane and Alvin suggested that cultural values might be presented in the form of the statements from three Bunurong members of different ages who would reflect on history, Country, and the future of the land. The meeting ended with Uncle Shane and Alvin taking the Christmas period break to consult the community about how these three members might be chosen. This concluded Phase 1.

2.2. Phase 2

On 3 March 2023, following unsuccessful attempts to reach Uncle Shane and Alvin, Kacey spoke to Julian Dunn, BLCAC Cultural Values Coordinator. Julian informed Kacey that the project had been transferred to him in the new Values team. Kacey reintroduced the project to date and, with respect to the amount of work so far undertaken, Julian offered to provide a fee proposal for a Cultural Values Statement at his earliest opportunity. Julian described to Kacey the Values' team approach to this work, which would be informed and approved by Uncle Shane and Alvin Rajkovic. This was communicated in writing in an email to Dr Heather Threadgold (Wyndham City Council) and Adam Mornement (Lovell Chen).

Julian Dunn, Cultural Values Consultant, proposes contributing a series of cultural values "letters" relating to different regions of Bunurong Country within the Wyndham Heritage study area. At this stage, the letters will include cultural values and truth-telling histories related to the Lower Werribee River and Werribee South Coast. Julian will work closely with Uncle Shane Clarke and Alvin Rajkovic who engaged with immense generosity during the earlier stages of the project...

Julian can submit Bunurong's proposal by EOW and expects to complete this work by mid-July.

On 15 March 2023, a meeting between Uncle Shane Clarke, Alvin Rajkovic (BLCAC) and Kacey took place. BLCAC communicated a proposal that Bunurong should be represented in the project through a united voice and suggested that a yarning session could take place. The fee proposal was submitted by BLCAC on 23 May 2023. The project scope also included a review of Thematic Environmental History.

The following day, Heather Threadgold submitted requests for amendment to the fee proposal. This included a request for fixed timeframes to be included and a request for consistency in phrasing of "Thematic Environmental History" within the fee proposal. A few weeks later, 5 June 2023, Heather called Terry Atkinson to follow up on the amendments at which point Terry informed Heather that fixed dates were incongruous with BLCAC's approach to work, and this could not be amended. As such, Heather requested from Julian an amendment to correct for consistency "Thematic Environmental History" within the fee proposal only. No amended fee proposal was submitted by BLCAC and shortly thereafter Terry Atkinson ceased work with the Corporation. Furthermore, Uncle Shane and Alvin no longer worked in the BLCAC Values department.

Kacey contacted Julian on several occasions between June and August, initially to follow up on the amended fee proposal request and later to try and secure a new fee proposal for the CVS. However, due to structural changes within the Corporation at this time, BLCAC's capacity to take on new work, including the development of fee proposals, had reduced and no fee proposal for any further work was able to be provided.

In mid-August BLCAC underwent a restructure and the Cultural Values team was now the purview of the Tarbuk Biik team, managed by Shani Blyth. Julian Dunn informed me that BLCAC continued to operate at reduced capacity. On 25 August 2023 Kacey asked Julian whether BLCAC would consider providing a statement of engagement. Kacey made this request to ensure that BLCAC was represented in their own voice within Stage 2 (Residential Places and Precincts) beyond was included by the authorship of Biosis, Lovell Chen and Wyndham City Council. Kacey also asked BLCAC whether they would be able to provide a review with the view of endorsement of the Stage 2 (Residential Places and Precincts) Thematic Environmental History. Julian agreed to take this to BLCAC members. Kristal Flemming (Biosis) followed up with Julian in September, who mentioned a short statement may be provided by BLCAC. The short statement was received on 22 September 2023.

The Engagement Summary for Phase 1 and Phase 2 is shown below in Table 1.

Table 1 Summary of Engagement

Date	Type	Person and Organisation	Nature of Consultation
2 September 2022	Initial conversation with BLCAC about the project	BLCAC: Julian Dunn	During this phone call I introduced the project to Julian Dunn (Cultural Values Coordinator). Julian suggested I email himself and Chris Chalmers with further detail about the project to ensure it was properly allocated within the Corporation.
2 September 2022	Follow up email	BLCAC: Julian Dunn and Chris Chalmers	<p>Kacey Sinclair emailed BLCAC. The approach to the project was described as follows -</p> <p>Phase 1 1.5 hour in-person or Teams meeting with myself (Heritage Advisor), Council rep, and a Lovell Chen rep.</p> <p>A suggested agenda is as follows –</p> <ul style="list-style-type: none"> • Lovell Chen representative, Council and Kacey Sinclair (Heritage Advisor, Biosis) to introduce the project. • Discuss and identify concerns and conditions of Bunurong engagement in sharing knowledge relating to places within Bunurong country in Wyndham Shire i.e. ‘terms of interaction’. For example, how do Bunurong want their contributions to be included in the Study i.e. contained within a separate section (written/audio recorded/multimedia?), within the body of the Historic Place citations etc. Additionally, TOs are invited to define commonly used terminology in the Study, such as ‘place’. • How Bunurong would like contact histories to be represented and told within the Study? • What level of engagement would Bunurong like to contribute to during Phase 2 i.e., a CVA? <p>Phase 2 (to occur May-June 2023)</p> <ul style="list-style-type: none"> • Includes one 1.5 hour workshop with Bunurong to brief the team on the outcomes of the project and to discuss/resolve issues arising.
13 October 2022	Phase 1: Meeting 1 (Inception Meeting)	BLCAC: Uncle Shane Clarke and Alvin Rajkovic Wyndham City Council: Kristien Van Den Bossche	During the inception meeting key members of the project were introduced. The project aim was explained, and a conversation about colonisation, history and belonging ensued. Uncle Shane and Alvin thanked Wyndham for inviting BLCAC to contribute to a historic heritage project and requested time to consider what outputs they would provide.

Date	Type	Person and Organisation	Nature of Consultation
		Lovel Chen: Adam Mornement Biosis: Kacey Sinclair	
22 November 2022	Phase 1: Email follow up	Biosis: Kacey Sinclair	Kacey emailed BLCAC and received a reply with Uncle Shane and Alvin's direct email addresses. Kacey emailed Uncle Shane and Alvin inviting a further discussion about the project. Kacey received a reply same day from Uncle Shane confirming his availability.
5 December 2022	Phase 1: Teams Meeting 2	BLCAC: Uncle Shane Clarke and Alvin Rajkovic Biosis: Kacey Sinclair	Kacey Sinclair summarises the last meeting including the key aim of the project to Uncle Shane and Alvin and discussed key contributions and conditions. Uncle Shane and Alvin agreed on a contribution as the values of Bunurong country represented through three different generations of Bunurong men and women. They did not consider individual properties as guiding their approach but an all-Country approach from the perspectives of three Bunurong.
15 March 2023	Phase 2: Teams Meeting 1	BLCAC: Uncle Shane Clarke and Alvin Rajkovic Biosis: Kacey Sinclair	During this meeting Uncle Shane and Alvin explained that they had not located three members to contribute to this project and no longer believed it was the most appropriate way forward. Instead they proposed that Bunurong should be represented in the project via a united voice and suggested a yarning session could take place. The outcomes of that session could be recorded into a document which would be their contribution (Kacey is defining this as Values statement though not a formal CVS). Kacey requested BLCAC submit a fee proposal for BLCAC to facilitate the yarning session for members along with the costs associated for recording the session and generating a document. Times and scheduling for the session were discussed. Kacey to follow up on the fee proposal. Alvin to provide it.
10 May 2023	Phone call and email	Biosis: Kacey Sinclair	Kacey called Julian Dunn following months of failing in making contact with Uncle Shane or Alvin. Kacey was informed that Uncle Shane and Alvin no longer worked in Values and she was now required to consult Julian in relation to the project. Julian explained that Uncle Shane and Alvin's original contribution was no longer possible and fee proposal would not be provided. Julian said he would speak with members and generate a new fee proposal for a revised contribution to the project.
10 May 2023	Email	Biosis: Kacey Sinclair	Kacey emailed Heather and Adam to inform them that BLCAC agreed to submit a fee proposal for a CVS.
23 May 2023	Email	BLCAC: Julian Dunn	Julian Dunn submitted a fee proposal for a CVS to Kacey. This email was immediately forward to Lovell Chen and Wyndham City Council for approval.

Date	Type	Person and Organisation	Nature of Consultation
5 June 2023	Phone and email	Wyndham City Council: Heather Threadgold	Heather discussed a timeframe for the delivery of the scope to be reflected in the contract, acknowledging the need for a fluid approach, and a change to the proposal wording to ensure “Thematic Environmental History” was employed throughout. Terry responded saying that fixed timelines was not in line with Bunurong’s notion of timeframes. A summary of this conversation was emailed to Julian Dunn for action.
7 August 2023	Phone call	Biosis: Kristal Flemming BLCAC: Julian Dunn	Kristal called Julian Dunn to follow up on the request to contribute a CVS. Julian responded saying that BLCAC may be able to supply a short statement outlining concerns that they were not able to complete a CVS but would still like involvement in future consultations. When asked a timeline on this statement, Julian replied that he would discuss with BLCAC Elders following week.
22 September 2023	Email	Biosis: Genevieve Schiesser and Kim White BLCAC: Julian Dunn	Biosis received BLCAC statement.
22 September 2023	Email	Biosis: Genevieve Schiesser Wyndham City Council: Kristien Van den Bossche	Genevieve submitted the BLCAC statement to Wyndham City Council.

2.3. Outcome

BLCAC provided generous engagement and patience throughout this project, however, ultimately did not provide a contribution to the Wyndham Heritage Study Stage 2 (Residential Places and Precincts). However, BLCAC is looking to contribute to future stages of the study.

2.4. Reflections

Biosis identified a series of core principles found to have supported TO contributions to the project, and within those principles, an opportunity to strengthen future Traditional Owner Engagement protocols. Below we describe those principles, make recommendations for the next steps of this project, and propose a Scope of Works for future Traditional Owner engagement projects.

Principles that supported TO Engagement and areas for improvement -

Time: Engage Early & Listen

Early engagement enabled Biosis to meaningfully work with Traditional Owners, allowing time to build relationships through active listening, reflecting, and the exchanging of stories. This process developed trust between all parties and supported Biosis in communicating to RAP reps and Elders' the project's goal. As a project has no provision under the *Aboriginal Heritage Act* 2006, communication about the project's objective as well as the myriad possibilities for TO Contributions was a challenge navigated by all parties. The critical narration by First Nations Peoples relating to their history and cultural knowledge and its incorporation into Thematic Environmental Histories has few precedents, and therefore required innovation and consideration. The unconventional nature of the project meant that a longer timeframe was required. This was in part made possible by Council's engage early protocol.

Traditional Owner Driven

Approaches to engagement such as modes and frequency of communication, meeting agendas, outputs and conditions of engagement were RAP informed. This were set out early in the engagement process.

Being Willing to Pivot

Allowing time and budgetary flexibility enabled Biosis to accommodate changes within stakeholder structure and RAP contributions i.e., project manager changes. This flexibility also allowed Biosis to shift with RAP needs such as requests for mapping, additional meetings, changes to RAP contributions, and constant communication between Biosis, Lovell Chen, and Wyndham City Council. While this flexibility significantly contributed to the project's success, opportunities for further improvement have been identified. Noting the number of amendments requested on behalf of Council at the fee proposal stage and the pressure of the RAP at the time to accommodate the project, Biosis recommends that any future requests for amendments relating to fee proposals and RAP reports are carefully considered.

Cultural Safety and Informed Consent

There is a need to ensure that all personnel working on the project, if non-Aboriginal, know on whose Country they work and live, are committed to the project and to reconciliation with First Nations Peoples. This level of cultural awareness and sensitivity also relates to language used throughout the project's lifetime and should be reflected in final documentation. There is also a need to ensure that RAP reps and Elders are informed and consent to how the project outputs will be used and with whom. Any document that contains cultural knowledge from CHMPs, ACHLMAs, CVAs, CVSs to general RAP correspondence should not be shared outside of the project unless with the express permission of Elders.

3. References

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22.09.2023

To Whom it may Concern

RE: Wyndham Heritage Study – Stage 2

In 2021, GML/Context completed the Wyndham Heritage Study (Gap Study) Stage 1. The study included an Environmental Thematic History and identified a list of places (built heritage) for historic heritage assessment within the Wyndham City Council. In 2022, Stage 2 commenced whereby a detailed review of Stage 1 was undertaken. The review resulted in a revised list of places for assessment and identified the need for a greater, more meaningful engagement with Traditional Owners on whose Country this study is in part focused.

In 2021, GML/Context invited BLCAC to contribute to the Wyndham Heritage Study (Gap Study) - Stage 1 as it neared the project's draft due date. This invitation was received by BLCAC. However, due to the late engagement, BLCAC did not contribute. Following Stage 1's approach to Traditional Owner engagement Wyndham City Council recognised the need for more active engagement with BLCAC as part of Stage 2. As such, Stage 2 sought to prioritise Traditional Owner (TO) engagement.

During meetings with BLCAC members held as part of Stage 2, there were important discussions on colonisation and the impacts of development to Country. BLCAC members spoke of the challenges in reflecting on the past. BLCAC members also highlighted the impacts of colonisation on family and day-to-day life for Bunurong people as well as the importance of active TO engagement as a means of building on reconciliation and contributing to healing. A focus on healing further developed throughout these meetings, with BLCAC's potential contributions to focus on reflection pieces. Ideas were discussed regarding potential contributions, including oral narratives and individual reflection pieces as well as a contribution under a united voice. However, it was identified that the internal wait time was not in line with this project's schedule and, unfortunately, none of BLCACs proposed contributions to the Wyndham Heritage Study – Stage 2 could be provided at this stage.

BLCAC wish to acknowledge their willingness to contribute their knowledge to the heritage study and offer knowledge of Country within the Wyndham region. An extract of the BLCAC General Statement of Significance is included here to acknowledge the BLCAC membership's connection to Country and unique Traditional Owner knowledge, which includes the Wyndham study area. The below passages have been selected specifically as they relate to BLCAC's consideration of all parts of Country as culturally and socially significant. This includes acknowledgement of the transformation of the natural landscape in and around Melbourne, and these impacts on the practice and transfer of Traditional Owner knowledge over time.

BLCAC wish to remain involved in ongoing and future efforts by Wyndham City Council to consult with Traditional Owners in future studies and reviews concerning cultural heritage and the natural environment.

'All of our Country is highly significant, every square inch, every rock, every leaf, every dune, every artefact. If we could attribute the cause of this blanket high significance rating of our Country to any

one thing, it would be that in Melbourne especially, so much has been destroyed and lost as the city grew, and so quickly. If you lose enough of something, what little you have left becomes so much more important. Similarly, when someone passes, their earthly possessions become more important to those they left behind.

With regards to knowledge and stories, each of our Elders that passed away during early colonisation is the equivalent of a state library burning down today...European people are still learning of the complexities of Aboriginal culture.

Sincerely,



Shani Blyth
Tarbuk Biik Manager
Bunurong Land Council Aboriginal Corporation

Appendix 2 – Limited Desktop Research

3.1. Geology and geomorphology

The west and north of Melbourne are situated on the Werribee Plains, where shallow clay soils overlay volcanic rocks to a depth of tens of metres in the eastern and north-eastern suburban areas. The Werribee River delta to the west, which provided the eventual site of the Metropolitan Sewage Farm, comprises sediments at the northern end and marine sands along the shoreline formed from eroded material from the Rowsley uplift approximately 1-2 million years ago, which resulted in rejuvenation and erosion of the Werribee River in an incised deep valley (Skene 1954).

3.2. Colonial land use history

Most of the Werribee area was sold in land auctions during the 1850s, with many of the allotments purchased by William Taylor, W.J.T. Clarke and the Chirnsides (Peel 1974, p. 59–61).

Thomas Chirnside appears to have had land on the Werribee River, near the Wedges, by the mid to late 1840s. He bought his first land in the Werribee parish in 1851 and by the end of the 1850s had substantial freehold in the area. By 1863 Thomas Chirnside had acquired more than 90,000 acres in Werribee, including most of the river frontage either side of the Werribee River (McGauran 1890).

Generally, two types of landowners occupied the area; land speculators who resided in Melbourne and whose land was unoccupied or leased, and established farmers who wanted to enlarge their holdings. The first stages of development occurred in the Western Region after land sales. Initially the landscape was not much changed by the presence of European housing, as many of the settlers, as late as the 1840s, were reluctant to build housing more permanent than huts made of sod and small bush sheep runs. This reluctance was due primarily to the uncertainty over whether the land could be retained and the high turnover rate of settlers, and the fact that more viable leases could be obtained for areas further out. The end of the 1840s, however, brought larger rubble-built houses, fences, introduced vegetation, tanks and windmills (Serle 1984).

Thomas Chirnside was attracted to the open plain's suitability for grazing and its proximity to Melbourne's markets. By 1863 he controlled more than 28,300 hectares in the Werribee district. The earliest reference to the land where Werribee Park would subsequently stand was probably made in 1803, when the Port Phillip coastline was surveyed by Charles Grimes and James Flemming, the latter noting that there were agricultural possibilities for this landscape.

The discovery of gold in other parts of Victoria caused a labour shortage in the Werribee area; however, the sheep runs found a market in the miners. It was around this time, the 1850s, that many of the squatters' runs were consolidated. There was no longer the threat that the Crown would remove the lands taken by the squatters and the new regulations had given the area a sense of permanency. Consequently the landscape was further changed as the sheep runs became larger and more firmly entrenched, and the houses being built grew more impressive, such as those initial buildings erected by Chirnside at Werribee and Point Cook. By the end of the decade Thomas Chirnside owned most of the riverfront land, and had acquired nearly all of the 93,000 acres he would ultimately hold at Werribee Park (Serle 1984).

In 1904 the State Government acquired land for closer settlement farms from the Chirnside estate. The State Rivers and Water Supply Commission improved irrigation and brought about successful settlement less than




a decade later. This encouraged southern European market gardeners to move into the area as well as orchardists and poulterers.

3.3. Aboriginal heritage

A search of the Victorian Aboriginal Heritage Register (VAHR) was undertaken by Lucy Amorosi, Biosis Pty Ltd under ACHRIS access number 11165. While the results of this search aided in engagement with BLCAC, the results have not been listed in detail in this report for cultural sensitivity purposes. Relevant Aboriginal places are reflected in Map 2 Aboriginal places within the BLCAC RAP extent of the study area. Historic heritage is reflected in Maps 3.1-3.9, with a specific focus on the southern extent of the BLCAC RAP boundary.



Legend

-  BLCAC RAP extent within the study area
-  VAHR Places
-  Historical references

Registered Aboriginal Parties

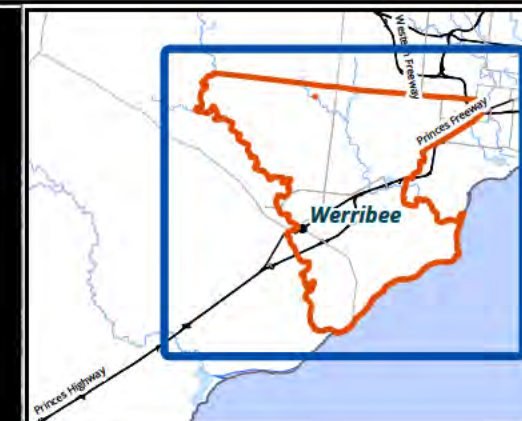
-  Bunurong Land Council Aboriginal Corporation
-  Wadawurrung Traditional Owners Aboriginal Corporation
-  Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation

Map 2 Aboriginal places within the BLCAC RAP extent of the study area

0 1 2 3 4
Kilometers
Scale: 1:75,000 @ A3
Coordinate System: GDA 1994 MGA Zone 55



Matter: 37431,
Date: 05 September 2023,
Prepared for: LA, Prepared by: GO, Last edited by: gologhlin
Layout: 37431_M3_AboriginalPlaces_BLCAC
Project: P:\37400s\37431\Mapping\
37431_Wyndham_Heritage_Study.aprx



Legend

-  BLCAC RAP extent within the study area
-  Pages
-  Place for historical heritage assessment
- Cultural heritage sensitivity**
-  Area of cultural heritage sensitivity
-  Registered Aboriginal place

Map 3.1 Places for historic heritage assessment in the study area

0 1,000 2,000 3,000

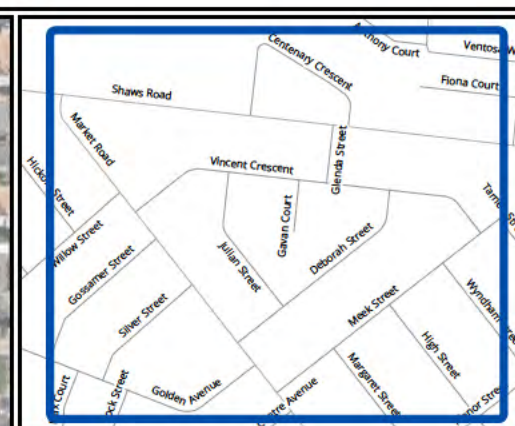
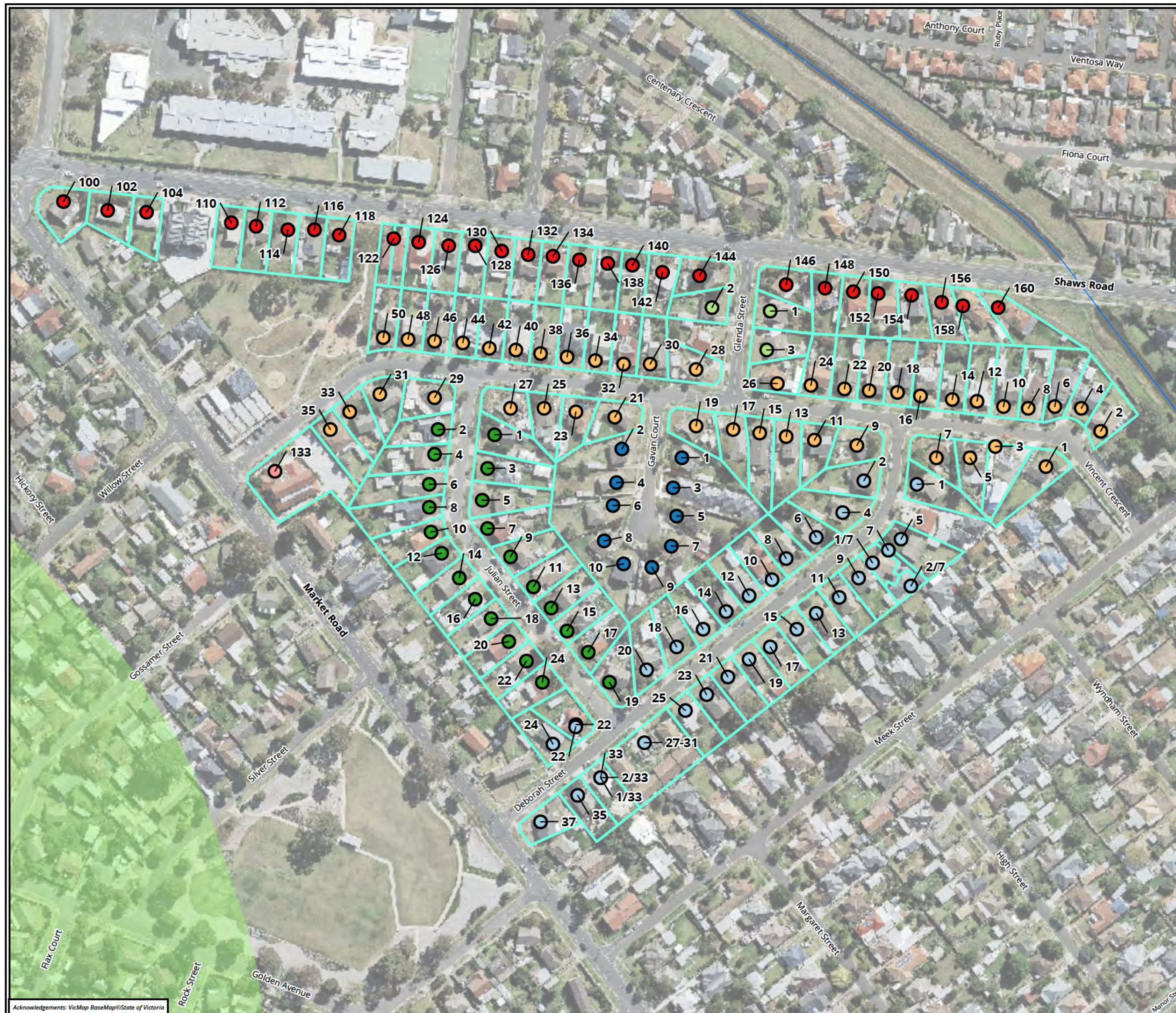
Metres

Scale: 1:80,000 @ A3

Coordinate System: GDA 1994 MGA Zone 55



Matter: 37431,
Date: 05 September 2023,
Prepared for: KS, Prepared by: GO, Last edited by: gologhlin
Layout: 37431_M5_HistoricPlaces_BLCAC
Project: P:\37400s\37431\Mapping\
37431_Wyndham_Heritage_Study.aprx



Legend

BLCAC RAP extent within the study area

Place for historical heritage assessment

- Deborah Street
- Gavan Court
- Glenda Street
- Julian Street
- Market Road
- Shaws Road
- Vincent Crescent

Assessed parcels

Cultural heritage sensitivity

Area of cultural heritage sensitivity

Map 3.2 Places for historic heritage assessment in the study area

0 25 50 75

Metres

Scale: 1:2,000 @ A3

Coordinate System: GDA 1994 MGA Zone 55



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Date: 05 September 2023,
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Layout: 37431_M5_HistoricPlaces_BLCAC
Project: P:\37400s\37431\Mapping\37431_Wyndham_Heritage_Study.aprx



Legend

-  BLCAC RAP extent within the study area
 -  Place for historical heritage assessment
 -  Assessed parcels
- Cultural heritage sensitivity**
-  Area of cultural heritage sensitivity
 -  Registered Aboriginal place

Map 3.3 Places for historic heritage assessment in the study area

0 30 60 90
Metres
Scale: 1:2,250 @ A3
Coordinate System: GDA 1994 MGA Zone 55



Matter: 37431,
Date: 05 September 2023,
Prepared for: KS, Prepared by: GO, Last edited by: gologhlin
Layout: 37431_M5_HistoricPlaces_BLCAC
Project: P:\37400s\37431\Mapping\
37431_Wyndham_Heritage_Study.aprx



Legend

- BLCAC RAP extent within the study area
- Place for historical heritage assessment
- Assessed parcels

Map 3.4 Places for historic heritage assessment in the study area

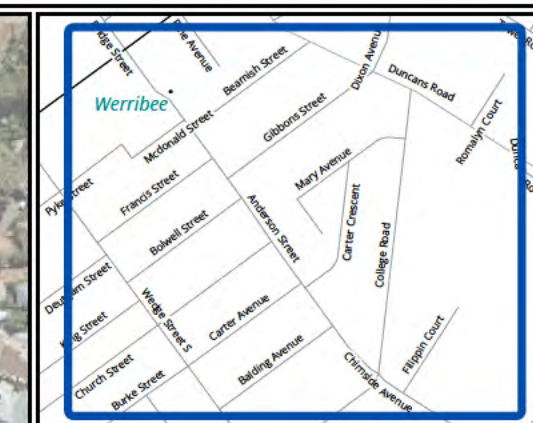
0 30 60 90

Metres

Scale: 1:2,250 @ A3
Coordinate System: GDA 1994 MGA Zone 55



Matter: 37431,
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Layout: 37431_M5_HistoricPlaces_BLCAC
Project: P:\37400s\37431\Mapping\37431_Wyndham_Heritage_Study.aprx



Legend

BLCAC RAP extent within the study area

Place for historical heritage assessment

- Anderson Street
- Balding Avenue
- Beamish Street
- Bolwell Street
- Bridge Street
- Duncans Road
- Francis Street
- Gibbons Street
- McDonald Street
- Wedge Street

Assessed parcels

Cultural heritage sensitivity

Area of cultural heritage sensitivity

Map 3.5 Places for historic heritage assessment in the study area

0 30 60 90

Metres

Scale: 1:2,250 @ A3

Coordinate System: GDA 1994 MGA Zone 55



Matter: 37431,
Date: 05 September 2023,
Prepared for: KS, Prepared by: GO, Last edited by: gologhlin
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37431_Wyndham_Heritage_Study.aprx



Legend

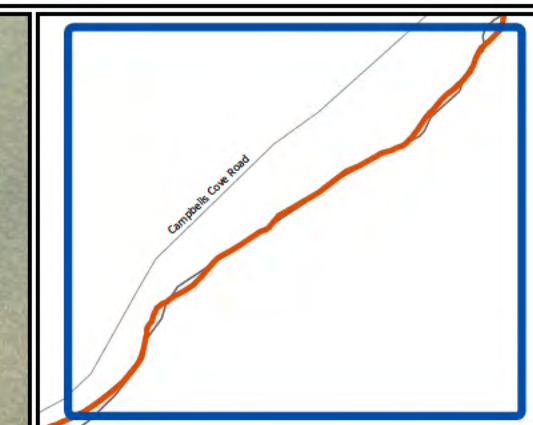
-  BLCAC RAP extent within the study area
-  Place for historical heritage assessment
-  Assessed parcels
- Cultural heritage sensitivity**
-  Area of cultural heritage sensitivity
-  Registered Aboriginal place

Map 3.6 Places for historic heritage assessment in the study area


0 200 400 600
Metres
Scale: 1:15,000 @ A3
Coordinate System: GDA 1994 MGA Zone 55




Matter: 37431,
Date: 05 September 2023,
Prepared for: KS, Prepared by: GO, Last edited by: gologhlin
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Project: P:\37400s\37431\Mapping\
37431_Wyndham_Heritage_Study.aprx




Legend


 BLCAC RAP extent within the study area

Place for historical heritage assessment

 Campbells Cove Road

 Assessed parcels

Cultural heritage sensitivity

 Area of cultural heritage sensitivity

Map 3.7 Places for historic heritage assessment in the study area

0 10 20 30

Metres

Scale: 1:1,100 @ A3


Coordinate System: GDA 1994 MGA Zone 55




Matter: 37431,
Date: 05 September 2023,
Prepared for: KS, Prepared by: GO, Last edited by: gologhlin
Layout: 37431_M5_HistoricPlaces_BLCAC
Project: P:\37400s\37431\Mapping\37431_Wyndham_Heritage_Study.aprx




Legend


 BLCAC RAP extent within the study area

Place for historical heritage assessment

 Campbells Cove Road

 Assessed parcels

Cultural heritage sensitivity

 Area of cultural heritage sensitivity

Map 3.8 Places for historic heritage assessment in the study area

0 6.5 13 19.5

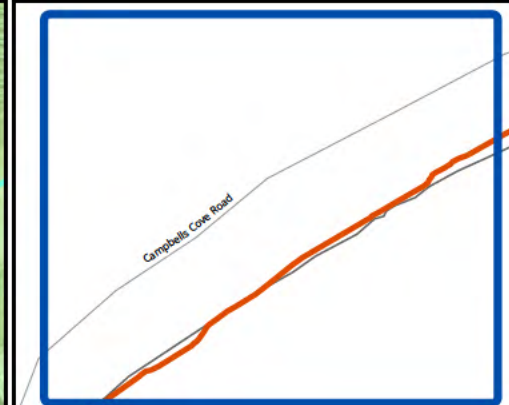
Metres

Scale: 1:500 @ A3




Coordinate System: GDA 1994 MGA Zone 55



Matter: 37431,
Date: 05 September 2023,
Prepared for: KS, Prepared by: GO, Last edited by: gologhlin
Layout: 37431_M5_HistoricPlaces_BLCAC
Project: P:\37400s\37431\Mapping\
37431_Wyndham_Heritage_Study.aprx



Legend

-  BLCAC RAP extent within the study area
- Place for historical heritage assessment**
 -  Campbells Cove Road
 -  Assessed parcels
- Cultural heritage sensitivity**
 -  Area of cultural heritage sensitivity

Map 3.9 Places for historic heritage assessment in the study area

0 10 20 30

Metres

Scale: 1:900 @ A3

Coordinate System: GDA 1994 MGA Zone 55



Matter: 37431,
Date: 05 September 2023,
Prepared for: KS, Prepared by: GO, Last edited by: gologhlin
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37431_Wyndham_Heritage_Study.aprx

Wyndham Heritage Study, Residential Places and Precincts (Stage 2)

Traditional Owner Engagement – Wadawurrung Traditional Owners Aboriginal Corporation

Prepared for Lovell Chen Pty Ltd

22 September 2023

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- Lovell Chen: Adam Mornement and Ainslee Meredith
- Wyndham City Council: Heather Threadgold, Kristien Van Den Bossche and Felicity Watson
- Biosis: Erica Walther, Kim White and Kristal Flemming

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Acknowledgement of Country and Knowledge

Biosis acknowledges that the author and internal reviewers of this report identify as non-Aboriginal Australians living on Bunurong, Wurundjeri and Dja Dja Wurrung Countries. We acknowledge that they interpret, present, and understand the past and engagement through their own cultural lens. In facilitating this work and writing this report on Traditional Owner engagement, we pay our respects to Elders past, present, and emerging, and recognise that Wadawurrung Country is unceded.

Biosis, Lovell Chen and Wyndham City Council extend gratitude to Wadawurrung Elders and representatives for their time, generosity, and important contributions to this project.

Executive Summary

In 2021, heritage consultancy – Context Pty Ltd (now known as GML) was commissioned by Wyndham City Council to undertake Stage 1 of the Wyndham Heritage Study (Gap Study). The study included an Environmental Thematic History with a list of places (built heritage) for historic heritage assessment within the Wyndham City Council administrative boundary. It was at the final stages of the Heritage Study that Context Pty Ltd invited Wadawurrung Traditional Owners Aboriginal Corporation (WTOAC) to contribute. WTOAC representative Dr David Jones received this invitation and agreed to review the document for cultural and historical accuracy pertaining to contact history and Aboriginal cultural references. His review made important contributions to the final Heritage Study report.

In 2022, Wyndham City Council engaged Lovell Chen Pty Ltd to undertake Stage 2. This stage included a review of Stage 1: the Thematic Environmental History, assessment of the places identified for the heritage overlay and the project methodology. The review resulted in a revised list of places for assessment and identified the need for a greater, more meaningful invitation for engagement with Traditional Owners on whose Country this study is focused. The Stage 2 gap study was named Residential Places and Precincts.

Stage 2 of the Wyndham Heritage Study (Residential Places and Precincts) seeks to prioritise engagement with WTOAC by employing best-practice principles of TO engagement. As such, Wyndham City Council with Lovell Chen Pty Ltd commenced a TO engagement component of the study dedicated to providing Traditional Owners with the opportunity to contribute cultural knowledge and truth-telling to historic heritage study.

It is with immense thanks and acknowledgement of WTOAC's generosity and patience that contributions to this study was provided. Contributions include continued engagement throughout the life of the project, and a Cultural Values Statement (CVS). The CVS was identified by WTOAC as an appropriate and satisfactory output for this project and is to be included in full and unedited form as an Appendix to the updated Stage 2 Thematic Environmental History. Additionally, WTOAC granted approval to Lovell Chen to reference content from the CVS within the Thematic Environmental History and place assessments (citations). Some references to specific property address and location details may be shown as redacted within the final Heritage study report, in the interests of ensuring landowner privacy. This was consented to by WTOAC at the request of Wyndham City Council. WTOAC has nonetheless also approved the CVS to go on public exhibition as part of a Planning Scheme Amendment. The timing for the public exhibition has yet to be resolved.

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1. Introduction

1.1. Background

Wyndham City Council engaged Lovell Chen Pty Ltd to undertake the Wyndham Heritage Study – Stage 2 (Residential Places and Precincts). Lovell Chen Pty Ltd engaged Biosis Pty Ltd to facilitate engagement with Traditional Owners on behalf of Wyndham City Council in March 2022.

This project invites Traditional Owners to contribute cultural knowledge and perspectives of place and truth-telling into the Stage 2 – Residential Places and Precincts. This Stage is comprised of a review of the Environmental Thematic History and heritage place assessments (citations). The CVS will incorporate Wadawurrung knowledge and connections to Country as inseparable and intrinsic to local history and built heritage assessments.

The proposed activity will not impact tangible Aboriginal Cultural Heritage.

1.2. Scope

The scope is as follows:

- Undertake brief background research via ACHRIS to understand cultural values of the study area.
- Extend invitation to engage to WTOAC and communicate the purpose of the project asking whether and how they would like to engage (methodology).
- Identify any conditions of engagement.
- Support the development of WTOAC methodology for engagement through meeting facilitation (Final contribution shown in Appendix 1).
- Maintain engagement with WTOAC through pro-active relationship building, clear communication, channels, and regular contact.
- Advise on whether Aboriginal cultural heritage is present within the study area, and the required process under the *Aboriginal Heritage Act* 2006 regarding the proposed works.
- Record details relating to engagement in the Engagement Schedule.
- Communicate project progress regularly with Lovell Chen and Wyndham City Council.

1.3. Study Area

The extent of the study area is Wadawurrung Country within the Wyndham City Council shown in Map 1 WTOAC RAP extent within the study area.

Historic Residential Places and Precincts scheduled for heritage assessment by Lovell Chen as part of the Stage 2 study are shown as an addendum to this report in Appendix 3.

1.4. Contributing Parties

The Registered Aboriginal Party for the study area is Wadawurrung Traditional Owners Aboriginal Corporation (WTOAC). The project Sponsor is Wyndham City Council. Wyndham City Council engaged Lovell Chen to undertake the Heritage Study - Stage 2 (Residential Places and Precincts). Biosis is engaged to support Traditional Owner engagement.

1.5. Informed Consent

The contribution of Wadawurrung cultural knowledge (CVS) to the Wyndham Heritage Study is to be used for the below and no other purpose unless with the express permission of WTOAC. The use of the project outcomes was described to WTOAC as follows and included in WTOAC's fee proposal.

"Wadawurrung Traditional Owners will contribute cultural knowledge and perspectives of place and truth-telling to be incorporated, where approved by Elders, into the review of the Thematic Environmental History and within the citations of the Wyndham Heritage Review for Wyndham City Council." The cultural knowledge approved by Elders for sharing is the CVS.

1.6. Heritage advisors

Kacey Sinclair Bachelor of Arts (Hons)(History), Graduate Diploma of International Development, PhD (History) in progress

Kacey lives and works on the unceded lands of Dja Dja Wurrung Country. Kacey has over four years experience in historical research and project management and over five years experience working with Indigenous communities. Kacey's qualifications include a Bachelor of Arts, First Class Honours (History) for which she was awarded the Peter Cook Prize in History, and a Grad Dip International Development, both of which are from La Trobe University. Kacey is currently completing her PhD research in Australian history at La Trobe University in which she investigates the experiences of non-Indigenous women of colour during the mid-colonial period. She considers a decolonial approach as central to her personal and professional practices. Kacey is a member of the Australian Professional Historians Association and has been published in the *Victorian Historical Journal* and the *Conversation*. Kacey has a variety of experience in conducting research in both the physical and digital archive, project management, report writing and liaising with Traditional Owners and diverse stakeholders.

Kacey is a listed heritage advisor under the *Aboriginal Heritage Act 2006*.

Erica Walther Bachelor of Arch (Hons)

Erica has over 16 years' experience as a specialist consultant in Australia, working on projects in Victoria, Queensland, New South Wales, and Tasmania. Erica completed a Bachelor of Archaeology with Honours at La Trobe University and is a full member of the Australian Association of Consulting Archaeologists Inc. (AACAI), and a fully qualified 'Heritage Advisor' as specified in the requirements of the Aboriginal Heritage Act 2006. As the Technical Director - Heritage (Victoria) Erica provides support to directly to the Heritage Team, whilst also delivering on key whole of company initiatives and projects. She focuses on business development, client relationships, and strategy for the business and heritage discipline. Erica has developed specialist skills in providing high level technical advice, as well as providing support and training for internal and external clients. Erica can provide high level, accurate, and timely heritage advice for small, medium, and large-scale projects, as well as assisting in providing strategic approaches for stakeholder engagement and Commonwealth processes such as projects requiring an EES. As the Manager - Project Services Erica manages

the Project Management Assistants who work across all consulting teams to ensure business consistency, administrative support, and deliver internal and external compliance and projects.

Erica has broad experience completing both historic and Aboriginal assessments, which includes conducting and supervising surface surveys and subsurface excavations. Erica has completed numerous Due Diligence Assessments, Cultural Heritage Management Plans (CHMPs), Communication Plans, Strategic Advice, and has provided specialist input into Masterplans and other technical assessments. Erica carries out cultural heritage inductions, salvages, and other compliance requirements. Erica has also completed Heritage Impact Assessments, "Consents to Disturb" and other permit applications and heritage reports, including Conservation Management Plans (CMPs). She has also assisted on a wide variety of other heritage projects, including as an expert witness and with planning and overlay applications.

Erica is a listed heritage advisor under the *Aboriginal Heritage Act 2006*.

1.7. Approach to Traditional Owner Engagement

This report is not intended to meet the requirements of a formal assessment under the First Peoples – State Relations (i.e., CHMPs etc) or Heritage Victoria guidelines; however, facilitation of engagement has been guided by FP-SR principles relating to best practice Engagement with Traditional Owners. It is also important to note that the approach to this project was directed by the needs and preferences of WTOAC and therefore there was not subject to a predetermined methodology or specific outputs. Instead, an approach to engagement was broadly mapped to support the delivery of RAP contributions. It was determined based on the below:

Wyndham City Council's Reconciliation Action Plan (RA Plan) which holds three core principles -

- Relationships
- Respect
- Opportunities

This project is in fulfilment of action number 4 within the "Respect" action of RA Plan (*Wyndham City Innovate Reconciliation Action Plan 2017-2019*, 2017, pp. 30). It is:

4. Respect - Build understanding and respect about Aboriginal cultures and histories across Council

ii) Incorporate consultation with Aboriginal stakeholders and other RAP priorities into review processes for strategic plans and policies in each Directorate and department.

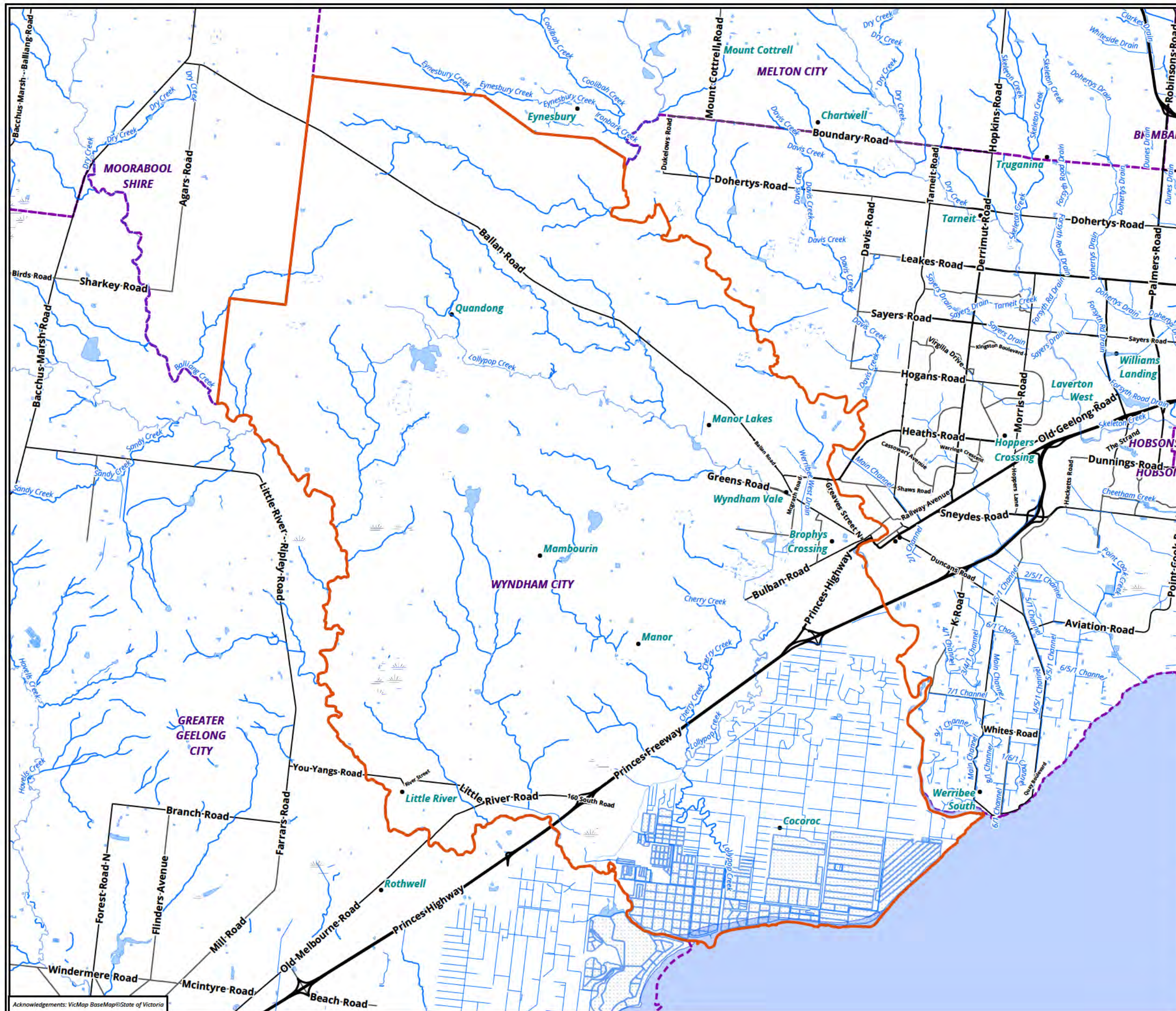
One of the central principles of this project was to support Traditional Owners to lead the engagement process. Because the project methodology and outcomes were unknown at the project's commencement, the approach to engagement was designed to be fluid and set out in phases.

Phase 1 consisted of the following –


- Preliminary background review of Stage 1, historical and ethnographic research.
- Two RAP meetings (this eventuated in an Inception meeting with WTOAC and a follow up meeting which required an reintroduction to the project following the dissolution of the initial meeting's outcomes – this is explained in detail in 2.1).
- Report production outlining the project goals, challenges, and outcomes.

Following the completion of Phase 1, Phase 2 was identified as necessary. The fluidity of the project approach, represented by Council's goal of engaging with WTOAC on Traditional Owners terms, budgetary, and time flexibility, allowed for a Phase 2.

Phase 2 was approved for commencement by Council toward the end of 2022 when Dr David Jones departed WTOAC. During this time it was identified that further engagement with WTOAC was required to achieve the project's goal. As such, Phase 2 allowed for the following three meetings with WTOAC.



Legend

-  WTOAC RAP extent within the study area

Map 1 WTOAC RAP extent within the study area

0 1 2 3 4

Kilometers

Scale: 1:100,000 @ A3

Coordinate System: GDA 1994 MGA Zone 55



Matter: 37431,
Date: 05 September 2023,
Prepared for: LA, Prepared by: GO, Last edited by: gologhlin
Layout: 37431_M2_Extent_AA_WTOAC
Project: P:\37400s\37431\Mapping\37431_Wyndham_Heritage_Study.aprx

2. Consultation

This section describes the nature of consultation with Traditional Owners. The meetings are summarised in Table 1 **Project Communication Summary** with additional information relating to the consultation process contained within Phase 1 and Phase 2.

2.1. Phase 1

In August 2022 Biosis extended an invitation for Traditional Owner Engagement to WTOAC. In response to one of the project goals, engagement occurred before the commencement of the draft Thematic Environmental History review and historic place assessments. The invitation to engage was received by WTOAC representative Dr David Jones. Dr. Jones invited Wyndham City Council, Lovell Chen, and Biosis to discuss the project. The meeting was held on 27 October 2022 at the WTOAC office in Geelong. In attendance were WTOAC representative Dr. David Jones; Wyndham City Council Senior Strategic Planner, Kristien Van den Bossche and Molly Criswell; Lovell Chen Senior Heritage Advisor, Adam Mornement; and Biosis Heritage Advisors Kacey Sinclair and Eleanor Riggall.

The meeting resulted in the following WTOAC contributions (Phase 1 outcomes):

- Review the draft environmental thematic history.
- WTOAC to present a 2-hour “ACHRIS map knowledge sharing session”.

The 2-hour ACHRIS meeting was scheduled for December 2022 and anticipated to be facilitated by Dr David Jones. The details, however, were not discussed at this time. Shortly after this, however, Dr David Jones resigned from WTOAC and thereafter the meeting did not take place.

2.2. Phase 2

On 5 March 2023, Kacey Sinclair spoke with WTOAC Heritage Manager, Jesse Martin. Jesse identified ethical issues with the Dr David Jones’s offer and redacted the proposed Phase 1 contributions. Jesse acknowledged the importance of a Cultural Values Assessment (CVA) for this project, however, he identified limitations with this as a contribution to the project due to the project’s advanced stages and a WTOAC turn-around of at least 12 months within the Cultural Values team. A CVA therefore was not a viable option. Considering the background and objectives of this project, Jesse suggested a Cultural Values Statement (CVS) could be an appropriate contribution, subject to WTOAC’s capacity. Jesse Martin and Heritage Advisor Annette Millar developed a proposal for the CVS which was tentatively approved by Wyndham City Council. A formal proposal was submitted by Jesse Martin on 20 April 2023.

In April 2023, Dr Heather Threadgold was appointed Senior Planner - Cultural Heritage by Wyndham City Council. The project was handed over to Dr Threadgold from Kristien van den Bossche. Dr Threadgold made several amendments to the draft contract which were received and approved by Jesse Martin over three emails. On 11 May 2023 Jesse Martin submitted the final proposal to Wyndham City Council. The contract detailed WTOAC’s contribution to the Wyndham Heritage Study Stage 2 (Residential Places and Precincts). An excerpt from the contract describes this:

“Wadawurrung Traditional Owners will contribute cultural knowledge and perspectives of place and truth-telling to be incorporated, where approved by Elders, into the review of the Thematic Environmental History and within the citations of the Wyndham Heritage Review for Wyndham City Council.”

On 12 May 2023 Dr Threadgold signed the final contract for this important contribution to the Wyndham Heritage Study Stage 2 (Residential Places and Precincts). The contract is shown as an addendum to this report in Appendix 1.

The CVS was completed by Annette Millar and submitted for review in July 2023. Shortly thereafter Wyndham reviewed the document and made the following requests for amendments –

1. Clarification as to what is approved within the document by Elders and how it can be incorporated into the:

- Thematic Environmental History
- Stage 2 Heritage Study – Residential Places and Precincts

2. Clarification of which sections of the document are for:

- Private - for internal Council use only.
- Public use – including the Thematic Environmental History and Stage 2 Heritage Study – Residential Places and Precincts documents and the Wyndham City Council Website

3. Removal of individual property address:

Wyndham City Council requested that individual property addresses remain out of public view and not to be treated as a heritage review for the cultural heritage desktop assessment component. As in line with CHMPs etc, it is not normal practice for a cultural heritage advisor to undertake a cultural heritage assessment of individual properties without the Sponsor taking part in the process, especially the results and third-party consultation being made public. This was flagged as unique and potentially problematic by Wyndham after the CVS was submitted. Annette was correct to include specific addresses, however, with this revised consideration in mind, the request for amendment was submitted to WTOAC. WTOAC were empowered to decide how these cultural places would be referred.

A response to the amendments was received by Biosis from Michael Cook (WTOAC), who advised that the CVS is non-sensitive and therefore allowed for public use. It was advised that the information within the CVS could be incorporated into the Thematic Environmental History and Stage 2 Heritage Study by Wyndham City Council for public view and is endorsed by Elders. Furthermore, WTOAC also consented to the redaction of specific property addresses from the CVS as Wyndham City Council see fit to apply these redactions. This also ensured the transfer of the CVS document to Wyndham City Council would retain relevant place and location information as initially prepared by WTOAC.

The Project Communication Summary for Phase 1 and Phase 2 is shown below.

2.3. Project Communication Summary

Table 1 Project Communication Summary

Date	Type	Organisations	Nature of Consultation
2 September 2022	Invitation to Contribute extended to WTOAC: Email	WTOAC: David Jones	Kacey Sinclair (Biosis) emailed David Jones requesting a meeting to formally invite WTOAC to engage on the project. David replied approving of the meeting with a day and time.
27 October 2022	Phase 1: Inception Meeting (in-person at Geelong WTOAC office)	WTOAC: David Jones Biosis: Kacey Sinclair, Eleanor Riggall Wyndham City Council: Molly Criswell and Kristien Van den Bossche	Introducing the key project members, the project and identify a timeframe and methodology. In this meeting David Jones thanked Wyndham City Council for the invitation and accepted. He confirmed WTOAC's engagement as consisting of 2-hour knowledge sharing session guided by ACHRIS and a review of the revised Environmental Thematic History.
14 November 2022	Email	Biosis: Kacey Sinclair	Kacey Sinclair submitted signed booking form to WTOAC following emails with David confirming a convenient day/time (2 December 2022).
14 November 2022	Automatic Email and Milestone	WTOAC: Dr David Jones	Kacey received automatic reply informing of Dr David Jones's departure from WTOAC. In this email, Kacey was directed to Kim and Scott (no email address was included). Kacey emailed admin cc'ing with the booking form attached.
14 November 2022	Email	WTOAC: Reception	Kacey received a reply from Rose requesting a booking form. Rose advised that following receipt of a booking form she would then forward it on to Kim and Scott for review. Kacey asked whether the former previously attached was acceptable. Kacey did not receive a reply.
16 November 2022	Email	WTOAC: Scott Brown	Kacey received an email from Scott Brown explaining the need for a formal project review. A link was provided to book in with WTOAC to handover the project to new WTOAC representative.
5 December 2022	Project Introduction/handover - Teams Meeting	Biosis: Kacey Sinclair	Kacey re-introduced the project and explained the project status prior to David Jones's departure. Kim and Scott explained that they would need to review the project contributions. They asked Kacey wait until the new year before they could confirm whether and how WTOAC would contribute to the project.

Date	Type	Organisations	Nature of Consultation
9 February 2023	Email	Biosis: Kacey Sinclair	Kacey emailed Kim and Scott to follow up on the status of the project. In the email Kacey outlined the background of the project, including notes from their last meeting (5 December 2022).
9 February 2023	Email	Biosis: Kacey Sinclair	Kacey forwarded her email dated 9 February 2023 to James Smith.
10 February 2023	Email	WTOAC: James Smith	James Smith requested additional information and advised that he would forward information on to Cultural Heritage unit.
16 February 2023	Phone Call	Biosis: Kacey Sinclair	Kacey re-introduced the project to Jesse Martin. Jesse explained that David's original offer dated 27 November 2022 was no longer an option due to its cultural inappropriateness. Jesse was still willing for WTOAC to contribute to the project and explained the best way forward was to undertake a Cultural Values Statement, and possible review of the Thematic Environmental History. Jesse requested as much information relating to the project be communicated in writing to Siobhan Privatera and Anette Millar for consideration.
2 March 2023	Milestone	Biosis: Kacey Sinclair	Kacey wrote the Invitation to Engage and developed the GIS mapping of areas of CHS with places scheduled for heritage assessment on Wadawurrung Country. Kacey submitted this to Jesse Martin via email.
10 March 2023	Phone Call	Biosis: Kacey Sinclair	Kacey introduced Annette Millar to the project. Annette advised she would consult with Elders and get back to me.
20 March 2023	Phone Call	WTOAC: Annette Millar	Annette Millar confirmed WTOAC's contribution to the study in the form of a Cultural Values Statement with a special request to survey 1205 Bulban Road, Little River. Wadawurrung Elders would like to access this property to properly assess the stone remains and wider extend of the site for cultural material. Elders requested access to this place as part of their contribution to the study.
29 March 2023	Email	WTOAC: Annette Millar	Annette requested Kacey review the scope of works prior to progressing with the development of the fee proposal.
29 March 2023	Email	Biosis: Kacey Sinclair	Kacey Sinclair confirmed the scope of works and requested Annette proceed with developing a formal fee proposal.

Date	Type	Organisations	Nature of Consultation
April 2023	Milestone: Dr Heather Threadgold joined Wyndham City Council	Wyndham City Council	Dr Heather Threadgold appointed Planner – Cultural Heritage at Wyndham City Council. Dr Threadgold took over from Kristien Van den Bossche as project manager of TO Engagement.
12 April 2023	Phone call	Lovell Chen: Adam Mornement	Following consultation with Wyndham City Council (Kristien Van Den Bossche) it was confirmed that access to this property would not be possible. However, Wyndham City Council would advise WTOAC if access became possible in the future.
20 April 2023	Email	WTOAC: Jesse Martin	First formal fee proposal for the CVS to Wyndham City Council.
24 April 2023	Email	Wyndham City Council: Dr Heather Threadgold	Dr Threadgold requested changes to the contract.
25 April 2023	Email	WTOAC: James Smith	James Smith resubmitted the contract with requested changes.
26 April 2023	Email	Wyndham City Council: Dr Heather Threadgold	Dr Threadgold requested additional changes to the contract.
5 May 2023	Email	WTOAC: James Smith	James Smith resubmitted the contract with requested changes.
8 May 2023	Email	Wyndham City Council: Dr Heather Threadgold	Dr Heather Threadgold requested additional changes to the contract.
11 May 2023	Email	WTOAC: James Smith	Fee proposal approved and signatures form Wyndham City Council requested.
12 May 2023	Email	Wyndham City Council: Dr Heather Threadgold	Wyndham City Council sign and submit fee proposal for the CVS.
12 May 2023	Milestone	WTOAC: Annette Millar	CVS development commences with an expected submission date of 15 June 2023.
28 June 2023	Milestone and email	WTOAC: Annette Millar	CVS is submitted in draft form for comment. The CVS was submitted to Kacey Sinclair and forwarded same day to Dr Heather Threadgold for review.
11 July 2023	Meetings (Teams)	Wyndham City Council: Dr Heather Threadgold and Felicity Watson	Meeting scheduled to discuss the CVS and requests for amendments (review) to the CVS. Kacey agreed to represent Wyndham's requests to WTOAC.

Date	Type	Organisations	Nature of Consultation
		Lovell Chen: Adam Mornement Biosis: Kacey Sinclair	
18 July 2023	Email	Wyndham City Council: Dr Heather Threadgold	Heather submitted amendments which focused upon the private and public use of the document, the formatting and the clarity of input to the Thematic Environmental History. It was important to Heather and Wyndham City Council that they were “mindful of [their] approach in reviewing a cultural values statement in that it is a personal and cultural document”.
31 July 2023	Email	Biosis: Kacey Sinclair	On reading the document and following consultation with senior heritage advisors at Biosis Kacey recommended that Wyndham City Council withdraw their requests for amendments citing the potential risk to relationships and further delay of the project. Kacey also suggested that such requests were better delivered by Wyndham City Council.
10 August 2023	Meeting (Teams)	Wyndham City Council: Dr Heather Threadgold, Kristien Van den Bossche, Felicity Watson Lovell Chen: Adam Mornement Biosis: Kacey Sinclair	A meeting was set to discuss the amendments. During the meeting Wyndham City Council clarified that their approach has always been a sensitive one and that in that light, they have focused upon private and public use of the document to ensure clear communication of how the document is to be used and to withdraw any minor formatting amendments. Kacey then arranged a meeting with WTOAC to deliver the final points for amendment.
17 August 2023	Meeting (Teams)	Biosis: Kacey Sinclair WTOAC: Michael Cook	Kacey introduced the meeting to Michael and explained the nature of the requests for amendment from Wyndham City Council. Kacey advised she would email Michael the items in an email for consideration of WTOAC members at their weekly meetings (Thursdays).
21 August 2023	Email	Biosis: Kacey Sinclair	Kacey Sinclair submitted to Michael Cook Wyndham City Council's requests for amendments to the CVS.
6 September 2023	Email	Biosis: Genevieve Schiesser	Genevieve Schiesser followed up with Michael Cook on the requests for amendment to the CVS.
7 September 2023	Phone call and email	Biosis: Genevieve Schiesser WTOAC: Michael Cook	Genevieve contacted Michael directly to receive status on the CVS amendments. Michael responded by saying that Wyndham City Council already has the CVS. There appeared to be

Date	Type	Organisations	Nature of Consultation
			confusion regarding the status of the CVS and amendments. Michael forwarded to Genevieve the non-sensitive CVS for use and would request further information on amendments to WTOAC Elders following week.
20 September 2023	Email	Biosis: Kim White WTOAC: Michael Cook	Advice received from WTOAC on use of CVS, including consent to redacting street names.
21 September 2023	Email	Biosis: Genevieve Schiesser	Final submission of CVS to Wyndham City Council.

2.4. Outcomes

Below is an overview of the WTOAC contribution to the Wyndham Heritage Study (Stage 2 – Residential Places and Precincts). They include:

- Cultural Values Statement (CVS)

The CVS comprises the following stages as designed by WTOAC –

Stage 1: Background Research

- The Cultural Heritage Unit, in consultation with the Traditional Owners, will undertake a desktop assessment identifying key contextual information for the project and develop a sense of areas of interest and special importance prior to the Project Consultation Meeting.

Stage 2: Project Consultation Meeting

- Three Wadawurrung Traditional Owners Aboriginal Corporation representatives will confer to establish areas of interest within the Study Area, whereupon non-sensitive cultural knowledge, perspectives of place and truth-telling will be collected for the CVS. Consultation with Elders took place in-person over a 7.5-hour meeting. The names of Elders were not stated.

Stage 3: Final (Non-Sensitive) Report

- Preparation of a non-sensitive report. The report contains the frontmatter and introductory chapters; the background research chapter; the non-sensitive cultural knowledge including perspectives of place and truth-telling; and the conclusions and end matter.
- All culturally sensitive information was redacted from this report, as standard practice.
- The non-sensitive Cultural Values Statement report was provided to Wyndham City Council after a standard, internal review period.

Detailed item descriptions of the CVS are described in Appendix 1.

2.5. Reflections

Biosis identified a series of core principles found to have supported TO contributions to the project, and within those principles, an opportunity to strengthen future Traditional Owner Engagement protocols. Below we describe those principles, make recommendations for the next steps of this project, and propose a Scope of Works for future Traditional Owner engagement projects.

Principles that supported TO Engagement -

Time: Engage Early & Listen

Early engagement enabled Biosis to meaningfully work with Traditional Owners, allowing time to build relationships through active listening, reflecting, and the exchanging of stories. This process developed trust between all parties and supported Biosis in communicating to RAP reps and Elders the project's goal (see page 1). As a project that sits outside the legislative parameters and metrics of the *Aboriginal Heritage Act* 2006, communication about the project's objective as well as the myriad possibilities for TO Contributions was a challenge to be navigated by all parties. The critical narration by First Nations Peoples relating to history and cultural knowledge and its incorporation into the Thematic Environmental History has few precedents, and

therefore required innovation and consideration. The unconventional nature of the project meant that time was essential. This was in part made possible by Council's engage early protocol.

Traditional Owner Driven

Approaches to engagement, such as modes and frequency of communication, meeting agendas, outputs and conditions of engagement were RAP informed. This was set out early in the engagement process.

Being Willing to Pivot

Allowing time and budgetary flexibility enabled Biosis to accommodate changes within stakeholder structure and RAP contributions i.e., project manager changes. This flexibility also allowed Biosis to shift with RAP needs such as requests for mapping, additional meetings, changes to RAP contributions, and constant communication between Biosis, Lovell Chen, and Wyndham City Council. While this flexibility significantly contributed to the project's success, opportunities for further improvement have been identified. Noting the number of amendments requested on behalf of Council and the pressure of the RAP at the time to accommodate the project Biosis recommends that any future requests for amendments relating to fee proposals and RAP reports are carefully considered.

Cultural Safety and Informed Consent

There is a need to ensure that all personnel working on the project, if non-Aboriginal, know on whose Country they work and live, are committed to the project and to reconciliation with First Nations Peoples. This level of cultural awareness and sensitivity also relates to language used throughout the project's lifetime and should be reflected in final documentation. There is also a need to ensure that RAP reps and Elders are informed and consent to how the project outputs will be used and with whom. Any document that contains cultural knowledge, from CHMPs, ACHLMAs, CVAs, CVSs to general RAP correspondence, should not be shared outside of the project unless with the express permission of Traditional Owners.

3. References

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13th June 2023

Re: Cultural Values Statement: Wyndham Historical Study Cultural Values Statement

As Wadawurrung Traditional Owners today we have fought hard to survive the impacts of colonisation and dispossession and maintain this connection with Dja. Our Elders suffered deeply, and these impacts continue to be felt across the generations. With our Elders strength and resilience from knowing Country wasn't ceded, they ensured our cultural connections, knowledge and responsibilities for Country continued. Our Elders voices were silenced due to fear and protection for their children as assimilation policies threatened to break us up, but we survived, and their voice and spirit is strong again.

It is through their leadership that the next generations of Wadawurrung are standing up proud, practising and sharing culture and Caring for Country. Having learnt from our Elders the ability to adapt to the changing circumstances of colonisation, has helped us to be resilient and maintain our cultural identity and practices within contemporary society.

Paleert Tjaara Dja Wadawurrung Country Plan 2020-2030.

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Aboriginal and Torres Strait Islander people should be aware that this report may contain the names and words of deceased people



Introduction

The Wyndham Heritage Study (Stage 1) was undertaken in 2021. During this Environmental Thematic History study, a need was identified to have greater and more meaningful engagement with Traditional Owners on whose Country this study focused.

In response to this identified need, WTOAC was commissioned to supply a Cultural Values Statement to be included in the review. Wadawurrung Traditional Owners have been asked to contribute cultural knowledge and perspectives of place and truth-telling to be incorporated, where approved by Elders, into the Environmental Thematic History and within citations. The study area is the entire Wyndham City Council LGA with specific historical built environments in focus.

The Study Area includes 3 sections:

Section 1: [REDACTED]

Section 2: [REDACTED]
[REDACTED]

Section 3: [REDACTED]
[REDACTED]

[REDACTED]

The *Weribbi yulluk* Werribee River is a significant part of the landscape to the Wadawurrung People in many ways, culturally, spiritually, economically and regarding bush medicine and food resources both flora and fauna.

Background research concluded that the Wyndham City Council LGA contains approximately nineteen hundred and thirty (1930) Aboriginal Cultural Heritage Places. CHMP 12094 commissioned by Wyndham City Council and authored by Biosis in 2018 uncovered vast amounts of Aboriginal Cultural Heritage in the Wyndham Park Recreational Reserve Upgrade. This CHMP focused on the bend in the *Weribbi yulluk* Werribee River bend which had now been developed into a recreational reserve. Further discussion on this sensitive area will be reiterated in the categories below.

The consultation meeting, held on Wednesday the 14th of March, indicated the focus on historical themes within this study. As the only records available are post-invasion European historical statements WTOAC can only share the story of Country in which they lived and thrived for tens of thousands of years. The focus of the consultation was the course of the *Weribbi yulluk* Werribee River, Little River, Cherry Creek, Lollipop Creek and unnamed waterways throughout the study area and how these waterways are spiritually, culturally and economically connected to the Wadawurrung People in the past and the present.

Section One: Background Research

The study area is located within the Wadawurrung language boundary which spanned the area from the north of Ballarat, east towards *Weribbi yulluk* (the Werribee River), south to Djilang (Geelong), the



Bellarine Peninsula and following the coast to Mangowak (Aireys Inlet) and finally, north-west towards the Yarram yarram (Beaufort) area at Fiery Creek.

The Werribee River is known to the Wadawurrung language *Weribbi yulluk* which is translated as Spine River (Wadawurrung Language App). The spine is a tribute to the backbone of Country, a waterway that holds Country together. The large waterway would have supplied food sources, cultural significance, bush medicine, and a boundary with the Bunorong and Wurundjeri Woi-wurrung.

There are a multitude of rivers and unnamed tributaries within the study area, each one of these waterways would have been a life source for the Wadawurrung People. Section 2 includes RAMSAR wetlands which are also classified as culturally sensitive. [REDACTED] contains a large dry swamp area that would have been seasonally filled and abounding with wildlife and bush tucker. Damming and other agricultural practices have taken life from the land.

[REDACTED] contains an Aboriginal Cultural Heritage Place that WTOAC would like to revisit, the current registration is over 30 years old. It was indicated by the Traditional Owners that this site be investigated however access was denied.

Geographical Features

Within the Wyndham City Council LGA, there are several important geographical features including the *Weribbi yulluk* Werribee River, Little River, Cherry Creek, and Lollipop Creek each with many unnamed tributaries draining to the coast and the RAMSAR Wetlands. The You Yangs loom high in the west of the study area and are of such importance they are protected by a Regional Park status.

Archaeological Context

The three sections focused upon in this study collectively contain 30 ACHPs with 40 components. The majority of the ACHPs are Low-Density Artefact Distributions (13), Artefact Scatters (16), Object Collections (8), Scar Trees (2) and a single Stone Feature. A high proportion of LDADs and Artefact Scatters are in connection with waterways.

Table 1 Registered Aboriginal Places in sections 1,2 and 3.

Place component type	Number	Percentage
Low-Density Artefact Distribution	13	32.5
Artefact Scatters	16	40
Object Collections	8	20
Scar trees	2	5
Stone feature	1	2.5
Total	40	100

There are a large number of investigations within the three sections (59) for such a small study area, this is due to the proximity of the Werribee River and Little River. Most of the investigations in the study area are Desktop/Due diligence (26) with Cultural Heritage Management Plans complex at (10), Survey



(15), Test Excavations (4), Cultural Heritage Management Plans standard (3) and one permit. The prevalence of the non-excavation study could be attributed to the urbanisation of the study area.

DuCros (1989) prepared Report 236 titled The Western Region: Melbourne Metropolitan Area An Archaeological Survey. This report covered 1349km² covering Werribee, Melton, and Bacchus Marsh. During the survey, an Aboriginal Cultural Heritage Place was discovered on [REDACTED] which is a property of interest to the current Cultural Values Statement. The ACHP located on this property has been identified as a Stone Feature. Through documentation, the ACHP was previously known as Stone Hut and Abandoned Hut on the Survey of Victoria maps.

Whincop et al (2010) prepared a CHMP 11238 for the proposed Regional Rail Link Section 2, Early Works, Werribee. This Cultural Heritage Management Plan covered the Activity Area inside the existing rail corridor. Even though significant disturbance was sighted the investigation did proceed to standard and complex assessment. No Aboriginal Cultural Heritage was discovered.

Feldman, Thomas and Matthews (2011) undertook a CHMP 11670 for the Regional Rail Link Section 2 Work Package F2 (WPF2). The investigation included desktop, standard and complex assessments for the proposed development of approximately 5km of rail infrastructure. The desktop recognised the close vicinity of the Werribee River; however, the Activity Area was significantly disturbed due to previous rail construction. No Aboriginal Cultural Heritage Places were identified during the standard and complex assessment.

Robb, Tepper and Lawler (2019) were commissioned by Wyndham City Council to develop a CHMP 12094 for the proposed construction of the Wyndham Park Recreation Reserve Upgrade. The Activity Area was located on the flat sandy river terrace of the Werribee River. The desktop assessment identified a medium potential for ACHPs to be in the Activity Area, however no ACHPs were identified in the standard assessment. The complex assessment focused on the undisturbed sections of the property and subsequently, two previously unregistered ACHPs were discovered. A large artefact scatter was discovered after amendment of the CHMP.

Reich (2020) prepared a CHMP 16692 for the Major Transport Infrastructure Authority. The Werribee Street, Werribee Level Crossing Removal project required a mandatory CHMP due to the proximity of the Werribee River. The desktop assessment indicated 227 ACHPs in a 3km radius of the Activity Area, with 2 ACHPs within the Activity Area itself. During the standard and complex assessment, five stone artefacts were identified.

Privitera et al (2021) was commissioned to prepare a CHMP 17462 Bulban Road Upgrade from Edgars Road to Lollypop Creek in Werribee, Victoria. The Activity Area was 18.92km in length with a description of development including road and pavement widening to accommodate bike lanes on both road verges. The investigation concluded after desktop and standard survey due to the significant disturbance in the Activity Area. No Aboriginal Cultural Heritage was discovered.

Post-European Land-Use History

Wyndham City Council LGA has a long history starting with its survey and division of lands by William Wedge Darke (1839-1890). Darke's original survey map held at the State Library of Victoria along with



his Field Journals held at the Mitchell Library in Sydney, NSW, show a land of opportunity. These opportunities were soon taken up by settlers in the Werribee area (SLV 2023). Dr G.P. Greeves settled on the western side of the *Weribbi yulluk* Werribee River in Bunurong Country, the selection covers 12 km² it was known as Greeves Station. In 1838 the Golden Fleece Hotel, the first hotel in the area, was constructed on one of the two tracks leading to Melbourne from Geelong (Greeves Station 2023).

Wyndham City Council LGA continued to be a productive agricultural area with major industries such as grazing, food crops and the installation of the Werribee Research Farm in 1912. This facility focused on improvements in agricultural practices and ran until its closure in the 1990s.

Little River was also a community that grew up along the track from Melbourne to Geelong. The Traveller's Rest was opened in 1839 as a place for a comfort stop on a long journey. The settlement was originally known as Rothwell. However, it was found unsuitable due to the unstable ground, and in 1926 the town ceased to exist. When the rail arrived, on the western side of the river by 1856, Little River became the community's centre.

Section Two: Cultural Values in the Wyndham City Council LGA

The Paleert Tjaara Dja Wadawurrung Country Plan 2020-2030 is a document that is a collection of the principles that guide Wadawurrung's partnerships in Caring for Country. Our values are our building blocks and each one of the recommendations is aligned with these values.

Wadawurrung Traditional Owners brought several urgent issues to discussion. The *Weribbi yulluk* Werribee River, Little River, Cherry Creek, and Lollipop Creek along with their tributaries are of great importance.

"All our waters are living sources from Bunjil- the Karringlalbull Murrup, the Creator spirit. He created all you see. Our waters were made for our survival, the survival of all things living" p34.

The banks of the waterways come under the WTOAC River Terrace Policy as these are areas known to contain Aboriginal Cultural Heritage Places. It is strongly recommended that no development occurs in the River Terrace of any waterway in Wadawurrung Country.

Cultural flows can be used to clean the river and bring back life, both spiritually and physically. This aligns with the goal of seeing the waterways with increased water quality, flow without barriers and clean enough to drink.

The inclusion of Wadawurrung history in the historical citations will enable the full story of the area to be told. Wadawurrung people have walked this Country for tens of thousands of years, connecting our people back to Country can be achieved by reinstating language in public signage. It is strongly recommended that the Wadawurrung language be returned to Country by the practice of using the original name or word for places or dual naming. This aligns with the goal of 70% of Wadawurrung Traditional Owners having strong cultural connections and knowledge, we are practising culture and speaking language p.26.

Wyndham Park on the *Weribbi yulluk* Werribee River has proven to be a place of high significance. A redevelopment of the park discovered a large artefact scatter which indicated that the place was used



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Traditional Owners
Aboriginal Corporation

extensively by the Wadawurrung People prior to colonisation. The Traditional Owners suggested that this place may have been a meeting place for interaction with the Bunorong People as rivers are usual places for boundaries. It is strongly recommended that Wyndham Park be recognised as a meeting place with interpretive signage for truth-telling and reconciliation. In addition, Wyndham Park should have a co-design component between the Wadawurrung People and the Bunorong People in the very near future. This will align with Wadawurrung cultural sites and places values where a place carries the imprint of our ancestors and reverses a threat of lack of recognition p.28.



Plate 1: Werribee River runs through a forest (photograph taken by Anon (1890) [Werribee River][picture]).



Plate 2: Little River Railway Station (photograph taken by Collins, J. T. (1970) Little River Railway Station.

Section Three: Concluding Remarks

The consultation for the Wyndham Historical Study brought to light the need for further protection and recognition of the waterways within the Wyndham City Council LGA.

Rivers and creeks are the lifeblood of Country, it is a value of the Wadawurrung Country Plan to return health to Country. Healthy Country includes walking together with government (federal, state, and local) and other key stakeholders to achieve self-determination, ensuring we have a sustainable Wadawurrung-managed investment in Country going forward.

The WTOAC River Terrace Policy has been adopted to protect the river terraces of all waterways. This policy asked that the river terrace be treated as a highly significant place. Development on the river terrace put Aboriginal Cultural Heritage Places in harm's way, these precious places hold evidence of past occupation and continue to be of high intangible value to the Wadawurrung People.

"Our people used canoes or in calmer waters, Murriyans bark floats, or punts pushed by long poles to gather the abundance of food. On the natural rises along the waterways, our people camped and caught eels, other fish and waterbirds to eat. Important decisions were made on the banks of these waterways by our Ancestors. There were important living and meeting places. Just as they are today" p. 34.



The inclusion of Wadawurrung's history and language in the historical citations set for Heritage Listings would facilitate the telling of the complete story of the inhabitants of Wyndham City Council LGA. This connection to Country could be further enhanced by the inclusion of the Wadawurrung language in public signage.

Wyndham Park on the *Weribbi yulluk* Werribee River is a place that special to the Wadawurrung People, it would have been a place of meeting each other and other Kulin Nations People. Co-design with the Bunurong People would be recommended for future use of the park. Signage and truth-telling are other ways to bring the connection back to Country.

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Glossary and Abbreviations

Include a glossary, including any abbreviations used in the cultural values statement.

Term/Abbreviation	Definition
WTOAC	Wadawurrung Traditional Owners Aboriginal Corporation
LGA	Local Government Area
CHMP	Cultural Heritage Management Plan

Wadawurrung Statement of Significance

Since the beginning of the Dreaming, the great ancestor spirit *Bundjil*, the wedge-tailed eagle, created the land, waterways, flora, fauna, laws, and lore. The land of the Wadawurrung – including Djilang (Geelong) meaning ‘tongue of the land’ and Ballaarat (Ballarat) meaning ‘resting place’ – encompasses a vast area from the Great Dividing Range in the North to the coast in the South, from the Werribee River in the East and along the Surf Coast in the West.

Comugeen budj-o thalikiyu kin bil bend-ordi-ngadak. Ngarrwabil, boron, guli, bagurrk. Comugeen budjo bengadak ngarr-uk dja, ngubiyt, weagoon gobata gupma wurring-wurring baap beng-ordi-nganak, djarrima murrup-nhuk bengadak.

We deeply respect our people of the past. Elders, children, men, women. We deeply respect their knowledge of Country, water, life, their care of the traditions and of each other, we stand with their spirit.

Gobata Wadawurrung balug jumbuk didalbil murrup-nhuk bundjil monomeeth beek-o weagoon. Mutjak-ak noogie nunder durrallully.

Great spirit *Bundjil* told us to take care of the great life within the land. To only take what you need without selfishness.

Bundjil establishes the law that connects us to Country and teaches us that if we look after Country, it will look after us. This knowledge is passed down from Elders in the oral tradition. For tens of thousands of years, the Wadawurrung People cared for Country – sustainably hunting and farming across their lands and waters – working in harmony with the seasons, with water and food available for their own needs and for trade. Their homes and campsites were usually located to water by a *yaluk* (river) or *buluk* (lake) and for a good *kuarka* (fishing place).

Today, Wadawurrung Traditional Owners continue strong connections to the land and accept the responsibility of looking after Country, practising culture, upholding the dignity of their Ancestors, and passing on knowledge to future generations. Historical remnants of the daily life of past generations of the Wadawurrung People can be found on Country today and include shell middens, fish traps, artefact scatters, stone quarries, scarred trees, stone arrangements, burial, and other sacred sites.

All cultural heritage places within Wadawurrung Country are sacred in cultural terms as they are a tangible link to our past and a non-renewable resource of information about the lifestyle of our Ancestors. The cultural significance afforded to the heritage places by Wadawurrung Traditional



Wadawurrung
Traditional Owners
Aboriginal Corporation

Owners must be given a higher standing than the scientific ratings which are based on a European perspective without due regard to the values of Aboriginal culture.

Wunggurrwil gupma bengadak Wadawurrung wurring-wurring baap dja.

All people working together to make Wadawurrung Country and Cultural strong.

Appendix 2 – Limited Desktop Research

3.1. Geology and geomorphology

The west and north of Melbourne are situated on the Werribee Plains, where shallow clay soils overlay volcanic rocks to a depth of tens of metres in the eastern and north-eastern suburban areas. The Werribee River delta to the west, which provided the eventual site of the Metropolitan Sewage Farm, comprises sediments at the northern end and marine sands along the shoreline formed from eroded material from the Rowsley uplift approximately 1-2 million years ago, which resulted in rejuvenation and erosion of the Werribee River in an incised deep valley. (Skene 1954).

3.2. Colonial land use history

Most of the Werribee area was sold in land auctions during the 1850s, with many of the allotments purchased by William Taylor, W.J.T. Clarke and the Chirnsides (Peel 1974, p. 59–61).

Thomas Chirnside appears to have had land on the Werribee River, near the Wedges, by the mid to late 1840s. He bought his first land in the Werribee parish in 1851 and by the end of the 1850s had substantial freehold in the area. By 1863 Thomas Chirnside had acquired more than 90,000 acres in Werribee, including most of the river frontage either side of the Werribee River (McGauran 1890).

Generally, two types of landowners occupied the area; land speculators who resided in Melbourne and whose land was unoccupied or leased, and established farmers who wanted to enlarge their holdings. The first stages of development occurred in the Western Region after land sales. Initially the landscape was not much changed by the presence of European housing, as many of the settlers, as late as the 1840s, were reluctant to build housing more permanent than huts made of sod and small bush sheep runs. This reluctance was due primarily to the uncertainty over whether the land could be retained and the high turnover rate of settlers, and the fact that more viable leases could be obtained for areas further out. The end of the 1840s, however, brought larger rubble-built houses, fences, introduced vegetation, tanks and windmills (Serle 1984).

Thomas Chirnside was attracted to the open plain's suitability for grazing and its proximity to Melbourne's markets. By 1863 he controlled more than 28,300 hectares in the Werribee district. The earliest reference to the land where Werribee Park would subsequently stand was probably made in 1803, when the Port Phillip coastline was surveyed by Charles Grimes and James Flemming, the latter noting that there were agricultural possibilities for this landscape.

The discovery of gold in other parts of Victoria caused a labour shortage in the Werribee area; however, the sheep runs found a market in the miners. It was around this time, the 1850s, that many of the squatters' runs were consolidated. There was no longer the threat that the Crown would remove the lands taken by the squatters and the new regulations had given the area a sense of permanency. Consequently, the landscape was further changed as the sheep runs became larger and more firmly entrenched, and the houses being built grew more impressive, such as those initial buildings erected by Chirnside at Werribee and Point Cook. By the end of the decade Thomas Chirnside owned most of the riverfront land, and had acquired nearly all of the 93,000 acres he would ultimately hold at Werribee Park (Serle 1984).

In 1904 the State Government acquired land for closer settlement farms from the Chirnside estate. The State Rivers and Water Supply Commission improved irrigation and brought about successful settlement less than




a decade later. This encouraged Southern European market gardeners to move into the area as well as orchardists and poulterers.

3.3. Aboriginal Cultural Heritage

A search of the Victorian Aboriginal Heritage Register (VAHR) was undertaken by Lucy Amorosi, Biosis Pty Ltd under ACHRIS access number 11165. While the results of this search aided in engagement with WTOAC, the results have not been listed in specific detail in this report for cultural sensitivity purposes. The below maps reflect Aboriginal places within the WTOAC RAP section of the study area as well as historic places with a focus on Werribee and Little River.



Legend

-  WTOAC RAP extent within the study area
-  VAHR Places
-  Historical references

Registered Aboriginal Parties

-  Bunurong Land Council Aboriginal Corporation
-  Wadawurrung Traditional Owners Aboriginal Corporation
-  Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation

Map 2 Aboriginal places within the WTOAC RAP section of the study area

0 1 2 3 4
Kilometers
Scale: 1:100,000 @ A3
Coordinate System: GDA 1994 MGA Zone 55



Matter: 37431,
Date: 05 September 2023 ,
Prepared for: LA, Prepared by: GO, Last edited by: gologhlin
Layout: 37431_M4_AboriginalPlaces_WTOAC
Project: P:\37400s\37431\Mapping\
37431_Wyndham_Heritage_Study.aprx

**APPENDIX B:
LETTER OF COMMITMENT,
BUNURONG LAND COUNCIL
ABORIGINAL CORPORATION**

B

22.09.2023

To Whom it may Concern

RE: Wyndham Heritage Study – Stage 2

In 2021, GML/Context completed the Wyndham Heritage Study (Gap Study) Stage 1. The study included an Environmental Thematic History and identified a list of places (built heritage) for historic heritage assessment within the Wyndham City Council. In 2022, Stage 2 commenced whereby a detailed review of Stage 1 was undertaken. The review resulted in a revised list of places for assessment and identified the need for a greater, more meaningful engagement with Traditional Owners on whose Country this study is in part focused.

In 2021, GML/Context invited BLCAC to contribute to the Wyndham Heritage Study (Gap Study) - Stage 1 as it neared the project's draft due date. This invitation was received by BLCAC. However, due to the late engagement, BLCAC did not contribute. Following Stage 1's approach to Traditional Owner engagement Wyndham City Council recognised the need for more active engagement with BLCAC as part of Stage 2. As such, Stage 2 sought to prioritise Traditional Owner (TO) engagement.

During meetings with BLCAC members held as part of Stage 2, there were important discussions on colonisation and the impacts of development to Country. BLCAC members spoke of the challenges in reflecting on the past. BLCAC members also highlighted the impacts of colonisation on family and day-to-day life for Bunurong people as well as the importance of active TO engagement as a means of building on reconciliation and contributing to healing. A focus on healing further developed throughout these meetings, with BLCAC's potential contributions to focus on reflection pieces. Ideas were discussed regarding potential contributions, including oral narratives and individual reflection pieces as well as a contribution under a united voice. However, it was identified that the internal wait time was not in line with this project's schedule and, unfortunately, none of BLCACs proposed contributions to the Wyndham Heritage Study – Stage 2 could be provided at this stage.

BLCAC wish to acknowledge their willingness to contribute their knowledge to the heritage study and offer knowledge of Country within the Wyndham region. An extract of the BLCAC General Statement of Significance is included here to acknowledge the BLCAC membership's connection to Country and unique Traditional Owner knowledge, which includes the Wyndham study area. The below passages have been selected specifically as they relate to BLCAC's consideration of all parts of Country as culturally and socially significant. This includes acknowledgement of the transformation of the natural landscape in and around Melbourne, and these impacts on the practice and transfer of Traditional Owner knowledge over time.

BLCAC wish to remain involved in ongoing and future efforts by Wyndham City Council to consult with Traditional Owners in future studies and reviews concerning cultural heritage and the natural environment.

'All of our Country is highly significant, every square inch, every rock, every leaf, every dune, every artefact. If we could attribute the cause of this blanket high significance rating of our Country to any

one thing, it would be that in Melbourne especially, so much has been destroyed and lost as the city grew, and so quickly. If you lose enough of something, what little you have left becomes so much more important. Similarly, when someone passes, their earthly possessions become more important to those they left behind.

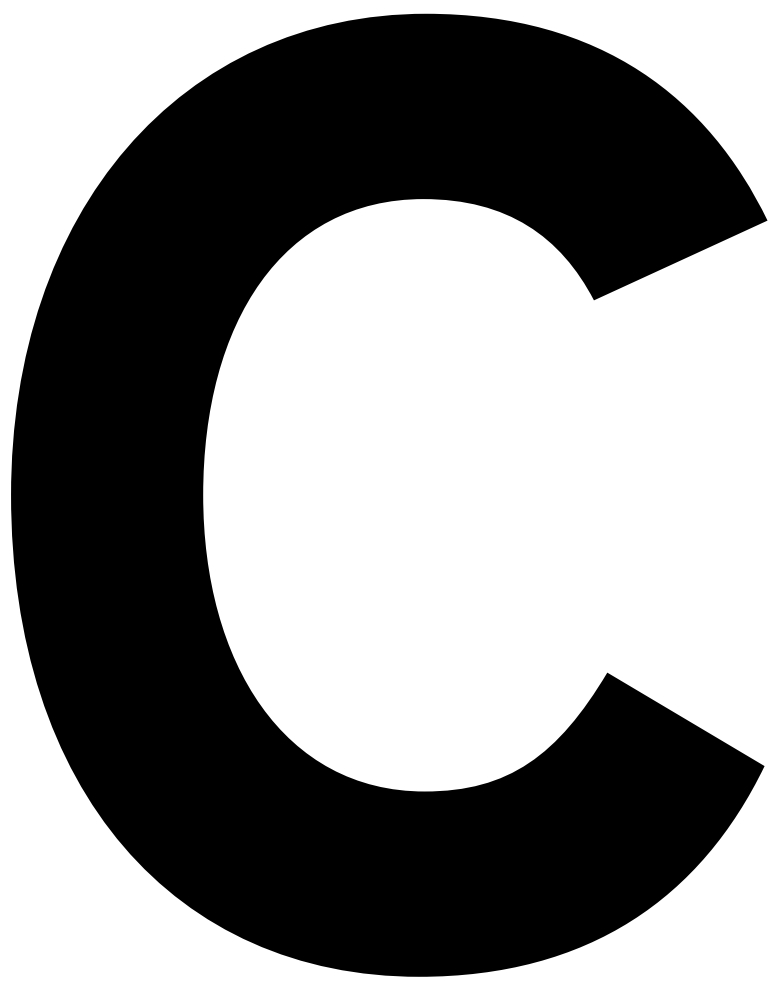
With regards to knowledge and stories, each of our Elders that passed away during early colonisation is the equivalent of a state library burning down today...European people are still learning of the complexities of Aboriginal culture.

Sincerely,



Shani Blyth
Tarbuk Biik Manager
Bunurong Land Council Aboriginal Corporation

**APPENDIX C:
CULTURAL VALUES
STATEMENT,
WADAWURRUNG
TRADITIONAL OWNERS
ABORIGINAL CORPORATION**





13th June 2023

Re: Cultural Values Statement: Wyndham Historical Study Cultural Values Statement

As Wadawurrung Traditional Owners today we have fought hard to survive the impacts of colonisation and dispossession and maintain this connection with Dja. Our Elders suffered deeply, and these impacts continue to be felt across the generations. With our Elders strength and resilience from knowing Country wasn't ceded, they ensured our cultural connections, knowledge and responsibilities for Country continued. Our Elders voices were silenced due to fear and protection for their children as assimilation policies threatened to break us up, but we survived, and their voice and spirit is strong again.

It is through their leadership that the next generations of Wadawurrung are standing up proud, practising and sharing culture and Caring for Country. Having learnt from our Elders the ability to adapt to the changing circumstances of colonisation, has helped us to be resilient and maintain our cultural identity and practices within contemporary society.

Paleert Tjaara Dja Wadawurrung Country Plan 2020-2030.

Copyright Statement

This report is copyright. Any intellectual property therein remains the property of the Wadawurrung Traditional Owners Aboriginal Corporation. Under the Copyright Act, no part of this report may be reproduced without prior written permission from the Wadawurrung Traditional Owners Aboriginal Corporation.

Aboriginal and Torres Strait Islander people should be aware that this report may contain the names and words of deceased people



Introduction

The Wyndham Heritage Study (Stage 1) was undertaken in 2021. During this Environmental Thematic History study, a need was identified to have greater and more meaningful engagement with Traditional Owners on whose Country this study focused.

In response to this identified need, WTOAC was commissioned to supply a Cultural Values Statement to be included in the review. Wadawurrung Traditional Owners have been asked to contribute cultural knowledge and perspectives of place and truth-telling to be incorporated, where approved by Elders, into the Environmental Thematic History and within citations. The study area is the entire Wyndham City Council LGA with specific historical built environments in focus.

The Study Area includes 3 sections:

Section 1: [REDACTED]

Section 2: [REDACTED]
[REDACTED]

Section 3: [REDACTED]
[REDACTED]

[REDACTED]

The *Weribbi yulluk* Werribee River is a significant part of the landscape to the Wadawurrung People in many ways, culturally, spiritually, economically and regarding bush medicine and food resources both flora and fauna.

Background research concluded that the Wyndham City Council LGA contains approximately nineteen hundred and thirty (1930) Aboriginal Cultural Heritage Places. CHMP 12094 commissioned by Wyndham City Council and authored by Biosis in 2018 uncovered vast amounts of Aboriginal Cultural Heritage in the Wyndham Park Recreational Reserve Upgrade. This CHMP focused on the bend in the *Weribbi yulluk* Werribee River bend which had now been developed into a recreational reserve. Further discussion on this sensitive area will be reiterated in the categories below.

The consultation meeting, held on Wednesday the 14th of March, indicated the focus on historical themes within this study. As the only records available are post-invasion European historical statements WTOAC can only share the story of Country in which they lived and thrived for tens of thousands of years. The focus of the consultation was the course of the *Weribbi yulluk* Werribee River, Little River, Cherry Creek, Lollipop Creek and unnamed waterways throughout the study area and how these waterways are spiritually, culturally and economically connected to the Wadawurrung People in the past and the present.

Section One: Background Research

The study area is located within the Wadawurrung language boundary which spanned the area from the north of Ballarat, east towards *Weribbi yulluk* (the Werribee River), south to Djilang (Geelong), the



Bellarine Peninsula and following the coast to Mangowak (Aireys Inlet) and finally, north-west towards the Yarram yarram (Beaufort) area at Fiery Creek.

The Werribee River is known to the Wadawurrung language *Weribbi yulluk* which is translated as Spine River (Wadawurrung Language App). The spine is a tribute to the backbone of Country, a waterway that holds Country together. The large waterway would have supplied food sources, cultural significance, bush medicine, and a boundary with the Bunorong and Wurundjeri Woi-wurrung.

There are a multitude of rivers and unnamed tributaries within the study area, each one of these waterways would have been a life source for the Wadawurrung People. Section 2 includes RAMSAR wetlands which are also classified as culturally sensitive. [REDACTED] contains a large dry swamp area that would have been seasonally filled and abounding with wildlife and bush tucker. Damming and other agricultural practices have taken life from the land.

[REDACTED] contains an Aboriginal Cultural Heritage Place that WTOAC would like to revisit, the current registration is over 30 years old. It was indicated by the Traditional Owners that this site be investigated however access was denied.

Geographical Features

Within the Wyndham City Council LGA, there are several important geographical features including the *Weribbi yulluk* Werribee River, Little River, Cherry Creek, and Lollipop Creek each with many unnamed tributaries draining to the coast and the RAMSAR Wetlands. The You Yangs loom high in the west of the study area and are of such importance they are protected by a Regional Park status.

Archaeological Context

The three sections focused upon in this study collectively contain 30 ACHPs with 40 components. The majority of the ACHPs are Low-Density Artefact Distributions (13), Artefact Scatters (16), Object Collections (8), Scar Trees (2) and a single Stone Feature. A high proportion of LDADs and Artefact Scatters are in connection with waterways.

Table 1 Registered Aboriginal Places in sections 1,2 and 3.

Place component type	Number	Percentage
Low-Density Artefact Distribution	13	32.5
Artefact Scatters	16	40
Object Collections	8	20
Scar trees	2	5
Stone feature	1	2.5
Total	40	100

There are a large number of investigations within the three sections (59) for such a small study area, this is due to the proximity of the Werribee River and Little River. Most of the investigations in the study area are Desktop/Due diligence (26) with Cultural Heritage Management Plans complex at (10), Survey



(15), Test Excavations (4), Cultural Heritage Management Plans standard (3) and one permit. The prevalence of the non-excavation study could be attributed to the urbanisation of the study area.

DuCros (1989) prepared Report 236 titled The Western Region: Melbourne Metropolitan Area An Archaeological Survey. This report covered 1349km² covering Werribee, Melton, and Bacchus Marsh. During the survey, an Aboriginal Cultural Heritage Place was discovered on [REDACTED] which is a property of interest to the current Cultural Values Statement. The ACHP located on this property has been identified as a Stone Feature. Through documentation, the ACHP was previously known as Stone Hut and Abandoned Hut on the Survey of Victoria maps.

Whincop et al (2010) prepared a CHMP 11238 for the proposed Regional Rail Link Section 2, Early Works, Werribee. This Cultural Heritage Management Plan covered the Activity Area inside the existing rail corridor. Even though significant disturbance was sighted the investigation did proceed to standard and complex assessment. No Aboriginal Cultural Heritage was discovered.

Feldman, Thomas and Matthews (2011) undertook a CHMP 11670 for the Regional Rail Link Section 2 Work Package F2 (WPF2). The investigation included desktop, standard and complex assessments for the proposed development of approximately 5km of rail infrastructure. The desktop recognised the close vicinity of the Werribee River; however, the Activity Area was significantly disturbed due to previous rail construction. No Aboriginal Cultural Heritage Places were identified during the standard and complex assessment.

Robb, Tepper and Lawler (2019) were commissioned by Wyndham City Council to develop a CHMP 12094 for the proposed construction of the Wyndham Park Recreation Reserve Upgrade. The Activity Area was located on the flat sandy river terrace of the Werribee River. The desktop assessment identified a medium potential for ACHPs to be in the Activity Area, however no ACHPs were identified in the standard assessment. The complex assessment focused on the undisturbed sections of the property and subsequently, two previously unregistered ACHPs were discovered. A large artefact scatter was discovered after amendment of the CHMP.

Reich (2020) prepared a CHMP 16692 for the Major Transport Infrastructure Authority. The Werribee Street, Werribee Level Crossing Removal project required a mandatory CHMP due to the proximity of the Werribee River. The desktop assessment indicated 227 ACHPs in a 3km radius of the Activity Area, with 2 ACHPs within the Activity Area itself. During the standard and complex assessment, five stone artefacts were identified.

Privitera et al (2021) was commissioned to prepare a CHMP 17462 Bulban Road Upgrade from Edgars Road to Lollypop Creek in Werribee, Victoria. The Activity Area was 18.92km in length with a description of development including road and pavement widening to accommodate bike lanes on both road verges. The investigation concluded after desktop and standard survey due to the significant disturbance in the Activity Area. No Aboriginal Cultural Heritage was discovered.

Post-European Land-Use History

Wyndham City Council LGA has a long history starting with its survey and division of lands by William Wedge Darke (1839-1890). Darke's original survey map held at the State Library of Victoria along with



his Field Journals held at the Mitchell Library in Sydney, NSW, show a land of opportunity. These opportunities were soon taken up by settlers in the Werribee area (SLV 2023). Dr G.P. Greeves settled on the western side of the *Weribbi yulluk* Werribee River in Bunurong Country, the selection covers 12 km² it was known as Greeves Station. In 1838 the Golden Fleece Hotel, the first hotel in the area, was constructed on one of the two tracks leading to Melbourne from Geelong (Greeves Station 2023).

Wyndham City Council LGA continued to be a productive agricultural area with major industries such as grazing, food crops and the installation of the Werribee Research Farm in 1912. This facility focused on improvements in agricultural practices and ran until its closure in the 1990s.

Little River was also a community that grew up along the track from Melbourne to Geelong. The Traveller's Rest was opened in 1839 as a place for a comfort stop on a long journey. The settlement was originally known as Rothwell. However, it was found unsuitable due to the unstable ground, and in 1926 the town ceased to exist. When the rail arrived, on the western side of the river by 1856, Little River became the community's centre.

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The Paleert Tjaara Dja Wadawurrung Country Plan 2020-2030 is a document that is a collection of the principles that guide Wadawurrung's partnerships in Caring for Country. Our values are our building blocks and each one of the recommendations is aligned with these values.

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The banks of the waterways come under the WTOAC River Terrace Policy as these are areas known to contain Aboriginal Cultural Heritage Places. It is strongly recommended that no development occurs in the River Terrace of any waterway in Wadawurrung Country.

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Rivers and creeks are the lifeblood of Country, it is a value of the Wadawurrung Country Plan to return health to Country. Healthy Country includes walking together with government (federal, state, and local) and other key stakeholders to achieve self-determination, ensuring we have a sustainable Wadawurrung-managed investment in Country going forward.

The WTOAC River Terrace Policy has been adopted to protect the river terraces of all waterways. This policy asked that the river terrace be treated as a highly significant place. Development on the river terrace put Aboriginal Cultural Heritage Places in harm's way, these precious places hold evidence of past occupation and continue to be of high intangible value to the Wadawurrung People.

"Our people used canoes or in calmer waters, Murriyans bark floats, or punts pushed by long poles to gather the abundance of food. On the natural rises along the waterways, our people camped and caught eels, other fish and waterbirds to eat. Important decisions were made on the banks of these waterways by our Ancestors. There were important living and meeting places. Just as they are today" p. 34.



The inclusion of Wadawurrung's history and language in the historical citations set for Heritage Listings would facilitate the telling of the complete story of the inhabitants of Wyndham City Council LGA. This connection to Country could be further enhanced by the inclusion of the Wadawurrung language in public signage.

Wyndham Park on the *Weribbi yulluk* Werribee River is a place that special to the Wadawurrung People, it would have been a place of meeting each other and other Kulin Nations People. Co-design with the Bunurong People would be recommended for future use of the park. Signage and truth-telling are other ways to bring the connection back to Country.

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Glossary and Abbreviations

Include a glossary, including any abbreviations used in the cultural values statement.

Term/Abbreviation	Definition
WTOAC	Wadawurrung Traditional Owners Aboriginal Corporation
LGA	Local Government Area
CHMP	Cultural Heritage Management Plan

Wadawurrung Statement of Significance

Since the beginning of the Dreaming, the great ancestor spirit *Bundjil*, the wedge-tailed eagle, created the land, waterways, flora, fauna, laws, and lore. The land of the Wadawurrung – including Djilang (Geelong) meaning ‘tongue of the land’ and Ballaarat (Ballarat) meaning ‘resting place’ – encompasses a vast area from the Great Dividing Range in the North to the coast in the South, from the Werribee River in the East and along the Surf Coast in the West.

Comugeen budj-o thalikiyu kin bil bend-ordi-ngadak. Ngarrwabil, boron, guli, bagurrk. Comugeen budjo bengadak ngarr-uk dja, ngubiyt, weagoon gobata gupma wurring-wurring baap beng-ordi-nganak, djarrima murrup-nhuk bengadak.

We deeply respect our people of the past. Elders, children, men, women. We deeply respect their knowledge of Country, water, life, their care of the traditions and of each other, we stand with their spirit.

Gobata Wadawurrung balug jumbuk didalbil murrup-nhuk bundjil monomeeth beek-o weagoon. Mutjak-ak noogie nunder durrallully.

Great spirit *Bundjil* told us to take care of the great life within the land. To only take what you need without selfishness.

Bundjil establishes the law that connects us to Country and teaches us that if we look after Country, it will look after us. This knowledge is passed down from Elders in the oral tradition. For tens of thousands of years, the Wadawurrung People cared for Country – sustainably hunting and farming across their lands and waters – working in harmony with the seasons, with water and food available for their own needs and for trade. Their homes and campsites were usually located to water by a *yaluk* (river) or *buluk* (lake) and for a good *kuarka* (fishing place).

Today, Wadawurrung Traditional Owners continue strong connections to the land and accept the responsibility of looking after Country, practising culture, upholding the dignity of their Ancestors, and passing on knowledge to future generations. Historical remnants of the daily life of past generations of the Wadawurrung People can be found on Country today and include shell middens, fish traps, artefact scatters, stone quarries, scarred trees, stone arrangements, burial, and other sacred sites.

All cultural heritage places within Wadawurrung Country are sacred in cultural terms as they are a tangible link to our past and a non-renewable resource of information about the lifestyle of our Ancestors. The cultural significance afforded to the heritage places by Wadawurrung Traditional



Wadawurrung
Traditional Owners
Aboriginal Corporation

Owners must be given a higher standing than the scientific ratings which are based on a European perspective without due regard to the values of Aboriginal culture.

Wunggurrwil gupma bengadak Wadawurrung wurring-wurring baap dja.

All people working together to make Wadawurrung Country and Cultural strong.

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