

Amendment C171
Port Phillip Planning Scheme
Statement of evidence

Prepared for City of Port Phillip

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Final – 16 March 2020

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1 Introduction

1. This statement of evidence has been prepared by David Helms for the City of Port Phillip in relation to Amendment C171 to the Port Phillip Planning Scheme, which proposes to introduce new planning controls to guide the future development of the St Kilda Marina (the Marina).
2. It has been prepared in accordance with written instructions to prepare an expert witness statement in accordance with the *Planning Panel Victoria Guidelines for Expert Witnesses* that:
 - i. Expresses my opinion on the Amendment insofar as it relates to my area of expertise.
 - ii. Responds to submissions insofar as they relate to my area of expertise.
3. In accordance with my written instructions this statement of evidence provides my opinions on:
 - i. The parts of Schedule 2 to the Development Plan Overlay (DPO2) that relate specifically to heritage.
 - ii. The proposed changes to heritage overlay (HO) controls and policy and the *Port Phillip Heritage Review*.
 - iii. The proposed *Permit Exemptions Incorporated Plan, St Kilda Marina* (June 2019) (the incorporated document).

Preparation of this report

4. This statement has been prepared by David Helms, Heritage Consultant, of David Helms Heritage Planning (11 Elm Place, Windsor, 3181).
5. I have prepared this statement of evidence with no assistance from others. The views expressed in this statement are my own.
6. I have inspected the Marina on several occasions.

Qualifications and experience

7. My qualifications and experience are set out in section 3. My specific area of expertise is in the assessment of the post-contact heritage significance of places and in the application of heritage planning controls and policy in planning schemes.
8. I have been retained by various Councils to provide expert witness evidence on heritage matters at Independent Panel Hearings (please refer to section 5 for a full list).

Reports consulted

9. In preparing this statement of evidence, I have consulted the following reports and other information:
 - i. The *St Kilda Marina Heritage Assessment* (Built Heritage, 2018) and the updated *Port Phillip Heritage Review* Citation 2057 for the St Kilda Marina.
 - ii. *The Heritage Impact Statement. St Kilda Marina* (Michael Taylor Architecture and Heritage, 11 July 2019).
 - iii. All exhibited Amendment C171 documentation.
 - iv. The submissions that specifically identify heritage as an issue.

v. Planning Practice Note 1 (PPN1).

Declaration

10. I have made all the inquiries that I believe are desirable and appropriate and no matters of significance, which I regard as relevant, have to my knowledge been withheld from the Panel.



David Helms
13 March 2020

2 Summary of my opinions

Overview of process

11. The heritage controls, guidelines and policy proposed by the Amendment for the Marina have been informed by a two-stage process in accordance with the *Australia ICOMOS Burra Charter*:
 - i. The output of the first stage was the *St Kilda Marina Heritage Assessment* (the *Heritage Assessment*), which provides an understanding of the heritage significance of the Marina.
 - ii. The output of the second stage was the *St Kilda Marina Heritage Impact Assessment* (the *Heritage Impact Assessment*), which was used to develop policy for the Marina.
12. Together, these two reports are the basis for the proposed heritage controls, guidelines and policies, which comprise:
 - i. The extension of HO187 to include the whole of the Marina site.
 - ii. A revised Citation 2057 for the Marina in the *Port Phillip Heritage Review*, which includes a statement of significance, and specific management and development guidelines.
 - iii. Specific heritage provisions within the DPO2.
 - iv. An incorporated document, providing permit exemptions from the provisions of the HO for minor buildings, works and demolition, and for buildings, demolition or works carried out in accordance with a development plan approved under the DPO2.
13. The preparation of a development plan in accordance with the DPO2 will, in effect, fulfil Stage 3 of the *Burra Charter* process, which is to manage in accordance with the controls and policies set out in the revised heritage citation, the specific heritage provisions of DPO2, Council's heritage policy and the HO itself.

Proposed extension of HO187

14. The *Heritage Assessment* is a comprehensive analysis of the heritage values of the Marina, which provides a sound basis for the application of heritage controls.
15. I support the proposed extension of HO187 over the whole of the Marina, as:
 - i. The local significance of the Marina justifies inclusion in the HO in accordance with PPN1.
 - ii. It will ensure that all the significant features associated with the Marina are included within the heritage overlay. This approach is consistent with PPN1.
 - iii. It will ensure the setting of the Marina is considered in the future development of the site in accordance with PPN1.

Revised Citation 2057

16. The revised Citation 2057 for the Marina is an appropriate translation of the information contained in the *Heritage Assessment* and the *Heritage Impact Assessment* and will provide a sound basis for future decision making in relation to heritage.

DPO2 heritage provisions

17. In my opinion, in Area 1 and Area 2 it would be desirable to reduce the maximum building height or introduce additional 'Specific requirements' or 'Development outcomes' to reduce the potential building scale and mass. The objective should be to:
- i. Maintain a clear hierarchy of built form, which ensures the dry boat storage (whether the existing, or a new building) remains most prominent and visible feature within the Marina complex.
 - ii. Ensure the buildings within Area 1 and Area 2 do not become visually dominant elements within the Marina complex.
18. Subject to the above changes it is my opinion that the proposed DPO2 controls will ensure appropriate consideration of cultural heritage as part of the approval of the development plan by:
- i. Specifically identifying the need to consider the revised Citation 2057 and for future interpretation, management and maintenance of heritage features to mitigate potential heritage impacts.
 - ii. Ensuring that new development responds to the significant features and other characteristics such as views and vistas.
 - iii. Enabling suitable development that ensures the on-going viability of the significant marina use.

Permit exemptions incorporated document

19. The incorporated document is an appropriate mechanism to exempt minor buildings and works that will not impact upon the significance of the place.
20. The proposed exemption for demolition, buildings and works for anything generally in accordance with a development plan approved under DPO2 is appropriate as in my opinion the provisions of DPO2 (subject to the changes outlined above) in conjunction with the revised Citation 2057 will ensure appropriate consideration of cultural heritage as part of the approval of the development plan.

Response to submissions

21. The key issues raised by the submissions may be summarised as:
- i. The proposed maximum building heights would visually dominate heritage buildings and block significant views (Submission 8, 19, 20).
 - ii. The proposed maximum building heights are contrary to the recommendations of the *St Kilda Marina Heritage Assessment* (Submission 8).
 - iii. Maximum building heights should be reduced (Submission 8, 14, 19, 20, 25, 36-128).
 - iv. Questions/does not support the heritage significance of the Marina as a whole and buildings/structures within it, particularly because of the poor condition of several features (Submission 12, 17, 31).
 - v. New development should 'match the current heritage of the Marina' or be respectful of it (Submission 14, 16, 25, 26, 32, 35).

- vi. Heritage controls could result in unnecessary objections, while the SUZ4 and DPO2 could 'undermine the value of most of the significant features' (Submission 31).
 - vii. Heritage controls should allow for replacement of buildings including the Beacon (Submission 17).
 - viii. Supports the proposed extension of HO187 to include the whole of the Marina (Submission 30, 34, 36-128).
22. Overall, as discussed above, I believe the development controls proposed by the Amendment are appropriate in relation to heritage.
23. However, I agree the proposed building height and envelope requirements set out in Table 1 of DPO2 specifically for Area 1 and Area 2 could result in development that would adversely impact upon the heritage significance of the Marina.
24. In my opinion the 'blanket' application of a two-storey height limit across the whole of the Marina is not justified or warranted as requested by some submissions; however, as discussed in paragraph 17 in Area 1 and Area 2 I believe it would be desirable to reduce the maximum building height or introduce additional 'Specific requirements' or 'Development outcomes' to reduce the potential building scale and mass, as described in paragraph 17.

Conclusions

25. In summary, it is my opinion that the heritage controls and policy proposed by Amendment C171:
- i. Have been developed in an appropriate manner, using a process that followed the principles of the *Burra Charter* and is consistent with PPN1.
 - ii. Subject to the specific changes outlined above, will provide a sound basis to ensure the heritage significance of the Marina is appropriately considered as part of the approval of the development plan.

3 Amendment C171 heritage controls

Overview of process

26. The heritage controls, guidelines and policy proposed by the Amendment have been informed by a two-stage process in accordance with the *Australia ICOMOS Burra Charter*:
- i. The output of the first stage was the *St Kilda Marina Heritage Assessment* (the *Heritage Assessment*), which provides an understanding of the heritage significance of the Marina.
 - ii. The output of the second stage was the *St Kilda Marina Heritage Impact Assessment* (the *Heritage Impact Assessment*), which was used to develop policy for the Marina.
27. As well as an assessment of significance, section 1.3.2 of the *Heritage Assessment* sets out future management guidelines that identifies the continuation of the marina use as a key objective and encourages the retention of buildings and features of primary significance including the dry boat storage buildings. In my opinion, these guidelines are based primarily on consideration of the heritage significance of the place.
28. The *Heritage Assessment* was one of several technical reports prepared by Council which evaluated the environmental, economic and social opportunities and constraints associated with the future use and development of the Marina. In addition, Council obtained advice from Urbis¹ about contemporary marine recreation and dry boat storage, which in summary concluded:
- i. The current dry store sheds catered for boats up to 6m in length, which was typical at the time the Marina was developed. Current research indicates that approximately 60% of boats are up to 5m and the majority of these are stored at personal premises.
 - ii. Nearly 40% of registered boats now range between 6 and 12m and this trend is expected to increase.
 - iii. Fully enclosed facilities are now preferred as they provide a range of benefits including increased security, full weather protection, and improved, safer and more efficient working conditions for operations staff.
29. This advice, and other technical reports that assessed the condition of the dry boat storage, strongly indicated that if the Marina use was to continue and remain viable then demolition and replacement of the dry storage buildings would be required.
30. With this in mind, Council commissioned the *Heritage Impact Assessment*, which considered a concept level site development option for the Marina that envisaged the demolition of all of the structures on the site including the dry boat storages and
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¹ *Heritage Impact Statement*, p.12

replacement with new facilities. The harbour would remain and the use as a working marina would continue.

31. In assessing the concept, the *Heritage Impact Assessment* considered the findings of the *Heritage Assessment*, as well as the other technical documents that had been prepared for Council including the dry boat storage advice referred to in paragraph 28.
32. Mitigating factors noted by the *Heritage Impact Assessment* include:
- i. That the dry boat storages are no longer fit for purpose, as they are not enclosed and cannot accommodate boats larger than 6m.
 - ii. The site's use as a recreational marina with wet and dry boat storage would continue.
 - iii. The harbour, which is an original feature of primary significance, would remain as a central part of the Marina.
33. Having regard to the above, the *Heritage Impact Assessment* concluded that the potential effects on the heritage significance of the place could be mitigated by:
- i. Interpretation such as plaques, display panels and publications such as brochures.
 - ii. Recording of the removed buildings or infrastructure using photographs and drawings.
 - iii. The replacement of the dry boat storage in the same location in a new building, which has potential to be designed with clear reference to the functional, compositional and architectural principals underlying the original buildings.
34. Together, these two reports are the basis for the proposed heritage controls, guidelines and policies, which comprise:
- i. The extension of HO187 to include the whole of the Marina site.
 - ii. A revised Citation 2057 for the Marina in the *Port Phillip Heritage Review*, which includes a statement of significance, and specific management and development guidelines.
 - iii. Specific heritage provisions within the DPO2, which requires the preparation of a development plan for the Marina that (amongst other things) includes a heritage impact assessment explaining how the development plan responds to the cultural heritage significance of the Marina.
 - iv. An incorporated document, providing permit exemptions from the provisions of the HO for minor buildings, works and demolition, and for buildings, demolition or works carried out in accordance with a development plan approved under the DPO2.
35. The preparation of a development plan in accordance with the DPO2 will, in effect, fulfil Stages 2 and 3 of the *Burra Charter* process, which is to develop a management plan and manage in accordance with the controls and policies set out in the revised heritage citation, the specific heritage provisions of DPO2, Council's heritage policy and the HO itself.

Proposed extension of HO187

36. The *Heritage Assessment* is a comprehensive analysis of the heritage values of the Marina, which provides a sound basis for the application of heritage controls. In accordance with PPN1 it includes:
- i. A detailed history derived from primary and secondary sources, as well as interviews with two key people involved in its creation: the architect, Don Hendry Fulton, and Peter Horman, former managing director of the International Group, which developed the Marina.
 - ii. A site description describing the overall planning, harbor and related infrastructure, buildings and other features.
 - iii. A comprehensive comparative analysis that considers the Marina within the context of development of marinas in Victoria and 'Modern American-style marinas' in Australia, the introduction to Australia of dry boat storage and the work of Don Hendry Fulton.
 - iv. An assessment against the Hercon criteria.
 - v. A statement of significance.
37. The *Heritage Assessment* concludes the Marina satisfies the threshold for local significance and recommends the application of the HO to the entire site.
38. I support the proposed extension of HO187 over the whole of the Marina, as:
- i. The local significance of the Marina clearly justifies inclusion in the HO in accordance with PPN1.
 - ii. It will ensure that all the significant features associated with the Marina are included within the HO. This approach is consistent with PPN1.
 - iii. It will ensure the setting of the Marina is considered in the future development of the site in accordance with PPN1.

Revised Citation 2057

39. The revised Citation 2057 for the Marina replaces the existing citation, which is limited to the Beacon only and contains limited information.
40. The revised Citation 2057 is derived from the *Heritage Assessment* and the *Heritage Impact Assessment*:
- i. The history, description and statement of significance are the same as in the *Heritage Assessment*, with minor edits (See Attachment 2 which shows the changes).
 - ii. With a view to brevity the comparative analysis includes only the information under the 'Conclusion' sub-headings in the *Heritage Assessment*, which provide a concise summary of the findings.
 - iii. The guidelines are based upon the findings and recommendations of the *Heritage Assessment* and the *Heritage Impact Assessment*.
41. The guidelines in the revised Citation 2057 will be applied in conjunction with Council's local heritage policy at Clause 22.04, which provides general policies in relation to demolition, alterations and additions and new development.

42. Clause 22.04 strongly discourages complete demolition of heritage places and, because of this, the guidelines in the revised citation specifically anticipate the demolition of the dry storage buildings and replacement of the wet berths and describe how new development can mitigate these impacts.
43. In my opinion, the revised Citation 2057 for the Marina is an appropriate translation of the information contained in the *Heritage Assessment* and the *Heritage Impact Assessment* and will provide a sound basis for future decision making in relation to heritage.

DPO2 heritage provisions

44. The proposed DPO2 includes the following objectives, provisions and requirements specifically in relation to heritage:
- i. The objective: *To ensure development respects and enhances the marina's cultural and heritage significance.*
 - ii. The principles and objectives set out in section 4.0 in relation to *Character and built form, and Open space and public realm.*
 - iii. *Specific requirements and Development outcomes* set out in Table 1 in relation to protection and enhancement of views and sightlines including the visual prominence of the Beacon.
 - iv. The requirement for a *Heritage impact assessment* explaining how the development plan responds to the heritage significance of the Marina and which:
 - Responds to the guidelines in the revised Citation 2057.
 - Identifies how the site heritage is to be interpreted in future development.
 - Provides guidance on the ongoing maintenance and management of the heritage places to be retained.
 - Identifies the scale, form and location of any new buildings or structures will ensure the prominence of the Beacon' as a local landmark is respected and maintained.
45. I understand the 15m maximum building height in Area 3 is required to accommodate a new dry boat storage that meets current standards, and, in my opinion, this is appropriate, as it will support the viability of the Marina use.
46. However, I question whether the proposed 12m maximum height limit in Area 1 (along the Marine Parade frontage) is appropriate as:
- i. The original Marina layout included only one single-storey building (now the Great Provider) along the Marine Parade frontage. This established a clear hierarchy of built form, which ensured the current dry boat storage buildings were the most prominent and visible feature within the complex.
 - ii. The proposed 12m height limit would be only 3m less than the dry boat storage building. Even if a building of this height was limited to only 50% of the frontage as required by the DPO2 I believe this would not provide sufficient contrast in scale to the dry boat storage buildings, which in my opinion, should continue to remain the most prominent building on the site.

47. For similar reasons I am also concerned about the potential impacts of a building within the envelope defined for Area 2 in terms of the potential scale and mass.
48. In my opinion, in Area 1 and Area 2 it would be desirable to reduce the maximum building height or introduce additional 'Specific requirements' or 'Development outcomes' to reduce the potential building scale and mass. The objective should be to:
- i. Maintain a clear hierarchy of built form, which ensures the dry boat storage (whether the existing, or a new building) remains most prominent and visible feature within the Marina complex.
 - ii. Ensure the buildings within Area 1 and Area 2 do not become visually dominant elements within the Marina complex.
49. Subject to the above changes it is my opinion that the proposed DPO2 controls will ensure appropriate consideration of cultural heritage as part of the approval of the development plan by:
- i. Specifically identifying the need to consider the revised Citation 2057 and for future interpretation, management and maintenance of heritage features to mitigate potential heritage impacts.
 - ii. Ensuring that new development responds to the significant features and other characteristics such as views and vistas.
 - iii. Enabling suitable development that ensures the on-going viability of the significant marina use.

Permit exemptions incorporated document

50. The incorporated document is an appropriate mechanism to exempt minor buildings and works that will not impact upon the significance of the place.
51. The proposed exemption for demolition, buildings and works for anything generally in accordance with a development plan approved under DPO2 is also appropriate as in my opinion the provisions of DPO2 (subject to the changes outlined above) in conjunction with the revised Citation 2057 will ensure appropriate consideration of cultural heritage as part of the approval of the development plan.

4 Response to submissions

52. The table in Attachment 1 provides my response to each submission that specifically identifies heritage as an issue. The key issues raised by the submissions may be summarised as:

- i. The proposed maximum building heights would visually dominate heritage buildings and block significant views (Submission 8, 19, 20).
- ii. The proposed maximum building heights are contrary to the recommendations of the *St Kilda Marina Heritage Assessment* (Submission 8).
- iii. Maximum building heights should be reduced (Submission 8, 14, 19, 20, 25, 36-128).
- iv. Questions/does not support the heritage significance of the Marina as a whole and buildings/structures within it, particularly because of the poor condition of several features (Submission 12, 17, 31).
- v. New development should 'match the current heritage of the Marina' or be respectful of it (Submission 14, 16, 25, 26, 32, 35).
- vi. Heritage controls could result in unnecessary objections, while the SUZ4 and DPO2 could 'undermine the value of most of the significant features' (Submission 31).
- vii. Heritage controls should allow for replacement of buildings including the Beacon (Submission 17).
- viii. Supports the proposed extension of HO187 to include the whole of the Marina (Submission 30, 34, 36-128).

Building heights and development controls

53. Overall, I believe the development controls proposed in DPO2 will ensure appropriate consideration of cultural heritage as part of the approval of the development plan.

54. However, I agree the proposed building height and envelope requirements set out in Table 1 of DPO2 specifically for Area 1 and Area 2 could result in development that would adversely impact upon the heritage significance of the Marina.

55. In my opinion the 'blanket' application of a two-storey height limit across the whole of the Marina is not justified or warranted as requested by some submissions.

56. However, as discussed in paragraphs 44-49 in Area 1 and Area 2 I believe it would be desirable to reduce the maximum building height or introduce additional 'Specific requirements' or 'Development outcomes' to reduce the potential building scale and mass.

Heritage significance of the Marina

57. In my opinion the *Heritage Assessment* clearly establishes the local significance of the Marina and justifies the application of the HO to the whole of the site. In relation to specific issues raised by submissions:

- i. The condition of buildings is not a determining factor when assessing heritage significance unless the building is so derelict that the application of the HO would be unwarranted.

- ii. While the southern dry boat storage building has been altered and extended at the south end, it otherwise remains intact and justifies inclusion in the HO.
- iii. The condition of buildings or features is a consideration in future management and the proposed guidelines in the revised Citation 2057 allow for demolition of significant features if it will support the continued viability of the marina and form part of a master-planned approach to redevelopment.

Heritage controls and policy

58. In my opinion:

- i. The revised Citation 2057 in conjunction with Council's heritage policy and the specific heritage provisions of DPO2 (subject to the changes discussed in paragraphs 44-49) will ensure appropriate consideration of cultural heritage as part of the approval of the development plan.
- ii. The incorporated document will avoid the need for unnecessary permits under the HO and is consistent with PPN1.

5 David Helms – qualifications & experience

B App Sci (Urban & Regional Planning), Grad Dip (Heritage Planning & Management)

I am a strategic planner with over twenty-five years experience, and now specialise in cultural heritage planning and management. I have worked in a variety of local and state government and private organisations in Melbourne, Sydney and regional Victoria. As a strategic and statutory planner who has also undertaken numerous cultural heritage studies, I combine my knowledge of cultural significance with a clear understanding of how heritage studies may be most effectively translated into practical planning controls, policies and guidelines that are easy to understand and use.

Heritage studies

I have prepared numerous municipal heritage studies and reviews in my own practice or in collaboration with Context Pty Ltd including:

- ▶ Baw Baw Shire: *Baw Baw Shire Heritage Study* (2011).
- ▶ Cardinia Shire: *Cardinia Shire Heritage Review* (2010), *St James Estate Comparative Heritage Study* (2014), *Pakenham Structure Plan Heritage Review* (2018).
- ▶ Casey City: *Casey Heritage Study* (2004).
- ▶ Darebin City: *Darebin Heritage Study* (2010).
- ▶ Latrobe City: *Latrobe City Heritage Study* (2010).
- ▶ Manningham City: *Manningham Heritage Study Review* (2005).
- ▶ Mitchell Shire: *Mitchell Shire Heritage Amendment: Review of heritage precincts* (2012), *Mitchell Shire Stage 2 Heritage Study Review* (2013), *Wandong & Heathcote Junction Heritage Review* (2016), *Mitchell Shire Heritage Anomalies Review* (2018).
- ▶ Moonee Valley City: *Moonee Valley Gap Heritage Study Review* (2009), *Review of HO precincts* (2011), *Moonee Ponds Activity Centre Heritage Assessment* (2011), *Moonee Valley Racecourse Heritage Assessment* (2012), *Moonee Valley Racecourse Conservation Management Plan* (2014), *Heritage Overlay Review* (2014), *Post-war Thematic Precincts heritage Study* (2014), *Moonee Valley Heritage Study* (2015) and the *Moonee Valley Heritage Study* (2018- currently underway).
- ▶ Moreland City: *Moreland Local Heritage Places Review* (2009), *Moreland North of Bell Street Heritage Study* (2010), *Moreland Heritage Study Review* (2017).
- ▶ Mornington Peninsula Shire: *Ranelagh Estate Conservation Management Plan* (2009), *Mornington Peninsula Heritage Review: Area 1 – Mt Eliza, Mornington & Mt Martha* (2011).
- ▶ Murrindindi Shire: *Murrindindi Shire Heritage Study* (2010).
- ▶ Port Phillip City: *Heritage assessment of four places in the City of Port Phillip* (2005), *City of Port Phillip HO6 Precinct Heritage Review* (2016).
- ▶ South Gippsland Shire: *South Gippsland Shire Heritage Study* (2002), *South Gippsland Amendment C92 Heritage Citations* (2014).
- ▶ Yarra City: *Review of 17 Precincts* (2014), *Heritage Gap Study*, *Review of Central Richmond* (2014), *Heritage Gap Study: Review of Johnson Street East* (2016).
- ▶ Yarriambiack Shire: *Yarriambiack Shire Heritage Study* (2014).

My other projects for Context Pty Ltd included heritage assessments and heritage impact analysis for the Regional Fast Rail project (Latrobe and Bendigo lines), the *Royal*

Exhibition Buildings & Carlton Gardens Conservation Management Plan (in association with Lovell Chen), and the *Yan Yean Water Supply System Conservation Management Plan* and the *Regional Water Supply Heritage Study*, both for Melbourne Water and Heritage Victoria and *Homeward: the Thematic History of Public Housing in Victoria* for the Department of Human Services.

Summary list of Planning Panel expert witness appearances

I have appeared as expert witness or Council advocate at many planning panel hearings in relation to heritage amendments, mostly recently for Yarra City Council (expert witness) in relation to Amendment C231, Port Phillip City Council (expert witness) for Amendment C142, Moreland City Council (expert witness) in relation to Amendment C174, Cardinia Shire Council (advocate) for Amendment C242, and Melbourne City Council (expert witness) for Amendment C258.

My other appearances before planning panels (expert witness except as noted) include Amendment C5 to the Port Phillip Planning Scheme (advocate), Amendments C17 and C34 (Part 2) to the Hobsons Bay Planning Scheme (advocate), Amendment C80 (Part 2) to the Casey Planning Scheme, Amendment C50 to the Greater Shepparton Planning Scheme, Amendment C26 Part 1 to the Wellington Planning Scheme, Amendments C68 and C108 Part A to the Darebin Planning Scheme, Amendment C14 to the Latrobe Planning Scheme, Amendments C117 and C163 to the Stonnington Planning Scheme, Amendments C86 and C90 to the Baw Baw Planning Scheme, Amendments C129 and C134 to the Moreland Planning Scheme, Amendment C77 to the Banyule Planning Scheme, Amendment C56 to the Mitchell Planning Scheme, Amendments C173 and C183 to the Yarra Planning Scheme, and Amendment C109, the Advisory Committee Hearing for Amendments C120 & C124, Amendment C143, Amendment C144 and Amendment C164 to the Moonee Valley Planning Scheme.

Attachment 1 – Response to submissions

Submission nos.	Summary of heritage issues	Response to submission	Recommendation
8	<p>A 12m height control would result in development that would visually dominate the significant heritage buildings and block views and is contrary to the recommendations of the <i>St Kilda Marina Heritage Assessment</i>.</p> <p>Requests that maximum heights:</p> <ul style="list-style-type: none"> • In the southern and western development zones not exceed two stories or 7m maximum height so the dry boat storage sheds continue to present as clearly the tallest buildings on the site. • Along Marine Parade and in the eastern development zone not exceed 4m or one storey in height to retain views to significant heritage features. 	<p>I agree the proposed maximum building height and envelope requirements set out in Table 1 of DPO2 specifically for Area 1 and Area 2 could result in development that would adversely impact upon the heritage significance of the Marina.</p> <p>In Area 1 and Area 2 I believe it would be desirable to reduce the maximum building height or introduce additional ‘Specific requirements’ or ‘Development outcomes’ to reduce the potential building scale and mass.</p>	Refer to paragraphs 44-49 of this statement of evidence
12	<p><i>Comments on the heritage value of the site needs verification. The beacon is in need of major repair as the fibre glass is in disrepair and is constructed on a wooden frame. The dry boat stack building is in major disrepair. The steel framework is corroded and the seaside brickwork is in need of complete replacement as most of the mortar has been patch or is currently removed by the weather. The complex is 50 years old and in disrepair. How can these buildings be of heritage value?</i></p>	<p>The <i>St Kilda Marina Heritage Assessment</i> clearly establishes the local significance of the Marina.</p> <p>The condition of buildings is not a determining factor when assessing heritage significance unless the building is so derelict that the application of the HO would be unwarranted.</p>	No change to Amendment C171.
14	<p><i>Any redevelopment ... must match the current heritage of the marina. And not exceed the heights of two stories only.</i></p>	<p>I agree the proposed maximum building height and envelope requirements set out in Table 1 of DPO2 specifically for Area 1 and Area 2 could result in development that would adversely impact upon the heritage significance of the Marina.</p>	Refer to paragraphs 44-49 of this statement of evidence

Submission nos.	Summary of heritage issues	Response to submission	Recommendation
		In Area 1 and Area 2 I believe it would be desirable to reduce the maximum building height or introduce additional 'Specific requirements' or 'Development outcomes' to reduce the potential building scale and mass.	
15	The building height of 12m is not sympathetic to the low-rise built environment and does not show respect for the distinctive forms and landmark qualities of the Marina.	I agree the proposed maximum building height and envelope requirements set out in Table 1 of DPO2 specifically for Area 1 and Area 2 could result in development that would adversely impact upon the heritage significance of the Marina. In Area 1 and Area 2 I believe it would be desirable to reduce the maximum building height or introduce additional 'Specific requirements' or 'Development outcomes' to reduce the potential building scale and mass.	Refer to paragraphs 44-49 of this statement of evidence
16	Any new structures in the marina must match the current heritage of the marina.	In my opinion the revised Citation 2057 in conjunction with Council's heritage policy and the specific heritage provisions of DPO2 will ensure appropriate consideration of cultural heritage as part of the approval of the development plan.	No change to Amendment C171.
17	<i>It is submitted that the proposed heritage provisions should be rejected. They are based on the false premise that the dry boat storage, the finger piers and the beacon are 'substantially intact' (Built Heritage, 2018, Section 3.2.1). (a) The dry boat storage building is not 'structurally intact'. It has reached the end of its life and must be replaced. (b) The dry boat storage is not 'functionally intact'. It is based on old technology which has been replaced in modern marinas.</i>	The <i>St Kilda Marina Heritage Assessment</i> clearly establishes the local significance of the Marina. The condition of buildings is not a determining factor when assessing heritage significance unless the building is so derelict that the application of the HO would be unwarranted. The guidelines in the revised Citation 2057 and the heritage provisions in the DPO2 encourage a high-quality design outcome consistent with the original aspirations for the Marina, and will ensure appropriate consideration of cultural heritage as part of the approval of the development plan.	No change to Amendment C171.

PORT PHILLIP PLANNING SCHEME AMENDMENT C171

Submission nos.	Summary of heritage issues	Response to submission	Recommendation
	<p><i>(c) The marina is not 'legally intact'. It manifestly fails to comply with modern standards laid down in the Code (Australian Standard 3962 – 2001 Guidelines for design of marinas). There is no indication that the heritage consultant has considered this.</i></p> <p><i>(d) The marina is not 'environmentally intact'. The idea behind the existing marina was that the water pollution would be cleared by tidal action. The outgoing tide would create a whirlpool effect that would flush out the pollution. This has not been successful. There is no indication that the heritage consultant has considered this.</i></p> <p><i>The current marina, built in the 1960s, was intended to be 'the largest and best facility of its type yet projected in Australia' (Built Heritage, 2018). We would be honouring its heritage if we had the same aspirations for the new marina. We should aim at building 'the best facility of its type in Australia'.</i></p> <p><i>The heritage provisions should allow replacement of the Beacon.</i></p>	<p>Replacement of the Beacon is not supported, as it is a feature of primary significance and there is no reason why it should be removed.</p>	
19	<p><i>The proposed changes will block out the bay/sea views and marina views and parkland view that the local residents have. The views are an amenity of the residences in the local area. The view is heritage but the proposed buildings on Marine Parade will diminish this and one will not be able to see the Beacon while walking or driving north along Marine Parade from Dickens Street.</i></p> <p><i>Any redevelopment of the Marina must match the current heritage of the Marina and not exceed the height of two stories only.</i></p>	<p>I agree the proposed maximum building height and envelope requirements set out in Table 1 of DPO2 specifically for Area 1 and Area 2 could result in development that would adversely impact upon the heritage significance of the Marina.</p> <p>In Area 1 and Area 2 I believe it would be desirable to reduce the maximum building height or introduce additional 'Specific requirements' or 'Development outcomes' to reduce the potential building scale and mass.</p>	<p>Refer to paragraphs 44-49 of this statement of evidence</p>
20	<p>Objects to the proposed height limit of 12m as (amongst other things):</p>	<p>I agree the proposed maximum building height and envelope requirements set out in Table 1 of DPO2</p>	<p>Refer to paragraphs 44-49 of this</p>

STATEMENT OF EVIDENCE

Submission nos.	Summary of heritage issues	Response to submission	Recommendation
	<i>It would be difficult to accommodate a number of four story buildings, (or structures), without visually detracting from heritage listed structures and without compromising mandatory views detailed on the DPO Concept Plan.</i>	specifically for Area 1 and Area 2 could result in development that would adversely impact upon the heritage significance of the Marina. In Area 1 and Area 2 I believe it would be desirable to reduce the maximum building height or introduce additional 'Specific requirements' or 'Development outcomes' to reduce the potential building scale and mass.	statement of evidence
25	<i>Any redevelopment of the marina must match the current heritage of the marina. And not exceed two stories in height.</i>	I agree the proposed maximum building height and envelope requirements set out in Table 1 of DPO2 specifically for Area 1 and Area 2 could result in development that would adversely impact upon the heritage significance of the Marina. In Area 1 and Area 2 I believe it would be desirable to reduce the maximum building height or introduce additional 'Specific requirements' or 'Development outcomes' to reduce the potential building scale and mass.	Refer to paragraphs 44-49 of this statement of evidence
26	<i>Any new structures in the marina must match the current heritage of the marina.</i>	In my opinion the revised Citation 2057 in conjunction with Council's heritage policy and the specific heritage provisions of DPO2 will ensure appropriate consideration of cultural heritage as part of the approval of the development plan.	No change to Amendment C171.
30	<i>We support the extension of the heritage overlay, Extension to HO187 to the entire site recognises the cultural heritage of the place. This may prove challenging for HV judgement of appropriate 'fit' and quality of contemporary buildings, so a process for judgement of heritage / contemporary excellence needs to be detailed.</i>	Noted.	No change to Amendment C171.
31	<i>Provide more comprehensive heritage protection based on the available Heritage Assessment.</i>	The <i>St Kilda Marina Heritage Assessment</i> clearly establishes the local significance of the Marina and this	No change to Amendment C171.

PORT PHILLIP PLANNING SCHEME AMENDMENT C171

Submission nos.	Summary of heritage issues	Response to submission	Recommendation
	<p><i>I'm concerned about 2 aspects of the more comprehensive heritage protection proposed.</i></p> <p><i>The lighthouse is the most prominent and important structure and is presently heritage protected. The heritage review highlights a few other heritage marina features of high significance particularly the marina excavation, and dry storage buildings and notes many other questionable marina features of high significance.</i></p> <p><i>The SUZ4 and Development Plan Overlay seem to undermine the value of most of the significant heritage features with the light house the only exception.</i></p> <p><i>It appears to me that all other structures can be demolished including the highly significant dry storage buildings.</i></p> <p><i>The 2nd concern is that the extended Heritage Review may open the developer and council to unnecessary extended objections when most marina heritage features are questionable.</i></p>	<p>is reflected in the revised Citation 2057 and the application of HO187 to the whole of the site.</p> <p>In my opinion the revised Citation 2057 in conjunction with Council's heritage policy and the specific heritage provisions of DPO2 will ensure appropriate consideration of cultural heritage as part of the approval of the development plan.</p> <p>The Permit Exemptions incorporated document will avoid the need for unnecessary permits under the HO. This approach is consistent with PPN1.</p>	
32	<p><i>I believe that all new structures in the marina should to be respectful of the heritage of the marina as well as adhere to the existing design overlay (pitched roof etc) applied to the Marine Parade area.</i></p>	<p>In my opinion the revised Citation 2057 in conjunction with Council's heritage policy and the specific heritage provisions of DPO2 will ensure appropriate consideration of cultural heritage as part of the approval of the development plan.</p>	<p>No change to Amendment C171.</p>
34	<p>Supports the extension of HO187 to cover the entire Marina site.</p>	<p>Noted.</p>	<p>No change to Amendment C171.</p>
35	<p><i>Any new structures in the marina must match the current heritage of the marina.</i></p>	<p>In my opinion the revised Citation 2057 in conjunction with Council's heritage policy and the specific heritage provisions of DPO2 will ensure appropriate consideration of cultural heritage as part of the approval of the development plan.</p>	<p>No change to Amendment C171.</p>
36-128	<p>Submissions 36-128 are identical submissions prepared by a consultant on behalf of individuals. In relation to</p>	<p>I agree the proposed maximum building height and envelope requirements set out in Table 1 of DPO2</p>	<p>Refer to paragraphs 44-49 of this</p>

Submission nos.	Summary of heritage issues	Response to submission	Recommendation
	heritage the submission is 'generally supportive' of the amendment including amending the Heritage Overlay Schedule. However, it does suggest reductions in building height and other changes to 'provide greater certainty and clarity around the height, scale and layout of future buildings and structures within	specifically for Area 1 and Area 2 could result in development that would adversely impact upon the heritage significance of the Marina. In Area 1 and Area 2 I believe it would be desirable to reduce the maximum building height or introduce additional 'Specific requirements' or 'Development outcomes' to reduce the potential building scale and mass.	statement of evidence

Attachment 2 – Citation 2057 showing edits

Yellow highlights indicate text that has been added or amended. See notes for an explanation.

City of Port Phillip Heritage Review

Place name: St Kilda Marina
Other names: Beacon

Citation No:
2057



Address: Marine Parade, St Kilda

Heritage Precinct: None

Category: Recreation: Marina

Heritage Overlay: HO187

Style: Post-war

Graded as: Significant

Constructed: 1966-1970

Victorian Heritage Register: No

Designer: Don Hendry Fulton

Amendment: C29, C171

Comment: Revised citation

Significance

What is significant?

Mooted by the local council in 1961 and developed by private enterprise from 1967-69, the St Kilda Marina occupies 20 acres between Marine Parade and the bay. It comprises a seven-acre harbour, six buildings designed by Don Fulton as part of the 1967 masterplan, and some later additions.

The significant fabric is defined as the extent of the original development, comprising the harbour and its infrastructure, two dry boat storage buildings, pilot beacon, former amenities block (now *Great Provider*), original fibreglass benches, substation and toilet block. Canary Island date palms, added in the 1980s, contribute to the setting.

Other buildings, structures and features added since the early 1970s and alterations and additions to the above buildings and features are of little or no significance.

How is it significant?

The St Kilda Marina is of local historic, architectural, technical and aesthetic significance to the City of Port Phillip.

Why is it significant?

The marina is significant at the local level for associations with the post-war boom of recreational boating, a sub-set of the broader recurring theme of maritime activity in the municipality. It is also associated with the

similarly strong and recurring theme of council-initiated improvements to public recreational facilities along the foreshore (*Criterion A*).

The marina is significant as a unique example of purpose-built marina that was developed from scratch as a cohesive and self-contained facility. Certain individual components of the marina, namely the excavated marina harbour, dry boat storage buildings and pilot beacon, were highly innovative at the time of construction and remained uncommon until more recently (*Criterion B*).

The marina is significant as a representative example of a modern marina complex, demonstrating the principal characteristics of the typology as typified by the latest American prototypes of the day that were investigated (and visited) in preparation for the design (*Criterion D*).

The marina is significant for the distinctive expression of some of its components, notably the two dry boat storage building, with iconic zigzag roofs (symbolic of ocean waves) and the pilot beacon, with polygonal plan and bell-cast shaft. All three structures have landmark qualities as distinctive and prominent elements on the foreshore landscape, visible also from sea (*Criterion E*).

The marina is significant for the creative achievement in designing a modern marina complex along the latest American lines. It also demonstrated technical achievement in the adaptation of dry boat storage technology (including a specially-designed forklift), the complex detailing of the zigzag roofs (using custom-made components) and the use of resilient construction materials to minimize weathering from the wind and spray of a harsh coastal site (*Criterion F*).

The marina is significant as a major project by prominent and award-winning Melbourne architect Don Fulton, who went on to undertake other commissions for the City of St Kilda including some beach shelters on the foreshore, and a building for the Elwood Surf Lifesaving Club (*Criterion H*).

Thematic context

Victoria's framework of historical themes

9. Shaping cultural and creative life: 9.1 Participating in sport and recreation

Port Phillip thematic environmental history

7. Government services: 7.4 St Kilda

8. Ways of life: 8.3 St Kilda

History

Early agitations 1959-65

First mooted in 1961 and developed in stages from 1966 to 1970, the St Kilda Marina grew out of the post-war boom of recreational boating in Victoria. The seeds of the project can be traced back to the late 1950s, when several Melbourne businessmen simultaneously formed companies to exploit the rising popularity of boating. In July 1958, entrepreneur Arch Spooner (1910-1986), best known as founder of the Tom Piper canned food empire, formed a company, International Plastics (Australia) Pty Ltd, to manufacture fibreglass boats. A joint venture with an existing British firm, the company built a factory on a 15-acre site at Scoresby and commenced production in mid-1959.

That same year, a group of businessmen headed by Rex Carnegie formed Sports Marine Pty Ltd, a retail venture to sell boats, outboard motors and other equipment. Carnegie and associate Peter Horman travelled to the USA to secure the Australian franchise for Mercury outboards motors, but succeeded only in getting the rights to distribute the products in the eastern states. When Sports Marine opened for business in September 1959, from premises at 683-685 Elizabeth Street, they styled themselves as

“Melbourne’s largest boating centre”. Twelve months later, the thriving business was absorbed into the Stanhill group, overseen by prominent Polish-born entrepreneur Stan Korman. Backed by Korman, the company established a second outlet, in St Kilda, in a grand purpose-built showroom on the Lower Esplanade. When this opened in December 1960, it was reported that the company had also secured the rights to two acres of water, to be developed as “a large marina at the back of the centre”. This, however, did not proceed.

In the early 1960s, these two boating empires thrived in parallel as the pastime became more and more popular. Spooner expanded his activities by forming a new company, International Marine, to import outboard motors. Sports Marine hit a snag in 1962, when a consignment of imported Mercury outboards was not released to them due to concerns about Korman’s financial stability, which had recently taken a turn for the worse. When Korman withdrew, Horman approached Spooner to replace him. As a result, the respective business interests of these friendly rivals were brought together, under the umbrella of a new entity: the International Group. In 1963, this new group finally secured the Australia-wide franchise for Mercury outboards (for a ten-year period) and, the next year, obtained the rights to manufacture American-designed Bertram yachts under license. In February 1964, the group formed another subsidiary, Australian Marinas Pty Ltd, to develop American-style marinas in Victoria and elsewhere. In his capacity of managing director of the International Group, Peter Horman undertook an eight-week tour of the USA, visiting many marinas in many states (including not only the boating hotspots of California and Florida, but also Seattle and elsewhere) and making a study of dry boat storage facilities.

During this period, the local potential for marina development also piqued the interest of Maurice Moran (1907-1988), City Engineer of the City of St Kilda, who would have been well aware of what Sports Marine were doing on the Lower Esplanade. In 1961, Moran returned from his own visit to the USA, full of enthusiasm for the modern boating facilities he saw over there, and began to push for the creation of a council-owned marina in his municipality. At the time, the City of St Kilda and the MMBW were jointly engaged on a scheme to reclaim 40 acres along the foreshore and, in late 1963, the Council sought permission from the Minister of Lands to include a small boat harbour as part of the reclamation project. Initially, ministerial permission was refused due to opposition by local residents, but, after the passing of the *St Kilda Land Act* (1965), the City of St Kilda became empowered to “lease the said land to any person to be used only for the purposes of a marina”. Ultimately, the Council opted to construct only the harbour and boat ramps under its own steam, and leave further development of the site to private enterprise on a leasehold basis

Design and documentation 1966-67

Work on the small boat harbour was nearing completion in late 1966, when it was reported that “the concrete sea walls surrounding the 12-acre stretch of water are in place, and work is going ahead on the three large slipways”. At the mouth of the harbour, special equipment was installed to keep the water free from debris, and, further north, hundreds of tons of sand were laid to form a gentle curve in the coastline, to address local concerns that the marina might disturb currents and cause stagnation of water to adjacent beaches. Moran remained enthusiastic about how the project would further unfold, telling the press that the marina might include a restaurant, petrol station, dining kiosk, telephone and toilet facilities for boat owners, retail and maintenance services, and a jetty for the water police. He concluded that, whatever facilities the marina might ultimately provide, “it would probably set a precedent for foreshore authorities throughout Australia”.

Six months later, on 3 June 1967, the Council called tenders for “leasing (fifty years) of approximately twenty acres of Marine Parade foreshore including 7.62 acres defined boat harbour area . . . for the purpose of developing the area into a power boat marina and associated amenities including petrol filling station, service kiosks, etc”. The tender period was slated to close three months later, on 7 September.

Australian Marinas Pty Ltd wasted no time in preparing a scheme for “the largest and best facility of its type yet projected in Australia”. Almost immediately, Spooner left on an extended tour of marinas in the USA. These included the Long Beach Marina in California, which was later cited as the principal inspiration for

the development at St Kilda. To design it, Spooner engaged leading Melbourne architect Don Fulton, evidently on the strength of his recent work on master-planning mining townships in Queensland. While he had no prior experience in marina design, Fulton had seen examples in California (at San Diego and Marin County, San Francisco) whilst completing post-graduate study there in the early 1950s. Fulton recalls that, with just a few months to prepare the tender, he had limited opportunity to research the typology. Too busy to accompany Spooner on the American tour, Fulton relied on publications that Spooner brought back with him. These presumably included a book entitled *Marinas: Recommendations for Design, Construction & Maintenance*, published in 1961 by the National Association of Engineer & Boat Manufacturers, a New York-based group that Spooner is known to have contacted during his trip.

With Moran's brief requiring a modern American-style marina, and the directors of Australian Marinas already well versed in such facilities, the company's scheme for St Kilda was ambitious to say the least. The harbour was to have seven finger-piers with floating berths for 200 vessels, plus dry boat storage for another 100+ vessels, in two elongated three-level buildings, carefully sited between harbour and bay to form a barrier from harsh winds. One of these buildings would include a service workshop, and the other a 'marina centre' (with boat showroom, provender shop, kiosk and bulk store at ground level, and a 150-seat restaurant and administrative offices above). There would also be refuelling points for boats, an amenities block (with locker rooms, toilets and showers) for visiting mariners, a petrol station for cars and, at entry to the harbor, "an elevated beacon that, with identifiable signal flash, locates the point of entry to the basin".

The company's tender also included further facilities that, while not directly related to boating, would provide commercial, retail and recreational opportunities for mariners and visitors alike, thus ensuring ongoing financial viability. To be developed on vacant land south of the marina proper, these included a sports centre (with gymnasium, squash courts and sauna), convention centre and 50-room motel with glass-walled observation deck and swimming pool. An even more ambitious list of "possible added developments" for that area included a heliport, "seaquarium", wading pond for model boats, museum of Australiana, and a full-scale replica of the *Lady of St Kilda*, the long-lost colonial-era schooner (shipwrecked in 1844) that gave the city its name. According to Don Fulton, these "added developments" were only fleshed out sufficiently for a model to be built; full working drawings were not prepared for the tender.

Of his marina masterplan, Fulton stated that "the fundamental design approach has been to create a series of buildings, each of which, while having an architectural identity expressing its particular function, relates to the other in character, giving a unity to the whole development". Fulton also noted that the buildings would "convey a sense of shelter" as well as "introducing a decorative or festive note" that was deemed appropriate to the recreational nature of the complex. The latter quality was perhaps most clearly expressed in the distinctive zigzag rooflines of the dry boat storage buildings and petrol station, which, as Fulton pointed out, were intended to symbolize ocean waves. More prosaically, all buildings and structures were designed "to embrace adequate means to modify the impact of climactic extremes ... and for protection against the added effects liable from a seaside site".

Construction and completion 1968-69

In January 1968, it was reported that the City of St Kilda had accepted the tender of Australian Marinas Pty Ltd. The project, reportedly worth almost \$2 million, was to be realised in three stages. Stage One, for the wet and dry pens, service station, locker rooms and pilot beacon, was to be finished by August of that year. Stage Two (marina centre, boat display area and sports centre) was slated for completion by June 1969, and Stage Three (convention centre and motel) by September 1970. At that early stage, there was no official word on when (or indeed if) those additional tourist-oriented facilities might be realised.

Work soon commenced on wet pens in the harbour, which consisted of timber-decked floating berths attached to timber poles. Their design, with diagonal decking and canted U-shaped berths, with triangular dock-boxes in each corner, closely echoed American precedents. pontoons, collars and dock-boxes, were done in fibreglass, manufactured at the International Plastics boat-building factory in Scoresby. Despite

being designed to resemble a traditional masonry lighthouse, even the marina's pilot beacon was fabricated in fibreglass at Scoresby.

Construction of the buildings, undertaken by contractors Van Driel Pty Ltd, continued in parallel. In September 1968, it was reported that the marina would be operation before Christmas. A photograph published in November showed that all but two of the finger-piers were finished, and the amenities block and petrol station on Marine Parade were reportedly "nearing completion". An undated photograph held by the National Archives (Figure 1) shows the north dry boat storage building complete, and the south one at framing stage. The zigzag rooflines of these two buildings (and petrol station) required considerable technical expertise, including the use of specially-made flashings, fascias, guttering and concealed downpipes. Aluminium was used extensively, to prevent corrosion from salty spray blown from the bay. Fulton otherwise used a palette of hardwearing, low-maintenance and/or specially treated materials that would be appropriate for such harsh coastal conditions, eschewing painted and cement rendered finishes in favour of face brickwork, baked enamel and metal "subjected to industrial rust-prevention techniques".

As work on the dry boat storage buildings continued, Peter Horman and his technical staff investigated the development of a special forklift with a 'negative lift' capacity (ie, extending below ground level) that would allow boats to be lowered into the water. Rather than importing such a vehicle from the USA, the company designed and built one of their own. Horman confirms this was the first time this had been done in Australia.



Figure 1 - Marina site circa early 1969, showing moorings, one completed dry boat storage building (with another under construction). Note, on far side of harbour, the amenities block, substation and petrol station.

Source: National Archives of Australia

The marina officially commenced operation on 14 December 1968, when the first boats entered the harbor. Newspaper advertisements promoting "the new St Kilda marina" appeared early the following year, although a Certificate of Completion was not formally issued until April 1969. Further unfolding of the three-stage masterplan was waylaid when attempts were made to revise the scheme. In July, it was reported that Spooner had applied to the City of St Kilda for a grant of a further four acres to the south, to

allow the sites of the carpark and future motel to be swapped. However, this proposal met with opposition from residents and councillors alike, and was overruled. While the marina centre had already been completed, the remaining components of Stage Two (ie, boat display area and sports centre) were abandoned, as was all of Stage Three (ie, motel and convention centre). According to Peter Horman, this was due to Spooner's reluctance to deal with the complexities of multiple sub-lessees on a long-term leasehold property.

Occupation and adaption 1969 to date

Before construction of the marina had even started, the City of St Kilda had received more than 700 applications from boat-owners wishing to lease space in either the floating berths or dry boat storage buildings. When the facility opened in December 1968, a spokesman for the International Group stated that "response from boating enthusiasts has been tremendous", predicting that all 200 floating berth spaces, and 250 dry storage spaces, would be full by the following February. In mid- 1969, Spooner told the press that the project "had been a success beyond expectation". By then, the marina was fully operational and several boat-related businesses (such as Parkview Marine) had already taken up tenancy there. In October, the marina became the headquarters of Australia's first water ambulance service, run by the Elwood Lifesaving Club.

During its initial phase of operation, the marina garnered much publicity, with reports in daily and local newspapers, and industry sources such as *Modern Boating* magazine. In August 1969, it was written up in *Wood World*, journal of the Tasmanian Timber Association, which drew attention to the noted use of "180,000 feet of radiata pine, pressure treated with chrome arsenic salts" for the pier decking. In early 1970, the technical innovations of the zigzag roofs were reported in the Sydney-based magazine, *Building*. Later that year, the pilot beacon caught the attention of the editor of *Architect* journal, who affably mocked its traditional design as a "late bit of lunacy". Admittedly, the beacon had remained inoperative since the developers failed in their attempts to secure permission for it to operate as a true navigation beacon.³³ Despite this, the beacon soon became something of a landmark in its own right, and was used as a visual marker by mariners who had hitherto relied on St Kilda's high-rise flats as reference points along the coastline.

Several changes have been made to the marina complex over the past few decades. In the early 1980s, Canary Island date palms were added as part of a broader tree-planting scheme (designed for the City of St Kilda by Tract Consultants) to beautify the St Kilda foreshore along Lower Esplanade and Marine Parade. Around 1981, the bistro at the south end of the marina centre was taken over by new owners and renovated to create *La Marina*, a seafood restaurant with three dining areas spread across two levels. Two decades later, the premises were renovated and re-badged again, this time to create *Riva St Kilda*, styled as 'an exciting entertainment venue featuring a light-filled restaurant, lounge bar and unique event facility'.

In the 1990s, Don Fulton's original zigzag-roofed BP service station was razed and rebuilt to a less striking standard company design. During that decade, the use of the amenities block, further along Marine Parade, had declined considerably; in 1994, the building was remodelled as a private licensed restaurant for visitors, known as the Mariner's Club. In 2001, the business was taken over by restaurateurs Andrew "Rollo" Rolleston and Simon Schofield, who planned to operate it as a public restaurant and bar. The premises were 'renovated in a modernist manner' with new outdoor deck areas and partially-enclosed 'drinking gazebo', and re-opened in November 2001 as *The Great Provider*.³⁶ In more recent years, Rolleston has established a spin-off business, *Rollo's Kiosk*, which operates from a small building at the north end of the Marine Parade frontage.

References

Unpublished Primary Sources

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Interviews

Interviews with Don Fulton, 19 December 2017 and 29 January 2018.

Interview with Peter Horman, 31 January 2018.

Journal and newspaper articles

'That's service: how the new marina will work', *Age*, 2 December 1966, p 15

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'Marina is too popular', *Age*, 22 July 1969, p 44.

'St Kilda Marina', *Wood World*, August 1969, p 13.

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'Marina's roof posed problems for contractor', *Building*, March 1970, p 15.

'This new lighthouse', *Age*, 12 June 1970, p 24.

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Description

Overall planning

Covering an area of twenty acres between Marine Parade and the foreshore, the St Kilda Marina comprises several detached buildings and other structures clustered around the marina harbour. The bulk of the complex remains publicly accessible, with security fences and gateways limiting access to the floating berths, to the drystand storage areas to the rear (west) of the dry boat storage buildings, and to a roadway that runs along the northern side of the harbor.

The principal public entrance to the complex is at the southern end of the site, where a crossover from Marine Parade (between the service station and the substation) provides vehicular access to a large carpark that extends westwards to the foreshore and provides direct access to one of the three boat ramps located around the harbour. A roadway, running along the eastern side of the harbor, leads to a secure gateway at the northern end of the complex. A number of buildings are aligned between this north-south

roadway and the property's Marine Parade frontage, including the former amenities block (now *Great Provider* restaurant), an electrical substation, several prefabricated buildings, and *Rollo's Kiosk*.

A plan showing the buildings, infrastructure and features and the level of heritage significance is provided below.

Harbour and related infrastructure

The following infrastructure and features contribute to the significance of the marina:

Harbour. Covering an area of seven acres, the marina harbor is elongated and rectangular in form, with an angled and tapering waterway at its northern end to provide access to the bay. Three boat ramps are provided: two along the west side of the harbor, and one at the south end.

Berths. There are fixed berths on the north, west and south sides of the marina harbour, and, along the east side, seven finger-piers that provide floating berths. These floating berths, securely accessed via gates along a security fence, have polygonal concrete bollards, diagonal timber board decking, and fibreglass dock-boxes of truncated triangular form.

The floating berths are substantially intact to their original form, finishes and detailing. The four northernmost finger-piers appear virtually unaltered, still retaining their original configuration of canted pens. The three finger-piers to the south have all been slightly altered at their far (west) ends, in order to accommodate larger vessels. Most of the dock-boxes have been retained.

Pilot Beacon. Prominently sited at the northern tip of the promontory (and located within the secure part of the site, accessible only via the gates to the rear of the south dry boat storage building), the beacon is a fibreglass structure expressed as a small lighthouse of polygonal form, approximately 18 metres tall.

Although originally intended to function as a navigational beacon, the developers of the complex were reportedly unable to secure permission for this to happen. For many years, the beacon remained inoperative, although still served as a useful visual marker. Floodlights have since been installed to create the illusion of functionality and, more recently, a webcam has been added.

The following buildings and features do not contribute to the significance of the marina:

Marine petrol station. A small shed-like enclosure for petrol pumps, located on (and open to) the western side of the marina harbor, where it tapers towards the bay.

Australian Coastguard headquarters. A single-storey temporary building on the west side of the same tapered waterway, near the pilot beacon. While the Australian Coastguard has maintained a presence at the marina since the late 1960s, the date of the current building is unknown. Aerial photographs confirm that it was built prior to 2000.

Buildings

The following buildings contribute to the significance of the marina:

Dry Boat Storage. This pair of elongated three-storey steel-framed buildings runs along the man-man promontory parallel to the west side of the harbour. Distinguished by their unusual zigzag rooflines, the two buildings are mostly open to the marina side, with blank brick walls to the rear. Both buildings are enclosed at one end: the north end of the north building to form a boat maintenance area (now occupied by St Kilda Boat Sales), and the south end of the south building, formerly offices and a small restaurant, since altered and extended (c.2001) to form the much larger *Riva St Kilda* restaurant.

“Great Provider” Restaurant. Fronting Marine Parade, this single-storey building was originally the amenities block (toilets, showers and locker rooms) for yacht owners, but, since the mid-1990s, has been adapted as a restaurant. It presents a mostly blank façade to Marine Parade, with horizontal strip windows below the eaves, and has an unusual roofline of three low pyramidal hips. At its north end is a detached pavilion, with matching pyramidal roof, which now functions as a semi-enclosed dining area.

Toilet block. A detached toilet block stands between the *Riva* restaurant and the foreshore. Its architectural expression, with elongated horizontal strip windows, would suggest that it is contemporaneous with the former toilet block/change room on Marine Parade (ie, 1968-69). Aerial photographs reveal that it originally had a hipped roof, which was removed c.2009 to create the present flat roof with a fenced deck area, accessed by an open timber staircase.

Substation. A small flat-roofed structure on the Marine Parade frontage, at the north corner of the carpark entry. It has blank walls of face brickwork, with louvred vents. Its expression and finishes suggest that the building dates from the marina's original phase of development (that is, late 1960s)

The following buildings do not contribute to the significance of the marina:

BP Service Station: the BP service station at the south edge of the complex, addressed as 54 Marine Parade, is a relatively recent building, seemingly erected to a standard company design. It replaced the original BP service station on the site, designed by marina architect Don Fulton with a zigzag roof to match that of the dry boat storage buildings.

Skydive Melbourne office. A temporary single-storey building located to the immediate north of the substation. It appears to have been erected on the site c.2011.

St Kilda Boat Sales office. Another temporary building on the Marine Parade frontage, adjacent to the one occupied by Skydive Melbourne. It appears to have been built prior to 2000.

Rollo's Kiosk. This small skillion-roofed and timber-clad building stands along the Marine Parade frontage, at the northern edge of the complex. It is evidently of quite recent origin (circa 2015) and may also have been architect-designed.

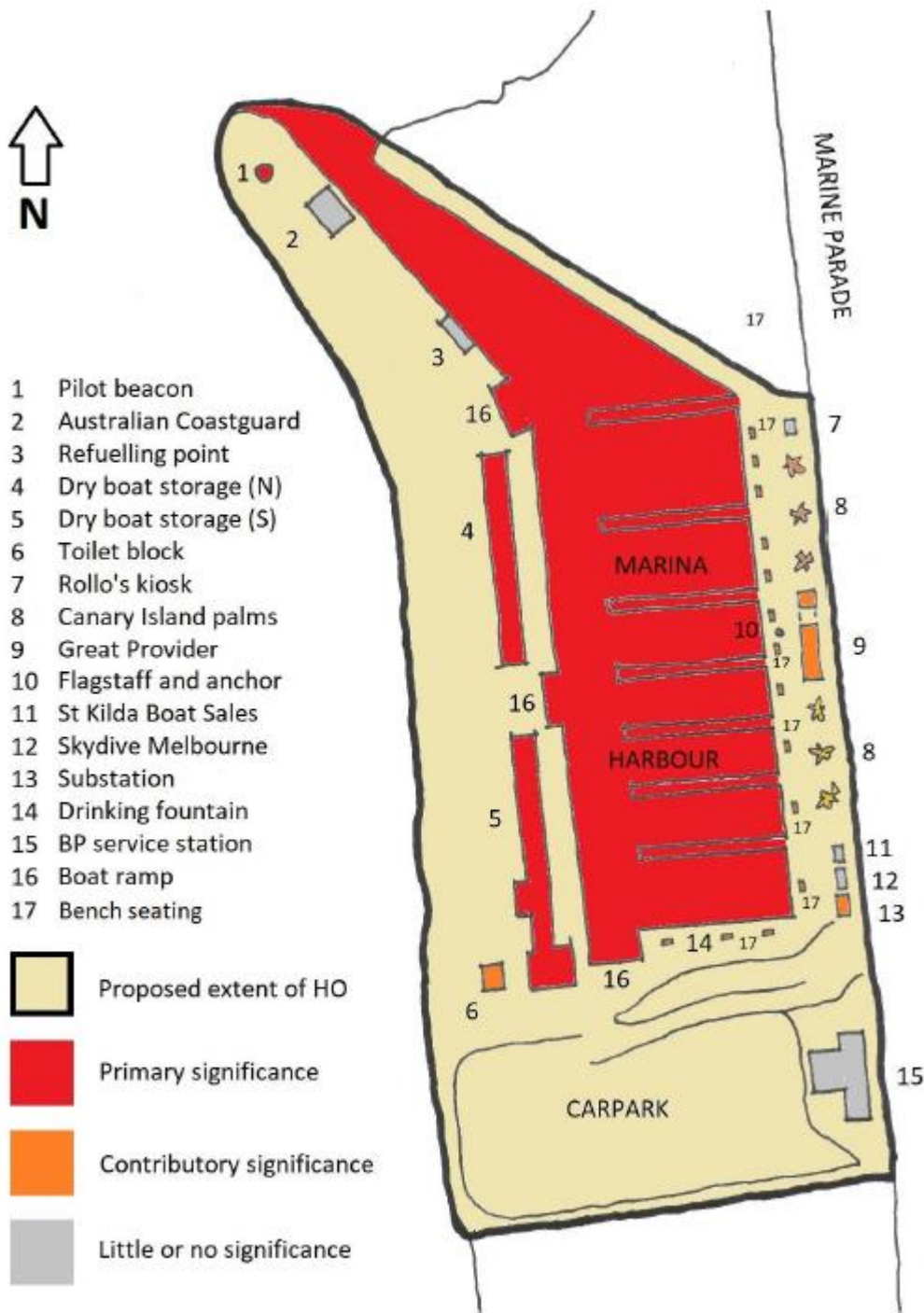
Other elements

The following features contribute to the significance of the marina:

- Bench seats in various locations around the south and east side of the harbour constructed of fibreglass that are likely to have been constructed by Arch Spooner's company.
- Canary Island Date Palms, located in rows along the property's Marine Parade frontage and in the open space between the *Riva* restaurant and the foreshore. These trees were planted in the early 1980s as part of a broader tree-planting scheme along the foreshore.

The following features do not contribute to the significance of the marina:

- Drinking fountain on south side of the harbour, of a standard and ubiquitous design by John Danks & Son (a tapering cast iron base and half-round bowl; perhaps original to late 1960s)
- Gateways with segmental-arched lintels emblazoned with the name ST KILDA MARINA. These were not mentioned or illustrated in any contemporary sources when the marina opened in 1968. They appear to be of relatively recent origin, and may date from the 1980s or later.
- Metal lampposts, designed with curved bracket arms to evoke the traditional Shepherd's Crook form. They also appear to be of relatively recent original (possibly 1980s or later)
- Timber bench seating with low concrete bases, in the public areas along the marina harbour
- A timber flagstaff, located between the *Great Provider* and the marina harbour
- A large white-painted iron ship's anchor, between the *Great Provider* and the harbour. Peter Horman recalls that the International Group obtained a number of these anchors, possibly from Williamstown. According to Horman, they were acquired simply as decorative artefacts and have no further significance. Two similar anchors can still be seen at the group's premises in Scoresby, flanking the driveway at 1278 Ferntree Gully Road.



Comparative analysis

While the St Kilda Marina has been described as the first marina in Victoria, research shows that this assertion needs qualification. It was not first marina in the loosest sense, as it was predated by marina-like boat harbours that had been developed by yacht clubs on Port Phillip Bay by the mid- 1960s. These, however, admittedly represented partial enclosures of bayside water, rather than the excavated harbour seen at St Kilda. While excavated harbours were certainly unusual at the time (as Peter Horman has pointed out), the example at St Kilda was predated by a few others, notably the Loch Sport Marina (1963). Before the opening of the St Kilda Marina, Victoria's most well-appointed counterpart would have been the

Patterson River Marina (1966). However, although this offered some services akin to St Kilda, it otherwise remained a 'dry marina' that did not obtain a boat harbour until the complex was redeveloped over two decades later.

What sets the St Kilda Marina apart from these earlier examples is that it was conceived from scratch as a single cohesive development, with expert architectural input, and with the intent to introduce high-end marina facilities to the latest American standards. This was a major innovation over earlier marinas, which tended to develop in an *ad hoc* fashion, over many years, with utilitarian intent and little (if indeed any) architectural pretension. As such, the St Kilda Marina is likely to be significant at a regional or even statewide context.

Considered in a municipal-wide context, the St Kilda Marina is of local significance, as a unique example of its type in the City of Port Phillip. As a marina, its nearest local comparators would be the former small boat harbour at Port Melbourne, and the St Kilda Harbour (Royal Melbourne Yacht Squadron) off St Kilda Pier. Neither, however, is truly comparable. The paired jetties at Port Melbourne hardly constitute a marina in any modern sense, while the marina-like harbour associated with the yacht squadron was effectively rebuilt in 2013-14.

At the local level, the St Kilda Marina is also significant for broader associations with boating (and, more specifically, with the important post-war boom of recreational boating) which has been a notable recurring theme in the history of the municipality. The growing popularity of recreational boating in the 1960s was ably demonstrated by massive showroom that Sports Marine erected on the Lower Esplanade in 1960, but this building (which stood between the sea baths and the pier) has long since been demolished. One comparator that still survives is the boat shed at the Port Melbourne Yacht Club, which dates from 1962 and was designed by architect (and club member) John Adam. At the other end of the municipality's foreshore, and later in date, are the clubrooms of the Elwood Sailing Club, designed in 1972 by architects Norris & Associates.

Aside from being the earliest example of a modern American-style marina in Victoria, this research would indicate that the St Kilda Marina was the first of that type anywhere in Australia, predating several high-profile architect-designed examples that developed during the 1970s.

Research into the history of dry boat storage buildings, both in the USA and in Australia, has underpinned the claim that the example at St Kilda Marina was indeed the first of its type, not only in Victoria but also in Australia. This has been absolutely confirmed by eyewitness Peter Horman, one of the original developers of the marina site, and the one who was responsible for investigating dry boat storage in the USA to inform the design of the one at St Kilda.

The St Kilda Marina can also be considered as a notable, high-profile and substantially intact example of the work of eminent and award-winning Melbourne architect Don Fulton, who is best known for projects involving careful master-planning of multiple buildings and structures on a single site. Although the marina project may be one of Fulton's smaller forays into master-planning, it is still the largest and most prominent example of his work in the City of Port Phillip. While Fulton's office maintained a brief but fruitful association with the City of St Kilda in the later 1960s, little evidence now remains of this. His distinctive mushroom-like beach shelters on the Lower Esplanade have been removed, while the building that he designed for the Elwood Surf Lifesaving Centre (included on Port Phillip's heritage overlay schedule as HO428) has been altered.

Assessment

This place has been assessed in accordance with the processes and guidelines outlined in the Australia ICOMOS *Charter for Places of Cultural Heritage Significance* (The Burra Charter) 2013, using the Hercon criteria.

Recommendations

2019: Extend HO187 to include the whole of the St Kilda Marina.

Guidelines

The purpose of these guidelines is to provide specific policy guidance for decision making in relation to the future management and development of this heritage place.

Policy basis

The conservation of St Kilda Marina presents specific management issues, as the use of the site as a functioning marina is of primary heritage significance. While features such as the dry boat storage contribute to the significance of the place, the upgrading or replacement of these facilities are likely to be necessary to meet current standards and reflect the evolution of marine based leisure over time (e.g., through the increased size and diversity of boats). Conservation by use is an important heritage principle and for this reason there are circumstances where it is appropriate to permit the demolition, removal and/or alteration of significant fabric to facilitate the continued use of the culturally significant land use (marina) and ensure its continued viability.

The marina was master-planned and designed by an architect as a suite of buildings. It was an innovative design for its time and incorporated site-specific design details such as the 'zig zag' roofline to the dry storage buildings and the 'Beacon', which is now a local landmark. New buildings should respect, interpret and continue this tradition of innovation and design excellence while at the same time enhancing the landmark qualities of the place.

Demolition

Part or full demolition, or major alterations to buildings, infrastructure or features that contribute to the significance of the marina may be permitted if:

- The demolition and/or changes support the continued viability of the marina use.
- The demolition and/or changes reflect a master-planned approach to re-development of the marina.

New development

If either or both dry boat storage buildings are to be replaced the replacement building/s should respond to the valued characteristics of the place.

If the wet berths are to be replaced or altered new berths should reflect the original 'canted' shape of the pens and/or retaining some examples of the original pens.

The scale, form and location of new buildings or structures should ensure the prominence of the 'Beacon' as a local landmark is respected and maintained.

Primary source

Built Heritage Pty Ltd, *St Kilda Marina Heritage Assessment*, 2018

Other studies

Robert Peck von Hartel Trethowan, *St Kilda 20th century architectural study*, Volume 3, 1992

Other images



Beacon



North dry boat storage with boat service area at north end