

A large, stylized yellow starburst pattern composed of many small dots and stars, radiating from the center of the page.A vertical strip of a blue sky with white clouds, located on the right edge of the page.

# **Gallipoli Parade Heritage Precinct & Beaufort houses**

## **Review of heritage significance**

**Final report  
15 February 2011**

**CONTEXT**

**Prepared for  
City of Moreland**

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### Report Register

This report register documents the development and issue of the report entitled *Gallipoli Parade Heritage Precinct & Beaufort Houses. Review of heritage significance* undertaken by Context Pty Ltd in accordance with our internal quality management system.

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## EXECUTIVE SUMMARY

### Significance

The assessment carried out for this report has:

- Confirmed the significance of the Gallipoli Parade precinct at the local level. As noted above, the precinct was developed in two stages and the significant elements include the houses constructed by the State Savings Bank of Victoria for the War Service Homes Commission in the 1920s as well as houses constructed from c.1946 to c.1955– the latter stage included the construction of the Beaufort houses, as well as timber and brick houses designed by the Commission, and other houses constructed by individuals with the assistance of the Commission.
- Found that nine of the 11 surviving Beaufort houses (which represent the most intact surviving examples) are of local significance both individually and as a group of places that are thematically/historically related. Two of the nine examples (17 Fontaine & 15 Somali) are situated within the existing HO80 precinct.

### Precinct boundaries

The existing HO80 precinct generally contains the best and most intact representative examples of housing from both periods of development of the West Coburg Estate including two Beaufort houses (see below) and for this reason the boundary is considered to be generally appropriate.

The existing HO80 precinct includes only two of the nine surviving Beaufort houses that remain relatively intact. While the seven houses outside of HO80 are identical to the two surviving example within it, it is noted that part of the significance of the Beaufort houses is as the largest surviving group of this house type in Melbourne - the proximity to one another amongst other houses built by the War Service Homes Commission is important, while the significance of the houses is also enhanced by the rarity values.

The Beaufort houses are under threat –one of the original three Beaufort houses within HO80 was recently demolished despite inclusion in the heritage overlay while a further 12 in the surrounding area (i.e., more than half of the original total constructed) outside of HO80 have been demolished since 1991 and two others have been altered. Therefore it is important to include all of the surviving nine intact examples in the HO (This figure excludes the two that have been significantly altered) as important evidence of the Beaufort housing program. Inclusion in the HO of all of the surviving and relatively intact Beaufort houses would ensure that the impact of the demolition or future development of any of the houses could be considered having regard to the impact both individually and as part of the group.

### Statutory recommendations

There should be no extension to the HO80 precinct. However, the two Beaufort Houses at 17 Fontaine Street and 15 Somali Street should be renumbered to form part of the group listing as described below.

All of the other surviving (and relatively intact) Beaufort houses at 19 & 31 Gallipoli Parade, 15 Moascar Street, 7, 13 & 17 Reynolds Parade, and 15 Vaux Street outside of HO80 are recommended for inclusion in the HO.

It is recommended that external paint controls apply to the Beaufort houses and for this reason it is recommended that all the houses share a single HO number with a common listing in the HO schedule. This would require changing the HO number of the two houses currently in HO80, as noted above.

This report should be listed as a Reference Document in Cl. 21.05-4 Heritage of the Moreland Strategic Statement.





**Inter-war State Savings Bank Houses,  
Somali Street**



**Inter-war State Savings Bank Houses,  
Somali Street**



**Post-war War Service Homes  
Commission house, Fontaine Street**



**'Beaufort' house, Somali Street**

# 1 INTRODUCTION

## 1.1 Purpose

This report has been prepared by Context Pty Ltd for the City of Moreland and provides the key findings and recommendations of the review of heritage significance of the Gallipoli Parade (HO80) precinct and the associated 'Beaufort' houses, which are situated in Pascoe Vale South (see study area).

The purpose of the review is to:

- Review the significance of the Gallipoli Parade precinct, particularly having regard to redevelopment that has resulted in the loss of historic built fabric and comments made in recent VCAT<sup>1</sup> decisions (see Background). The assessment must determine whether the precinct still meets the threshold for inclusion in the Heritage Overlay and, if so, whether the boundaries of the precinct should be adjusted. The opportunity for other forms of management (e.g. permit exemptions) should also be explored.
- Assess the significance of the surviving 'Beaufort' houses, which include two that are within the Gallipoli Parade precinct. The assessment would be to determine whether the houses, either individually or as a group would meet the threshold of local significance and would be suitable for inclusion in the HO. The assessment should also identify broad management guidelines.

## 1.2 Study area

The study area includes the existing HO80 precinct as shown in Figure 1 as well as the surviving 'Beaufort' prefabricated steel houses at 17 Fontaine Street, 19 & 31 Gallipoli Parade, 13 & 15 Moascar Street, 7, 13 & 17 Reynolds Parade, 15 Somali Street and 5 & 15 Vaux Street<sup>2</sup>.

While the HO80 precinct was the focus of this study, the assessment also considered a broader area bounded by Reynolds Parade, Reynard Street, Mitchell Parade and Bell Street (Figure 2). This was the area known as the West Coburg Estate, which was developed by the War Service Homes Commission from the 1920s to the 1950s (Please refer to section 3.1 Historic development).

## 1.3 Background

The need for this review has been identified by several VCAT decisions, which have highlighted shortcomings with the statement of significance for the existing HO80 precinct, and the lack of information about (and statutory protection for) the significance of the surviving Beaufort houses, both within HO80 and in the surrounding area. In order to understand the context of the VCAT comments (see below), the following summary of the relevant heritage studies is provided:

- The Gallipoli Parade Precinct was originally identified and assessed by the *City of Coburg Conservation Study* 1991, which was prepared by Timothy Hubbard Pty Ltd. The 1991 study defined the precinct boundaries as Bell Street, Reynolds Parade, Reynard Street, Mitchell Parade and Heliopolis Street, however; as shown in Figure 1 it was a much smaller area comprising only the properties in Fontaine, Somali and parts of Reynolds Parade, Gallipoli Parade and Mitchell Parade that was ultimately included in the Heritage Overlay, which was implemented by Amendment L15 to the Coburg Planning Scheme. It

<sup>1</sup> Victorian Civil and Administrative Tribunal

<sup>2</sup> The list originally included 19 Vaux Street, however, this was demolished during the study

is understood that the boundaries of HO80 as it presently exists were determined by Council following consultation with affected residents<sup>3</sup>.

- The precinct was reviewed by Allom Lovell in 1998-99 as part of the *City of Moreland Heritage Review* and the existing heritage citation for the precinct (now part of the Hermes database) is from the 1999 study. An extension to the HO80 precinct was proposed by the 1999 study, which was exhibited in 1999 as part of Amendment L61. However the proposed precinct extension was abandoned by Council prior to the Amendment being referred to a Planning Panel.<sup>4</sup>
- In 2004 Context prepared the *Moreland Local Heritage Place Review*. The purpose of the 2004 study was to review and assess place of potential heritage significance, which were identified but not fully assessed by earlier studies – principally the 1999 and 1991 studies as noted above – and had not been included in the Heritage Overlay. The Gallipoli Parade precinct therefore was not reviewed by the 2004 study as it was already in the HO, however; the 2004 study reviewed two of the Beaufort Houses, which were included in the heritage database at that time – 13 Moascar Street and 13 Reynolds Parade. The other surviving Beaufort houses were not included in the 2004 study.

According to advice provided by the City of Moreland there have been three VCAT decisions in 2005, 2007 and 2009<sup>5</sup> about development applications within HO80 that have discussed issues in relation to the significance of the Gallipoli Parade precinct and the Beaufort houses. The 2009 case included the following comment:

*I have to say that I did not find the Statement of Significance particularly helpful in precisely identifying the elements from which the precinct derives its heritage significance. My reading of the Statement is that the developments by the War Service Homes Commission and the State Bank in particular are noteworthy, as are the Beaufort Houses. There is no specific reference to either inter-war or post war dwellings in the Statement and it is therefore difficult to attribute any particular importance to either one of these periods in defining the significance of the heritage place. If guidance is to be sought from the Description, then mention is made of both inter-war and post war dwellings, with particular note being made of War Service Commission Homes from the 1920s and the prefabricated Beaufort Houses.*

This opinion was echoed in the 2007 case, which related to the proposed demolition of a Beaufort house at 21 Somali Street, which noted that:

*There appears to be no statement of significance drafted specifically for the existing heritage precinct contained in HO80. All of the Hubbard and the Allom Lovell & Associates statements of significance appear to refer to larger (or much larger) precincts that contained most or all of the Beaufort Homes.*

The 2007 case goes on to say:

*I agree with Mr. Thompson that the only heritage value I can place on the Beaufort House is as a contributing building to HO80. While various statements of significance do refer to the presence of Beaufort Houses, those that give the greatest emphasis did so in the context of a heritage precinct that included a much larger number of these particular type of dwellings. Council (including its predecessor) has had over 15 years to confirm the significance of the Beaufort Houses by placing them within a Heritage Overlay but has taken no action. Council has not even chosen to prepare a statement of significance relevant to the present HO80. Instead, it has continued to rely on a number of out-of-date statements that were originally applicable to much larger and possibly different precincts.*

*If Beaufort Houses are as important as Mr. Wixted believes (and I am not disputing this possibility), Council has an obligation to protect them by placing them in the Heritage Overlay.*

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<sup>3</sup> Information provided by Kate Shearer, Moreland City Council, 10 January 2011

<sup>4</sup> Information provided by Kate Shearer, Moreland City Council, 10 January 2011

<sup>5</sup> See references at the end of this report for a list of the cases





**Figure 1**  
*HO80 precinct as existing*



**Figure 2**

*HO80 in the context of the original boundaries of the WSHC West Coburg Estate (bounded by Bell Street, Reynolds Parade, Reynard Street and Mitchell Parade)*

*The single highlighted property in the south-west corner between Moascar and Le Cateau streets is Wentworth House (HO103) at 22 Le Cateau Street.*

*An appropriate means to this end would be to place them all in a common Heritage Overlay (i.e. one that applied only to each of the Beaufort House sites) that could have its own statement of significance specific to that particular cultural value. In the mean time, as I have stated above, I consider that I have no statutory basis to give this opinion any weight in my decision.*

## 1.4 Methodology

The team members for this project were David Helms, Heritage Planner, and Louise Honman, architect. Mr Helms was project manager, and undertook research and assessment of the precinct and the Beaufort houses, as noted below. Ms. Honman provided specialist advice in relation to the description and assessment of the Beaufort houses.

### Approach

The methodology for this study follows the principles and procedures set out in *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance* (1999). Specifically, the approach to the review included the following tasks:

- A review of the historic and descriptive information contained in the Gallipoli Parade place record in the Hermes database, as well as a review of information about the precinct or the Beaufort houses in the *City of Coburg Conservation and Streetscape Study* 1991, the *City of Moreland Heritage Review* 1999 and the *Moreland Local Heritage Places Review* 2004. This task was carried out by David Helms.
- A review of the information contained in the *City of Moreland Thematic History* 2010, which includes a detailed account of the development of the Beaufort house in *Theme Six: Building Moreland's houses*, which incorporates information from the 1991 Coburg Study. (David Helms)
- Further historic research including review of primary sources such as the Sands & McDougall Directories, Coburg City Rate Books, newspaper articles and information held by the National Archives of Australia about the development of the Beaufort house. An important secondary source was the *Jubilee History of the War Service Homes Commission*. On this basis a new history for the precinct has been prepared (David Helms & Louise Honman).
- Site inspections of the precinct currently within the Heritage Overlay (HO80), as well as all the surviving Beaufort houses, and all of the streets within the area originally owned/developed by the War Service Homes Commission (That is, within the area bounded by Bell Street, Reynolds Parade, Reynard Street, Mitchell Parade and Heliopolis Street as noted above). These inspections were carried out by David Helms and Louise Honman in August and September 2010. On this basis a revised precinct description has been prepared, as well as a specific description for the Beaufort house type.

### Assessment of significance

The assessment of significance was carried out in accordance with the processes and guidelines outlined in *The Burra Charter* 1999, using the Hercon criteria.

The assessment followed the guidelines for establishing local significance and defining a precinct as set out in the *Moreland North of Bell Street Heritage Study* 2010 – an extract from Chapter 3 of the study is provided in Attachment C. For the purposes of this study, a precinct is considered to possess one or more of the following characteristics:

- They contain contributory places that individually or as a group illustrate important themes set out in the thematic history.
- The places within a precinct may or may not adjoin one another. Where they do not form a contiguous grouping they will have a strong and demonstrated thematic association.

- Where places form a contiguous grouping they will have largely intact or visually cohesive streetscapes that are either aesthetically or historically significant (or both).
- Precincts that are historically significant will include elements such as housing styles and subdivision layouts that are representative or typical of a particular era or type.
- Precincts of aesthetic significance will be distinguished by the high or innovative quality of the housing design and/or estate layout and features when compared to other examples.
- They may contain a high proportion of Significant or Contributory properties.

## 3 ASSESSMENT

The existing history and description for the Gallipoli Parade precinct have been revised and updated and a new citation prepared. A new and separate citation has also been prepared for the Beaufort houses (Please refer to Attachment D).

This chapter provides a summary of the historic development and the key characteristics of the HO80 precinct and the Beaufort houses, a description of the contributory features, and a comparative analysis with other heritage places. On this basis, this chapter concludes with the new statements of significance for the Gallipoli Parade precinct and the Beaufort houses.

### 3.1 Historic development

This section provides a summary of the historic development of the precinct. Please refer to the precinct citation in Attachment D for a complete history.

The War Service Homes Commission (the Commission) was established by the Commonwealth Government in 1919 to assist returned soldiers and their families to buy affordable houses. Australia faced a severe housing shortage after World War I and War Service Homes were intended by the Government as "the counterpoint to the land settlement portion of the repatriation policy", a policy commonly known as soldier settlement.

Assistance for War Service Homes was given through low interest rate loans to purchase existing houses, but by the early 1920s the focus of the Commission shifted to the construction of new houses and it began to purchase large tracts of land upon which to build houses, which upon completion would be offered to applicants.

The Gallipoli Parade precinct was developed in two stages by the Commission; the first stage in 1925-27 and the second stage after 1946. The historic development of the precinct may be summarised as follows:

- The land purchased by the Commission in West Coburg was bounded by Bell Street, Reynolds Parade, Reynard Street and Mitchell Parade and formed part of the 'La Rose Estate', a failed nineteenth century subdivision. It comprised almost 400 lots.
- In the first stage, the State Savings Bank of Victoria (SSBV) built about 144 houses in standard SSBV designs on behalf of the Commission in Bell, Gezireh, Fontaine, Perrone, Somali and Heliopolis streets and Gallipoli Parade and Reynolds Parade. It appears that no houses were built in the streets south of Somali Street or west of Gallipoli Parade and south of Perrone Street. The houses were built from 1925 to 1928 and are shown on the 1929 Melbourne & Metropolitan Board of Works plans for this area (See Attachment A).
- The second stage of development of the estate commenced after World War Two. Again, there was a severe housing shortage, which was exacerbated by a lack of materials and technical skills and this led the Commission to change its policy to allow applicants to employ their own architects and builders. Consequently, a smaller proportion of houses were built by the Commission itself in the decade from 1946 to 1956.
- Another strategy employed by the Commission after WWII was the development of prefabricated housing. The Beaufort prefabricated steel house was an outcome of this strategy. The Commission also issued contracts for pre-cast concrete factory-produced homes as well as factory-built weatherboard houses.
- Development in the vacant parts of the estate recommenced in late 1947. Between 1948 and 1955 the Commission built about 50 brick veneer and weatherboard houses, as well as approximately 20-30 Beaufort houses, which were built to an identical 2-bedroom design. It appears that other houses were erected by owners to their own designs with finance provided by the Commission.

## 3.2 Description

The new precinct citation (Attachment D) provides a description of the housing and other features within HO80. This section provides a summary that compares the development within the HO80 precinct with the West Coburg Estate developed by the Commission in the broader area described.

### Within HO80 precinct

The existing HO80 precinct applies to only a small part of the estate developed by the Commission in the 1920s and 1940s-50s. It contains the whole of Fontaine Street and Somali Street and parts of Reynolds Parade, Gallipoli Parade and Mitchell Parade as shown in Figure 1.

The housing within HO80 clearly demonstrates the two stages of development outlined above. The section to the east of Gallipoli Parade predominantly contains the houses constructed by the SSBV in the 1920s. This part of precinct has a high level of intactness (Of the 28 original 1920s houses in Fontaine and Somali streets 25 still survive, and overall 38 or 82% of the 46 houses are contributory to the precinct), and the houses themselves generally have high levels of integrity when viewed from the street (A small number have two-storey additions, but they are mostly setback behind the main roof gable and are not visually intrusive). As the majority of houses were built by the SSBV using standard designs this section has a high degree of visual cohesion. This section also includes four houses constructed after 1945 – these are all on the east side of Gallipoli Parade – nos. 34, 36, 38 & 46.

By comparison the section within HO80 to the west of Gallipoli Parade developed by the Commission in the post-war era lacks the visual cohesion of the 1920s section. This is due to the change in policy by the Commission after 1946, which allowed applicants to employ their own architect and builder. As a result some of the houses, whilst generally post-war in style, are somewhat less consistent in form, layout and detailing. In terms of intactness, of the 42 houses within this section, 28 or 67% are contributory.

Nonetheless when compared to the surrounding areas the area within HO80 to the west of Gallipoli Parade includes the highest proportion of what appear to be standard post-war house by the Commission. This includes two surviving Beaufort houses (17 Fontaine Street and 15 Somali Street) as well as weatherboard and brick houses in what appear to be two or three standard designs with common characteristics such as layout, roof form, fenestration and other detailing (Refer to citation in Appendix D). In addition, there are a number of post-war houses possibly built with the assistance of the Commission (e.g., 19 Fontaine, 61 Gallipoli), which are simple weatherboard houses with hip tile roofs. (see Figure B.2 for some examples)

### Outside HO80 precinct

The integrity of other parts of the estate developed in the 1920s outside of HO80 has been diminished by post-war redevelopment. This is particularly evident in Heliopolis and Perrone streets and the eastern section of Gezireh Street where most of the 1920s houses have been demolished and in Bell Street and the northern end of Reynolds Parade, where many of the 1920s houses have been significantly altered (See Figure B.4).

There are, however, several relatively intact 1920s SSBV houses in Reynolds Parade immediately to the north (Nos. 63-67) and south (Nos. 41-45) of HO80, as well as another group of 11 in the western section of Gezireh Street (See the images in Figure B.3). The houses in each of these groups have a similar level of integrity to the houses within HO80.

The other parts of the estate developed after 1946 outside of HO80 (which includes the western section of Perrone Street and the area to the south of Somali Street) contain a mixture of housing styles and era with little consistency. Apart from the surviving Beaufort houses, few WSHC designs are evident within these areas.



There are nine surviving Beaufort houses outside of HO80 (making a total of 11 overall including the two within HO80 as noted above). The seven examples situated at 19 & 31 Gallipoli Parade, 15 Moascar Street, 7, 13 & 17 Reynolds Parade, and 15 Vaux Street are the most intact and compare to those within HO80. By comparison, the Beaufort houses at 13 Moascar Street and 5 Vaux Street are much altered. (See the images in Figure B.5)

A total of 12 Beaufort houses have been demolished since 1991 (when they were first identified by the *Coburg Conservation Study*) – this includes one house at 19 Vaux Street demolished in 2010 – it was still extant in May, but had been demolished/removed by August.

### 3.3 Comparisons

The inter-war housing in the HO80 precinct directly compares with the war service homes also constructed by the State Savings Bank of Victoria Street, in 1924-25 at Galeka Street in Coburg North. The Galeka Street houses are part of one of the Merlynston residential heritage precincts identified by the *Moreland North of Bell Street Heritage Study* 2010 and are recommended by that study for inclusion in the HO. There is a similar range of timber bungalows in both precincts, but the West Coburg precinct is larger and the houses, generally speaking, have a higher level of external integrity.

Other inter-war estates known to have been constructed by or with the assistance of the Commission include Westbourne and Hall streets (HO193), the Northern Timber Mills estate in Stewart Street, both in Brunswick. The houses in the former example are all of brick in standard designs prepared under the direction of the Chief Architect of the Commission and are not directly comparable to the houses in either Galeka Street or West Coburg. Similarly designed brick houses were constructed by the Commission in Glenora Avenue, Coburg. The Northern Timber Mills Estate, on the other hand, consisted of timber houses. However, many of the original houses have been demolished or altered and the overall estate has a low degree of integrity.

The West Coburg precinct also contains a representative selection of post-war housing constructed for the War Service Homes commission. While it is believed that other smaller estates were constructed by the Commission in Moreland after World War II, this is the only known estate to survive relatively intact. It therefore provides an illustration of the post-war activities of the Commission, which is not represented elsewhere in Moreland (and is also relatively rare example within the Melbourne metropolitan area).

The Beaufort houses in this area represent the largest surviving group of these houses in Melbourne (and, therefore, in Australia). As noted in the history, of the 23 Beaufort houses constructed in the West Coburg estate at least half have been demolished, and there are no other known examples elsewhere in Moreland. The importance of the surviving houses is therefore enhanced by their rarity value. Of the surviving 11 Beaufort houses (which are all of identical original design) the two within HO80 (15 Somali and 17 Fontaine) as well as seven in surrounding streets (19 & 31 Gallipoli Parade, 15 Moascar Street, 7, 13 & 17 Reynolds Parade, and 15 Vaux Street) remain relatively intact externally and represent the best examples. The other two surviving Beaufort houses - 13 Moascar St and 5 Vaux St - have been more significantly altered and do not meet the threshold of local significance.

### 3.4 Statement of significance – Gallipoli Parade

The Gallipoli Parade precinct is considered to meet the following criteria identified in section 1.4:

- It contains contributory places that individually or as a group illustrate *Theme Six: Building Moreland's Houses* and in particular sub-theme *6.4 Buildings houses in the twentieth century*, which includes specific references to the War Service Homes Commission and Beaufort houses.

- The places within the precinct form a contiguous grouping they are largely intact, and include (in the eastern 1920s section) visually cohesive streetscapes that are both aesthetically and historically significant.
- The historically significant elements such as housing styles and subdivision layouts that are representative of the two periods of development – The 1920s by the distinctive SSBV house designs and the diversity of post-war housing in the section to the west of Gallipoli Parade.
- The intact 1920s section is distinguished by the high quality of the housing design, which remains relatively intact when compared to other examples.
- It contains a high proportion of Significant or Contributory properties.

On this basis, a new statement of significance has been prepared for the Gallipoli Parade precinct.

### **What is significant?**

The Gallipoli Parade precinct is a residential area that contains homes built by/for or with the assistance of the War Service Homes Commission in two distinct stages; the first in c.1925-c.1929 and the second from c.1946-c.1956. The following features and elements are integral to the significance of the precinct:

- The houses at 1-13, 17-25 & 29 and 2, 6, 10-28 Fontaine Street, 47, 55, 59 & 61 and 34-48 Gallipoli Parade, 14, 16 & 20 Mitchell Parade, 47 & 53-61 Reynolds Parade, 1-13, 15-19 & 6-14 and 16 & 22-30 Somali Street.
- The extent to which development in two distinct stages is evident in the housing stock with the relatively consistent inter-war character generally to the east of Gallipoli Parade predominantly comprising houses constructed to a range of standard designs by the State Savings Bank of Victoria and the relatively consistent post-war character comprising houses in a more diverse range of designs in the area to the west.
- The consistency of form, scale, style and detailing of the contributory dwellings in each section, including the detached siting behind garden setbacks and low front fences.
- The relatively high integrity of many of the contributory dwellings when viewed from the street.

The Beaufort houses at 17 Fontaine Street and 15 Somali Street are also significant as part of the group of Beaufort houses in this area - please refer to the separate Hermes record for further information including a statement of significance.

Non-original alterations and additions to the contributory places, the houses at 4, 8, 15 & 27 Fontaine Street, 49-53 & 57 Gallipoli Parade, 2 Heliopolis Street, 18 Mitchell Parade, 49 & 51 Reynolds Parade, 13A, 14A, 18, 20 & 21 Somali Street and outbuildings are not significant.

### **How is it significant?**

The Gallipoli Parade precinct is of local historic, architectural and technical significance to the City of Moreland.

### **Why is it significant?**

Historically, it is significant as a representative example of an estate that provides evidence of the important role of the War Service Homes Commission in the provision of affordable housing after the First and Second world wars. The consistency of the inter-war house designs, which were constructed by the State Savings Bank of Victoria (SSBV), demonstrate predominant role of the Commission as a builder of houses and its association with the Bank as the single provider of housing during that time. The diversity of post-World War Two house

designs, on the other hand, demonstrates the change in policy by the Commission in order to meet severe housing shortages that resulted in a range of house types including Beaufort pre-fabricated houses, houses built to standard Commission designs as well as houses built with the assistance of the Commission by owners to their own design. (Criteria A, D & H)

It is architecturally and aesthetically significant for the very intact 1920s streetscapes in the section to the east of Gallipoli Parade which comprise typical SSBV house designs (Criterion D & E).

### **3.5 Statement of significance – Beaufort houses**

The Beaufort houses are significant both individually and as a group/precinct. In terms of the criteria identified in section 1.4 they are a good example of a group of places that do not form a contiguous grouping but have a strong and demonstrated thematic association. They are associated with *Theme Six: Building Moreland's Houses* and in particular sub-theme 6.4 *Buildings houses in the twentieth century*, which includes specific references to the War Service Homes Commission and Beaufort houses. The Beaufort houses are also of technical significance for the innovative form of construction.

On this basis, a statement of significance has been prepared for the Beaufort houses.

#### **What is significant?**

The 'Beaufort' steel house project was a joint State and Federal government initiative to solve the severe housing shortage experienced in Australia after World War II. The manufacture of pre-fabricated houses using factory techniques was identified as one method of overcoming problems associated with lack of skilled tradespeople to build houses and the Beaufort house was specifically designed to provide a peacetime function for aircraft factories set up during the war. The Beaufort house was one of the first pre-fabricated housing types to be developed and at peak production it was anticipated that 3000 Beaufort homes per year could be produced. However, the project was continually delayed and eventually cancelled as a result of shortages of steel. By the time the project was cancelled less than 100 Beaufort houses had been built and most were in Victoria. The majority of the Beaufort houses in Victoria were erected in the West Coburg Estate in late 1947 and early 1948. Today, the following examples survive relatively intact:

- 17 Fontaine Street,
- 19 & 31 Gallipoli Parade,
- 15 Moascar Street,
- 7, 13 & 17 Reynolds Parade,
- 15 Somali Street and
- 15 Vaux Street.

The relatively high external integrity of most of the Beaufort houses listed above is an important aspect of their significance and the context of the houses, in proximity to one another amongst other houses built by the War Service Homes Commission is also significant.

By comparison two other surviving examples at 13 Moascar Street and 5 Vaux Street have been significantly altered and are not significant. Non-original alterations and additions to the Beaufort houses and outbuildings are also not significant.

#### **How is it significant?**

The Beaufort Houses are of local historic, architectural and technical significance to the City of Moreland and potentially to the State of Victoria.

#### **Why is it significant?**

Historically, the Beaufort houses are significant as evidence of the important role of the War Service Homes Commission in the provision of affordable housing after the Second World

War. They are historically significant as evidence of the experimental housing programs developed by the Commission to meet severe housing shortages after World War Two and are of particular significance as one of the first examples of a joint State-Federal housing programme. Only a small number of these houses were constructed and this group represents the majority of the known surviving examples in Victoria. The houses also have important associations with the architect, A.R. Baldwinson, who is credited with the design. (Criteria A, B & H)

The Beaufort houses are historically and technically significant for the innovative method of construction, which demonstrates how factory techniques developed during wartime were adapted to peacetime initiatives. Although the house did not proceed to full production the knowledge gained through its design and development informed the development of other types of prefabricated housing. (Criteria A & F)

## 4 KEY FINDINGS AND RECOMMENDATIONS

### 4.1 Significance

The findings of this report are based on the additional research carried out into the activities of the War Service Homes Commission, detailed review of primary source information including rate books and title information, comparative analysis that draws on the findings of the *Moreland North of Bell Street Heritage Study* 2010 and also consider the important associations of the Gallipoli Parade precinct and the Beaufort houses with themes in *City of Moreland Thematic History*. As such, the findings of this report are considered to supersede those of previous assessments.

Specifically, the assessment carried out for this report has:

- Confirmed the significance of the Gallipoli Parade precinct at the local level. As noted above, the precinct was developed in two stages and the significant elements include the houses constructed by the State Savings Bank of Victoria for the War Service Homes Commission in the 1920s as well as houses constructed from c.1946 to c.1955– the latter stage included the construction of the Beaufort houses, as well as timber and brick houses designed by the Commission, and other houses constructed by individuals with the assistance of the Commission.
- Found that nine of the 11 surviving Beaufort houses (which represent the most intact surviving examples) are of local significance both individually and as a group of places that are thematically/historically related. Two of the nine examples (17 Fontaine & 15 Somali) are situated within the existing HO80 precinct.

### 4.2 Precinct boundaries

The existing HO80 precinct generally contains the best and most intact representative examples of housing from both periods of development of the West Coburg Estate including two Beaufort houses (see below) and for this reason the boundary is considered to be generally appropriate. With the exception of two small relatively intact sections (see below) the balance of the estate (within the boundaries described in section 1.4) not currently included in HO80 has low integrity (that is, a high proportion of the original 1920s or post-war houses constructed by/for the Commission have been demolished or significantly altered) and does not justify inclusion in the HO. It is noted that:

- While Bell Street and the northern end of Reynolds Parade contain many original 1920s houses, most of them have been altered to varying degrees.
- Perrone, Heliopolis and Gezireh streets and the northern ends of Gallipoli Parade have low integrity as a result of post-war redevelopment, which has replaced many of the original 1920s houses. The only exception is the intact section of Gezireh Street described below.
- The streets to the south of Somali, including the southern parts of Gallipoli Parade and Reynolds Parade and the whole of Mitchell Parade contain very mixed development from the post-war era.

The two small relatively intact sections outside of HO80 are in Reynolds Parade (Nos. 41, 43 & 45 and 63, 65 & 67) and Gezireh Street (16-24 & 15-25). The Reynolds Parade houses are immediately to the north and south of the existing HO precinct and have a similar level of integrity while the section in Gezireh Street (which includes houses on both sides of the street) compares to Fontaine and Somali streets in terms of its overall intactness.

While these two areas may be considered as additions to the precinct it is noted that the type of housing represented – 1920s SSBV bungalows – is already well represented in the eastern sections of Fontaine and Somali streets in HO80 (and elsewhere in Moreland). Thus while



extension of HO80 to include these areas may be desirable, it is not essential. It is also noted that previous attempts to apply the HO to a wider area have been abandoned by Council.

### **Beaufort houses**

The existing HO80 precinct includes only two of the nine surviving Beaufort houses that remain relatively intact. While the seven houses outside of HO80 are identical to the two surviving example within it, it is noted that part of the significance of the Beaufort houses is as the largest surviving group of this house type in Melbourne - the proximity to one another amongst other houses built by the War Service Homes Commission is important, while the significance of the houses is also enhanced by the rarity values.

Also, as noted in section 3.3 the Beaufort houses are under threat –one of the original three Beaufort houses within HO80 was recently demolished despite inclusion in the heritage overlay while a further 12 in the surrounding area (i.e., more than half of the original total constructed) outside of HO80 have been demolished since 1991 and two others have been altered. Therefore it is important to include all of the surviving nine intact examples in the HO (This figure excludes the two that have been significantly altered) as important evidence of the Beaufort housing program. Inclusion in the HO of all of the surviving and relatively intact Beaufort houses would ensure that the impact of the demolition or future development of any of the houses could be considered having regard to the impact both individually and as part of the group.

## **4.3 Statutory recommendations**

The statutory recommendations for places assessed to be local significance are made in accordance with relevant policies and guidelines including the *Local Government Heritage Guidelines* (1991) and the VPP practice note *Applying the Heritage Overlay*. It is noted that the practice note states that:

*The Heritage Overlay map, like all overlay maps, is intended to show which places are subject to a control. The Heritage Overlay map is not intended to indicate those buildings, structures, trees or other features considered to be important within a significant area. The only instance where an individual property within a significant area should be scheduled and mapped is in instances where it is proposed to trigger a variation to the control.*

On this basis, it is noted that the boundary of a place or precinct described in a statement of significance (i.e. what is significant) may differ from the recommended HO boundary (i.e. what is proposed to be subject to control).

### **HO80 precinct**

There should be no extension to the HO80 precinct. However, the two Beaufort Houses at 17 Fontaine Street and 15 Somali Street should be renumbered to form part of the group listing as described below.

### **Beaufort houses**

All of the other surviving (and relatively intact) Beaufort houses at 19 & 31 Gallipoli Parade, 15 Moascar Street, 7, 13 & 17 Reynolds Parade, and 15 Vaux Street outside of HO80 are recommended for inclusion in the HO. The description of the heritage place and recommended schedule entry is set out below.

It is recommended that external paint controls apply to the houses and for this reason it is recommended that all the Beaufort houses share a single HO number with a common listing in the HO schedule. This would require changing the HO number of the two houses currently in HO80, as noted above.

Description of Heritage Place:

*Beaufort houses*

*The heritage place includes the Beaufort houses at 17 Fontaine Street, 19 & 31 Gallipoli Parade, 15 Moascar Street, 7, 13 & 17 Reynolds Parade, 15 Somali Street and 15 Vaux Street, Pascoe Vale.*

External Paint Controls Apply?	Internal Alteration Controls Apply?	Tree Controls Apply?	Outbuildings or fences which are not exempt under Clause 43.01-4	Included on the Victorian Heritage Register under the Heritage Act 1995?	Prohibited uses may be permitted?	Name of Incorporated Plan under Clause 43.01-2	Aboriginal heritage place?
Yes	No	No	No	No	No	None specified	No

### Reference document

This report should be listed as a Reference Document in Cl. 21.05-4 Heritage in the Moreland Municipal Strategic Statement.

## 4.3 Management

### Guidelines

In accordance with advice provided by the Steering Committee general conservation management guidelines are not provided – instead reference is made to the Moreland Local Heritage Policy (Cl.22.13 of the Moreland Planning Scheme).

The following specific guidelines are recommended for both the Gallipoli Parade precinct and the Beaufort houses:

- While additions to contributory places should be visually recessive and not dominate the heritage place it is not essential for them to be fully concealed from view.
- Multi-dwelling developments may be considered where:
  - >the existing dwelling is retained and conserved if it is a contributory dwelling
  - >the development appears as a single dwelling when viewed from the street or if on a corner site as individual dwellings.
- Large, single buildings containing multiple dwellings should be avoided.
- New front fences should be not more than 1 metre in height or there should be no front fence.

In addition, the following specific guidelines are recommended for the Beaufort houses.

- Because of the rarity of the Beaufort houses, complete demolition of any house is strongly discouraged.
- Relocation on the same site may be considered if it will assist in the conservation of the Beaufort house. For example, by enabling the Beaufort house to be retained and incorporated into a multi-dwelling development.
- Relocation to another site may only be considered as an option of last resort. If this is to be considered relocation to another site within the boundaries of the West Coburg Estate (i.e.

generally within the area bounded by Bell Street, Reynolds Parade, Reynard Street and Mitchell Parade, Pascoe Vale) is the preferred option, while a site within Moreland municipality is a second option. If the house is relocated consideration should be given to transferring the HO to the new site.

### **Permit exemptions**

In order to reduce potentially unnecessary permit applications for various types of development it may be appropriate to develop a permit exemptions policy that could exempt certain types of development from the need for permit under the heritage overlay. At present, the only method of providing an exemption to a control in accordance with the HO is via an incorporated document and an example, developed specifically for post-war precincts, is provided in the Volume 1 final report for the *Moreland North of Bell Street Heritage Study* 2010. This could be adapted for application in the HO80 precinct if required.

This approach has been used successfully at Wellington Shire, Latrobe City and Darebin City, where it has been implemented via planning scheme amendments (Amendment C26 Part 2, Amendment C14 and Amendment C68, respectively). In each case, the inclusion of the permit exemptions documents was considered to be a factor in reducing potential opposition to the introduction of heritage controls, particularly within precinct areas. The use of the incorporated documents was supported by the panels in each case.

## REFERENCES

The following is a list of references specifically cited in this report. Please refer to the precinct citations (Attachment D) for a complete list of references consulted in this review.

Allom Lovell & Associates, *Moreland Heritage Review*, 1998 (Revised 1999)

Context Pty Ltd, *Moreland Local Heritage Places Review*, 2004 (Updated 2008)

Context Pty Ltd, *Moreland North of Bell Street Heritage Study*, 2010

Department of Planning & Housing, *Local Government Heritage Guidelines*, 1991

Historica, *City of Moreland Thematic History*, 2010

Timothy Hubbard Pty Ltd, *City of Coburg Conservation and Streetscape Study*, 1991

Historica, *City of Moreland Thematic History* (2010)

*Moreland Planning Scheme Amendment C78 Panel Report*, May 2010, David Blore, Chair, Ann Keddie, Member, Ray Tonkin, Member

*Review of Heritage Provisions in Planning Schemes. Advisory Committee Report. The way forward for heritage*, August 2007 (viewed online on 7 June 2010 at <http://www.dse.vic.gov.au/DSE/nrenpl.nsf/LinkView/954D4DD9314DF831CA256D480003CED9E82B85B30B18B0A4CA2572FF00270933#heritage>)

Victoria Planning Provisions practice note, *Applying the Heritage Overlay*, 1999

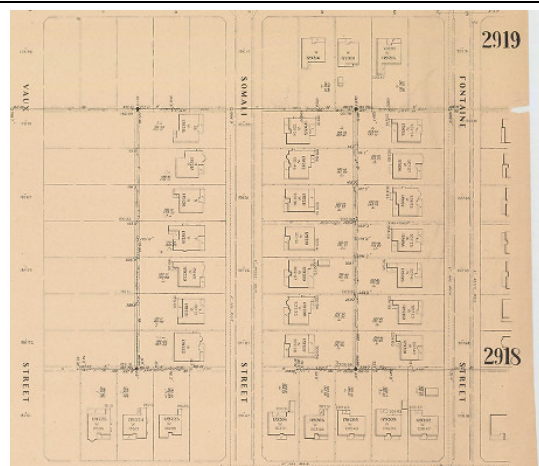
### VCAT cases

Nicholas Dour Architects v Moreland CC [2009] VCAT 2556 (30 November 2009) 18 Somali Street, Pascoe Vale South

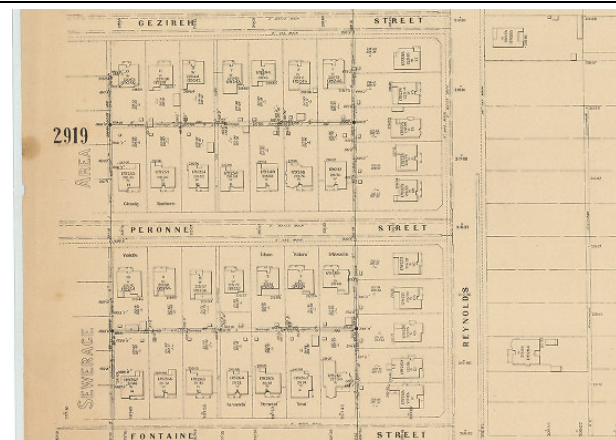
Di Loreto v Moreland CC [2007] VCAT 1180 (5 July 2007) 21 Somali Street, Pascoe Vale (Note, the dwelling on this property was a Beaufort house)

Rajab v Moreland CC [2005] VCAT 1262 (23 June 2005), 44 Gallipoli Parade

## Attachment A – MMBW maps showing development by 1929



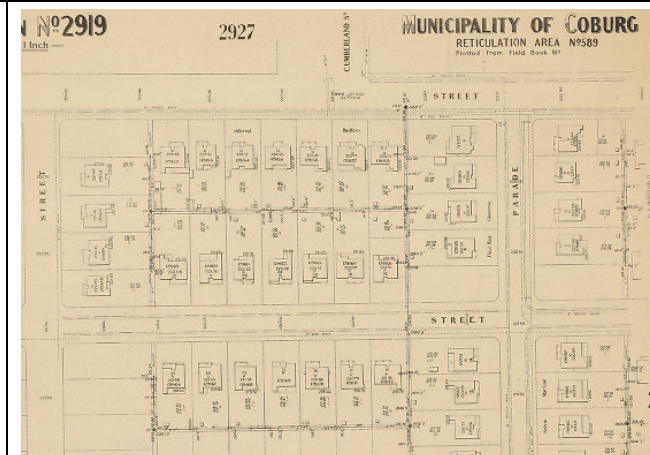
*MMBW Detail Plan No.2803 - Somali & Fontaine streets and part of Reynolds Parade*



*MMBW Detail Plan No.2918 – Fontaine (north side), Perrone and Gezireh (south side)*



*MMBW Detail Plan No.2918 - Gezireh & Bell streets (eastern section) and north end of Reynolds Parade*



*MMBW Detail Plan No.2919 - Gezireh & Bell streets (western section) and north end of Gallipoli Parade*







## Attachment B – Gallipoli Parade precinct photos

**Figure B.1- Fontaine & Somali streets (east section) within HO80**

			
<i>1-5 Somali</i>	<i>11, 13 Somali</i>	<i>12, 14 Somali</i>	<i>5, 7 Fontaine</i>

**Figure B.2 - Fontaine & Somali streets (west section) within HO80**

			
<i>25 Fontaine – WSHC design</i>	<i>22 Fontaine – WSHC design</i>	<i>15 Somali – Beaufort house</i>	<i>19 Mitchell – Non WSHC house</i>



**Figure B.3 - Gezireh – intact 1920s group outside HO80**



**Figure B.4- Gezireh/Perrone/Bell streets outside HO80 showing effects of post-war redevelopment**





**Figure B.5- Beaufort houses outside HO80**

			
<i>19 Gallipoli Parade</i>	<i>31 Gallipoli Parade</i>	<i>13 Moascar Street (Very altered example, not significant)</i>	<i>15 Moascar Street</i>
			
<i>7 Reynolds Parade</i>	<i>13 Reynolds Parade</i>	<i>17 Reynolds Parade</i>	<i>15 Vaux Street</i>

## Attachment C – Precinct assessment guidelines

The following extract is from Chapter 3 of Volume 1 of the *Moreland North of Bell Street Heritage Study* 2010. The ‘Advisory Committee’ referred to is the Committee appointed in 2007 to review heritage provisions in planning schemes (see References).

### Establishing a threshold of local significance

#### What is a threshold?

The Heritage Victoria standard brief for Stage 2 heritage studies notes that local significance can include places of significance to a town or locality, however, whether the ‘threshold’ of local significance is achieved depends how relevant heritage criteria are applied and interpreted.

The Advisory Committee Report notes that the related questions of the application of appropriate heritage criteria and establishing ‘thresholds’ that provide practical guidance to distinguish places of ‘mere heritage interest from those of heritage significance’ have been the subject of continuing debate in recent times. While there was agreement that the AHC criteria may be appropriate for use at the local level, the question of what establishes a threshold remains open to interpretation.

The Advisory Committee Report defines ‘threshold’ as follows:

*Essentially a ‘threshold’ is the level of cultural significance that a place must have before it can be recommended for inclusion in the planning scheme. The question to be answered is ‘Is the place of sufficient import that its cultural values should be recognised in the planning scheme and taken into account in decision - making?’ Thresholds are necessary to enable a smaller group of places with special architectural values, for example, to be selected out for listing from a group of perhaps hundreds of places with similar architectural values.<sup>6</sup>*

#### How is a threshold defined?

The Advisory Committee Report cites the Bayside C37 and C38 Panel report, which notes that:

*With respect to defining thresholds of significance, it was widely agreed by different experts appearing before this Panel that there is a substantial degree of value judgment required to assess a place’s heritage value, so that there is always likely to be legitimate, differing professional views about the heritage value of some places.*

*There is a wide range of matters that can be taken into account in making any assessment (e.g. a place’s value in relation to historic, social, aesthetic, cultural factors, its fabric’s integrity and so on), leading to further grounds for differences between judgments.<sup>7</sup>*

While there are application guidelines for the use of the AHC criteria (Developed in 1990 these are known as the *AHC Criteria for the Register of the National Estate: Application Guidelines*), they are designed for application at the regional or National level and the Advisory Committee Report cited a report prepared by Ian Wight for Heritage Victoria, which noted that they may require rewriting to ‘make them clearly applicable to places of local significance’.

On this basis, the Panel made the following conclusions:

*As also discussed, a fundamental threshold is whether there is something on the site or forming part of the heritage place that requires management through the planning system.*

*As we have commented, we see the development of thresholds as something which responds to the particular characteristics of the area under investigation and its heritage resources. Nevertheless*

<sup>6</sup> Advisory Committee Report, p.2-41

<sup>7</sup> Advisory Committee Report, p.2-32

*the types of factors that might be deployed to establish local thresholds can be specified State - wide. They would include **rarity in the local context, condition/degree of intactness, age, design quality/aesthetic value, their importance to the development sequence documented in the thematic environmental history.*** (Emphasis added)

*This process is essentially a comparative one within the local area. That area may not coincide with the municipal area. Its definition should be informed by the thematic environmental history.*<sup>8</sup>

### **What is the role of the thematic history?**

The previous comments highlight the important role played by thematic environmental histories in providing a context for the identification and assessment of places. However, while it would be expected that the majority of places of local significance would be associated with a theme in the thematic history not all places are and there may be some that are individually significant for reasons that are independent of the themes identified by the Study. The chair of the Advisory Committee Report, Jenny Moles, made the following comment in the Panel report prepared for the Warrnambool Planning Scheme Amendment C57:

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

The C57 Panel Report also once again highlighted that thematic histories are not 'static' documents and should be reviewed once more detailed assessments are carried out for places and precincts. This iterative approach allows a 'more complete and more pertinent history of a municipality to be developed in terms of providing a basis for managing heritage stock and allows individual buildings to be placed in their historical context'.<sup>9</sup>

### **Conclusion**

In accordance with the Advisory Committee comments a series of local 'tests' have developed to determine whether a heritage place meets the threshold of local significance to the City of Moreland using the Hercon criteria. It is noted that a place need only meet one 'test' or criteria in order to meet the threshold of local significance. Meeting more than one 'test' does not make the place more significant – it simply means that the place is significant for a variety of reasons. The tests are:

- The place is associated with a key theme identified in the thematic environmental history. The place will have a strong association with the theme and this will be clearly illustrated by the fabric, when compared with other places (Criterion A).
- The place may be rare within the municipality or to a township or locality. It may contain or be a very early building/s, or be of a type that is under-represented within Moreland (Criterion B).
- If it is a representative example of a place type it will usually have the typical range of features normally associated with that type – i.e. it will be a benchmark example – and it will usually have a high degree of integrity (i.e. for a precinct, a high proportion of the places will be considered to be contributory) or particular aesthetic characteristics (Criteria D or E).
- The place is an exemplar of an architectural style or represents significant technical or artistic/architectural innovation or achievement when compared to other similar places in the municipality. The places will usually have a high degree of integrity when compared to other places (Criterion F).

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<sup>8</sup> Advisory Committee Report, p.2-45

<sup>9</sup> Warrnambool Planning Scheme. Amendment C57 Panel Report, December 2008, Jennifer A. Moles, Chair



- The place has strong social or historic associations to an area (Criterion G) or to an individual or organisation (Criterion H) and, in particular:
  - There is continuity of use or association, meanings, or symbolic importance over a period of 25 years or more (representing transition of values beyond one generation).
  - The association has resulted in a deeper attachment that goes beyond utility value.
  - The connection between a place and a person/s or organisations is not short or incidental and may have been documented – for example in local histories, other heritage studies or reports, local oral histories etc.

By comparison, places that do not meet the threshold of local significance will generally be those where:

- Historical associations are not well established or are not reflected in the fabric because of low integrity, or
- The place is common within the municipality or already well-represented in the Heritage Overlay, or
- If a precinct, it has a high proportion of non-contributory buildings, or
- It is a typical, rather than outstanding example of an architectural style or technical achievement and there are better comparative examples in the area or municipality.
- The social or historical associations are not well established or demonstrated.

## What constitutes a precinct?

At present there are no definitive guidelines that provide assistance in identifying and defining a heritage precinct. This was acknowledged by the Advisory Committee appointed to undertake the *Review of Heritage Provisions in Planning Schemes*, which made the following comments in the final report submitted in August 2007:

*Various Ministerial Panels have considered the question of the conceptualisation of the extent of a significant heritage place, particularly in relation to heritage areas or precincts, industrial sites and large rural properties. The Greater Geelong Planning Scheme Amendment C49 Ministerial Panel (February 2004) pointed out that the Practice Note Applying the Heritage Overlay does not provide any guidance on identification of heritage precincts. It noted that practice within the profession suggested that precincts should contain a substantial proportion of buildings that were assessed as being of precinct heritage significance, as defined in the statement of significance. A statement of significance should outline what is significant, why it is significant and how the place demonstrates the heritage significance.*<sup>10</sup>

The Advisory Committee Report considered a number of submissions and various relevant Independent Panel reports. The final conclusions and recommendations suggested that the criteria for the definition of a precinct should take into account:

- the geographic distribution of the important elements of the place, including buildings and works, vegetation, open spaces and the broader landscape setting.
- whether the place illustrates historic themes or a particular period or type of development.
- whether it is a defined part of the municipality recognised by the community.
- whether non-built elements such as the subdivision pattern contribute to its significance.

The Panel went on to note that criteria suggested by the Hobsons Bay C34 Panel, ‘may be appropriate for inner urban, relatively homogenous precincts but appear to us to be too prescriptive for application in other situations’. It concluded that:

<sup>10</sup> Advisory Committee Report, p.2-48

*Thematically related buildings or sites that do not adjoin each other or form a geographic grouping should, where appropriate, be able to **be treated as a single heritage place and share a statement of significance and HO number.***<sup>11</sup> (Emphasis added)

Finally, with regard to the proportion of significant (or significant and contributory) buildings that is desirable within precincts, the Advisory Panel considered that:

*..the stress on built fabric inherent in this question is misleading. Precincts need to be coherent, thematically and/or in terms of design, and need to be justifiable in relation to protection of significant components. It is neither possible nor desirable to set hard and fast rules about percentages.*<sup>12</sup>

### **Conclusions**

Section 3.7 already provides guidance for determining whether or not a precinct meets the threshold of local significance. For the purposes of this study, a precinct is considered to possess one or more of the following characteristics:

- They contain contributory places that individually or as a group illustrate important themes set out in the thematic history.
- The places within a precinct may or may not adjoin one another. Where they do not form a contiguous grouping they will have a strong and demonstrated thematic association.
- Where places form a contiguous grouping they will have largely intact or visually cohesive streetscapes that are either aesthetically or historically significant (or both).
- Precincts that are historically significant will include elements such as housing styles and subdivision layouts that are representative or typical of a particular era or type.
- Precincts of aesthetic significance will be distinguished by the high or exceptional quality of the housing design and/or estate layout and features when compared to other examples.
- They may contain a high proportion of Significant or Contributory properties as defined above.

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<sup>11</sup> Advisory Committee Report, p.2-55

<sup>12</sup> Advisory Committee Report, p.2-54

## **ATTACHMENT D – CITATION**

### **Gallipoli Parade precinct**

## HERITAGE CITATION REPORT

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<b>Name</b>	Gallipoli Parade	<b>File No</b>	3516
<b>Address</b>	1-21 & 2-30 SOMALI STREET, PASCOE VALE SOUTH 1-29 & 2-28 FONTAINE STREET, PASCOE VALE SOUTH 14-20 MITCHELL STREET, PASCOE VALE SOUTH 47-61 REYNOLDS PARADE, PASCOE VALE SOUTH 47-61 & 34-48 GALLIPOLI PARADE, PASCOE VALE SOUTH	<b>Significance Level</b>	Local
<b>Place Type</b>	Residential Precinct		
<b>Citation Date</b>	2011		





**Recommended  
Heritage Protection**

**VHR** No **HI** No **PS** Yes

**Designer / Architect**

Leith, GB

**Architectural Style**

Interwar Period (c.1919-c.1940)  
Old English, Mid-Twentieth  
Century (1940-60) Austerity

## History and Historical Context

### Thematic context

This precinct is associated with the following theme/s identified by the *City of Moreland Thematic History* (2010):

*Theme Six: Building Moreland's Houses*

6.4 Building houses in the twentieth century

### Suburban development of Coburg in the twentieth century

In the late nineteenth and early twentieth century much of the development in the former Coburg municipality was confined to a narrow corridor adjacent to the railway line and Sydney Road to the south of Bell Street. Outlying areas such as West and North Coburg, Pascoe Vale and Glenroy were characterised by small farms and vacant land well into the twentieth century (Broome, 1987:163).

After the cessation in development caused by the 1890s depression building in Coburg began to pick about 1910 (Broome, 1987:179) and accelerated after World War I. As noted by Broome (1987:202).

*Suburban development depends on demand for housing, cheap vacant land, local employment, the availability of transport and basic services and the drive of entrepreneurs. By 1920 Coburg was ripe for the process.*

In Coburg the demand for housing was created by returned soldiers and encouraged by improvements to transport, which included the re-opening of the railway north to Fawkner by 1914, the electrification of the line to Coburg by 1920 as well



as the commencement of private bus routes in the 1920s. Industry was actively encouraged by Council, which designated three industrial areas, and the opening of the Lincoln Knitting Mills on a large site in Gaffney Street in 1919 provided employment for 500 workers, a figure that was doubled in 1920. Further mills followed (Broome, 1987:203-05).

As a result by the mid-1920s new building was at 'fever pitch' (Broome, 1987:207) and the population of Coburg more than doubled in the decade from 1920 to 1930 from 17,000 to 40,000. It was the third-largest suburban rate of increase behind Caulfield and Camberwell and during 1923 and 1924 an average of 3 houses were built each day in Coburg (Broome, 1987:210).

### **La Rose estate**

The La Rose Estate, comprising land bounded by the present-day Bell, Reynard and Reynolds streets and the Moonee Ponds Creek formed part of Arundel Wright's property, purchased at the second Coburg land sales in 1839. It was sold to various people until Farquhar McCrae bought the land in the 1840s. The McCrae family was of considerable significance and influence during the early period of the development of Victoria, whose most famous member was Georgiana McCrae. Farquhar McCrae built the La Rose farmhouse c.1841-42, now known as Wentworth House (Broome, 1991:44).

On McCrae's death in 1852 the land was sold to the Robertson family who had leased the farm from 1844 (Broome, 1991:44). They extended the house in the 1860s. In 1866 the estate was sold to the notorious land developers Munro and Baillieu who subdivided the land into suburban allotments in the late 1880s. The subdivision became one of the scandals of the boom years as the estate was sold from one part of the Munro and Baillieu group to another whenever money was needed (Cannon, 1995:187-92). In the 1890s there was still a large proportion of unsold allotments and much of the land, which was remote from urban services, remained undeveloped for another two decades. Finally, in 1919 part of the subdivision west of Reynolds Parade was compulsorily acquired by the War Service Homes Commission, which started building houses by the mid-1920s. The balance of the La Rose Estate was re-subdivided by 1923 into 565 house and shop allotments. However, delays in commencing the West Coburg tramline along Melville Road left many allotments still unsold even after further auctions in 1926 (Broome, 1991:208).

### **War Service Homes Commission**

Due to a shortage of houses after the First World War the Commonwealth Government created the War Service Homes Commission in 1919 to assist returned soldiers and their families to buy affordable houses. War service homes were intended by the Government as "the counterpoint to the land settlement portion of the repatriation policy" ('WSH Jubilee', p.1), a policy commonly known as soldier settlement. Assistance for war service homes was given through low interest rate loans to purchase existing houses, but by the early 1920s the focus of the Commission shifted to the construction of new houses -a measure 'designed to help solve, and not accentuate the national housing problem' (*The Argus*, 18 January, 1921).

The Commission intended to buy large tracts of land and contract builders to erect the houses, however due to difficulty engaging contractors and finding sufficient material cheaply, the Commission was the builder for its first two years of operations. Initially, the houses were constructed using day labour, but by 1921 the Commission began to contract out its building operations ('WSH Jubilee', pp.4-7). The houses built by the WSHC from 1919-22 were designed under the direction of their principal architect, Mr. E.R. Bradshaw (*The Argus*, 20 December 1919). However, in mid-1922 the WSHC reached an agreement with the State Savings Bank of Victoria (SSBV) that the bank would, out of moneys made available by the commissioner, provide homes upon the same terms and conditions as provided by the Commission. By 1927 the SSBV had assumed responsibility for all of the dwellings built by the bank for returned soldiers and other persons eligible under the original *War Services Homes Act* and at least until 1940 all new war service homes in Victoria were designed and built by the SSBV (*The Argus*, 27 July 1922, 24 September 1929; 'WSH Jubilee').

Australia's first war service homes were completed in the Sydney suburb of Canterbury in September 1919 ('WSH Jubilee', p.5) and Victoria's first war service homes were constructed in Preston soon afterward. The Preston houses were

commenced late in 1919 and were occupied by May 1920. In Brunswick and Coburg the first Commission houses were built in Hall and Westbourne streets, and Glenora Avenue respectively. By 1921 the Commission had constructed over 600 homes in Victoria in suburbs such as Preston, Northcote, Kew and Camberwell and Williamstown and country towns including Wonthaggi, Castlemaine and Seymour and in the decade to 1929 constructed over 20,000 homes throughout Australia of which about 4000 were in Victoria ('WSH Jubilee', p.10). The Commission continued to play an important role in the provision of housing for returned servicemen well into the 1960s ('WSC Jubilee', p.29).

### **Development of the West Coburg Estate 1919-1929**

The land acquired by the War Service Homes Commission comprised 12 hectares of land west of Reynolds Parade, which had previously formed 300 allotments in the La Rose Estate (LV). The streets were renamed to recall the glory of the first AIF campaigns, including Gallipoli, Somali, Perrone, Gezireh, Moascar, Heliopolis and Lemnos and 144 houses were constructed by the SSBV on behalf of the Commission in what became known as the West Coburg Estate. Almost 100 houses, constructed to one of 30 standard designs used by the SSBV, had been completed by the end of 1926 and the balance was completed soon after (Broome, 1991:208, RB, SM; *The Argus*, 18 January, 1924, 30 November 1926). Title information show that the lots were transferred from the Commission to the SSBV from May 1928 to June 1929. It is thought that local builder and land developer Robert Irvine, best known for his construction of the Nicholson Street tram sheds, built many of the houses in this area (Broome, 1991:208).

The houses built by the SSBV are shown on the 1929 Melbourne & Metropolitan Board of Works (MMBW) plans for this area. The plans show houses built upon the lots in the sections of Somali, Fontaine and Perrone streets to the east of Gallipoli Parade, the whole of Gezireh Street and the south side of Bell Street within the estate, both sides of Gallipoli Parade between Bell and Fontaine streets (and three houses on the east side between Fontaine and Somali), and the west side of Reynolds Parade from Bell Street to Somali Street (MMBW). Not all the lots in these areas were built on - for example, No.47 Reynolds Parade (at the south-west corner of Somali Street), was not sold until 1945 and house built soon after for the owner with the assistance of the Commission. The MMBW plans also show that the balance of the old La Rose estate to the east of Reynolds Parade (i.e., the area not acquired by the Commission) remained largely undeveloped by 1930.

Construction throughout Coburg almost ceased during the Depression of the early 1930s and it appears that no further development occurred in the estate until after World War II.

### **Development of the West Coburg estate 1946-1960**

The second stage of development within the West Coburg Estate began in 1945 when the Commission re-commenced land sales. The majority of the lots were sold off by 1955 and unlike the previous stage when all the lots were transferred first to the SSBV who constructed the houses, which were later transferred to individual owners, this time lots were sold off individually with most of the owners immediately taking out a mortgage to the Commission to finance construction of a house (LV).

However, development of the estate was curtailed by another housing shortage that followed the end of World War II. The situation was made worse by a shortage of materials and the absence of a skilled workforce. In the year ended June 1946 the Commission received nearly 14,500 applications, but only 576 homes were built. As a result, throughout 1946-49 there was:

*Considerable experimentation and improvisation in order to overcome the shortages of building materials and professional staff and the reluctance of builders to tender for the erection of homes.* ('WSH Jubilee', p.23)

In order to accelerate the provision of homes the Commission decided to enact a 'special advance scheme' whereby applicants were permitted to make their own arrangements for building homes using their own architect and builder ('WSH Jubilee', p.1). Other initiatives to address the shortfall were the Group building program and development of pre-fabricated and factory built house types.

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The Group Building program - that is, the building of groups of houses rather than individually - was launched in 1947-48 and while initial progress was slow (in the first two years only 222 homes were built throughout Australia) it laid the foundation for a bigger group building programme in later years and approximately 10,000 homes were completed over the next decade ('WSH Jubilee', p.21). In the West Coburg area tenders were called by the Commission in late 1947 and early 1948 for 50 war service homes to be constructed 'on the group principle' (*The Argus*, 23 September 1947). The tenders specified both brick and timber houses.

Meanwhile, the prefabricated houses developed by the Commission in the immediate post-war years included what was known as the Beaufort steel house, as well as a pre-cast concrete factory-produced house and a factory-built weatherboard house. The development of the Beaufort house combined the skills of the Victorian Housing Commission, the Commonwealth Department of Works and Housing (which by then incorporated the War Services Homes Commission) and the technical staff of the Beaufort Division of the Department of Aircraft Production including the architect Arthur Baldwinson who is credited with the design. To promote the scheme a prototype was erected in the Fitzroy Gardens, which was opened to the public on 4 June 1946 and orders were eventually placed by the Victorian State Government and the War Service Homes Commission for 5000 houses each (*The Argus*, 11 February 1947). At peak production it was anticipated that 3000 homes per year could be produced. However, the project was continually delayed and eventually cancelled as a result of shortages of steel.

Apart from the Fitzroy Gardens prototype the first Beaufort houses in Victoria were erected in Bluff Road, Sandringham and Ballarat Road, Braybrook for the Housing Commission of Victoria. The tenants of these houses moved in by April 1947 (*The Argus*, 3 April 1947). However, progress was still slow and by September 1947 only a 'trickle' of houses (all built to the same standard 2 bedroom design known as 'Type 1') had been produced, which were mostly erected in War Service Homes or Housing Commission of Victoria estates at Maidstone, Spotswood and West Coburg. About 20 houses had been erected by November and one house at West Coburg was intended as a demonstration home to be occupied by an ex-serviceman at a 'nominal rental on condition that he keeps the house open for inspection by prospective buyers at certain hours' (*The Sun*, 6 September 1947; *The Herald*, 14 November 1947).

Finally, in December 1947 the State Government decided to cancel the Beaufort Scheme. The reason given was the lack of supply of steel - it was noted that one Beaufort house would use the same amount of steel as used in seven ordinary houses and would thus delay the construction of other housing (*The Argus*, 9 December 1947). The announcement by the State Government was followed by a similar decision of the Chifley Federal Government to cancel the Beaufort Homes project and to 'discontinue their production for Commonwealth use'. Beaufort homes 'then under construction and those on which deposits had been paid' would be completed (*The Argus*, 12 February 1948). About 20-30 Beaufort houses were built in the West Coburg area between early 1948 and early 1949 and this would appear to represent the majority of the Beaufort homes built in Victoria.

Rate books therefore record that the majority of the Commission houses in the West Coburg Estate were built between 1948 and 1953, although some were built as late as 1955. In Fontaine Street, for example, it appears that all but one (No.16) of the houses between Gallipoli Parade and Heliopolis Street were constructed either by the Commission (i.e., as part of one of the tenders mentioned above) or by the owners with their assistance (i.e., with a loan provided via a mortgage to the Commission). The houses constructed by the Commission include a mix of brick and weatherboard houses using standard designs at nos. 18-28, 15 & 21-29. For example, the adjoining houses at nos. 22 & 24 were both built by 1949 - no.22 was first occupied by Leslie McElvogue, while Kenneth Gribble took up residence in no.24. Meanwhile, the weatherboard house at No.19 was erected in 1948 by the owner with a loan provided by the Commission, while one (No.17) was one of the last of 'Beaufort' houses, erected in late 1948 or early 1949 (RB, LV).

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## Description

### Physical Description

The Gallipoli Parade precinct comprises the following properties:

1-29 & 2-28 Fontaine Street  
47-61 & 34-48 Gallipoli Parade  
2 Heliopolis Street  
14-20 Mitchell Parade  
1-21 & 2-30 Somali Street  
47-61 Reynolds Parade

The Gallipoli Parade precinct is a residential area, which was developed in two distinct stages by the War Service Homes Commission; the first stage in the 1920s and the second after World War II. It comprises a mixture of inter-war bungalows and post-War houses including two Beaufort prefabricated steel houses. The precinct, which is part of the West Coburg estate developed by the Commission (The original estate boundaries were Bell Street, Reynolds Parade, Reynard Street and Mitchell Parade), includes the most intact groups of houses from both development stages. Other parts of the original estate developed by the Commission, but with lower intactness (i.e., a higher proportion of non-contributory buildings) have been excluded from the precinct.

The inter-war houses are contained in the section to the east of Gallipoli Parade including the houses at nos. 40-48 Gallipoli and nos. 41-67 Reynolds Parade. They are timber bungalows with hipped or gabled roofs clad in terracotta tiles in a variety of State Savings Bank of Victoria standard designs. Windows are double hung sash with multi-panes to the upper sash, usually boxed and often arranged in pairs or triples. Some houses have semi-circular bow windows. Verandahs are supported by paired timber posts (e.g. 3 Fontaine) or cement Tuscan order columns (e.g., 9 Fontaine) set on brick bases, or occasionally by chunky rendered piers with a rendered balustrade (e.g., 1 Fontaine). Typical types include:

- a transverse gable roof and a large projecting gabled porch (e.g. 13 Somali, 6, 10 Fontaine; 53, 57 Reynolds).
- a transverse gable roof with projecting gable-fronted room - in this type the roof extends to form a verandah across the

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facade (e.g., 5, 14 Somali; 3, 12, 14 Fontaine)

- a transverse roof with 'Jerkinhead' gables. The roof extends to form a verandah supported on paired columns set on brick bases (e.g., 1, 12 Somali; 9 Fontaine)

- a hip roof with a projecting gable-fronted room (e.g., 2, 7, 8, 9 Somali; 7, 11, 13 Fontaine, 48 Gallipoli; 55 Reynolds). A variation on this type has a projecting hip rather than gable-front (2 Fontaine).

No.11 Somali is an apparently unique design within the estate, asymmetrical in plan with a hip roof and a flat-roofed porch supported by paired timber columns. The houses are all detached with deep garden setbacks. Some retain early low timber or metal-framed woven/cyclone wire or brick front fences (e.g., 10 Fontaine, 12 & 13 Somali, 61 Gallipoli).

The inter-war houses are generally in good condition with most retaining a relatively high degree of external integrity when viewed from the street. Some have had two storey additions, but these are usually placed to the rear of the main roof and are not a visually dominant element within the streetscapes (e.g., & Fontaine Street, 1, 5 Somali Street).

The post-war houses are mostly situated on the west side of Gallipoli Parade although some (e.g. 34, 36, 46 Gallipoli Parade and 47 Reynolds Parade) are within the otherwise inter-war group to the east. They are built in a range of designs, the majority of which are the weatherboard and brick houses built to standard designs by the Commission. The Commission houses have gable roofs and appear to consist of one or two standard designs with slight variations achieved by the placement of windows and chimneys. Common detailing includes double hung sash windows often arranged in triples in the main elevations. Large full-height picture windows are also used. Horizontal glazing bars and the placement of windows at corners give the houses a 'Moderne' appearance. Another distinguishing original feature is the small square louvred vents to the gable ends and one plain rectangular chimney.

One standard Commission type has a transverse gable roof either with a projecting gabled room - examples include 18, 20, 21, 22 & 25 Fontaine and 17 & 24 Somali - or without (19 Somali, 34 Gallipoli). In some examples, the projecting gable is slightly elongated (e.g., 21, 28 Fontaine). A second standard Commission type is gable fronted with minor gables projecting to either side - a particularly fine and intact example of this type was situated at 18 Somali Street, but was recently demolished; a surviving example is at 59 Gallipoli Parade. A third standard Commission type is L-shaped in plan - examples include 36 Gallipoli Parade and 30 Somali Street.

Interspersed amongst the Commission houses are other immediate post-war houses, some of which may have been built with the financial assistance of the Commission. Good examples include 61 Gallipoli Parade. This weatherboard house, which has a hip tile roof, is L-shaped in plan with double hung windows arranged as singles or triples. It is very intact and retains an early timber and cyclone wire front fence. Others include 16 Fontaine Street (a double fronted brick house with a hip tile roof and Moderne detailing including corner windows and a stepped brick chimney), 26 Somali Street (a brick house with a transverse gable roof and a projecting gabled roof), which is set in a mature garden with a low front fence clad in 'crazy paving', the triple-fronted house at 46 Gallipoli Parade and the modest weatherboard houses at 14 & 16 Mitchell Parade. A former non-residential use associated with the development of the precinct after World War II is the dairy at the rear of the triple-fronted house at 20 Mitchell Parade.

The post-war houses are generally in fair to good condition with varying degrees of integrity. Common alterations include the replacement of windows. The other notable houses within the precinct are the two Beaufort prefabricated steel houses at 15 Somali and 17 Fontaine, which are situated within the post-war group to the west of Gallipoli Parade. They are among nine surviving examples of this house type - others are situated outside the precinct at 19 & 31 Gallipoli Parade, 15 Moascar Street, 7, 13 & 17 Reynolds Parade, and 15 Vaux Street (Please refer to the separate Hermes record for the other Beaufort houses).

The Beaufort Houses were a standard two-bedroom house based on a three-foot grid. They are built entirely of steel with framing, cladding and roofing all of metal. The wall cladding is joined by vertical joiner strips at three foot intervals and the windows were designed in the same modular format. Where wider windows were required, multiples of the standard



module were placed together. The plans were designed with a compact use of space, with minimal passage areas, however despite this economy of scale the construction system was a demanding one using a lot of steel, which ultimately led to the cancellation of the program as noted in the History. The roof was designed as a low pitch gable and generally the houses were oriented with the gable end towards the street.

Framing consisted of vertical, horizontal and corner elements bolted together. Flanges were used to re-inforce corners, especially at the top of walls where the rafters would be supported. Even the floor joists were all steel. The Beaufort Homes were sophisticated designs using innovative technology learnt from the aviation industry. Even today the prefabricated technology applied to the design and construction of the Beaufort houses is difficult to achieve.

Beaufort houses were designed as modern homes particular attention was paid to light and ventilation. Windows were wide opening casements in steel frames. A glass porch was a feature of the front elevation, as was landscaping that included rock walling to the base of the walls. This had the effect of 'anchoring' the house to its site and making the house and landscape part of an integrated design. The chimney was a small tapered cylinder flue also made of steel, and is a distinctive shape. According to original brochures [1] produced for the house the original interiors were devoid of decoration and in the modern style with built-in kitchens, laundries and bathrooms providing a level of comfort and convenience. Many of the Beaufort houses retain much of their original appearance, and as a group tend to have had few alterations and additions.

The street planting, of *Melaleuca* and *Prunus x Blineaia*, is mature and although historically unrelated to the early development of the precinct contributes to the amenity and character. All streets have nature strips of grass with concrete kerbs and channels. Most houses have vehicle crossings of concrete with garages well set back from the street behind the houses. The footpaths are of concrete.

## Sources

[1] 'Beaufort Homes. Individually styled modern designs', 1946 brochure prepared by the Beaufort Division of the Department of Aircraft Production, viewed online (November 2010) at [http://www.sl.nsw.gov.au/discover\\_collections/society\\_art/modern/beaufort/index.html](http://www.sl.nsw.gov.au/discover_collections/society_art/modern/beaufort/index.html)

## Recommended Management

### Conservation guidelines (General)

Please refer to the Heritage Local Policy in the Moreland Planning Scheme (Clause 22.13 or as amended) for the heritage management guidelines for this precinct.

### Conservation guidelines (Specific)

The following specific guidelines apply to this precinct:

- While additions to contributory places should be visually recessive and not dominate the heritage place it is not essential for them to be fully concealed from view.

- Multi-dwelling developments may be considered where:

- >the existing dwelling is retained and conserved if it is a contributory dwelling

- >the development appears as a single dwelling when viewed from the street, or if on a corner site as individual dwellings.

- Large, single buildings containing multiple dwellings should be avoided.
- New front fences should be not more than 1 metres in height or there should be no front fence.

## Comparative Analysis

The inter-war housing in the HO80 precinct directly compares with the war service homes also constructed by the State Savings Bank of Victoria Street, in 1924-25 at Galeka Street in Coburg North. The Galeka Street houses are part of one of the the Merlynston residential heritage precincts identified by the *Moreland North of Bell Street Heritage Study 2010* and is recommended by that study for inclusion in the HO. There is a similar range of timber bungalows in both precincts, but the West Coburg precinct is larger and the houses, generally speaking, have a higher level of external integrity.

Other inter-war estates known to have been constructed by or with the assistance of the Commission include Westbourne and Hall streets (HO193), the Northern Timber Mills estate in Stewart Street, both in Brunswick. The houses in the former example are all of brick in standard designs prepared under the direction of the Chief Architect of the Commission and are not directly comparable to the houses in either Galeka Street or West Coburg. Similarly designed brick houses were constructed by the Commission in Glenora Avenue, Coburg. The Northern Timber Mills Estate, on the other hand, consisted of timber houses. However, many of the original houses have been demolished or altered and the overall estate has a low degree of integrity.

The West Coburg precinct also contains a representative selection of post-war housing constructed for the War Service Homes commission. While it is believed that other smaller estates were constructed by the Commission in Moreland after World War II, this is the only known estate to survive relatively intact. It therefore provides an illustration of the post-war activities of the Commission, which is not represented elsewhere in Moreland (and is also relatively rare example within the Melbourne metropolitan area).

The Beaufort houses in this area represent the largest surviving group of these houses in Melbourne (and, therefore, in Australia). As noted in the history, of the 23 Beaufort houses constructed in the West Coburg estate at least half have been demolished, and there are no other known examples elsewhere in Moreland. The importance of the surviving houses is therefore enhanced by their rarity value. Of the surviving 11 Beaufort houses (which are all of identical original design) the two within HO80 (15 Somali and 17 Fontaine) as well as seven in surrounding streets (19 & 31 Gallipoli Parade, 15 Moascar Street, 7, 13 & 17 Reynolds Parade, and 15 Vaux Street) remain relatively intact externally and represent the best examples. The other two surviving Beaufort houses - 13 Moascar St and 5 Vaux St - have been more significantly altered and do not meet the threshold of local significance.

## Statement of Significance

### What is significant?

The Gallipoli Parade precinct is a residential area that contains homes built by/for or with the assistance of the War Service Homes Commission in two distinct stages; the first in c.1925-c.1929 and the second from c.1946-c.1956. The following features and elements are integral to the significance of the precinct:

- The houses at 1-13, 17-25 & 29 and 2, 6, 10-28 Fontaine Street, 47, 55, 59 & 61 and 34-48 Gallipoli Parade, 14, 16 & 20 Mitchell Parade, 47 & 53-61 Reynolds Parade, 1-13, 15-19 & 6-14 and 16 & 22-30 Somali Street.
- The extent to which development in two distinct stages is evident in the housing stock with the relatively consistent inter-war character generally to the east of Gallipoli Parade predominantly comprising houses constructed to a range of

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standard designs by the State Savings Bank of Victoria and the relatively consistent post-war character comprising houses in a more diverse range of designs in the area to the west.

- The consistency of form, scale, style and detailing of the contributory dwellings in each section, including the detached siting behind garden setbacks and low front fences.
- The relatively high integrity of many of the contributory dwellings when viewed from the street.

The Beaufort houses at 17 Fontaine Street and 15 Somali Street are also significant as part of the group of Beaufort houses in this area - please refer to the separate Hermes record for further information including a statement of significance.

Non-original alterations and additions to the contributory places, the houses at 4, 8, 15 & 27 Fontaine Street, 49-53 & 57 Gallipoli Parade, 2 Heliopolis Street, 18 Mitchell Parade, 49 & 51 Reynolds Parade, 13A, 14A, 18, 20 & 21 Somali Street and outbuildings are not significant.

## How is it significant?

The Gallipoli Parade precinct is of local historic, architectural and technical significance to the City of Moreland.

## Why is it significant?

Historically, it is significant as a representative example of an estate that provides evidence of the important role of the War Service Homes Commission in the provision of affordable housing after the First and Second world wars. The consistency of the inter-war house designs, which were constructed by the State Savings Bank of Victoria (SSBV), demonstrate predominant role of the Commission as a builder of houses and its association with the Bank as the single provider of housing during that time. The diversity of post-World War Two house designs, on the other hand, demonstrates the change in policy by the Commission in order to meet severe housing shortages that resulted in a range of house types including Beaufort pre-fabricated houses, houses built to standard Commission designs as well as houses built with the assistance of the Commission by owners to their own design. (Criteria A, D & H)

It is architecturally and aesthetically significant for the very intact 1920s streetscapes in the section to the east of Gallipoli Parade which comprise typical SSBV house designs. (Criteria D & E)

## Assessment Against Criteria

This precinct was assessed in accordance with the processes and guidelines outlined in the Australia ICOMOS *Charter for Places of Cultural Heritage Significance* (The Burra Charter) 1999, using the Hercon criteria.

## Recommendations 2011

**External Paint Controls**

No

**Internal Alteration Controls**

No

**Tree Controls**

No

**Fences & Outbuildings**

No

**Prohibited Uses May Be Permitted**

No

**Incorporated Plan**

-

**Aboriginal Heritage Place**

No

## **Beaufort Houses**

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<b>Name</b>	PRECINCT - BEAUFORT HOUSES		
<b>Address</b>	15 MOASCAR STREET, PASCOE VALE SOUTH 15 VAUX STREET, PASCOE VALE SOUTH 17 FONTAINE STREET, PASCOE VALE SOUTH 19 & 31 GALLIPOLI PARADE, PASCOE VALE SOUTH 7, 13 & 17 REYNOLDS PARADE, PASCOE VALE SOUTH	<b>Significance Level</b>	Local
<b>Place Type</b>	Residential Precinct		
<b>Citation Date</b>	2011		



17 FONTAINE ST

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19 GALLIPOLI PDE

<b>Recommended Heritage Protection</b>	<b>VHR</b> Yes <b>HI</b> No <b>PS</b> Yes		
<b>Designer / Architect</b>	Baldwinson, Arthur	<b>Architectural Style</b>	Postwar Period (1945-1965)

## History and Historical Context

### Thematic context

This precinct is associated with the following theme/s identified by the *City of Moreland Thematic History* (2010):

*Theme Six: Building Moreland's Houses*

6.4 Building houses in the twentieth century

### Introduction

This precinct comprises nine of surviving and relatively intact Beaufort prefabricated steel houses constructed by the War Service Homes Commission in the West Coburg Estate in late 1947 and 1948.

### War Service Homes Commission

Due to a shortage of houses after the First World War the Commonwealth Government created the War Service Homes Commission in 1919 to assist returned soldiers and their families to buy affordable houses. War service homes were intended by the Government as "the counterpoint to the land settlement portion of the repatriation policy" ('WSH Jubilee', p.1), a policy commonly known as soldier settlement. Assistance for war service homes was given through low interest rate loans to purchase existing houses, but by the early 1920s the focus of the Commission shifted to the construction of new houses - a measure 'designed to help solve, and not accentuate the national housing problem' (*The Argus*, 18 January, 1921).

The Commission intended to buy large tracts of land and contract builders to erect the houses, however due to difficulty engaging contractors and finding sufficient material cheaply, the Commission was the builder for its first two years of

operations. Initially, the houses were constructed using day labour, but by 1921 the Commission began to contract out its building operations ('WSH Jubilee', pp.4-7). The houses built by the WSHC from 1919-22 were designed under the direction of their principal architect, Mr. E.R. Bradshaw (*The Argus*, 20 December 1919). However, in mid-1922 the WSHC reached an agreement with the State Savings Bank of Victoria (SSBV) that the bank would, out of moneys made available by the commissioner, provide homes upon the same terms and conditions as provided by the Commission. By 1927 the SSBV had assumed responsibility for all of the dwellings built by the bank for returned soldiers and other persons eligible under the original *War Services Homes Act* and at least until 1940 all new war service homes in Victoria were designed and built by the SSBV (*The Argus*, 27 July 1922, 24 September 1929; 'WSH Jubilee').

Australia's first war service homes were completed in the Sydney suburb of Canterbury in September 1919 ('WSH Jubilee', p.5) and Victoria's first war service homes were constructed in Preston soon afterward. The Preston houses were commenced late in 1919 and were occupied by May 1920. By 1921 the Commission had constructed over 600 homes in Victoria in suburbs such as Preston, Northcote, Kew and Camberwell and Williamstown and country towns including Wonthaggi, Castlemaine and Seymour and in the decade to 1929 constructed over 20,000 homes throughout Australia of which about 4000 were in Victoria ('WSH Jubilee', p.10). The WSHC continued to play an important role in the provision of housing for returned servicemen well into the 1960s ('WSC Jubilee', p.29).

### **Development of the West Coburg Estate 1919-1929**

In 1920 the War Service Homes Commission acquired 12 hectares of land west of Reynolds Parade (LV). The streets were renamed to recall the glory of the first AIF campaigns, including Gallipoli, Somali, Perrone, Gezireh, Moascar, Heliopolis and Lemnos and 144 houses were constructed by the SSBV on behalf of the Commission in what became known as the West Coburg Estate. Almost 100 houses, constructed to one of 30 standard designs used by the SSBV, had been completed by the end of 1926 and the balance was completed soon after (Broome, 1991:208, RB, SM; *The Argus*, 18 January, 1924, 30 November 1926). It is thought that local builder and land developer Robert Irvine, best known for his construction of the Nicholson Street tram sheds, built many of the houses in this area (Broome, 1991:208).

Construction throughout Coburg almost ceased during the Depression of the early 1930s and it appears that no further development occurred in the estate until after World War II.

### **Development of the West Coburg estate 1946-1960**

The second stage of development within the West Coburg Estate began in 1945 when the Commission re-commenced land sales. The majority of the lots were sold off by 1955 and unlike the previous stage when all the lots were transferred first to the SSBV who constructed the houses, which were later transferred to individual owners, this time lots were sold off individually with most of the owners immediately taking out a mortgage to the Commission to finance construction of a house (LV).

However, development of the estate was curtailed by another housing shortage that followed the end of World War II. The situation was made worse by a shortage of materials and the absence of a skilled workforce. In the year ended June 1946 the Commission received nearly 14,500 applications, but only 576 homes were built. As a result, throughout 1946-49 there was:

*Considerable experimentation and improvisation in order to overcome the shortages of building materials and professional staff and the reluctance of builders to tender for the erection of homes.* ('WSH Jubilee', p.23)

In order to accelerate the provision of homes the Commission decided to enact a 'special advance scheme' whereby applicants were permitted to make their own arrangements for building homes using their own architect and builder ('WSH Jubilee', p.1). Other initiatives to address the shortfall were the Group building program and development of pre-fabricated and factory built house types.

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48 and while initial progress was slow (in the first two years only 222 homes were built throughout Australia) it laid the foundation for a bigger group building programme in later years and approximately 10,000 homes were completed over the next decade ('WSH Jubilee', p.21). In the West Coburg area tenders were called by the Commission in late 1947 and early 1948 for 50 war service homes to be constructed 'on the group principle' (*The Argus*, 23 September 1947). The tenders specified both brick and timber houses.

Meanwhile, the prefabricated houses developed by the Commission in the immediate post-war years included what was known as the Beaufort steel house, as well as a pre-cast concrete factory-produced house and a factory-built weatherboard house. The development of the Beaufort house combined the skills of the Victorian Housing Commission, the Commonwealth Department of Works and Housing (which by then incorporated the War Services Homes Commission) and the technical staff of the Beaufort Division of the Department of Aircraft Production including the architect Arthur Baldwinson who is credited with the design. To promote the scheme a prototype was erected in the Fitzroy Gardens, which was opened to the public on 4 June 1946 and orders were eventually placed by the Victorian State Government and the War Service Homes Commission for 5000 houses each (*The Argus*, 11 February 1947). At peak production it was anticipated that 3000 homes per year could be produced. However, the project was continually delayed and eventually cancelled as a result of shortages of steel.

Apart from the Fitzroy Gardens prototype the first Beaufort houses in Victoria were erected in Bluff Road, Sandringham and Ballarat Road, Braybrook for the Housing Commission of Victoria. The tenants of these houses moved in by April 1947 (*The Argus*, 3 April 1947). However, progress was still slow and by September 1947 only a 'trickle' of houses (all built to the same standard 2 bedroom design known as 'Type 1') had been produced, which were mostly erected in War Service Homes or Housing Commission of Victoria estates at Maidstone, Spotswood and West Coburg. About 20 houses had been erected by November and one house at West Coburg was intended as a demonstration home to be occupied by an ex-serviceman at a 'nominal rental on condition that he keeps the house open for inspection by prospective buyers at certain hours' (*The Sun*, 6 September 1947; *The Herald*, 14 November 1947).

Finally, in December 1947 the State Government decided to cancel the Beaufort Scheme. The reason given was the lack of supply of steel - it was noted that one Beaufort house would use the same amount of steel as used in seven ordinary houses and would thus delay the construction of other housing (*The Argus*, 9 December 1947). The announcement by the State Government was followed by a similar decision of the Chifley Federal Government to cancel the Beaufort Homes project and to 'discontinue their production for Commonwealth use'. Beaufort homes 'then under construction and those on which deposits had been paid' would be completed (*The Argus*, 12 February 1948). About 20-30 Beaufort houses were built in the West Coburg area between late 1947 and early 1949 and this would appear to represent the majority of the Beaufort homes built in Victoria.

For example, one of the first Beaufort houses was erected at 35 Gallipoli parade in December 1947 (this has since been demolished) while the nearby example at 31 Gallipoli Parade (still extant) was erected by February 1948. The first occupier of the latter house was Albert Perry, who also operated a shop from the rear of the site. The Beaufort house at 17 Fontaine Street was one of the last to be completed - it does not appear in the rate books until late 1948 or early 1949 (RB, LV).

In 1991 at least 23 Beaufort houses still survived (Hubbard, 1991), however, since then at least 12 have been demolished and in 2010 only eleven examples were still extant.

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## Description

### Physical Description

The Beaufort Houses precinct comprises the following properties:

17 Fontaine Street  
19 & 31 Gallipoli Parade  
15 Moascar Street  
7, 13 & 17 Reynolds Parade  
15 Somali Street  
15 Vaux Street

The Beaufort Houses precinct comprises the nine surviving relatively intact examples of the approximately 23 Beaufort houses constructed by the War Service Homes Commission in the West Coburg Estate in 1947-48. As noted in the History, at least 12 Beaufort houses have been demolished, while two other surviving examples have been significantly altered and are not included in the precinct. Of the nine intact examples, two are situated within the HO80 precinct (17 Fontaine and 15 Somali), while the remaining seven are situated in the streets immediately to the south of the HO80 precinct- 19 & 31 Gallipoli Parade, 15 Moascar Street, 7, 13 & 17 Reynolds Parade, and 15 Vaux Street.

The Beaufort Houses were all built to a standard two-bedroom house design based on a three-foot grid. They are built entirely of steel with framing, cladding and roofing all of metal. The wall cladding is joined by vertical joiner strips at three foot intervals and the windows were designed in the same modular format. Where wider windows were required, multiples of the standard module were placed together. The plans were designed with a compact use of space, with minimal passage areas, however despite this economy of scale the construction system was a demanding one using a lot of steel, which ultimately led to the cancellation of the program as noted in the History. The roof was designed as a low pitch gable and generally the houses were oriented with the gable end towards the street.

Framing consisted of vertical, horizontal and corner elements bolted together. Flanges were used to re-inforce corners, especially at the top of walls where the rafters would be supported. Even the floor joists were all steel. The Beaufort Homes were sophisticated designs using innovative technology learnt from the aviation industry. Even today the prefabricated technology applied to the design and construction of the Beaufort houses is difficult to achieve.

Beaufort houses were designed as modern homes and particular attention was paid to light and ventilation. Windows were wide opening casements in steel frames. A glass porch was a feature of the front elevation, as was landscaping that included (in the prototype) rock walling to the base of the walls. This had the effect of 'anchoring' the house to its site and making the house and landscape part of an integrated design. The chimney was a small tapered cylinder flue also made of steel, and is a distinctive shape. According to original brochures [1] produced for the house the original interiors were devoid of decoration and in the modern style with built-in kitchens, laundries and bathrooms providing a level of comfort and convenience.

Many of the surviving Beaufort houses retain much of their original appearance, and as a group tend to have had few alterations and additions.

## Sources

[1] 'Beaufort Homes. Individually styled modern designs', 1946 brochure prepared by the Beaufort Division of the Department of Aircraft Production, viewed online (November 2010) at [http://www.sl.nsw.gov.au/discover\\_collections/society\\_art/modern/beaufort/index.html](http://www.sl.nsw.gov.au/discover_collections/society_art/modern/beaufort/index.html)

## Recommended Management

### Conservation guidelines (General)

Please refer to the Heritage Local Policy in the Moreland Planning Scheme (Clause 22.13 or as amended) for the heritage management guidelines for this precinct.

### Conservation guidelines (Specific)

The following specific guidelines apply to this precinct:

- Because of the rarity of the Beaufort houses, complete demolition of any house is strongly discouraged.
- Relocation on the same site may be considered if it will assist in the conservation of the Beaufort house. For example, by enabling the Beaufort house to be retained and incorporated into a multi-dwelling development.
- Relocation to another site may only be considered as an option of last resort. If this is to be considered relocation to another site within the boundaries of the West Coburg Estate (i.e. generally within the area bounded by Bell Street, Reynolds Parade, Reynard Street and Mitchell Parade, Pascoe Vale) is the preferred option, while a site within Moreland municipality is a second option. If the house is relocated consideration should be given to transferring the HO to the new site.
- Additions to a Beaufort House should be visually recessive and not dominate the heritage place
- It is not essential for additions to be fully concealed from view, however, there should be no alteration or addition made to the front or side elevations.
- Multi-dwelling developments may be considered where the existing dwelling is retained and conserved
- New front fences should be not more than 1 metres in height or there should be no front fence.



## Comparative Analysis

This area contains the largest number of surviving Beaufort houses in Victoria, and probably Australia. As such, the surviving houses, as a group, are of potential State and possible National significance as evidence of the program. As noted in the history, of the 23 Beaufort houses constructed in the West Coburg estate at least half have been demolished, and there are no other known examples elsewhere in Moreland. The importance of the surviving houses is therefore enhanced by their rarity value. Of the surviving 11 Beaufort houses (which are all of identical original design) the two within HO80 (15 Somali and 17 Fontaine) as well as seven in surrounding streets (19 & 31 Gallipoli Parade, 15 Moascar Street, 7, 13 & 17 Reynolds Parade, and 15 Vaux Street) remain relatively intact externally and represent the best examples. The other two surviving Beaufort houses - 13 Moascar St and 5 Vaux St - have been more significantly altered and do not meet the threshold of local significance.

Other known examples within Melbourne include 4 & 8 and 100 Suffolk Street in Maidstone and 55 Reed Street and 3 Arras Street in Spotswood. These are also within former War Service Homes estates.

## Statement of Significance

### What is significant?

The 'Beaufort' steel house project was a joint State and Federal government initiative to solve the severe housing shortage experienced in Australia after World War II. The manufacture of pre-fabricated houses using factory techniques was identified as one method of overcoming problems associated with lack of skilled tradespeople to build houses and the Beaufort house was specifically designed to provide a peacetime function for aircraft factories set up during the war. The Beaufort house was one of the first pre-fabricated housing types to be developed and at peak production it was anticipated that 3000 Beaufort homes per year could be produced. However, the project was continually delayed and eventually cancelled as a result of shortages of steel. By the time the project was cancelled less than 100 Beaufort houses had been built and most were in Victoria. The majority of the Beaufort houses in Victoria were erected in the West Coburg Estate in late 1947 and early 1948. Today, the following examples survive relatively intact:

- 17 Fontaine Street,
- 19 & 31 Gallipoli Parade,
- 15 Moascar Street,
- 7, 13 & 17 Reynolds Parade,
- 15 Somali Street and
- 15 Vaux Street.

The relatively high external integrity of most of the Beaufort houses listed above is an important aspect of their significance and the context of the houses, in proximity to one another amongst other houses built by the War Service Homes Commission is also significant.

By comparison two other surviving examples at 13 Moascar Street and 5 Vaux Street have been significantly altered and are not significant. Non-original alterations and additions to the Beaufort houses and outbuildings are also not significant.

### How is it significant?

The Beaufort Houses are of local historic, architectural and technical significance to the City of Moreland and potentially to the State of Victoria.

### Why is it significant?

Historically, the Beaufort houses are significant as evidence of the important role of the War Service Homes Commission

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in the provision of affordable housing after the Second World War. They are historically significant as evidence of the experimental housing programs developed by the Commission to meet severe housing shortages after World War Two and are of particular significance as one of the first examples of a joint State-Federal housing programme. Only a small number of these houses were constructed and this group represents the majority of the known surviving examples in Victoria. The houses also have important associations with the architect, A.R. Baldwinson, who is credited with the design. (Criteria A, B & H)

The Beaufort houses are historically and technically significant for the innovative method of construction, which demonstrates how factory techniques developed during wartime were adapted to peacetime initiatives. Although the house did not proceed to full production the knowledge gained through its design and development informed the development of other types of prefabricated housing. (Criteria A & F)

### Assessment Against Criteria

This precinct was assessed in accordance with the processes and guidelines outlined in the Australia ICOMOS *Charter for Places of Cultural Heritage Significance* (The Burra Charter) 1999, using the Hercon criteria.

### Recommendations 2011

**External Paint Controls**

Yes

**Internal Alteration Controls**

No

**Tree Controls**

No

**Fences & Outbuildings**

-

**Prohibited Uses May Be Permitted**

No

**Incorporated Plan**

-

**Aboriginal Heritage Place**

No

### Other Recommendations

The Beaufort houses at 19 & 31 Gallipoli Parade, 15 Moascar Street, 7, 13 & 17 Reynolds Parade and 15 Vaux Street are recommended for inclusion in the Heritage Overlay. It is recommended that a single HO number apply to these properties and also to 17 Fontaine Street and 15 Somali Street, which should be removed from HO80.

This information is provided for guidance only and does not supersede official documents, particularly the planning scheme. Planning controls should be verified by checking the relevant municipal planning scheme.