



# AGENDA

## UNSCHEDULED MEETING OF COUNCIL

Tuesday, 1 June 2021

To be held Swan Hill Town Hall  
McCallum Street, Swan Hill  
Commencing at 1pm

**COUNCIL:**

Cr B Moar – Mayor

Cr J Benham  
Cr A Young  
Cr LT McPhee  
Cr C Jeffery  
Cr S King  
Cr N McKay

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**SECTION A – PROCEDURAL MATTERS**

- **Welcome**
  
- **Acknowledgement of Country**
  
- **Prayer**
  
- **Apologies/Leaves of Absence**
  
- **Directors/Officers Present**

## **SECTION B – REPORTS**

### **B.21.39 RECEIVE AND HEAR SUBMISSIONS TO THE PROPOSED 2021/22 BUDGET**

**Responsible Officer:** Director Corporate Services  
**File Number:** S15-06-11  
**Attachments:** 1 Submission from Christine Plant  
2 Submission from Alison Black

#### **Declarations of Interest:**

Joel Loeschke - as the responsible officer, I declare that I have no disclosable interests in this matter.

#### **Summary**

The purpose of this report is to enable Council to receive and hear submissions for the Proposed 2021/22 Annual Budget.

At the close of the submission period two submissions were received. One submitter requested to speak to their submission.

#### **Discussion**

Council advertised for submissions to its Proposed 2021/22 Annual Budget in the Swan Hill Guardian on 23 April 2021 and the Robinvale Sentinel on 22 April 2021.

The Statutory period for making submissions has now passed. As required under the Local Government Act 1989. Council must now formally receive, hear and then consider all submissions. Consideration of submissions will occur at a Special Council Meeting to be held on Tuesday 1 June 2021.

At the close of the submission period two submissions were received. One submitter's requested to speak to their submission.

#### **Summary of Submission 1**

The submitter questions if the allocation of funds has been made in the budget to repair and upgrade a walking track between Pental Island Road and Bryan Street.

#### **Summary of Submission 2**

The submitter questions a number of items within the budget.

The submission questions the lack of mention of the Robinvale Levee bank in the budget and if this work is still in fact budgeted to be completed.

The submission questions is the Council legally mandated to provide services such as libraries, building permits and sporting facilities.



The submission has asked whether Council set a reduction path for the level of subsidy required by the Pioneer Settlement and questions why Council doesn't provide a proportionate level of funding for the development of tourism in Robinvale or why Council hasn't developed a proper park in Robinvale.

The submission questions does the Council have the ability to deliver its capital program given its history of underspend in previous years.

The submission seeks clarification on how the changes across rate classes were allocated to give a 1.47% overall increase and questions why there isn't an explanatory note for farming irrigation and non-irrigation rates classes.

The submission questions the why the rate differential increase on vacant residential land in Swan Hill and Robinvale isn't applied to the whole municipality given the differential is designed to discourage land banking and speculation.

The submission seeks clarification on why there are increases in expense for consultants, office administration and councillor fees.

The submission asks where is the funding in the budget for the Robinvale Leisure Centre expansion. The community was expecting it to be completed in FY2022. If this this will not happen in the FY2022 when will Council tell the community when it will occur.

The submission questions when or if the carpark facility for the Robinvale Library will be upgraded.

The submission seeks clarification that the \$50,000 allocated for Robinvale recreation reserve change rooms is allocated for the Robinvale netball club or not.

The submission questions has any funding been tied to the construction of the Robinvale Riverfront masterplan including Centenary Park, if so how much and if not how will funding be sourced.

The submission seeks clarification to how Council intends to monitor and manage take off and landings at Robinvale aerodrome.

### **Consultation**

The submission process is part of the consultation process for the budget.

### **Financial Implications**

The hearing of submissions has no financial implications.

### **Social Implications**

The hearing of submissions allows for community participation in Councillor decision making leading to improved social outcomes.

### **Economic Implications**

The hearing of submissions has no economic implications.

### **Environmental Implications**

The hearing of submissions has no environmental implications.

### **Risk Management Implications**

The hearing of submissions has no risk management implications.

### **Council Plan Strategy Addressed**

***Governance and leadership*** - Positive community engagement through appropriate and constructive consultation.

### **Options**

After considering the submissions Council can choose to adopt or amend the 2021/22 Annual Budget.

### **Recommendation**

#### **That Council**

- 1. Receive and hear submissions to the Proposed 2021/22 Annual Budget.**
- 2. Prepare responses to the submissions and table at an Unscheduled Meeting of Council for consideration on Tuesday 8 June 2021.**

Timestamp: 04-05-2021 13:56:08  
From: donotreply@swanhill.vic.gov.au  
To: SWANHILL.VIC.GOV.AU\council, ktaylor@swanhill.vic.gov.au  
CC:  
Subject: Your Say - Comment invited for Council's 2021/22 draft budget  
Body: FROM: Christine Plant

FEEDBACK:

Good afternoon Joel

In September 2020 I contacted Council about the dangerous state of the riverside walking track between Pental Island Rd and Bryan St. I am concerned that there will be a serious accident there due to the poor condition of the track. I am aware that other community members who use the track regularly are also concerned & have sent photos through to Council.

I have discussed this situation with Council Officers who suggested I write to CEO John McLinden asking that funding for repairs be included in the next budget. I have written to John about this. Is there any funding allocated for this project? If so great, if not, why not & who do I follow this situation up with?

Kind regards Christine Plant

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This e-mail was sent from a contact form on at:

<https://www.swanhill.vic.gov.au/2021/04/comment-invited-for-councils-2021-22-draft-budget/>

Timestamp: 10-05-2021 11:12:08  
 From: donotreply@swanhill.vic.gov.au  
 To: SWANHILL.VIC.GOV.AU\council, ktaylor@swanhill.vic.gov.au  
 CC:  
 Subject: Your Say - Comment invited for Council's 2021/22 draft budget  
 Body: FROM: Alison Black  
 FEEDBACK:  
 Feedback – Draft Budget FY 2021/22

1. Page 3. The Levee Bank is not mentioned. It is a major capital expenditure. The budget last year was \$900K sourced between Grants at \$347K and Council Cash of \$553K for 'Robinvale Town Levee Construction'. The funds were carried forward from FY 19/20. The only visible work is the lopping and removal of trees. What has happened to that money? Where is it located within the budget?
2. Page 5. The comment that it is important to ensure transparency and accountability to both residents and ratepayers is noted.
3. Page 5. Is Swan Hill Rural City Council legally mandated to provide services such as libraries, building permits and sporting facilities?
4. Page 9. Pioneer Settlement. Has Council set a reduction path for the subsidy provided by all ratepayers to the Pioneer Settlement? The FY21/22 budget shows a subsidy of \$887K. How does Council intend to improve the commercial position of the Pioneer Settlement? Why doesn't Council provide a proportionate level of funding to Robinvale for the development of tourism?
5. Page 11. When referring to 'Riverside', please add the location. Both Robinvale and Swan Hill have 'Riverside' in names for parks and reserves.
6. Page 13. Centenary Park Robinvale is a Council disgrace and has been for years. If the community can create and maintain Robinvale Euston Memorial Park, and Council can spend millions on the Pioneer settlement, why hasn't Council developed a proper park for Robinvale? I'm aware of the future plans, page 14 Initiative 63, but funding for development in the near future should be identified in the budget now, pages 49 to 51.
7. General question. When initiatives are completed are they removed from the list?
8. Page 15. Initiative 79. What actions did Council take as a result of the poor results from the community satisfaction surveys?
9. Page 15. Initiative 80. Has Council implemented a Project management system? The underspend again this year is another poor result. The engagement of a Program/Project Manager is noted. 'On time, on budget, and to the specifications required' is the standard requirement for delivery of capital works.
10. Page 15. How has the positioning of Council representatives on relevant boards assisted in supporting Council initiatives? Please provide an example relevant to Robinvale.
11. Page 16. Initiative 96. How has Council influenced the use of environmental water in the municipality?
12. Page 17. Initiative 104. Isn't a statewide container deposit scheme (CDS) already scheduled to commence in FY 22/23? Shouldn't initiative 104 be deleted?
13. General. Does each of the initiatives have a schedule for delivery?
14. Service Performance Indicators. How does the indicator of 'Number of visits to aquatic facilities divided by municipal population' work when some pools close for up to seven months of the year? Are these indicators standardised across the state?
15. Page 21. Sale of 71 - 77 Bromley Road. The blocks of land sold for \$385K. Where is this figure shown in the Comprehensive Income Statement? How is the 'net gain' figure derived?
16. Page 23. Are figures truncated or rounded?
17. Page 25. Statement of Capital Works. The Council repeatedly underspends in Infrastructure. And the budget for Infrastructure has been slashed from a budget of \$ 23,603K for FY 20/21 with a spend of \$18,663K to a budget of \$12,553K for FY21/22. Will Council deliver the reduced capital works program on time, on budget and to the specifications required? Given the record of underspends does Council have the capacity to achieve the reduced Infrastructure program? Where is the funding for the Robinvale levee Bank shown? It was previously listed under 'Drainage'. The budget is only showing \$121K for Drainage and this will not be enough.
18. Page 27. How many FTE do the temporary agency staff contribute? Which jobs do they fulfill?
19. Page 29. Proceeds from disposal of property, infrastructure, plant and equipment are shown to increase by about \$700K. What is Council selling?
20. Page 30. Average General Rates. How are the % averaged across rates to give the increase for annual general rates of 1.47%?
21. Page 34. Given the objective of this rate charge is to discourage land banking and speculation, encourage the construction of residences.....' why doesn't the rate apply to the entire municipality rather than just the townships of Swan Hill and Robinvale? Wouldn't the principle apply across the municipality? Will this encourage people to buy and bank land in the smaller townships resulting in the same problem of people banking land?

22. Page 34. Why isn't there an explanatory note for Farming – irrigation and non-irrigation?
23. Page 36 and 37. Where is the NDRGS grant for the Robinvale Levee Bank listed?
24. Page 39. \$1.069M is budgeted for Consultants, an increase of 27%. Which projects and activities do these payments relate to? The budget for Office Administration is budgeted to increase by \$19.5%. What has caused the increase?
25. Page 40. Councillor Allowances are budgeted to increase by 5.7%. What is the basis for this increase? Last FY the increase was 2.4%.
26. Page 44. The budget for infrastructure has been reduced from \$18.6M to \$12.5M. Why?
27. Page 45. Buildings. Funding for the Swan Hill Leisure Centre Gym expansion is shown as \$150K (Grants). Where is the funding for the Robinvale Leisure Centre expansion? The community is expecting the expansion to be completed in FY 21/22. If construction will not happen FY 21/22, when will Council tell the community?
28. Page 45. Plant and Equipment. \$50K for the Robinvale Irrigation Pump is noted (Council Cash)
29. Page 45. Plant and Equipment. \$30K for the Library fit out is noted (\$10K Grant and \$20K Council Cash).
30. Page 46. As an aside when will the parking area be fixed for the new and now formally opened Robinvale library? Given there is \$1.598 M for the car parking at the Swan Hill Art Gallery and \$0.57 M for the car parking at the Catalina Museum. What was the budget for the car park for the library?
31. Page 46. \$99K for the Robinvale Recreation Reserve entry is noted.
32. Page 46. \$50K is allocated for Robinvale recreation reserve change rooms. Please confirm these funds are for the clubrooms for the netball club. When will Council know if it has funds to build the clubrooms?
33. Page 47. Other Infrastructure. Robinvale Riverside Park. Improve entrance and access. \$60K is allocated. Giving a total of \$159K for the project of Robinvale recreation Reserve Entrance and Access.
34. Page 48. In the budget FY 20/21 funds of \$900K were carried forward from FY 19/20 for the Construction of the Robinvale Levee. (\$347 Grants and \$553 Council cash). Given the levee bank has not been constructed, where is that money in the budget for FY 21/22? If it warranted a separate budget line last year why doesn't it have a separate budget line this year?
35. Page 49. FY 22/23; Page 50. FY 23/24; Page 51. FY 24/25. Has funding been tied to Construction of the Robinvale Riverfront Master Plan, including Centenary Park? If so how much? If not why not? How will funding be sourced?
36. Page 56. The inclusion of fees for the use of the Robinvale Aerodrome is welcomed. However charges can also be applied for circuit work and touch and go activities. The current activities by the training school appear to include actual landing and takeoff. How is this monitored and managed?

Can you advise if Council intends to hold a discussion forum in Robinvale?

Alison Black  
Robinvale

–

This e-mail was sent from a contact form on at:  
<https://www.swanhill.vic.gov.au/2021/05/comment-invited-for-councils-2021-22-draft-budget/>

## **B.21.40 HERITAGE REGISTRATION OF PIONEER SETTLEMENT**

<b>Responsible Officer:</b>	Director Development and Planning
<b>File Number:</b>	S09-07-04-01
<b>Attachments:</b>	<ol style="list-style-type: none"><li>1 Map of Proposed Site</li><li>2 Integral Objects</li><li>3 HV Criteria</li><li>4 Heritage Advisor Report</li><li>5 HV Permit Fees</li><li>6 PS Gem HV Application</li></ol>

### **Declarations of Interest:**

Heather Green - as the responsible officer, I declare that I have no disclosable interests in this matter.

### **Summary**

This report provides Council with options in relation to the proposed registration of the Pioneer Settlement on the Victorian Heritage Register (VHR). It is recommended that Council object to the proposal to register the whole of the Pioneer Settlement and the registration of the integral objects.

### **Background**

The establishment of the Pioneer Settlement occurred in the early 1960s. A group of invigorated and far sighted people wanted to conserve the history of the early settlers of the Mallee. The investment in the purchase of the Gem Paddle Steamer was the stimulus needed to commence the Folk Museum as it was then. Years of hard work were carried out by many volunteers to enhance and improve the Settlement. This volunteer commitment continues today through the Friends of the Pioneer Settlement (FoPS).

This nomination for registration helps recognise the work of many hundreds of regional residents who have all provided significant help over almost 60 years.

Currently there are six places on the Heritage Register in the Swan Hill Rural City Municipality. Many more places are deemed as having local significance and are regulated via Councils planning scheme.

### **Discussion**

Heritage Victoria has recommended that Pioneer Settlement and twelve specified objects associated with the Settlement be included on the Victorian Heritage Register.

Heritage Victoria has assessed the Pioneer Settlement in response to a nomination by one or more persons unknown to Council.

The Statement of recommendation by the Executive Director to the Heritage Council is a comprehensive document that can be viewed on the Heritage Victoria web site or via a link from Councils website: <https://heritagecouncil.vic.gov.au/wp-content/uploads/2021/04/ED-RECOMMENDATION-INCLUDE-SWAN-HILL-PIONEER-SETTLEMENT.pdf>

The area impacted by the registration is the whole of the Settlement as shown on the attached plan (Attachment 1).

In addition, twelve items are proposed to be registered as being integral to the Settlement.

- The objects that are considered integral to the place are:
  1. Log buggy
  2. Small John Fowler Steam Traction Engine
  3. Red Gum log
  4. Road Steam Roller
  5. Large Marshall Portable Engine 20HP
  6. Large John Fowler Steam Ploughing Engine, "Black Bess"
  7. Cobb & Co Coach, Concord Coach Replica
  8. Dennis Fire Engine
  9. Wool Barge Vega
  10. D3 Steam Locomotive
  11. National Powerhouse Diesel Engine
  12. "Kaiser" Panorama Stereoscopic Theatre / Kaiser Panorama and glass slides

Each of the items above has a brief statement that doesn't indicate its importance to Victoria or reason for being recommended. The objects are relevant because they fall within the Pioneer Settlement not as individual stand alone items. See attachment 2 for information on each item

Officers from Heritage Victoria have advised that HV may nominate additional items over time.

A series of eight criteria have been used to assess the Pioneer Settlement to ascertain if it is of State Level Significance. The Executive Director of Heritage Victoria has deemed that three of the eight criteria have been met. These are listed and described in the Statement of Recommendation. (Attachment 3)

The three criteria listed as being satisfied for inclusion in the Victoria Heritage Register are:

- **Criterion A** – Importance to the course or pattern of Victoria's cultural history
- **Criterion D** – Importance in demonstrating the principal characteristics of a class of cultural places and objects and
- **Criterion H** – Special association with the life or works of a person or group of persons of importance in Victoria's history.

## **Process and Timeline**

- The proposed registration is currently being advertised to allow submissions to be made. The period for submissions closes – Monday 22<sup>nd</sup> June 2021.
- People may make submissions and/or request a formal review (hearing).
- If no submitters request a hearing the proposal will be considered within 40 days by the Heritage Council at a regular meeting.
- If submitters request a hearing the proposal will be considered by Heritage Council at a review (hearing) and determined within 90 days.

## **Options**

Council has a series of options to consider in determining its response to the recommended registration of the Pioneer Settlement on the Victorian Heritage Register:

1. Object to both the registration of the whole of the Pioneer Settlement including the integral objects
2. Object to part of the registration of the Pioneer Settlement and part of the integral objects
3. Support the registration of the Pioneer Settlement and the integral objects

To assist Council in making its determination the following information should be considered.

### **1. Is the Pioneer Settlement of State significance?**

Council has sought the advice of an independent and very well respected Heritage Architect Ivar Nelson. He has provided his assessment of the settlement against the eight criteria and has concluded that whilst the Pioneer Settlement has some redeeming features and merit, it is not of State significance in terms of Heritage values. He also notes that the Pioneer Settlement has continued to grow and adapt to a changing tourism market and the need to continue to do that remains.

The Pioneer Settlement has had to adapt and alter how it operates since 1974 when the number of visitors commenced decline whilst at the same time the community continued to donate and add to the assets and liabilities at the Settlement.

Attachment 4 is a copy of Ivar Nelsons report. The report responds to the HV Criteria recommendations and also highlights the areas of evidence that lack substance.



## **2. Ability to operate the Pioneer settlement as an efficient and functional Tourism Attraction**

### **Increased and unbudgeted fees associated with permit applications**

Changes that are not 'like for like' across the more than 50 buildings onsite will apply fiscal pressure to the Pioneer Settlements operations and increase rate payers contribution to the Pioneer Settlements' bottom line. Permits range from \$296 for works under \$10,000 up to \$17,018.20 for works up to \$30,000,000 (Attachment 5).

Buildings that are more subject to regular updates/changes such as the commercial and/or modern buildings ie: the front reception building, Heartbeat of the Murray amphitheatre, Paragon Café and Lower Murray Inn function space, will all require permits for change or alteration. The necessity for these buildings to change function and operation are more likely in comparison to the interpretive buildings.

An example for previous works carried out on the Gem is supplied as an example of the Heritage Victoria permit requirements. (Attachment 6)

### **Funding Opportunities**

Heritage Registration will restrict the ability to confidently apply for tourism stream funding when the majority of these projects will require Heritage Approval. The time taken for the permit approval process and the resources required to sufficiently coordinate the permit process increase the risk associated with the delivering the project in a timely manner.

As an example, the current funding received (\$450,000) for a new Heartbeat of the Murray show which will include adding fixtures to buildings on the walk to and from the amphitheatre plus additional smoke machines, snow machines and lights to the amphitheatre, will require a pre-permit application meeting, and an extensive approval process with Heritage Victoria. It is also worth noting that the vision for the future of the Pioneer Settlement (Tourism Attraction) by Heritage Victoria may not always align with that of Council and the community, because Heritage Victoria's clear priority is heritage conservation rather than the visitor experience.

### **Operations Impacts - Volunteers**

From an operational perspective, the Settlement currently relies heavily on volunteers to deliver the tourism experience and meet visitor's expectations. Additional pressure on paid staff to meet Heritage Victoria principles/requirements will further reduce the ability to assist volunteers.

The flow on is that the Swan Hill residents who make up the volunteers will no longer have the final say over decisions related to buildings and integral objects onsite at Pioneer Settlement. After almost 60 years, future developments and changes will be at the approval of Heritage Victoria

Officers based in Melbourne. It is anticipated that this may leave volunteers feeling disengaged.

### **Consultation**

Council has consulted with a heritage architect, legal representatives, key stakeholders, Friends of the Pioneer Settlement and officers from Heritage Victoria.

### **Financial Implications**

Council currently subsidises the operation of the Pioneer Settlement by approximately \$800,000 per year. The Pioneer Settlement's financial history has been challenging since its inception, hitting many financial hurdles as early as 1970 right through to today. It is envisaged that the heritage registration of Pioneer Settlement will add significant costs each year to operational costs as well as upfront costs of

- About \$100,000 to prepare conservation management plans
- Other costs are still being determined including those required for conservation works to various items.

Heritage Victoria has funding available. Currently all funding opportunities are for 'urgent conservation works' and the maximum given to projects is \$200,000. In 2020-2021 \$2.146 million was granted to 15 significant heritage sites. A full summary of funding from 2016-2021 and criteria is available on Heritage Victoria's website. No operational funding is available.

### **Social Implications**

Having the Pioneer Settlement on the State Heritage Register may provide a sense of pride and comfort for many in the community.

### **Economic Implications**

Tourism research indicates a state heritage registration will not drive tourism – it is unlikely to create any additional visitation to compensate for the additional costs. It is considered that operating the Pioneer Settlement, the Pyap and Heartbeat of the Murray injects about \$3,000,000 annually into the local economy.

### **Environmental Implications**

The registration if successful will protect vegetation on the site, excluding anything that is deemed dangerous.

### **Risk Management Implications**

The risk associated with registering the Pioneer Settlement and objects is Council's inability to comply with the legislation in terms of maintenance of many items.

Council will have to revise how it operates the Pioneer Settlement and its ability to drive increased visitation to help reduce the shortfall Council currently funds.

In addition, the ability of the Settlement to reinvent itself and accommodate significant change to meet visitor needs and expectations will be limited by needing the approval of Heritage Victoria Officers or the Heritage Council.

### **Council Plan Strategy Addressed**

***Governance and leadership*** - Effective advocacy and strategic planning.

### **Options**

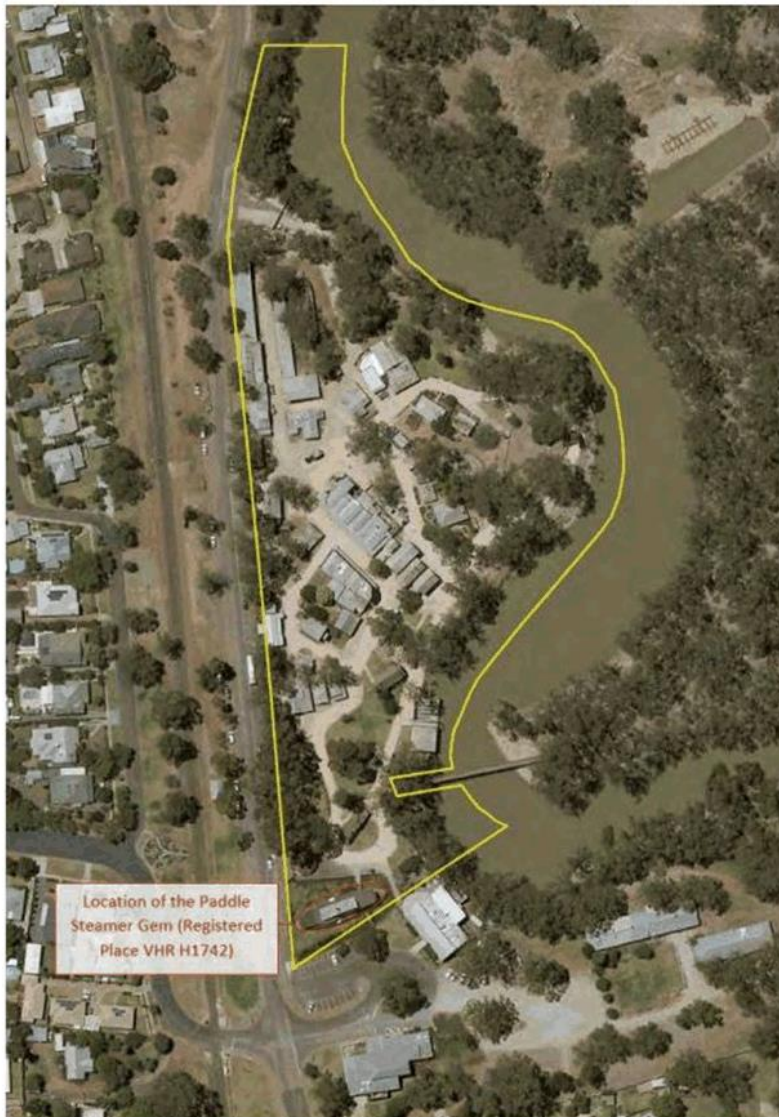
1. That Council object to both the registration of the whole of the Pioneer Settlement including the integral objects.
2. That Council object to part of the registration of the Pioneer Settlement and part of the integral objects
3. That Council support the registration of the Pioneer Settlement and the integral objects

### **Recommendation**

**That Council object to the registration of the Pioneer Settlement, Monash Drive Swan Hill and the integral objects and request to be heard by the Heritage Council.**

Attachment 1



Aerial Photo of the Place Showing Proposed extent of registration.





Note: This aerial view provides a visual representation of the place. It is not a precise representation of the recommended extent of registration. Due to distortions associated with aerial photography some elements of the place may appear as though they are outside the extent of registration.

## Statement of recommendation from the Executive Director, Heritage Victoria, to the Heritage Council of Victoria

### Appendix 3 – Objects Integral to the Place

<b>Object number, name, maker &amp; date:</b>	2012x00059, Log buggy Item C – 1975 Site Master Site Plan drawing, Roy Grounds and Co.
<b>Location:</b>	Open storage. Current location: Next to river near Towaninnie Homestead. Former location: Horse Yard Gates 2009
<b>Photograph</b>	 <p>2013. Image: Swan Hill Pioneer Settlement</p>
<b>Item Description</b>	Log buggy and large tray for 5-6 pairs of bullocks. Wooden Wheels made from tree logs. Axle has "crossed axes" logo, inscription: "W Gilpin. Wedges Mills, 1925"
<b>Condition</b>	Fair. Some termite damage and new timber inserted. Restored in 2003 and 2009.
<b>Provenance/ Historical Context</b>	Donated 1962. Made and used at Stony Crossing sawmill, found on Coobool Creek at Wienna.
<b>Object number, name, maker &amp; date:</b>	2012x00121, Small "John Fowler", Steam Traction Engine Item F – 1975 Site Master Site Plan drawing, Roy Grounds and Co.
<b>Location:</b>	Vega Pond; Southern End
<b>Photograph</b>	 <p>2012. Image: Swan Hill Pioneer Settlement</p>
<b>Item Description</b>	John Fowler & Co. traction engine, green & black, original fittings
<b>Condition</b>	Fair
<b>Provenance/ Historical Context</b>	Unknown

## Statement of recommendation from the Executive Director, Heritage Victoria, to the Heritage Council of Victoria



<b>Object number, name, maker &amp; date:</b>	Not accessioned. Red Gum log Item G – 1975 Site Master Site Plan drawing, Roy Grounds and Co.
<b>Location:</b>	Open storage. Current location: Next to river near Towaninnie Homestead.
<b>Photograph</b>	 2021
<b>Item Description</b>	Red Gum log. <i>Tag says: Butt end 21'6" circumference. Crown end 16' circumference. Contains 4210 Super feet. Grown in Cohuna forest</i>
<b>Condition</b>	Poor. Cracked and checked with heart wood decayed
<b>Provenance/ Historical Context</b>	Acquired in the 1960s as <i>the largest red gum in the world</i>
<b>Object number, name, maker &amp; date:</b>	2012x00119, Fowler Road Steam Roller Item H – 1975 Site Master Site Plan drawing, Roy Grounds and Co.
<b>Location:</b>	General Store, Road Equipment Display to north
<b>Photograph</b>	 2013. Image: Swan Hill Pioneer Settlement
<b>Item Description</b>	Fowler, compound. Early 1900s, 4 steel wheels.
<b>Condition</b>	Fair. Light external corrosion
<b>Provenance/ Historical Context</b>	Purchased 1965 / 66 from North Melbourne or Ballarat.

Swan Hill Pioneer Settlement  
VHR No: PROV VHR H2409  
Hermes No: 206922

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## Statement of recommendation from the Executive Director, Heritage Victoria, to the Heritage Council of Victoria

<b>Object number, name, maker &amp; date:</b>	2011x00109, Large Marshall Portable Engine 20HP Item M – 1975 Site Master Site Plan drawing, Roy Grounds and Co.
<b>Location:</b>	Vega Pond; Southern End
<b>Photograph</b>	 <p>2012, Image: Swan Hill Pioneer Settlement</p>
<b>Item Description</b>	Marshall 20 HP portable twin steam engine. circa 1913.
<b>Condition</b>	Requires restoration
<b>Provenance/ Historical Context</b>	Letter dated 26th January 1965 from State Rivers & Water Supply Commission acknowledging arrival at Folk Museum. Originally used to drive a 15-inch pump at Coreena
<b>Object number, name, maker &amp; date:</b>	2011x00077, Large "John Fowler", Steam Ploughing Engine, <i>Black Bess</i> Item O – 1975 Site Master Site Plan drawing, Roy Grounds and Co.
<b>Location:</b>	Between General Store and Blacksmiths
<b>Photograph</b>	 <p>2021</p>
<b>Item Description</b>	Ploughing engine, Fowler Z7 built in 1921 in Leeds England by John Fowler. No.14661. Known as "Black Bess". One of a pair, other not held at Swan Hill
<b>Condition</b>	Good. Operational.
<b>Provenance/ Historical Context</b>	Scotty's Point, Tyntynder

Swan Hill Pioneer Settlement  
VHR No: PROV VHR H2409  
Hermes No: 206922



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## Statement of recommendation from the Executive Director, Heritage Victoria, to the Heritage Council of Victoria


<b>Object number, name, maker &amp; date:</b>	83x15101, Cobb & Co Coach, Concord Coach Replica Item P – 1975 Site Master Site Plan drawing, Roy Grounds and Co.
<b>Location:</b>	Coach House Display
<b>Photograph</b>	 <p style="text-align: right;">Undated. Image: Swan Hill Pioneer Settlement</p>
<b>Item Description</b>	A replica "Cobb & Co. Coach" - closed vehicle with fixed doors and window blinds , 3 seats facing, 2-seater bench on top of coach facing rear - luggage compartment under seat - lever brake system; four wooden wheels with metal tyres.
<b>Condition</b>	Fair
<b>Provenance/ Historical Context</b>	Reconstruction by Col Ferguson of Toowoomba. Purchased in 1969 for cost of repairs
<b>Object number, name, maker &amp; date:</b>	99x01360, Dennis Fire Engine Item Q – 1975 Site Master Site Plan drawing, Roy Grounds and Co.
<b>Location:</b>	Fire Station
<b>Photograph</b>	 <p style="text-align: right;">2013. Image: Swan Hill Pioneer Settlement</p>
<b>Item Description</b>	1922 Dennis Bros., Guilford, England. A 4 cylinder [Dennis] fire engine repainted Horseshoe Bend Fire Brigade. "The Dennis Patent Turbine Fire Engine". Maroon red vehicle with hand bell close to front seat. Hose on left hand side. Pressure dial at rear. Side step both sides, 4 speed gear box.
<b>Condition</b>	Fair. Operational in 2008
<b>Provenance/ Historical Context</b>	Donated 1965 from Renmark




## Statement of recommendation from the Executive Director, Heritage Victoria, to the Heritage Council of Victoria

<b>Object number, name, maker &amp; date:</b>	2013x00099, Wool Barge Vega Item 64 – 1975 Site Master Site Plan drawing, Roy Grounds and Co.
<b>Location:</b>	Vega Pond
<b>Photograph</b>	 <p>2017. Image: Swan Hill Pioneer Settlement</p>
<b>Item Description</b>	The Barge "Vega" circa. 1911 - 96 gross tons; hull is metal for upper section on a timber keel.
<b>Condition</b>	Poor. Tree branch fell onto it in 2017. Pond now drained
<b>Provenance/ Historical Context</b>	Originally launched at Echuca 31st August 1911. Used until 1958 - abandoned (water logged) and salvaged. Arrived at Settlement 1970. During middle 1970s Barge Vega underwent major restoration funded by grant from Colonial Mutual, for refit with new superstructure, deck, and "shell" to replicate a full load of wool-bales (for which original stencils from local district properties were used on the bales); interior of the shell included two floor levels joined by staircase, displaying photographs and memorabilia plus an audio soundtrack.
<b>Object number, name, maker &amp; date:</b>	2011x00064, D3 Steam Locomotive No. 640 Type 4-6-0 Item 29 – 1975 Site Master Site Plan drawing, Roy Grounds and Co.
<b>Location:</b>	Open area at southern end of the Settlement
<b>Photograph</b>	 <p>2013. Image: Swan Hill Pioneer Settlement</p>
<b>Item Description</b>	Steam locomotive
<b>Condition</b>	Fair
<b>Provenance/ Historical Context</b>	Railway locomotive engine. D3 688 Built in Castlemaine 1914 by Thompson & Co. for Victorian Railways. Serviced Swan Hill – Melbourne. Purchased in 1964 from VR when it was painted red. It arrived under its own steam, using a temporary spur line to reach its destination. In 2001 Locomotive was moved from the site now occupied by the Rose Garden site to the former location of the demolished Souvenir Shop Rotunda (D) on the south east corner of the site.

## Statement of recommendation from the Executive Director, Heritage Victoria, to the Heritage Council of Victoria

<b>Object number, name, maker &amp; date:</b>	2013x00122, National Powerhouse Engine Item 11 – 1975 Site Master Site Plan drawing, Roy Grounds and Co.
<b>Location:</b>	Next to former Dumosa-Towaninnie Hall (Café)
<b>Photograph</b>	 <p style="text-align: right; margin-right: 20px;">2021</p>
<b>Item Description</b>	National diesel alternator
<b>Condition</b>	Light external corrosion
<b>Provenance/ Historical Context</b>	From Swan Hill power station, Monash Avenue, built by Electric Construction, Wolverhampton, UK 1930s, sent to W.A. Goldfields, purchased from Swan Hill City Council after fire destroyed Powerhouse

## Statement of recommendation from the Executive Director, Heritage Victoria, to the Heritage Council of Victoria

<b>Object number, name, maker &amp; date:</b>	2013x00121, Stereoscopic Theatre / Kaiserpanorama including glass slides, original clockwork motor and painted silk reversals Not listed – 1975 Site Master Site Plan drawing, Roy Grounds and Co.
<b>Location:</b>	Inside Mechanics Institute
<b>Photograph</b>	 <p style="text-align: right;">2021</p>
<b>Item Description</b>	<p>This is the only example in Australia and one of only twelve surviving in the world. People look through the viewing holes at rotating stereoscopic slides. 25 people could view the performance which lasted 20 minutes. The mechanism is controlled by a series of weights.</p> <p>It was last used as a complete unit in Gawler SA in 1910 and Mr Forester Junior used the lens to make boxed penny machines which travelled the country until 1940 - the last show being in Tasmania. The round theatre was used when the showman intended to stay in one place for a season, with the season varying from a week to a number of months. Originally, lighting was supplied by a central acetylene gas light, then a kerosene flare light, and finally an electric bulb. The motor was hand wound clockwork and has been replaced with an electric engine. The clockwork engine has been retained. The reversals were designed to be placed behind the slides to add colour to the image.</p>
<b>Condition</b>	Good
<b>Provenance/ Historical Context</b>	Made 1895. Acquired 1971 from Cowes.

## Statement of recommendation from the Executive Director, Heritage Victoria, to the Heritage Council of Victoria

### Reasons for the recommendation, including an assessment of the State-level cultural heritage significance of place/object (section 40(3)(c))

Following is the Executive Director's assessment of the Swan Hill Pioneer Settlement against the tests set out in *The Victorian Heritage Register Criteria and Thresholds Guidelines*. A place or object must be found by the Heritage Council to meet Step 2 of at least one criterion to meet the State level threshold for inclusion in the VHR.

#### CRITERION A: Importance to the course, or pattern, of Victoria's cultural history.

##### Step 1: Test for satisfying Criterion A

The place/object has a *CLEAR ASSOCIATION* with an event, phase, period, process, function, movement, custom or way of life in Victoria's cultural history.

*plus*

The association of the place/object to the event, phase, etc *IS EVIDENT* in the physical fabric of the place/object and/or in documentary resources or oral history.

*plus*

The *EVENT, PHASE, etc* is of *HISTORICAL IMPORTANCE*, having made a strong or influential contribution to Victoria.

##### Executive Director's Response

The Swan Hill Pioneer Settlement has a clear association with early community efforts to save the rapidly vanishing physical evidence of rural settlements, buildings, industries, farms and their practices. Before the proclamation of the *Historic Buildings Act* in 1974, there were limited means to protect buildings that were under threat other than by moving them to a new location. The statutory protection of buildings and places in planning schemes was very much in its infancy in the 1960s and 1970s.

The association of the Swan Hill Pioneer Settlement with community efforts to save threatened vernacular buildings is evident in the physical fabric of the place, with many of the relocated buildings and large objects still present. These rescue efforts were not limited to the Swan Hill area with buildings and objects from Melbourne and other parts of Victoria also relocated. Relocation was easiest with vernacular timber buildings and these predominate in the collection of relocated and repurposed buildings at the Settlement.

The Swan Hill Pioneer Settlement has a clear association with efforts of rural and regional communities to tell later generations the stories of their forebears. Relocated, repurposed and reconstructed buildings filled with objects were used to tell these stories as well as to provide historic tourism experiences and demonstrate traditional practices. A painting of the Settlement by Robert Ingpen was used as the cover of the 1971 Australian Tourism Commission Annual Report. The creation of the Settlement led to the opening of motels and other visitor amenities in Swan Hill.

The creation of Pioneer or Museum Villages, beginning with Swan Hill, and their use to attract tourists to the region and to teach adults and children about post-contact rural history is of historical importance and has made an influential contribution to the teaching of history in Victoria from the 1960s to the present.

Step 1 of Criterion A is likely to be satisfied.



## Statement of recommendation from the Executive Director, Heritage Victoria, to the Heritage Council of Victoria

### Step 2: Test for satisfying Criterion A at the State Level

The place/object allows the clear association with the event, phase etc. of historical importance to be *UNDERSTOOD BETTER THAN MOST OTHER PLACES OR OBJECTS IN VICTORIA WITH SUBSTANTIALLY THE SAME ASSOCIATION.*

#### *Executive Director's Response*

The Swan Hill Pioneer Settlement was the first Museum Village in Victoria and Australia and still contains many rescued vernacular buildings and large objects. It is still used to attract tourists to the region and to teach children and adults about rural life in the past by visual and experiential methods. Other Museum Villages in Victoria have visual displays, but experiential teaching of history and live demonstrations of traditional crafts is becoming less common.

The Swan Hill Pioneer Settlement appears to be the most popular Museum Village in Victoria after Sovereign Hill. However Sovereign Hill is almost completely recreated while the Settlement contains a high proportion of historic buildings and large objects which would not have survived if they had not been relocated to the Settlement. This allows the Victorian community to experience these buildings and objects. Other Museum Villages in Victoria also contain relocated buildings and large objects but are less visited than the Settlement.

Criterion A is likely to be satisfied at the State level.

### **CRITERION B: Possession of uncommon, rare or endangered aspects of Victoria's cultural history.**

#### Step 1: Test for Satisfying Criterion B

The place/object has a *clear ASSOCIATION* with an event, phase, period, process, function, movement, custom or way of life of importance in Victoria's cultural history.

*plus*

The association of the place/object to the event, phase, etc *IS EVIDENT* in the physical fabric of the place/object and/or in documentary resources or oral history.

*plus*

The place/object is *RARE OR UNCOMMON*, being one of a small number of places/objects remaining that demonstrates the important event, phase etc.

*or*

The place/object is *RARE OR UNCOMMON*, containing unusual features of note that were not widely replicated

*or*

The existence of the *class* of place/object that demonstrates the important event, phase etc is *ENDANGERED* to the point of rarity due to threats and pressures on such places/objects.

#### *Executive Director's Response*

The Swan Hill Pioneer Settlement is an example of a place being a Museum Village.

Museum Villages are not uncommon in Victoria with other examples including Old Gippsdown, Moe; Coal Creek, Korumburra; Sovereign Hill, Ballarat and Flagstaff Hill at Warrnambool.

Other small collections of buildings have been assembled at times including the Wheatlands Agricultural Museum at Warracknabeal, the Wimmera Mallee Pioneer Museum at Jeparit, and the Community Pioneer Park at Meringur. A collection of early vernacular and 19<sup>th</sup> century buildings was assembled at Deakin University's Waurn Ponds Campus by Frank Campbell from 1979 to 1992 but has now been dispersed with buildings being repatriated to other locations. The efforts to reconstruct missing buildings in other historic towns, such as Walhalla and the port of Echuca, might be regarded as an extension to the idea that was initiated at Swan Hill.

## Statement of recommendation from the Executive Director, Heritage Victoria, to the Heritage Council of Victoria

While falling visitor numbers, changing tourism preferences and high upkeep costs mean that some Museum Villages are struggling and may become endangered, Museum Villages are currently not rare or uncommon.

Step 1 of Criterion B is not likely to be satisfied.

### CRITERION C: Potential to yield information that will contribute to an understanding of Victoria's cultural history.

#### Step 1: Test for Satisfying Criterion C

The:

- visible physical fabric; &/or
- documentary evidence; &/or
  - oral history,

relating to the place/object indicates a likelihood that the place/object contains *PHYSICAL EVIDENCE* of *historical interest* that is *NOT CURRENTLY VISIBLE OR UNDERSTOOD*.

*plus*

From what we know of the place/object, the physical evidence is likely to be of an *INTEGRITY* and/or *CONDITION* that it *COULD YIELD INFORMATION* through detailed investigation.

#### Executive Director's Response

The Swan Hill Pioneer Settlement contains historic vernacular buildings which have the potential to contain physical evidence of historic construction techniques and materials. However, the process of relocation and later undocumented repairs, modifications and maintenance mean that it can be difficult to identify the original historic construction techniques and materials on these buildings, even with detailed investigation.

Step 1 of Criterion C is not likely to be satisfied.

### CRITERION D: Importance in demonstrating the principal characteristics of a class of cultural places and objects.

#### Step 1: Test for Satisfying Criterion D

The place/object is one of a *CLASS* of places/objects that has a *clear ASSOCIATION* with an event, phase, period, process, function, movement, important person(s), custom or way of life in Victoria's history.

*plus*

The *EVENT, PHASE, etc* is of *HISTORICAL IMPORTANCE*, having made a strong or influential contribution to Victoria.

*plus*

The principal characteristics of the class are *EVIDENT* in the physical fabric of the place/object.

#### Executive Director's Response

The Swan Hill Pioneer Settlement has a clear association with the Museum Village movement which began in Victoria and Australia in the early 1960s. This popular movement aimed to celebrate and memorialise post-contact rural life. The Swan Hill Pioneer Settlement was the first Museum Village in Victoria and made a strong contribution to the growth of the Museum Village movement in Victoria by inspiring and advising on the creation of other Museum Villages in the state.

The association of the Swan Hill Pioneer Settlement with the Museum Village movement is evident in the physical fabric of the place, with its layout as an imagined ideal pioneer village, as well as its continued operation as a heritage tourism destination.

## Statement of recommendation from the Executive Director, Heritage Victoria, to the Heritage Council of Victoria

The Swan Hill Pioneer Settlement was established as the Swan Hill Folk Museum and is considered to be one of a class of Museum Villages because it collected or musealised buildings and large objects for display and education purposes in the same way that a museum forms its collections.

Step 1 of Criterion D is likely to be satisfied.

### Step 2: State Level Significance Test Criterion D

The place/object is a *NOTABLE EXAMPLE* of the class in Victoria (refer to Reference Tool D).

#### Executive Director's Response

Under the definitions provided in Reference Tool D, the Swan Hill Pioneer Settlement can be considered as a notable example of its class because it is an influential and pivotal example of a Museum Village. The physical characteristics of its design and collecting practices as well as methods of attracting visitors and developing tourist attractions were copied in subsequent Museum Villages created in Victoria.

The design and initial success of the Swan Hill Pioneer Settlement influenced all other Museum Villages in Victoria. Other surviving Museum Villages in Victoria learnt from the experiences of Swan Hill and have taken a similar approach to the Swan Hill Pioneer Settlement but have more specialised themes or cover smaller geographical areas.

Criterion D is likely to be satisfied at the State level.

### CRITERION E: Importance in exhibiting particular aesthetic characteristics.

#### Step 1: Test for Satisfying Criterion E

The *PHYSICAL FABRIC* of the place/object clearly exhibits particular aesthetic characteristics.

#### Executive Director's Response

At the Swan Hill Pioneer Settlement, the park like layout, recreated bush setting, riverside location, spaciousness and small vernacular buildings made from traditional materials combine to create an attractive, human scaled environment and 19<sup>th</sup> and early 20<sup>th</sup> century aesthetic. This was the intent of the design work done by Roy Grounds and other architects, by Lindsay Pryor and by Robert Ingpen. Current building maintenance programs maintain this atmosphere by sourcing and reusing traditional building materials; by ensuring that modern fastenings and materials are generally not used in visible areas, and by discouraging modern power tools at the Settlement while visitors are present. Australian native plants were chosen to block wind, provide shade and for their attractive appearance. New buildings were carefully designed and located to compliment and not dominate the historic park environment.

Step 1 of Criterion E is likely to be satisfied.

#### Step 2: State Level Significance Test for Criterion E

The aesthetic characteristics are *APPRECIATED OR VALUED* by the wider community or an appropriately related discipline as evidenced, for example, by:

- *critical recognition* of the aesthetic characteristics of the place/object within a relevant art, design, architectural or related discipline as an outstanding example within Victoria; or
- wide public *acknowledgement of exceptional merit* in Victoria in medium such as songs, poetry, literature, painting, sculpture, publications, print media etc.

#### Executive Director's Response

The Swan Hill Pioneer Settlement possesses a pleasing aesthetic that is mostly appreciated by the local Swan Hill community.

## Statement of recommendation from the Executive Director, Heritage Victoria, to the Heritage Council of Victoria

Some critical recognition of the aesthetic characteristics of the place is demonstrated by the use of drawings and paintings created by Robert Ingpen of objects and buildings from the park in an aesthetic way on widely circulated Australian postage stamps, books, in tourist publications and on a Wedgwood style ceramic plate. Articles in the media in the 1960s and 1970s also discussed the peaceful location and attractive environment.

However, there is currently no wide public acknowledgement of the aesthetic characteristics of the place as being of exceptional merit in Victoria.

Criterion E is not likely to be satisfied at the State level.

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

#### **Step 1: A Test for Satisfying Criterion F**

The place/object contains *PHYSICAL EVIDENCE* that clearly demonstrates creative or technical *ACHIEVEMENT* for the time in which it was created.

*plus*

The physical evidence demonstrates a *HIGH DEGREE OF INTEGRITY*.

#### **Executive Director's Response**

The Swan Hill Pioneer Settlement contains physical evidence that clearly demonstrates creative or technical achievement in the areas of vernacular buildings and structures. Many of these buildings were innovative responses to environmental conditions using local materials. Some of these buildings and structures display only a moderate degree of integrity because they have been substantially altered since they were first constructed. Other buildings and structures such as the thatched pole stable, mud brick kitchen, drop log buildings, windmills and larger movable objects are unaltered or have been altered in more sympathetic ways and it is possible to see the technical achievement for the time in which they were created.

Step 1 of Criterion F is likely to be satisfied.

#### **Step 2: State Level Significance Test for Criterion F**

The nature &/or scale of the achievement is *OF A HIGH DEGREE* or 'beyond the ordinary' for the period in which it was undertaken as evidenced by:

- *critical acclaim* of the place/object within the relevant creative or technological discipline as an outstanding example in Victoria; or
- *wide acknowledgement of exceptional merit* in Victoria in medium such as publications and print media; or
- recognition of the place/object as a *breakthrough* in terms of design, fabrication or construction techniques; or
  - recognition of the place/object as a successful solution to a technical problem that *extended the limits* of existing technology; or
- recognition of the place/object as an outstanding example of the *creative adaptation* of available materials and technology of the period.

#### **Executive Director's Response**

The nature and scale of the technical achievement of the more intact buildings and structures at the Settlement is not of a high degree or 'beyond the ordinary' for the period in which they were constructed. The same techniques can also be seen in other extant buildings across Victoria some of which have statutory protection.

Criterion F is not likely to be satisfied at the State level.



## Statement of recommendation from the Executive Director, Heritage Victoria, to the Heritage Council of Victoria

### CRITERION G: Strong or special association with a particular present-day community or cultural group for social, cultural or spiritual reasons.

#### Step 1: Test for Satisfying Criterion G

<p>Evidence exists of a community or cultural group.  <i>(A community or cultural group is a group of people who share a common interest, including an experience, purpose, belief system, culture, ethnicity or values.)</i>  <i>plus</i>            Evidence exists of a strong attachment between the COMMUNITY OR CULTURAL GROUP and the place/object in the present-day context.  <i>plus</i>            Evidence exists of a time depth to that attachment.</p>
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#### Executive Director's Response

A proportion of the community of Swan Hill and region remains very attached to the Swan Hill Pioneer Settlement and the work done by their families to create the place to commemorate their history. This attachment began 60 years ago and continues today. Some of the other Victorians who visit the Settlement today or in the past are also attached to the Settlement but generally to a lesser degree than the Swan Hill community.

The Swan Hill Pioneer Settlement has a clear association with the community movement to reclaim and re-use all or parts of demolished historic buildings. This is expressed in Museum Villages and in the use of historic building components in new buildings. Since its creation, the Settlement has often combined parts of buildings and objects into single buildings and objects and continues to use reclaimed historic building materials to repair its existing buildings. New buildings made with historic materials from many sources such as the Pioneer Church would not be considered to be historic buildings by the heritage industry but the makers, community and audience at the Settlement are satisfied with this type of creation. This is a different and more people-centred approach to heritage preservation than that practiced in the heritage industry.

Step 1 of Criterion G is likely to be satisfied.

#### Step 2: State Level Significance Test for Criterion G

<p>Evidence exists that the social value resonates at a State Level,            that is across the 'broader Victorian community'.  <i>('Resonance' means the extent to which the social value of a place/object can be demonstrated to exert an influence. The social value must resonate beyond a particular local, social or cultural community into the 'broader Victorian community').</i>  <b>Plus</b>            Evidence exists that the social value is part of an event or story that contributes to 'Victoria's identity.'</p>
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#### Executive Director's Response

While the Swan Hill Pioneer Settlement used to be the third most visited tourist attraction in Victoria this is no longer the case and the value of the Settlement is not appreciated across the broader Victorian community.

The community movement to reclaim and re-use all or parts of demolished historic buildings does resonate at a State level with many people continuing this practice when constructing their residences. However, the Swan Hill Pioneer Settlement does not resonate with these people as an example of this movement.

People-centred heritage is a social value that contributes to Victoria's identity and is beginning to resonate at a State Level. But the Swan Hill Pioneer Settlement does not resonate across the broader Victorian community as an example of this social value.

## Statement of recommendation from the Executive Director, Heritage Victoria, to the Heritage Council of Victoria

Criterion G is not likely to be satisfied at the State level.

### **CRITERION H: Special association with the life or works of a person, or group of persons, of importance in Victoria's history.**

#### **Step 1: Test for Satisfying Criterion H**

The place/object has a *DIRECT ASSOCIATION* with a person or group of persons who have made a strong or influential *CONTRIBUTION* to the course of Victoria's history.

*plus*

The *ASSOCIATION* of the place/object to the person(s) *IS EVIDENT* in the physical fabric of the place/object and/or in documentary resources and/or oral history.

*plus*

The *ASSOCIATION*:

- directly relates to *ACHIEVEMENTS* of the person(s) at, or relating to, the place/object; or
- relates to an *enduring and/or close INTERACTION* between the person(s) and the place/object.

#### **Executive Director's Response**

The Swan Hill Pioneer Settlement has a direct association with Roy Grounds (1905 – 1981) and his firm - Roy Grounds and Company Pty Ltd as well as its successor Suendermann Douglas McFall Pty Ltd. These firms made an influential contribution to the course of Victoria's architectural history. Sir Roy Grounds is recognised as one of Australia's leading architects of the modern movement and his firm and its successor implemented his designs.

Roy Grounds and Company and Suendermann Douglas McFall provided architectural services to the Swan Hill Pioneer Settlement for over thirty years at subsidised rates. This association is evident in sketches, drawings and renders as well as letters and minutes, all of which demonstrate the continuing relationship between Roy Grounds and these firms and the Swan Hill Pioneer Settlement.

The Swan Hill Pioneer Settlement has a direct association with Robert Ingpen (born 1936) the noted Australian artist, graphic designer, illustrator, and writer who was born and worked in Victoria. Ingpen has written or illustrated more than 100 fiction and non-fiction books for children and adults. He has also designed postage stamps and created artworks in many media as well as murals and the Dromkeen Medal. He was the scientific artist for the Victorian Department of Fisheries and Wildlife, Werribee Fauna Park and the Melbourne Zoo among others. He has made an influential contribution to Victoria in the field of art, conservation and history.

Between c.1970 and 1980 Ingpen worked with others to transform the Swan Hill Folk Museum into the Swan Hill Pioneer Settlement and was also involved in the restoration of buildings relocated from other places and the design of new replica buildings. Many of the buildings and arrangements he created or designed are still present at the settlement as are drawings documenting his arrangements of buildings and visitor travel routes. His 1972 book *Pioneer Settlement in Australia* published for the Swan Hill Pioneer Press is illustrated with buildings and objects from the Settlement as is the *Pioneer Series* set of stamps that he designed for Australia Post. This association is recorded in a large collection of documents held at the National Library of Australia.

The Swan Hill Pioneer Settlement has a direct association with Eric Westbrook (1915-2005) artist and curator who was the director of the National Gallery of Victoria from 1956-1973. During this time, he restructured the gallery, established a volunteer scheme and worked for more ten years on the new National Gallery of Victoria and Arts Centre buildings. He was the first director in Victoria's new Ministry for the Arts from 1973-1980 and was involved in many aspects of the arts in Victoria including the Victorian Public Galleries Group and the creation of the Victorian College of the Arts. He was an influential figure in the arts in Victoria.

In 1961 the community of Swan Hill approached Westbrook for advice on creating a Cultural Centre. He encouraged them to create a Folk Museum and advised them on historical matters for a number of years as well as bringing in



## Statement of recommendation from the Executive Director, Heritage Victoria, to the Heritage Council of Victoria

experts such as Roy Grounds and Robert Ingpen to the project. The later ten-year involvement of a Museum Victoria agriculture curator in the project is likely have been connected to his influence. This association is documented in letters, stories in the press and minutes.

The Swan Hill Pioneer Settlement has a direct association with botanist and forester Professor Lindsay Pryor who in 1962-3 and 1969 worked with Roy Grounds to design the layout of the Settlement and plantings. While Pryor also designed the west garden at the National Gallery of Victoria as well as the landscapes at Latrobe University and Federation University at Ballarat, his working life and strong or influential contribution relates to the Canberra through his involvement with the National Capital Development Commission; to the profession of Landscape Architecture; to the Australian National Botanic Gardens and in botanical science generally.

Step 1 of Criterion H is likely to be satisfied for Roy Grounds and his firm, Robert Ingpen and Eric Westbrook.

### Step 2: State Level Significance Test for Criterion H

The place/object allows the clear association with the person or group of persons to be *READILY APPRECIATED BETTER THAN MOST OTHER PLACES OR OBJECTS IN VICTORIA*.

#### *Executive Director's Response*

Eric Westbrook was best known as the director of the National Gallery of Victoria and for his contribution to regional galleries and the arts in Victoria generally. His association with the Swan Hill Pioneer Settlement was influential but is not well known. His immense contribution to the National Gallery of Victoria and the Victorian Arts Centre is far better known. These institutions demonstrate an association with Eric Westbrook that can be more readily appreciated than the Swan Hill Pioneer Settlement.

Roy Grounds and his firm were best known for their innovative modernist architecture. The National Gallery of Victoria, Victorian Arts Centre and Hamer Hall are fine examples of modernist architecture and are well known to have been designed by Roy Grounds and completed by Suendermann Douglas McFall. These buildings demonstrate an association with Grounds and his firm and its successor that can be more readily appreciated than the Swan Hill Pioneer Settlement. However, Roy Grounds had a lifelong interest in history and vernacular architecture, and this informed much of his work in a subtle way. The Swan Hill Pioneer Settlement allows the association between Roy Grounds and his firm and vernacular architecture to be appreciated better than most other places in Victoria because it is very obviously historic in nature unlike his historically inspired modernist buildings.

While Robert Ingpen is best known as a children's book illustrator, at Swan Hill he designed site plans and recreated historic buildings. A number of tourist maps of the Settlement were based on his designs and a logo designed by him was in use at the Settlement for ca. ten years. His contribution to the layout of the Settlement and its buildings allow the association of this artist with the Swan Hill Pioneer Settlement to be demonstrated better than other places in Victoria.

Criterion H is likely to be satisfied at the State level for Roy Grounds and his firm and Robert Ingpen.

## Swan Hill Pioneer Settlement Swan Hill, Victoria Comments on Heritage Victoria Recommendation

27 May 2021

### Introduction

The Swan Hill Rural City has commissioned the author to provide an independent review of the Heritage Victoria 21 April 2021 Statement of Recommendation to add the Swan Hill Pioneer Settlement to the Victorian Heritage Register (VHR).

### Existing Heritage Listings

The heritage value of the Swan Hill Pioneer Settlement has not been recognised by the extensive layers of heritage identification and protection in Victoria. The Settlement is not included on the Register of the National Trust of Victoria, National Heritage List or the Heritage Overlay of the Swan Hill Planning Scheme.

The Swan Hill Pioneer Settlement was not identified in the 1988 TBA Planners Swan Hill Heritage Study, the 1998 Robyn Ballinger Swan Hill Heritage Study or the 2001 Allom Lovell Swan Hill Heritage Study.

### Integrity/Intactness

The concepts of 'integrity/intactness' at the Swan Hill Pioneer Settlement require further consideration in light of the HV Recommendation. Integrity/intactness refers to a relationship to an earlier state and possible changes. The Recommendation states the Settlement's integrity/intactness to its 1960s-1970s state is very good. However, the Settlement has undergone significant and continual change since that time. The Settlement today is not the Settlement of the 1960s or 1970s master plans. Buildings and features have come and gone, trees have come and gone, the entry has moved, the sound shell and visitors' centre buildings were never built, and the active use of the Gem was abandoned. The existing Settlement is only suggestive of what the original master plans indicated. Those master plans have never been fully realised in concept or built fabric.

Integrity/intactness can also be seen in light of the Settlement's own vision from the 1830s-1930s. It has to be said the existing Settlement is entirely fictitious and therefore has no historical integrity to the 1830s-1930s. The new-old buildings, of which there are many, of course have no historical integrity. They are fictitious. The layout of the 'town' has no historical integrity, or relationship, to the grid pattern and wide-open streets of Swan Hill or the other Mallee towns. The new, Heartbeat of the Murray pavilion and water show have no historical integrity to the 1830s-1930s.

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The HV Recommendation suggests the integrity of the Settlement is very good. It is suggested by the author that its integrity/intactness to either its 1960s-1970s or its 1830s-1930s appearance is low.

**Criterion A:** Importance to the course or pattern of Victoria's cultural history.

The Swan Hill Pioneer Settlement is in part a response to saving vanishing evidence of rural pioneering and a then growing interest in Australia's history. With the early involvement of Roy Grounds and other professionals, the Settlement changed from the relocation of deteriorating buildings, to the creation of a fictional township and the creation of fictional buildings. That evolution became a dramatic deviation away from currently accepted conservation practice and into the realm of fantasy.

The response to create a Museum Village was not unique to Swan Hill and as noted in the HV Recommendation, several other Museum Villages were created. Linda Young in her 2006 paper entitled '*Villages that Never Were*', identified 9 such Museum Villages in Australia. All date from 1963 to 1979 and no more have been constructed since. Ms Young notes that all have suffered from the long-term burden of managing historic buildings, the aging and depopulation of rural areas, competition for volunteer labour in rural areas and the impact of professional heritage management standards. Since 1979 no new Museum Villages have been started and several have closed. Museum Villages could be seen as a dead-end branch on the tree of conservation, not an important influence on the course or pattern of Victoria's cultural history.

It is recommended Criterion A does not support State level listing.

**Criterion B:** Possession of uncommon, rare or endangered aspects of Victoria's cultural history

The HV Recommendation itself acknowledges, "*While falling visitor numbers, changing tourism preferences and high upkeep costs mean that some Museum Village are struggling and may become endangered, Museum Villages are currently not rare or uncommon*", authors underlining.

While there may be individual rare artefacts, or even buildings, at the Settlement which suggest some form of conservation, the Swan Hill Pioneer Settlement as a whole is not rare, uncommon or endangered. Ms Young in her '*Villages that Never Were*', notes 9 other similar venues in Australia, 2 in Victoria, plus 2 more which are totally fictitious in Victoria.

It is recommended Criterion B does not support State level listing. The HV Executive Director also recommends Criterion C is not likely to be satisfied.



**Criterion C:** Potential to yield information that will contribute to an understanding of Victoria's cultural history

The HV Recommendation itself states, "... the process of relocation and later undocumented repairs, modification and maintenance mean that it (Swan Hill Pioneer Settlement) can be difficult to identify the original historic construction techniques and materials on these buildings, even with detailed investigation". This is further exacerbated by the significant introduction of numerous new-old buildings which further reduces the ability of the Settlement to contribute credibly to interpretation.

While the Swan Hill Pioneer Settlement contains several original buildings and a quantity of artefacts, they are generally static in their presentation. Much of the vehicles and machinery are just lined up with no interpretation or active use. The Settlement is more a reminder to older generations of the past than truly contributing to understanding Victoria's cultural heritage.

The Swan Hill Pioneer Settlement is a fictitious creation and as such is limited in its ability to contribute credibly to the understanding of Victoria's cultural heritage.

It is recommended Criterion C does not support State level listing.

**Criterion D:** Importance in demonstrating the principal characteristics of a class of cultural places and objects.

The Swan Hill Pioneer Settlement was the first of the Museum Villages in Australia. These Villages appeared in the 1960s and 1970s primarily to celebrate the growing awareness of Australia's pioneering days but also to save old buildings with no future. The supposed origin of these Villages is Skansen in Sweden. There are several examples of such 'Villages' both in Victoria and interstate. Museum Villages however were a troubled concept. With the exception possibly of Sovereign Hill in Ballarat, all suffer from dwindling attendance and volunteers and rising costs.

The availability of old buildings eventually resulted in Museum Villages creating new-old buildings, which inevitably lessened their authenticity and relevance. History became theatre. In time even the theatre became difficult to maintain and the Museum Villages became static museums and supposed reminders of the past for older generations.

The question becomes whether a Museum Village is a site type requiring listing? Is the contribution of the Museum Village so great to the State of Victoria, as to require its protection and preservation? Or is it a local tourism/conservation experiment? The Museum Village could be seen as a dead-end branch of the 'heritage tree' – an interesting experiment but one that didn't take hold and or reach their potential. Of the nine Museum Villages in Australia, none have been established in 42 years, all are struggling for visitation, funding and relevance., and some have closed. Museum Villages are not an 'important demonstration'.

Museum Villages were identifiable originally by their relocation of historical buildings – a practice now discredited in contemporary heritage practice, eg the Australia ICOMOS *Burra Charter*. The fact that new-old fictitious buildings were then required to support historical buildings, further alienates Museum Villages from contemporary heritage practice.

It is recommended Criterion D does not support listing at the State level.

<p><b>Criterion E: Importance in exhibiting particular aesthetic characteristics</b></p>
--

The Swan Hill Pioneer Settlement represents an idyllic narrative of what was imagined as 'pioneering' or 'stepping back in time'. Roy Grounds originally planned a park like settling for the buildings (similar to Skansen in Sweden) but the Settlement subsequently changed into a fictitious 'township'.

The Settlement does not demonstrate Grounds' touch or any of the important contemporary architectural aesthetics for which he is recognised. This is similar for the other professionals involved in the early days of the Settlement.

The Settlement is now a pleasant, but unremarkable, setting for a collection of new-old and old buildings/machinery. The Settlement does not clearly exhibit any particular aesthetic characteristics, old or contemporary, which have been acknowledged by the wider Victorian community as having exceptional merit.

It is recommended Criterion E does not support State level listing. The HV Executive Director also recommends Criterion E is unlikely to be satisfied.

<p><b>Criterion F: Importance in demonstrating a high degree of creative or technical achievement at a particular period</b></p>
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In terms of layout, setting and landscape, the Swan Hill Pioneer Settlement, as a whole, is totally fictitious and does not represent Swan Hill or any other Mallee township. For either its 1830s-1930s era or its 1960s-1970s era, it is an unremarkable park like setting for its buildings. The setting itself has evolved into a fictitious township, idealising the past. It does not reflect the wide dusty grid pattern streets of Mallee towns nor the lack of significant vegetation in the townships.

In terms of the buildings and structures, the early original buildings, and fictitious ones, are also unremarkable. They are typical, not a demonstration of a 'high degree' of creativity or technical achievement. The present river front light show is far more creative than the Settlement but does not relate to the 1960s or 1970s eras.

It is recommended Criterion F does not support State level listing. The HV Executive Director also recommends that Criterion F is unlikely to be met.

**Criterion G:** strong or special associations with a particular present-day community or cultural group for social, cultural or spiritual reasons.

The Swan Hill Pioneer Settlement has a long social connection to the Swan Hill and Mallee heritage community. It was originally conceived, constructed and is managed by the Swan Hill and Mallee community, with partial external assistance.

While there was originally a degree of State support and interest from politicians for the Settlement, that support was not sustained, and the management has been returned to the local Swan Hill and Mallee communities. Even the legislation creating the *Swan Hill Pioneer Settlement Act* was repealed and management delegated back to the local community. The associations of the local community with the Settlement are of local significance and do not resonate with the broader Victorian community.

It is recommended Criterion G does not support State level listing. The HV Executive Director also recommends Criterion G is unlikely to be met.

**Criterion H:** Special association with the life or works of a person, or group of persons, of importance in Victoria's history.

Much is made under this Criterion of the involvement of Architect Roy Grounds and his master plan for the Swan Hill Pioneer Settlement. Roy Grounds was a recognised modernist architect. His involvement at the Settlement however did not result in any architectural works recognised for their architectural merits. In fact, of his only new works at the Settlement (3 small kiosks), only one remains, much modified. Grounds' firm was responsible for providing some architectural services to invent new-old buildings to populate the site, but these buildings were fictitious and never received, or deserved, the same recognition as Grounds' modernist work.

A closer look however at Roy Grounds' master planning for the Settlement also questions the 'special' nature of his association. His master plans (there were several) were never realised – what exists today does not reflect his vision. In particular, his proposed use of Pentel Island as part of the Settlement; his entry location and arrangement; his use of the Gem as an active venue; his sound shell; his visitor centre building; his active use of several river crossings; his carparking and the generally less dense use of the present site, were proposed but never realised.

It would appear that both Roy Grounds and Eric Westbrook played an early part in establishing the concept of the Swan Hill Pioneer Settlement at a time when open air museums and relocating historic buildings were considered appropriate conservation products and processes. Places like Skansen in Sweden and Williamsburg in the US were models. Both those 'origin' places however had a clear, established vision and almost unlimited funding (government and philanthropic). The Swan Hill Pioneer Settlement had neither and has suffered accordingly since. It is continually reinventing itself to remain relevant and viable. The Museum



Village was a concept which was not sustainable or viable in the Victorian context.

In terms of master planning, or a vision for the Swan Hill Pioneer Settlement, there appears to have undergone a change in direction since Grounds' involvement. It would appear the early concept by Grounds and Westbrook was for relocated buildings in a park-like setting (more akin to Skansen in Sweden) but it changed over time into a fictitious township. The rationale for this isn't clear but the township concept required the creation of a significant number of fictitious commercial buildings by Grounds' office. Skansen in Sweden, the supposed model for the Settlement, is a series of all origin buildings arranged in park-like settings, with modern walkways between, and even has a zoo included. No fictitious townships!

Illustrator Robert Ingpen is also mentioned for his association with the Swan Hill Pioneer Settlement. His cover illustration of the Settlement for the Australian Tourism Annual Report in 1971 is mentioned, but it must be noted that it doesn't illustrate the Settlement as it ever existed. It shows buildings with no trees (possibly more accurate), wide open streets, a two-storey pub and the riverboats directly adjacent the 'town'. And the Church which is attributed to a design by Ingpen is a romantic vision which contains significant architectural flaws – the brickwork is stretcher bond (not colonial bond), the windows extend to the floor and the interior brickwork is not rendered. Ingpen's involvement is acknowledged, but the nature of his contribution is questioned.

Several politicians have been noted as being involved in the Swan Hill Pioneer Settlement. This is not unexpected at a time when automobile tourism was growing. Several acts of Parliament were established and then withdrawn. No single politician became the patron of the Settlement providing the drive, funding or interest to realise its potential over time.

That role was borne by the local Swan Hill and Mallee communities and continues to be borne by them. The Swan Hill Pioneer Settlement is a local tourism attraction, managed and run by dedicated local people for almost 60 years. Their contribution is of more significance to the Settlement than the short-lived involvement of external architects, artists and politicians. That 'association' is local, not Victorian.

It is recommended that Criterion H does not support State level listing.

## Management Context

Despite the involvement of notable figures and politicians at the early stages of the Swan Hill Pioneer Settlement, the management and running of the Settlement has over time fallen back onto the Swan Hill and Mallee communities. The Swan Hill Rural City Council and Friends of the Pioneer Settlement have continually strived to keep the Settlement running, viable and relevant.

In this context, the Swan Hill Pioneer Settlement is a local responsibility in its day-to-day management. The added layer of permits, professional consultancies, fees and bureaucracy which would result from the listing of

the Settlement on the VHR, will likely alienate the local community and inhibit their ability to evolve and adapt the Settlement as a local asset. It would be an additional layer of management which could estrange the local community's involvement.

Ms Young, in her paper '*Villages that Never Were*'\*, notes three challenges for the future of Museum Villages into the future:

1. the long-term burden of managing a large number of historic buildings,
2. the aging and depopulation of country towns,
3. the negative impact of professional-management standards on local capacity.

Heritage listing on the VHR cannot assist in dealing with the first two and is like to exacerbate dealing with the last one. Heritage listing on the VHR could make the management of the Swan Hill Pioneer Settlement more difficult for the local community and alienate their commitment.

### Nomination Proponents

The current Nomination to include the Swan Hill Pioneer Settlement on the VHR has been generated by local individuals opposed to the proposed new entry/gallery building. It appears the nomination is an attempt by these individuals to stop this development, not as a means to recognise or preserve the Settlement. It would be most unfortunate for the Heritage Council and Heritage Victoria if the *Heritage Act 2017* was allowed to be used in this manner.

### Conclusion

The Swan Hill Pioneer Settlement, the Settlement is a local endeavour, managed by locals, run by local volunteers to support local tourism.

The concept of Museum Villages never took hold in conservation practice or the tourism industry and the concept is highly questionable in current conservation practice.

The degree of involvement of noted individuals in the early Swan Hill Pioneer Settlement is questionable as their master plans were never realised. Some of the resulting fictitious buildings are flawed in detail and concept.

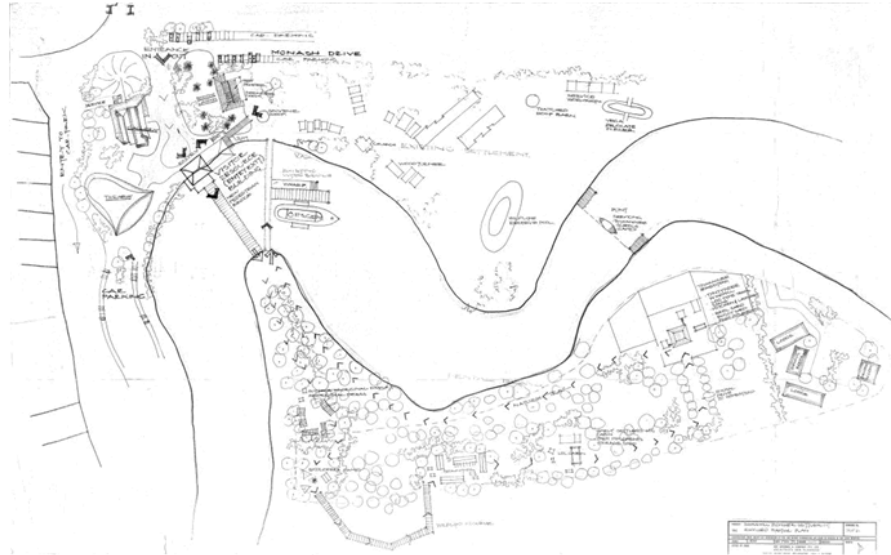
The restrictions resulting from the proposed listing of the Settlement on the VHR will introduce another, unwelcome, layer of management for the local population and managers. This will in turn inhibit the Settlement to quickly respond and adapt as required and isolate the day-to-day commitment of the community.

The inclusion of the Swan Hill Pioneer Settlement on the VHR is not warranted.

A handwritten signature in black ink, consisting of a stylized 'I' and 'N'.

Ivar Nelsen  
Heritage Advisor

- \* 'Museums that Never Were: The Museum Village as a Heritage Genre', Linda Young, International Journal of Heritage Studies, July 2006.



Amended Master Plan, 1979

Most of this Roy Grounds Master Plan was ever realized

## The Author

Ivar Nelsen has been involved in heritage conservation in Australia for 44 years. Ivar has accrued direct hands-on experience in a plethora of conservation projects across NSW, Victoria, South Australia, Tasmania, Queensland and the ACT, for clients including local governments and State and Commonwealth government departments, architectural firms and private businesses.

Ivar has an extensive grounding in conservation philosophy, practice, research, technical building solutions and change management. Ivar was awarded an **Australia Day Medal** in 1996 for his role in conservation works at Old Parliament House in Canberra and the **RAIA Restoration Award** in 1988 as part of the team in the Bendigo Post Office Restoration.

Ivar has a Bachelor of Architecture (North Dakota State University 1970).

From 1974 to 1981 Ivar was on the National Trust (NSW) Urban Conservation Committee assessing and listing townships. From 1976 to 1981 Ivar was employed as Heritage Architect by the National Parks and Wildlife Services (NSW) at their Hill End Historic Site. Then from 1981 to 1984 Ivar was a Heritage Architect with the Heritage Conservation Branch (SA) assessing nominations to the SA Heritage Register.

From 1984 to 1995 Ivar was the Principle Heritage Architect and Environment Officer for the Australian Construction Services (Commonwealth), and also lectured in building conservation at the (then) Victorian University of Technology. The from 1995 to 2006 Ivar was Manager of the Historic Places Section of the (then) Department of Sustainability and Environment.

Since 2006 Ivar has been a private Heritage Advisor in Melbourne. As part of that role Ivar has been Heritage Advisor for Alpine Shire (7 years), City of Greater Geelong (acting), the Greater City of Bendigo (acting), Macedon Ranges Shire (8 years), Mansfield Shire (10 years) and Surf Coast Shire (3 years). Ivar also has a variety of private clients for projects throughout Victoria.

## Heritage Victoria Permit Fees

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Undertake works or activities to a registered place or registered object, if the estimated cost of the works or activities is less than \$10,000.

**Heritage regulation:** 13(1)(b)(i)

**Fee:** \$296.20 (20 fee units)

**Works for \$10,000 or more but less than \$20,000**

Undertake works or activities to a registered place or registered object, if the estimated cost of the works or activities is \$10,000 or more but less than \$20,000.

**Heritage regulation:** 13(1)(b)(ii)

**Fee:** \$1,110.80 (75 fee units)

**Works for \$20,000 or more but less than \$100,000**

Undertake works or activities to a registered place or registered object, if the estimated cost of the works or activities is \$20,000 or more but less than \$100,000.

**Heritage regulation:** 13(1)(b)(iii)

**Fee:** \$2962.00 (200 fee units)

**Works for \$100,000 or more but less than \$250,000**

Undertake works or activities to a registered place or registered object, if the estimated cost of the works or activities is \$100,000 or more but less than \$250,000.

**Heritage regulation:** 13(1)(b)(iv)

**Fee:** \$4,443.00 (300 fee units)

**Works for \$250,000 or more but less than \$500,000**

Undertake works or activities to a registered place or registered object, if the estimated cost of the works or activities is \$250,000 or more but less than \$500,000.

**Heritage regulation:** 13(1)(b)(v)

**Fee:** \$5,411.20 (367.4 fee units)

**Works for \$500,000 or more but less than \$1,000,000**

Undertake works or activities to a registered place or registered object, if the estimated cost of the works or activities is \$500,000 or more but less than \$1,000,000.

**Heritage regulation:** 13(1)(b)(vi)

**Fee:** \$6,551.90 (442.4 fee units)

**Works for \$1,000,000 or more but less than \$5,000,000**

Undertake works or activities to a registered place or registered object, if the estimated cost of the works or activities is \$1,000,000 or more but less than \$5,000,000.

**Heritage regulation:** 13(1)(b)(vii)

**Fee:** \$11,260.00 (760.3 fee units)

**Works for \$5,000,000 or more but less than \$10,000,000**

Undertake works or activities to a registered place or registered object, if the estimated cost of the works or activities is \$5,000,000 or more but less than \$10,000,000.

**Heritage regulation:** 13(1)(b)(viii)

**Fee:** \$13,118.70 (885.8 fee units)

**Works for \$10,000,000 or more but less than \$30,000,000**

Undertake works or activities to a registered place or registered object, if the estimated cost of the works or activities is \$10,000,000 or more but less than \$30,000,000.

**Heritage regulation:** 13(1)(b)(ix)

**Fee:** \$15,061.80 (1017 fee units)

**Works for \$30,000,000 or more**

Undertake works or activities to a registered place or registered object, if the estimated cost of the works or activities is \$30,000,000 or more.

**Heritage regulation:** 13(1)(b)(x)  
**Fee:** \$17,018.20 (1149.1 fee units)  
**Demolish a registered place**

Demolish or destroy the whole of a registered place.

**Heritage regulation:** 14(a)  
**Fee:** \$13,118.70 (885.8 fee units)  
**Destroy a registered object**

Demolish or destroy the whole of a registered object.

**Heritage regulation:** 14(b)  
**Fee:** \$13,118.70 (885.8 fee units)

**Amend a permit to carry out works or activities**

Amendment of permit to carry out works or activities in relation to registered place or registered object.

**Heritage regulation:** 18  
**Fee:** 75% of the corresponding permit application fee  
**Amend a permit to demolish a place or destroy an object**

Amendment of permit to demolish or destroy registered place or registered object.

**Heritage regulation:** 19  
**Fee:** 30% of the corresponding permit application fee

<https://www.heritage.vic.gov.au/about-us/fees-and-penalties>

Original Application  
Gem conservation works  
2017-18

*This word document accompanied the  
online submission form*







# PS GEM 2017-18

## Proposed Works



### INTRODUCTION

This document lists and expands on the conservation works proposed for the PS Gem in FY 2017-18

### GLOSSARY

CMP - Gem Conservation Management Plan (April 1999) - Foundation document for conservation and management of the PS Gem.

VHRR - Victorian Heritage Register Report (12 Feb 2016) - Report generated as a result of inspections of the vessel in late 2015 and indicating areas of immediate concern.

Caulking - A sealant forced between wooden planks, then covered with a waterproof sealant such as pitch, in order to reduce the ingress of water.

### PROBLEMS TO BE ADDRESSED

As a wooden hulled, iron ribbed vessel, floating in freshwater there is ongoing deterioration of the hull planking owing to simple immersion in freshwater; the corrosion of the iron bolts holding the wooden planks to the ribs; and the ingress of rainwater.

#### MIDDLE DECK DECKHOUSE STRUCTURES

The water leakage of the planks in the hull is exacerbated by the fact that the middle deck-house had its internal cabin structures removed in order to create an Art Gallery space in the 1960s. This has made it less structurally sound. This reduced rigidity causes the hull cladding to move and open up.

#### DETERIORATION OF HULL PLANKING AND FIXTURES

As the vessel floats, hull planking deteriorates simply from being immersed in freshwater. In addition, the wooden planks swell across the grain (the width of the plank) when immersed but not along the grain and, as a result the butt (longitudinal joints) between planks need to be 'tightened up' every few years.

Finally, the hull planking is attached to the iron ribs with iron bolts. In water, these bolts corrode, and the corroding bolt expands, making the hole in the wooden planks larger, but not the hole in the iron ribs. As a result, it is not possible to address the leakage by simply replacing a corroded bolt, as it is not a watertight fit in the hole in the plank; although it may be a good fit in the hole in the rib.

#### INGRESS OF RAINWATER

The fact that the vessel is stationary in its pond is also a problem with falling rain consistently impacting the same areas of the vessel, not the case when the vessel is moving.

In order to make the visitor experience more pleasant in inclement weather, the top deck has been fitted with a gutter and down pipe and this exacerbates the situation as the downpipes simply discharge on the deck

Appendix A - 'Proposed Works'



# PS GEM 2017-18

## Proposed Works



The above 3 issues to be addressed were identified in the Victorian Heritage Register Report (12 Feb 2016). Stabilisation of middle deck and replacement of hull planking and caulking as grade 2 (Essential/Urgent); and remediation of rainwater ingress as grade 3 (Necessary in current cycle [of maintenance])

A final issue to be addressed is the non-completion of the first 7 stages of the Gem Conservation Management Plan (April 1999) and the commencement of implementation of stages 8 to 12 in order to bring the vessel up to survey standard.

### PROPOSED WORKS

#### MIDDLE DECK

In order to stabilise the vessel, works on the middle deck must be undertaken as the first task

#### DECKHOUSE

- Install structures needed for stabilisation of central deckhouse accommodation space. Works should be designed so as to maximise stiffness of resulting structure while optimising the space for future use as an interpretive space.
- Install supporting posts and bulkheads as required
- Conserve original doors and windows; replace modern doors with appropriate
- Make good using appropriate carpentry techniques and protective coatings
- Conserve Cabins 25 & 26

In use the middle deck of the PS Gem would have consisted of 24 cabins. All similar size spaces of around 2.3 m x 2.3 m. By the time the vessel arrived at the Settlement in 1963, some of those interior walls had already been removed during the vessel's time as a boarding house. See sketch plan A – 1966/68 believed prepared prior to refurbishment works for restaurant.

At some time, subsequent to that plan being drawn up, the external walls of the space have been largely reconstructed with windows and doors now, no longer, lining up when comparing port and starboard sides. As a consequence, there are only four thwartship wall locations will still retain both their floor plate/beam and their deckhead beam. These locations are indicated on the sketch plan B, in blue and are the locations where we propose to put the first thwartship walls.

There is also the issue of the wall which runs the length of the space; however, the remaining original structures in the still extant aftermost cabins, shows that this was simply a floating, curtain wall, having no structural consequences in stabilising this space.

The fact that the original longitudinal wooden beam was replaced with a steel beam at some time in the past means that this element of ship stability is stiffer than when the vessel was in service. In order to better represent the construction elements of the longitudinal beam, it will be necessary to box it in as a cosmetic measure, with two parallel runs of timber which will allow for the floating curtain wall to be reinstalled in the correct manner if considered desirable.

The new walls will be constructed using the same techniques and materials as the remaining original walls



Appendix A - 'Proposed Works'



# PS GEM 2017-18

## Proposed Works



### THE MAIN DECK

#### FOREDECK

- **Remove, conserve/restore and replace steam winch with correct orientation**

The steam winch which has been sited on the foredeck, has been installed back to front meaning that an operator would have to stand between the mooring ropes in order to use the winch. It is to be removed and replaced in its correct orientation. Whilst off the vessel it will be cleaned and repainted.

- **Clean and recaulk foredeck including area under cover**

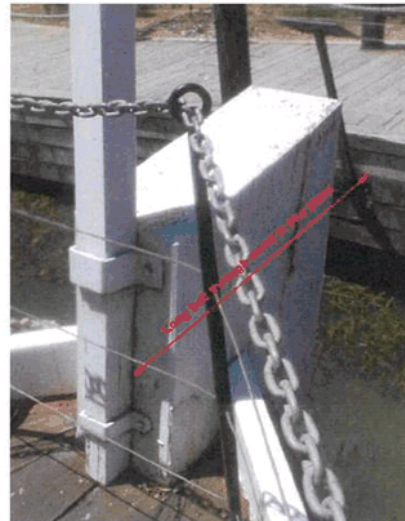
As part of the project to reduce rainwater ingress into the hull, the caulking of the foredeck is to be redone and the deck itself to be cleaned down.

- **Reverse jack mast - it appears to be installed back to front**

The Jack Mast has been installed with the flag rope pulleys on the forward side rather than the after side as in a sailing vessel. It is to be removed, repainted and returned to the correct orientation.

- **Repair upper stem post, construct and replace protective metal cover on top of stem post**

The stem post lacks a protective metal cover and as a consequence, water has entered along the wood grain and started to split it. Two long bolts will be inserted in the post in order to halt the cracking, the crack will be filled and the wood made good. A new metal top will be manufactured and fitted.



Repairs to Stem Post to reduce cracking

Appendix A - 'Proposed Works'



## PS GEM 2017-18 Proposed Works



### AFT

- Conserve/restore and replace half-moon seat on after deck – held by Pioneer Settlement
- Main deck aft - reinstall steering chains and guides – held by Pioneer Settlement
- **Replace plank retaining bolt head plugs where necessary**

When the central part of the after deck was replanked, the bolt heads were not concealed; this leads to the retention of water in the bolt holes and subsequent corrosion. Plugs are to be manufactured in the appropriate timber and to be fitted



Stern deck showing bolt holes without plugs in central portion

### GENERAL

- Reinstall mooring cleats - held by Pioneer Settlement
- **Clean, repair/conserv/restore paddles and paddle-box interiors**
- **Refurbish and replace timbers on paddle-box exteriors and sponson wings as necessary. Make good with appropriate protective coating**

During the CMP projects of 1999-2000 the paddle box and sponson walls were replaced. However, it has become obvious over time that the materials used were not particularly suitable and that the butt ends of the timbers were not sealed prior to being put in place. As a result, there has been considerable deterioration over time – repainting in 2012 notwithstanding. The walls have now reached the point where their poor condition requires replacement with more appropriate timber – Baltic Pine – and better protection prior to installation. i.e. sealing the end grains of the planks

Appendix A - 'Proposed Works'



# PS GEM 2017-18 Proposed Works



Deterioration visible within Sponson Wings



Deterioration visible externally

UPPER DECK

DECKHOUSE AND FOREDECK

*FOREDECK*

- Assess need to remove Butynol waterproof membrane
- Repair/replace plywood substrate to reduce cracking in Butynol waterproof membrane if necessary
- Replace/reseal Butynol waterproof membrane and seal
- Conserve/repair underneath of fore-deck overhang; apply appropriate protective coating

The Butynol covering of the top deck has started to crack at the joints of the plywood substrate. Until we start lifting the Butynol it is not possible to accurately assess the best remediation technique. However, although original intentions were to replace the Butynol completely, early indications are that it may be possible to address the cracking through the application of a liquid rubberised sealant, rather than replacing the whole Butynol deck sealant.



Appendix A - 'Proposed Works'



## PS GEM 2017-18 Proposed Works



### DECKHOUSE

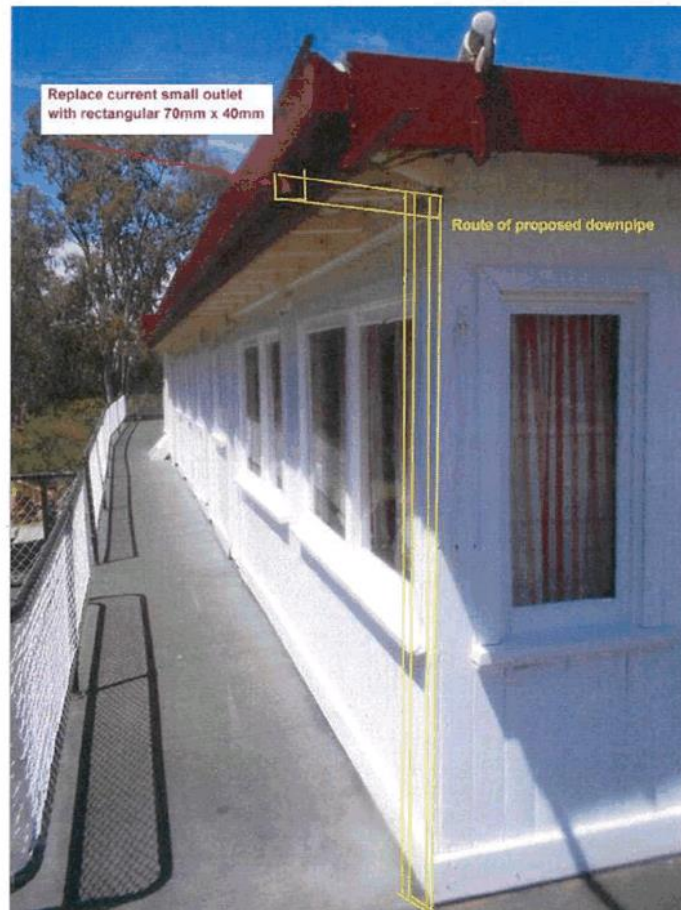
- **Repair deckhouse roof as necessary to make waterproof**

The deckhouse roof leaks around the funnel. Water is entering the cabins immediately below. This will be addressed by using galvanised flashing and rubberised sealant to halt water ingress.

- **Design and install appropriate rain water mitigation**

Currently, rain water from the topmost deck is collected in gutters running fore and aft. There are no downpipes and the downpipe stubs are too small to take the flow of water in heavy rain. As a result, the rain creates a slippery deck and simply runs into the hull.

The proposal is to install downpipes of sufficient size to take rain water in the worst weather, of rectangular cross section. To run them down the external face of the deckhouse, through the deck and then above head height, between deck beams to direct the rainwater over the side into the pond in which the vessel sits. The downpipes would be painted appropriately to minimise visual impact



Appendix A - 'Proposed Works'



# PS GEM 2017-18 Proposed Works



## THE HULL

- Install safe access steel ladder from main deck to hull to acceptable standard for permanent installation

There is no safe work access to the hull currently with staff using a portable aluminium ladder. There are indications in the hatch rim showing where a ladder was originally fitted. The proposal is to fit a permanent steel ladder; to reinstate the gat in the fencing which would have been necessary to use the gate



- Replace worst hull planks identified in VHRR - assuming 5 to 10 planks as anticipated in compartments four and five - immediately fore and aft of engine space



Appendix A - 'Proposed Works'



## PS GEM 2017-18 Proposed Works



- Replace corroded ribs and bolts as necessary
- Replace or repair as necessary other structural members in hull including keelson, sister keelsons, ribs, bilge stringers, sheer clamps, and bulkheads.
- Continue straightening of hull aft.
- Inspect and report on other areas of concern in hull exterior and interior
- Re-caulk complete hull

- **Box in concrete drums of ballast and conceal at for'd end**

As the vessel lacks her steam engine and boiler; steel drums containing sand have been placed in the appropriate position to compensate and to stop the vessel 'hogging'. These are visually unattractive, this proposal is to box them in in a more aesthetically pleasing way until such time as the engine and boiler are sourced and replaced as defined in the CMP of 1999.





## Heritage Victoria Permit Application

### 1. Details of registered place or registered object

Place or object name: Paddle-Steamer Gem

Address or GPS location: Pioneer Settlement, Monash Drive, Swan Hill, VIC 3585

Victorian Heritage Register number: H1742

### 2. Applicant details

Title: Dr

First name: Rob

Surname: Pilgrim

Business or organisation name: Pioneer Settlement Museum

Position title: Projects Officer

Address: Pioneer Settlement, Monash Drive, Swan Hill, VIC 3585

Email address: rpilgrim@swanhill.vic.gov.au

Telephone: 0437 581 678

### 3. Contact person details

Title: Dr

First name: Rob

Surname: Pilgrim

Business or organisation name: Pioneer Settlement Museum

Position title: Projects Officer

Address: Pioneer Settlement, Monash Drive, Swan Hill, VIC 3585

Email address: rpilgrim@swanhill.vic.gov.au

Telephone: 0437 581 678



## Heritage Victoria Permit Application

#### 4. Owner or building manager details

Title:	Ms
First name:	Jessica
Surname:	Warburton
Business or organisation name:	Pioneer Settlement Museum
Position title:	General Manager
Address:	Pioneer Settlement, Monash Drive, Swan Hill, VIC 3585
Email address:	jwarburton@swanhill.vic.gov.au
Telephone:	0429 108 102

#### 5. Type of permit

- To subdivide, consolidate or realign a boundary of a registered place.

For works or activities where the estimated cost is:

- less than \$20 000.
- at least \$20 000 but less than \$100 000.
- at least \$100 000 but less than \$250 000.
- at least \$250 000 but less than \$500 000.
- at least \$500 000 but less than \$1 000 000.
- at least \$1 000 000 but less than \$5 000 000.
- at least \$5 000 000 but less than \$10 000 000.
- at least \$10 000 000 but less than \$30 000 000.
- \$30 000 000 or more.

- To demolish or destroy the whole of a registered place or object.

#### 6. Cultural Heritage Management Plan

A Cultural Heritage Management Plan (CHMP) is a written report, prepared by a Heritage Advisor, containing the results of an assessment of the potential impact of the proposed activity on Aboriginal cultural heritage. Heritage Victoria is not able to issue statutory approvals without first receiving an approved CHMP if one is required.

6.1 Is a CHMP required under the Aboriginal Heritage Act 2006 for the proposed works?

No (go to question 4)



## Heritage Victoria Permit Application

### 6.2 Has a CHMP been approved for proposed works?

\*Yes (go to question 3)/\*No (Please contact Heritage Victoria)

### 6.3 Do the proposed works contravene the approved CHMP?

\*Yes (please contact Heritage Victoria)/\*No (go to question 4)

### 6.4 Do the proposed works contravene any previously approved CHMPs?

No

- The applicant must disclose whether a CHMP is required under the Aboriginal Heritage Act 2006. If a CHMP is required, Heritage Victoria must not grant a permit until a CHMP has been approved (see section 52(1) of the Aboriginal Heritage Act 2006). Under section 52(4) of the Aboriginal Heritage Act 2006, the time required for Heritage Victoria to make a permit decision is deemed not to have commenced until a copy of an approved CHMP is provided.

Applicants can use the Aboriginal Heritage Planning tool to determine whether a CHMP is required:  
<https://www.vic.gov.au/aboriginalvictoria/heritage/heritage-tools-and-publications/heritage-tools.html>

Further information on CHMPs and the Aboriginal Heritage Act 2006 is available at:  
<https://www.vic.gov.au/aboriginalvictoria/heritage/heritage-tools-and-publications/heritage-tools.html>

## 7. Description and reason for proposed works

Please provide a detailed description of the proposed works:

- **Stabilising the mid deck.** This area was originally passenger cabins, but all internal walls were removed following the vessel's arrival in Swan Hill and the area opened up for use as an Art Gallery. This lack of internal bracing allows the vessel to flex excessively – this flexing opens and closes the hull plank seams and allows the ingress of water. This element of the project would largely consist of replacing some of the interior structure to increase stiffness, but still allow a space which is useable. It would also see the construction of the walls in the sponson wings on the main deck, and the ablutions area of the middle deck. This is the first element to be done as it will stabilise the vessel's superstructure prior to the other work. #It is specifically mandated in the Conservation Management Plan of 1999
- **Address water ingress through precipitation.** This will require resealing the Monkey Island deck; resealing the joints of the Butanol membrane which waterproofs the upper decks; and reconstruction and resiting of guttering and downpipes which currently direct water into the hull.
- **Improving the condition of the vessel's hull, reducing leakage.** The work proposed is intended to achieve this by recaulking the vessel; 'tightening up' the butts (ends) and joins of those planks which were replaced between 1999 and 2005; and replacing hull planking where necessary; and it is estimated that between five and ten planks will need to be replaced by new planks, although the precise number will not be clear until the vessel is out of the water.

Please state the reason and purpose for which the proposed works are required:

The Heritage Victoria 'Living Heritage Project' condition report of 2016 (attached) identified a three areas of the PS Gem which need major, and urgent, conservation/maintenance largely to reduce water ingress into the vessel. It is anticipated that this project will address all three recommendations of the report as well as continuing some of the incomplete work which was recommended in the Conservation Management Plan of 1999



## Heritage Victoria Permit Application

**Estimated cost of the works:**

\$499,662.30

**Do the works involve common property?**

No

**8. Supporting documents****8.1 For all applications:**

- A current copy of title.
- Approved Cultural Heritage Management Plan (if applicable).
- Full details of the proposed works.
- Consent of the owner's corporation (if works are proposed for common property).

**8.2 For development of new buildings, extensions, alterations or additions to a heritage building(s):**

- Existing and proposed site plans.
- Existing and proposed floor plans.
- Existing and proposed elevations.
- Heritage Impact Statement.
- Materials and colour schedule.
- Major applications also require photo montages and a site plan showing the extent of heritage registration overlayed.
- All plans to be in A3 or A4.

**8.3 For landscape works:**

- Existing conditions plan.
- Proposed landscape plan(s).
- A statement describing the impact of the proposed works on the heritage values of the place or object (Heritage Impact Statement).
- Tree reports if tree removal proposed.
- All plans to be in A3 or A4.

**8.4 For subdivision/consolidation:**

- Existing lot arrangement/site plan.

## Heritage Victoria Permit Application

- Subdivision plan prepared by a licensed surveyor showing existing heritage buildings and extent of heritage registration overlaid.
- Heritage Impact Statement.

### 8.5 For painting:

- Sketch or elevation showing component colours (e.g. roof, walls, gutters, downpipes etc.).
- Colour chips of proposed colours.
- Rationale for proposed colour scheme.
- Job specification setting out details of preparatory work.

### 8.6 For re-roofing:

- Details of existing roofing materials.
- Schedule of proposed roofing materials.
- Rationale for proposed materials if different from existing.
- Roof plans—existing and proposed.
- Job specification setting out work methods.

### 8.7 For signage:

- Plans showing any existing signage.
- Plans showing proposed signage including retention of existing signage.
- Specifications of signs including form, dimensions, materials and whether illuminated.
- Details of how signs will be affixed to a heritage building or structure.

## 9. Permit fee

Fee to be paid: \$ \_\_\_\_\_

Note: If these activities are being undertaken by a community group or for conservation, educational research or public safety, it may be possible to apply for a waiver of the permit fee. Please consult Heritage Victoria in relation to your application.

Note: If this application relates to a registered place of which you are the owner, and which is your principal place of residence, or a registered object which you own, and you hold one of the following cards, or have been declared a class or classes of eligible person by Order published under the State Concessions Act 2004 in the Government Gazette, you are exempt from paying this fee. Please provide copies of the relevant card and either your driver's licence or a current rates notice for your principal place of residence to confirm your eligibility:

- Health care card issued under section 1061ZS of the Social Security Act 1991 of the Commonwealth other than in respect of a child in foster care, or a child in respect of whom a carer allowance under section 953 of that Act is payable; or
- A Gold Card issued in respect of Part V of the Veterans' Entitlements Act 1986 of the Commonwealth other than a dependant (not including the widow or widower) of a veteran; or
- Pensioner concession card issued under section 1061ZF of the Social Security Act 1991 of the Commonwealth.

# Heritage Victoria Permit Application

**10. Payment options**

<b>Payment Options: (Please retain Receipt for future reference)</b>	
Cheque payment can be made at your Local Australia post outlet Any dishonored Cheque will incur a fee of \$110.00	
<b>BPAY Biller Code: 72637</b> <b>Customer Ref: 164123456786</b> Telephone & Internet banking BPay, Contact your bank or financial institution to make this payment from your cheque, savings, debit, credit card or transaction account. More info: <a href="http://www.bpay.com.au">www.bpay.com.au</a>	<p style="text-align: center;"><b>*206 0834 0000016412345678 25</b></p> <p style="text-align: center;">Bv Cash, Cheque or Debit Card only</p>
<b>Please record payment details below (Application will not be processed without accurate payment details)</b>	
<p><b>BPAY</b> <small>(please tick)</small> <input type="checkbox"/></p> <p>Amount Paid* <input style="width: 100%;" type="text"/></p> <p>Your Bank Name* <input style="width: 100%;" type="text"/></p> <p>Receipt No* <input style="width: 100%;" type="text"/></p> <p>Receipt Date* <input style="width: 100%;" type="text"/></p>	<p><b>Australia post</b> <small>(please tick)</small> <input type="checkbox"/></p> <p>Amount Paid* <input style="width: 100%;" type="text"/></p> <p>Unique Sequence No* <input style="width: 100%;" type="text"/>  <small>(see sample of Australia Post receipt)</small></p> <p>Payment method* Cash /Cheque /Card <small>(please circle)</small></p> <p>Receipt Date* <input style="width: 100%;" type="text"/></p>
<div style="border: 1px solid black; padding: 5px;"> <p style="text-align: center; margin: 0;"><b>Sample of Australia Post receipt</b></p> <p style="text-align: center; margin: 0;">A U S T R A L I A P O S T</p> <p style="margin: 0;">FITZROY SOUTH LPO <span style="float: right;">3065</span></p> <p style="margin: 0;">Collections <span style="float: right;">\$</span></p> <p style="margin: 0;">Dept Environment Land Water &amp; Planning <span style="float: right;">0.10</span></p> <p style="margin: 0;">Account No: 0834 0000016010000002 73</p> <p style="margin: 0; border: 1px solid red; padding: 2px;">Unique Sequence No: 332646/02/56537</p> <p style="margin: 0;">TOTAL <span style="float: right;">\$0.10</span></p> <p style="margin: 0;">Payment Tendered Details : Cash <span style="float: right;">0.10</span></p> </div>	





# Heritage Victoria Permit Application

Please lodge your application in one of the following ways:

By email to [heritage.permits@delwp.vic.gov.au](mailto:heritage.permits@delwp.vic.gov.au) OR

By post to: Heritage Permits Coordinator, Heritage Victoria, PO Box 500, MELBOURNE VIC 8002

**Office use only**

<i>Application no.</i>	<i>Date received</i>	<i>Log on</i>
<input type="text"/>	<input type="text"/>	<input type="text"/>
<i>Date expires</i>	<i>Payment method</i>	<i>Fee received?</i>
<input type="text"/>	<input type="text"/>	YES NO

Requested Amendments to permit exemption once works commenced and trades onsite.





## REQUESTED AMENDMENTS TO PERMIT EXEMPTION



### INTRODUCTION

This document lists amendments to the Permit Exemption for Paddlesteamer Gem P28005. It should be read in conjunction with 'PS Gem Proposed Works 2017-18' (Appendix A; 'Proposed Works' in following text) and 'PS Gem Proposed Works 2017-18 - Addenda' (Appendix B; 'Addenda' in following text)

As work has progressed on the conservation of the paddle-steamer Gem and those involved have become more familiar with the vessel, it has become apparent that some of the works proposed in the original 'Proposed Works' document can be undertaken in a more efficient and aesthetically pleasing way, without greatly affecting the bottom line.

### MIDDLE DECK DOORS – 'ADDENDA' PP. 1-2

Two doors were originally identified as needing replacement, the door for Cabin 14 and the Music Saloon door

#### CABIN 14 DOOR

Our original intent was to replace this door with a reconstruction as all of the other cabin doors are four panel doors and this is not. However, during preparatory cleaning of the area it has become apparent that this door has the same, or very similar, door furniture to the four panel doors and is of a similar vintage i.e. one of the original doors

A check of the photographic record shows that, at one stage in her early life, all of the cabins on the middle deck had two panel fly screen doors and, we now believe, that this may be one of those original doors with the fly screen replaced by plywood panels in order to construct a solid door.

#### PROPOSED AMENDMENT

We now feel that this door should be left *in situ* and not replaced

#### MUSIC SALOON DOOR

This door was included in error as no work is intended on the Music Saloon in this tranche of funding

#### PROPOSED AMENDMENT

We would like to leave this door *in situ* unchanged until conservation of the Music Saloon is undertaken at some later date

### RAINWATER DOWNPIPES – 'ADDENDA PP 12-14'

Our original intent was to have the outfall for the downpipes carrying rainwater from the roof, on the next level down and protruding from the Sponson Wing Superstructure.

However, now that we have commenced the project, it has become apparent that this location creates two problems.



Firstly, because the deckhouse on the Top Deck; and the Sponson Wing Superstructure on the middle deck are both set back, the length of pipe that will necessarily protrude from the Sponson Wing Superstructure in order to shoot the water clear of that structure, will be in the range of 1 to 1.2 metres – and consequently obvious and aesthetically unattractive.

Secondly, there is no guarantee that rainwater from that spout will not blow back over the walls of the superstructure; or that light rain will actually have enough momentum to clear the structure on the next deck down. In either case, rainwater dribbling down the wooden wall will recreate some of the problems we are currently mitigating.

PROPOSED AMENDMENTS

We now believe that a more practical, and more elegant, solution will be to continue the run of the guttering vertically within the Ablutions House on the middle deck and the Engineer’s Workspace on the main deck. The downpipe would then exit the vessel vertically through the lower sponson decking.

This will entail one extra penetration. The hole in the wall of the ablution house in the middle deck sponson wing will be replaced by one in the deck. This deck is not original, having been replaced in the early 21st century.

The extra penetration will be where the downpipe exits the vessel on the sponson deck. This deck is an extension of the main deck outside of the hull and overhangs the water. Currently it is constructed of inappropriate material and only temporary, indicating the extent of the Engineer’s Space until such time as the engineer’s space is rebuilt.

The downpipe will be painted white, as will be the unlined walls of the two spaces and will not be immediately obvious.

The sponson deck hangs out from the hull of the vessel and overhangs the water so the vertical drop will allow water to just fall away from the vessel. The outfall pipe will not be visible from the shore.



Proposed run of downpipe in middle deck ablutions house

Proposed run of downpipe in main deck engineer’s space

**BUTYNOL DECK COATING – ‘PROPOSED WORKS’ P. 5; ‘ADDENDA’ PP 10-11**

During the Summer, it became apparent that the deteriorating area of the top deck Butynol coating has one major problem which is causing the deterioration. It is an area that is painted black and also in full sun all day. On a 40-degree day, the coating is too hot to touch with one’s bare hands.

This issue is exacerbated by the fact that the area has the highest traffic as it is just forward of the Bridge, offering a great photo opportunity and views of the Settlement. The Butynol which is inaccessible to the visitor as it is outside the safety fencing has not deteriorated to anything like the same extent, despite also being in full sun all day

**PROPOSED AMENDMENT**

In order to reduce the amount of sun damage, we propose that, as originally proposed, we reseal the Butynol with DuroMastic Flexible Acrylic Waterproof Coating; however, that, we use a lighter grey colour for a panel in the centre of the deck in front of the Bridge in order to reduce the amount of heat damage.



Proposed panel of grey DuroMastic to reduce heat uptake – looking forward from bridge



Proposed panel of grey DuroMastic to reduce heat uptake – looking aft

Questions and response requested by  
Heritage Victoria following exemption  
request





Appendix B - 'Addenda'



## PS GEM 2017-2018 PROPOSED WORKS - ADDENDA



### PS Gem – General Views

a) Can you please provide a few 'whole photographs' of the Paddle Steamer Gem in order that I can get an understanding of the vessel as a whole?



### 1. Middle Deck - Deckhouse

a) Can you please provide details of which modern doors need to be replaced, and why? Can you please provide photographs of the doors in question?

Two doors which have been replaced at some time since the vessel's arrival in Swan Hill do not match the remainder of the doors on the vessel. All of the other doors are four panel doors. Cabin door number 14 is a flimsy door with two plywood panels; the Music Saloon door is sturdier, probably having been installed when the Music Saloon was used as a store

PS GEM 2017-2018 Proposed Works - Addenda

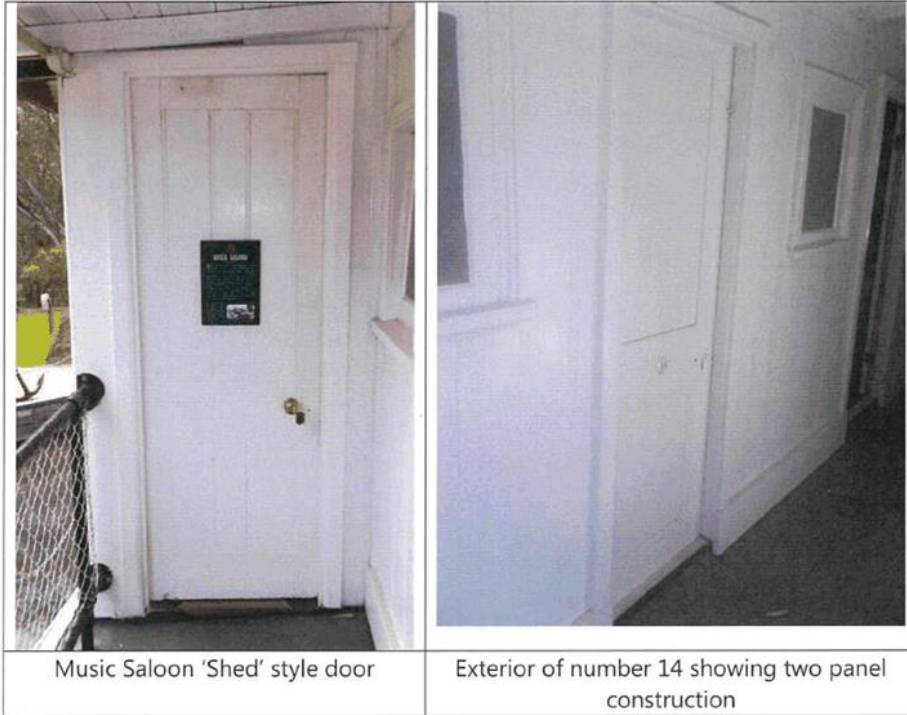
Robert Pilgrim

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PS GEM 2017-2018  
PROPOSED WORKS -  
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b) What products will you be using as the protective coatings on the deckhouse?

**Protective Coatings**

Where end grain, or other grain, of planking needs to be sealed, we propose using Norseal Two Pack Epoxy Wood Treatment

As primer we will be using 'Jotun Marine Wood Primer'

As topcoat we will be using a weather fast oil based enamel. We have made no decision on brand at this time.

**Steel Beam**

c) Can you please provide some details regarding how you will go about 'boxing in' the steel beam? i.e. construction details. Can you please provide some photographs of the beam?

A steel beam has been inserted into the Central Deckhouse space, running almost the full length of the space, although some 3 metres of the original beam

Appendix B - 'Addenda'



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remains. By boxing in the steel beam, we will provide visual consistency and also allow for reinstallation of a central 'floating' wall if desired at some future time

<p>Original wooden beam remnant – note central 'gutter' to allow for floating vertical wall</p>	<p>Replacement steel beam. Has no gutter, this will cause issues with replacing the central 'floating' wall</p>
<p>STEEL BEAM</p> <p>GUTTER</p> <p>NOT TO SCALE</p>	
<p>Sketch of proposed 'boxing in'.</p>	



Appendix B - 'Addenda'



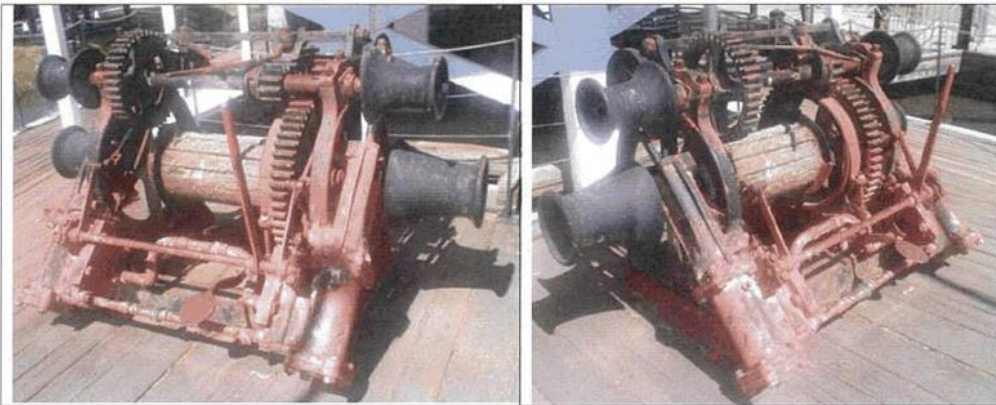
## PS GEM 2017-2018 PROPOSED WORKS - ADDENDA



### 2. The Main Deck - Foredeck

a) Can you please provide some photographs of the Steam Winch, the foredeck you are wanting to clean and recaulk, and the jack mast?

#### The Steam Winch



This is the side of the winch where the operator stands; it should be on the after side of the winch, but the winch has been placed with this at the front

#### The Foredeck planking and caulking



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## PS GEM 2017-2018 PROPOSED WORKS - ADDENDA



The gaps between the deck planks should be caulked with a convex profile protruding slightly above the deck level so that water runs off. Instead the caulking has been worn away, so the gaps between the planks act as runnels feeding the water into the hull when it rains

### The Jack Mast



The Jack Mast is secured by two brackets, each held by two bolts. Ordinarily the mast would be vertical as it would have been used as a navigation aid, with the pulley for the 'Jack' (flag) on the after side. This has been installed back to front so that the flag falls away from the top of the mast, however since the mast needs to come out for cleaning and painting we should put it back in its correct orientation





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## PS GEM 2017-2018 PROPOSED WORKS - ADDENDA



### 3. The Main Deck - Aft

a) Are the half-moon seat, and steering chains and guides held off site at this point in time? Can you please provide some photographs of where they are to be reinstated?

Both the half-moon seat and the steering chains are currently held off site in secure storage

#### Half Moon Seat

NOTE: Although the reinstallation of the Half Moon Seat has been allocated to the 'Main Deck Aft', this is actually a typo, as the seat would be located on the after section of the **Middle** Deck.



Approximate location of half-moon seat on middle deck, aft

#### Steering chains

NOTE: Although we are desirous of reinstalling the steering chains for authenticity, they raise a number of Occupational Health and Safety issues which have to be addressed with Council's OH&S department

PS GEM 2017-2018 Proposed Works - Addenda

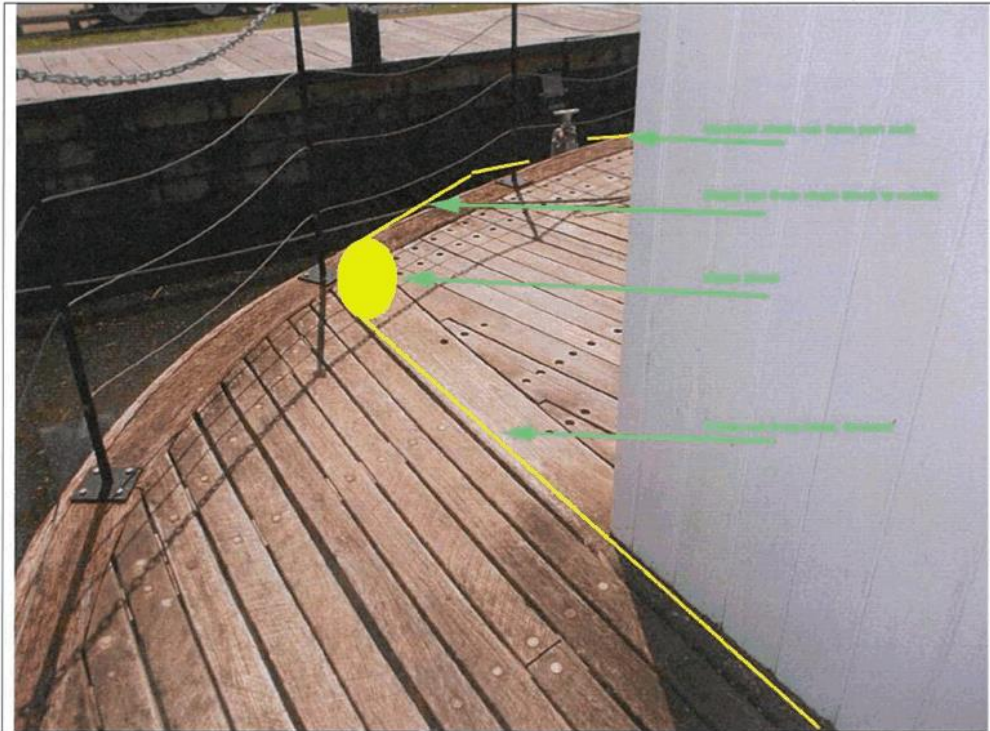
Robert Pilgrim

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PS GEM 2017-2018  
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There are two identical chain runs, one on the port side, one on the starboard

**4. Main Deck - General**

a) *Are the mooring cleats held off site at this point in time? Can you please provide some photographs of where they are to be reinstated?*

**Mooring Cleats**

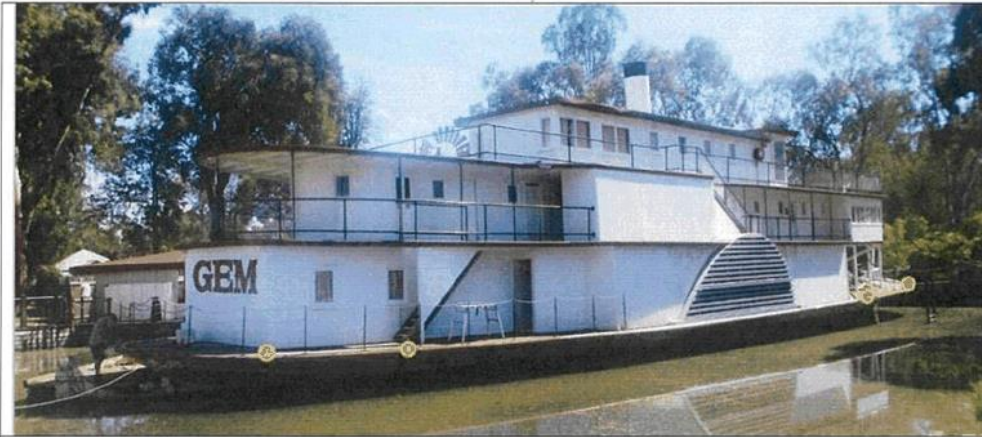
The mooring cleats have been held offsite since being restored at some time in the past. We have nine cleats, although we only have known locations for eight of these.



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The cleat will be attached to the plank immediately inboard of the rubbing strake in the positions indicated by yellow dots above. These are the locations that they were removed from. The port side will mirror the starboard side

*b) How big an area of timber will need to be replaced in the paddle-box exteriors and sponson wings (approx.). Are you able to provide some photographs of a larger area of these sections of the Paddle Steamer Gem?*

#### **Paddle Box and Sponsons**

These were constructed during the 1999 to 2005 project; but inferior radiata pine, designed for internal use was used. We will be using Baltic Pine.

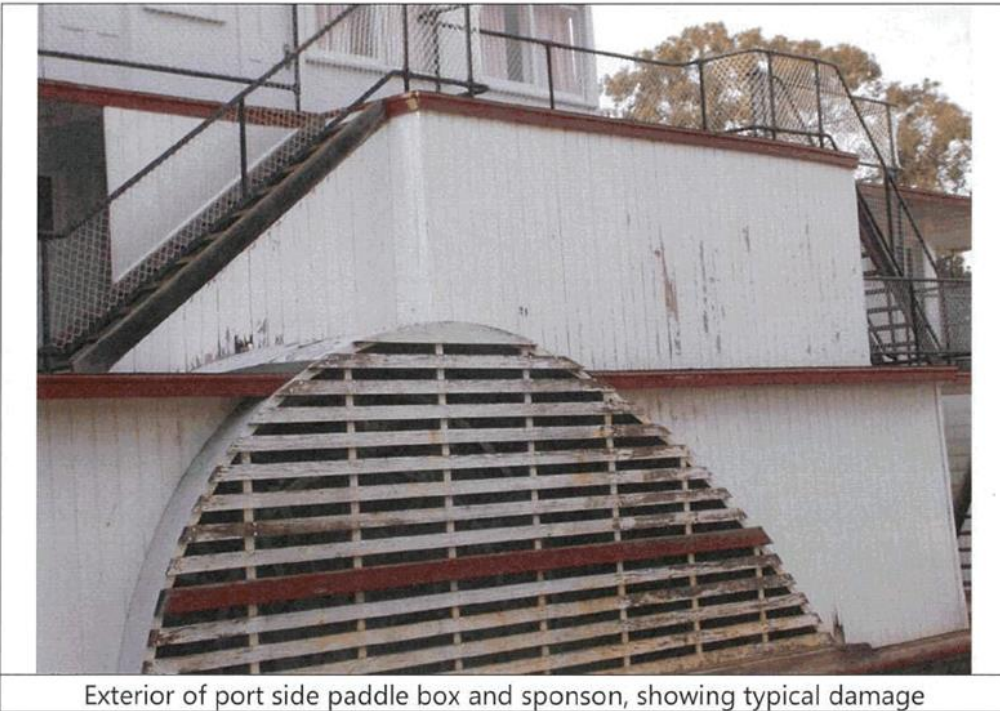
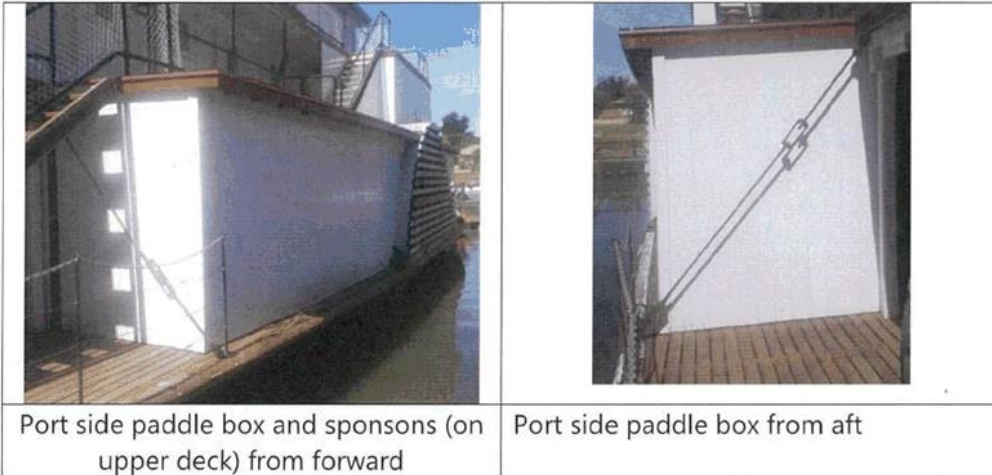
The radiata was also installed incorrectly with floor plates too small resulting in an insufficient gap to allow rainwater to run away from the ends of the planking; nor were the ends sealed in any way.

As a result, all of the external planks have end rot and need replacing. There are 320 planks of 2400 x 150.

Appendix B - 'Addenda'



# PS GEM 2017-2018 PROPOSED WORKS - ADDENDA



Appendix B - 'Addenda'



## PS GEM 2017-2018 PROPOSED WORKS - ADDENDA



Interior of port side paddle box aft, showing typical damage and running repairs

c) *What products will you be using as the protective coatings on the deckhouse?*

### **Protective Coatings – Deckhouse**

Where end grain, or other grain, of planking needs to be sealed, we propose using Norseal Two Pack Epoxy Wood Treatment

As primer we will be using 'Jotun Marine Wood Primer'

As topcoat we will be using a weather fast oil based enamel. We have made no decision on brand at this time.

### **5. Upper Deck - Foredeck**

a) *Can you please provide some photographs of areas in which you are wanting to undertake works to on the foredeck.*

The upper foredeck is coated with a rubberised sheet waterproof membrane - butynol over plywood planking. This has been maintained with a painted solution over the years, although not in the last decade.



Appendix B - 'Addenda'



## PS GEM 2017-2018 PROPOSED WORKS - ADDENDA



Butynol membrane showing joints, and repairs using 'gaffer' tape where plywood substrate has caused cracking of butynol

*b) What products will you be using as the protective coatings?*

### **Appropriate Protective Coating**

The deck was maintained when first installed using Durotech Industries DuroMastic Flexible Acrylic Waterproof Coating – we will continue to use this so as to avoid any possibility of chemical reaction between any new coating and the DuroMastic

### **6. Upper Deck - Deckhouse**

*a) Can you please provide some photographs of the deck house roof and the areas in which you need to make the repairs.*

The vessel's funnel is not installed as a genuine funnel, but has been bolted to the roof of the top deck in the position which it would have had in real life. If the vessel is ever re-engined then this location is likely to move.

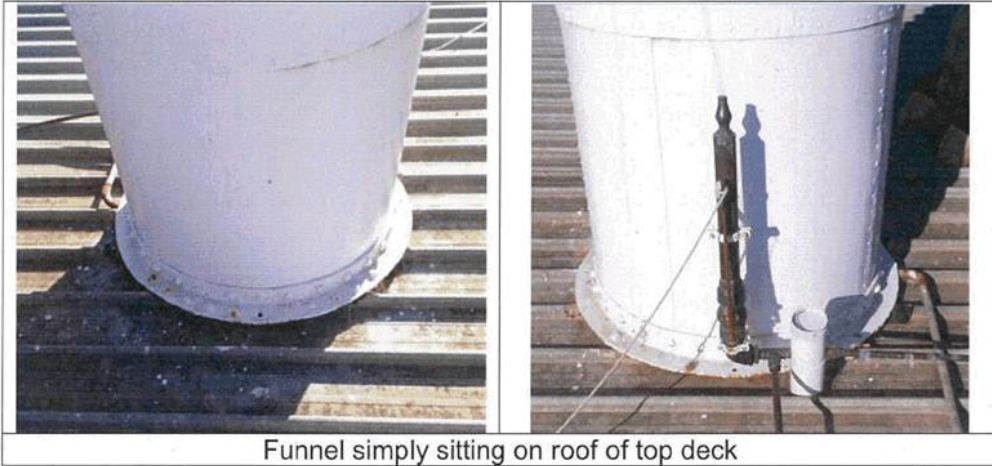
The funnel appears to be bolted down to the beams in the top deck accommodation block, and the holes where it is bolted leak water into that space. Furthermore, the stay wires, which have been manufactured from Hills Hoist washing line wire, have corroded so that the funnel is no longer stable.

Our assumption is that removal of the funnel will reveal the location of the water leak and we will then flash that with a single sheet of galvanised metal.

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# PS GEM 2017-2018 PROPOSED WORKS - ADDENDA



### Downpipes

b) How many down pipes are you proposing to install?



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Two downpipes are proposed in the first instance – one either side and as far aft as is possible.

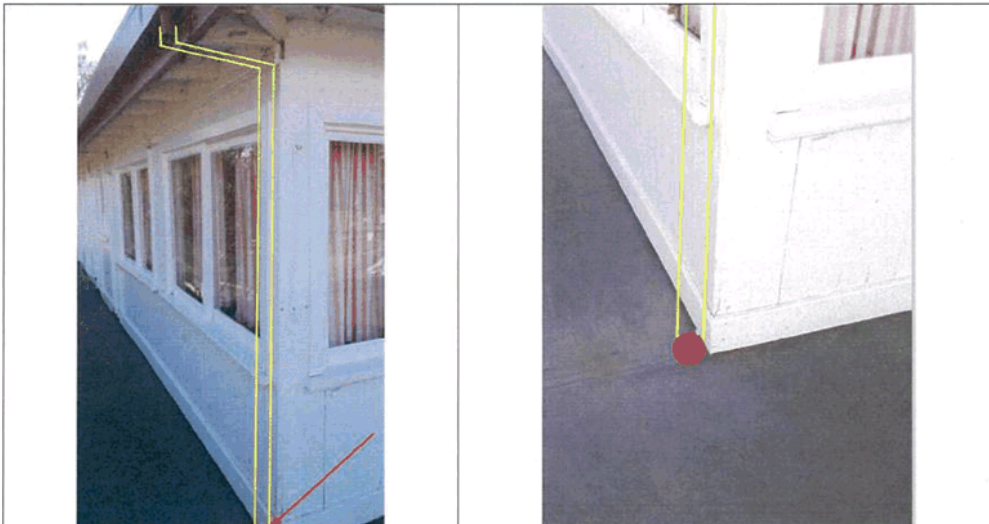
*c) What will the down pipes be made of? Will they be round or square? Round would be preferable.*

The pipes will be galvanised iron and can be round. However, the gutter is quite narrow, so the downpipe will have quite a small cross section. While this will be adequate in most rain, it may not be adequate during Spring/Autumn thunder storms

*d) Where exactly will the down pipes be run? How many penetrations will be required? Where will the water run out of the Paddle Steamer?*

The downpipes will run vertically from the gutter to the deck; once through the deck they will utilise a 90 angle to run immediately below the deck, above head height, to the sponson wall. They will extend through the sponson wall and project any rainwater away from the vessel and into the holding pond. They will require two penetrations; one in the deck; one in the exterior sponson wall

*e) Can you please provide some photographs of the locations for the down pipes and where the penetrations / holes will be required, including where the water will exit the Paddle Steamer?*



Yellow lines indicate 'run' of down pipe; red arrow and circle indicate place of penetration of deck. This is the port side; the starboard side will be identical

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PS GEM 2017-2018  
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**7. The Hull**

a) *Can you please provide some photographs of the areas where you need to replace the planks?*

Most of the current leakage is occurring in areas of planking that are difficult to get to and which were not worked on in previous projects. The leaks are concealed behind the stringers in two compartments immediately abaft the engine space and on the starboard side.

We will be removing the stringers in order to gain access, however when a previous, similar project was undertaken in the forward compartments, the stringers were not replaced as they are not necessary for a vessel that is not working. It is, then, unlikely that we will be replacing the stringers in their original locations.



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Ribs and stringers in compartment immediately behind engine space; leakage evident in planking concealed behind sister keelson at turn of bilge

The ribs appear to be in an acceptable condition and it seems unlikely that there will be any need to replace/repair them. If we do have to, then we will follow previous practice of replacing the minimum length on a like for like basis.

b) *Can you please provide some images of the keelson, sister keelsons, ribs, bilge stringers, sheer clamps and bulk heads, and provide some details about what repairs are required etc?*

We are not aware it this time of any repairs that will be necessary, although removal of stringers to access planks to be replaced may reveal otherwise.

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Keelson, sister keelsons, ribs, bilge stringers, in engine compartment

*c) Can you please provide some details regarding how you plan to 'box in' the concrete drums of ballast and conceal at for'd end*

**Boxing in Ballast Drums**

The intent is to construct a large 'crate' or box around the ballast drums in order to better conceal them. We anticipate using timber recycled from the Sponsons and Paddle Box, which will survive much better in the engine room space where it is not exposed to changing weather conditions.

The top of the box will have sloped sides so that we can use it for interpretation of the space, if funds become available.







Department of Environment,  
Land, Water & Planning

Permit Application No: P28005 (AS AMENDED)  
File No: FOL/15/49697

Level 7, 8 Nicholson Street  
East Melbourne Victoria 3002  
Telephone: 03 9938 6894  
[www.delwp.vic.gov.au](http://www.delwp.vic.gov.au)  
DX210098

Mr Rob Pilgrim  
Projects Officer - Pioneer Settlement  
Monash Drive  
SWAN HILL VIC 3585

Dear Mr Pilgrim

**RE: PADDLE STEAMER GEM, SWAN HILL PIONEER SETTLEMENT (H1742)**

Thank you for your request of 10 November 2017 and amendment request of 8 March 2018 seeking a permit exemption for works or activities to the above place. I confirm receipt of the following documents in support of your request:

- Emails dated 10 November 2017, 1 December 2017 and 5 December 2017 (x5)
- Living Heritage 2015 – Registered Place Condition Report and PS GEM 2017-2018 Proposed Works document accompanying email dated 10 November 2017
- Updated PS GEM 2017-2018 Proposed Works Addenda document (v.2) accompanying email dated 5 December 2017
- Emails dated 8 March 2018 and 20 March 2018
- Proposed Amendments to Permit Exemption Paddlesteamer Gem P28005 v.2 accompanying email dated 20 March 2018

Your request has now been assessed. It has been determined the following works or activities do not negatively impact on the cultural heritage significance of the place and do not require a permit pursuant to section 92(3) of the *Heritage Act 2017*:

- **Conservation, repair and maintenance works to the Paddle Steamer Gem, in accordance with the documents referred to above.**

**Please Take Note:** prior to the commencement of works you must obtain all necessary local law, planning, building and/or other approvals from the local Council or other regulatory authority. Failure to comply may result in enforcement action.

On receipt of this approval letter, please telephone or email the officer whose name appears below to provide an estimate of the value of the approved works.

If you have any queries please contact Caragh Button on (03) 9938 6878 or email [heritage.permits@delwp.vic.gov.au](mailto:heritage.permits@delwp.vic.gov.au).

Yours sincerely

**Steven Avery**  
Executive Director  
Heritage Victoria

23/3/2018

**Privacy Statement**

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