

HERITAGE SITE ASSESSMENT LEVEL CROSSING REMOVAL PROGRAM

SITE 46 - STATION STREET, BONBEACH

Prepared for:

AECOM



JOINT VENTURE



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Cover image: Flashing lights, Warrigal Road, Mentone, c. 1930s

Image source: Public Records Office Victoria: Public Transport Corporation Photographic Collection, VPRS12800/P5, item S1202

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Executive Summary

The AECOM-GHD Joint Venture (JV) is engaged by the Level Crossing Removal Authority (LXRA) to provide specialist planning and environmental advice for the Level Crossing Removal Program. Lovell Chen has been engaged by the JV to undertake a historic heritage site assessment for Station Street, Bonbeach level crossing. This report relates specifically to post-contact historic heritage (referred to below as 'heritage') and does not include reference to indigenous or Aboriginal cultural heritage.

The Station Street/Bondi Road, Bonbeach level crossing removal project area extends approximately 730 metres north from Station Street/Bondi Road to Glenola Road and approximately 900 metres south to Mascot Avenue. The project area includes the rail corridor and all of Station Street and Nepean Highway located to the east and west respectively between Glenola Road and Mascot Avenue. At its closest point the project area is approximately 125 metres north of Patterson River.

The identified project area does not include or immediately adjoin any heritage sites or places identified on the National Heritage List, Commonwealth Heritage List, Victorian Heritage Register, Victorian Heritage Inventory or Heritage Overlay.

It is concluded that the removal of the Station Street/Bondi Road, Bonbeach level crossing would not result in any adverse impacts on known places of heritage significance either within or adjoining the project area.

Acronyms

Acronym	Synonym
CHL	Commonwealth Heritage List
EPBC	Environment Protection and Biodiversity Conservation Act 1999
HO	Heritage Overlay
JV	AECOM-GHD Joint Venture
LXRA	Level Crossing Removal Authority
NHL	National Heritage List
VHI	Victorian Heritage Inventory
VHR	Victorian Heritage Register

1.0 Introduction

1.1 Scope

The AECOM-GHD Joint Venture (JV) is engaged by the Level Crossing Removal Authority (LXRA) to provide specialist planning and environmental advice for the Level Crossing Removal Program. Lovell Chen has been engaged by the JV to undertake a historic heritage site assessment for Station Street, Bonbeach level crossing. This report relates specifically to post-contact historic heritage (referred to below as 'heritage') and does not include reference to indigenous or Aboriginal cultural heritage.

1.2 Background¹

Over the next eight years the LXRA will oversee the removal of 50 dangerous and congested level crossings across Melbourne.

The Victorian Government allocated \$2.4 billion in its 2015-16 budget to remove at least 20 level crossings by 2018. These sites form the basis of a long-term strategic plan being developed to remove all 50 level crossings by 2022.

Construction has already commenced on several sites, and planning and early consultation is underway for the delivery of the entire program.

Level crossings are a key cause of congestion on Melbourne's roads, and form one of the limitations on the number of train services that can operate on each line. The 50 level crossings planned for removal were chosen on a range of different factors, including safety, congestion and overall network benefits.

Three level crossings on the Frankston railway line have already been removed:

- North Road, Ormond
- McKinnon Road, McKinnon
- Centre Road, Bentleigh.

In November 2015, the Victorian Government announced that work on removing a further eight Frankston line level crossings had commenced. These are:

- Charman Road and Park Road², Cheltenham
- Balcombe Road, Mentone
- Edithvale Road, Edithvale
- Station Street/Bondi Road, Bonbeach
- Station Street, Carrum
- Eel Race Road, Carrum³
- Seaford Road, Seaford
- Skye/Overton Road, Frankston.

1.3 Methodology

1.3.1 Desktop review

A desktop review of the Bonbeach project area has been undertaken. This review included:

- Identification of heritage sites and places within the proposed project area or immediately adjacent to this area, listed on the:

¹ LXRA has provided the background information, based on information included in the Preliminary Options Assessment documentation for the Level Crossing Removal Project.

² Park Road has since been included in the Cheltenham package of works.

³ Station Street, Carrum and Eel Race Road, Carrum are being considered as a single package of works.

- National Heritage List (NHL)
- Commonwealth Heritage List (CHL)
- Victorian Heritage Register (VHR)
- Victorian Heritage Inventory (VHI)
- Heritage Overlay (HO)
- National Trust of Australia (Victoria) heritage register
- Review of Kingston heritage studies, including obtaining heritage citations for the heritage places located within or immediately adjoining the project area
- Reference to the Kingston Planning Scheme and Heritage Victoria's HERMES mapping.

1.3.2 *Site inspection*

On 26 October 2016, a site inspection was undertaken by Lovell Chen of the Bonbeach project area. The desktop review of the Bonbeach project area identified that there are no places subject to heritage controls located within or immediately adjoining the project area. As such, the site inspection focussed specifically on the Station Street/Bondi Road level crossing and the area immediately surrounding the crossing. The purpose of this site inspection was to identify potential elements or sites which may be considered to have potential heritage value in the immediate vicinity of the level crossing.

This inspection was undertaken from publicly accessible land within the project area, including footpaths and the surrounding street network but excluding the rail reserve and corridor (Bonbeach railway station/platforms, carparks and associated gardens/land were not entered during the site inspection).

1.4 **Project description**

1.4.1 *Project area*

The Station Street/Bondi Road, Bonbeach level crossing removal project area (the project area) extends approximately 730 metres north from Station Street/Bondi Road to Glenola Road and approximately 900 metres south to Mascot Avenue. The project area includes the rail corridor and all of Station Street and Nepean Highway located to the east and west respectively between Glenola Road and Mascot Avenue. At its closest point the project area is approximately 125 metres north of Patterson River.

Pedestrian/cyclist rail crossings are located near Station Street/Bondi Road, Golden Avenue, Wellwood Road, and The Glade. Refer to Figure 1.

1.4.2 *Project scope⁴*

It is proposed to remove the level crossing by lowering the Frankston railway line into a trench under Bondi Road whilst maintaining Bondi Road at the current road level. The trench would be approximately 1,100 metres in length and 12 metres wide. The rail track would be approximately eight metres below ground level at its lowest point at Bonbeach Station and would include underground infrastructure (below the rail track) to collect and divert rain water from the trench. Barriers, fencing and screening would be erected along the trench at road level to prevent access by vehicles or people. Decking above the rail trench would be required to provide for station car parking and new pedestrian bridges would be constructed to maintain pedestrian access across the railway line. A new station building would be provided with access to the below-ground train platforms.

2.0 **Existing conditions**

The Bonbeach project area extends generally between Glenola Road (to the north) and Mascot Avenue (to the south) and encompasses the rail corridor, Bonbeach Railway Station and part of Nepean Highway

⁴ LXRA has provided the description of this approach.

to the west, and Station Street to the east of the railway line. The extent of the project area is identified in Figure 1 and an aerial photograph of the Station Street level crossing is provided in Figure 2.

The Station Street level crossing (Figure 3) is located in the centre of the project area, to the south of the Bonbeach Railway Station. The Bonbeach Railway Station is a late twentieth century complex consisting of two brown brick station buildings and associated platforms to both sides of the station complex (Figure 4 and Figure 5).

Station Street, to the east of the station complex, generally comprises mid to late twentieth century one and two-storey houses of brick construction with front gardens and fences (Figure 6 and Figure 7). Car parking associated with the station is located along the western side of the street to the south of the level crossing.

A commercial streetscape is located to the west of the station along the Nepean Highway (Figure 8 and Figure 9). This streetscape comprises generally two-storey buildings constructed during the mid to late twentieth century; a number of infill buildings have recently been completed, or are under construction.

There are two pedestrian crossings located within the project area, one to the north in the vicinity of Golden Avenue, and one to the south in the vicinity of The Glade. There is also another level crossing in the southern extent of the project area (between Mernda and Mascot avenues).

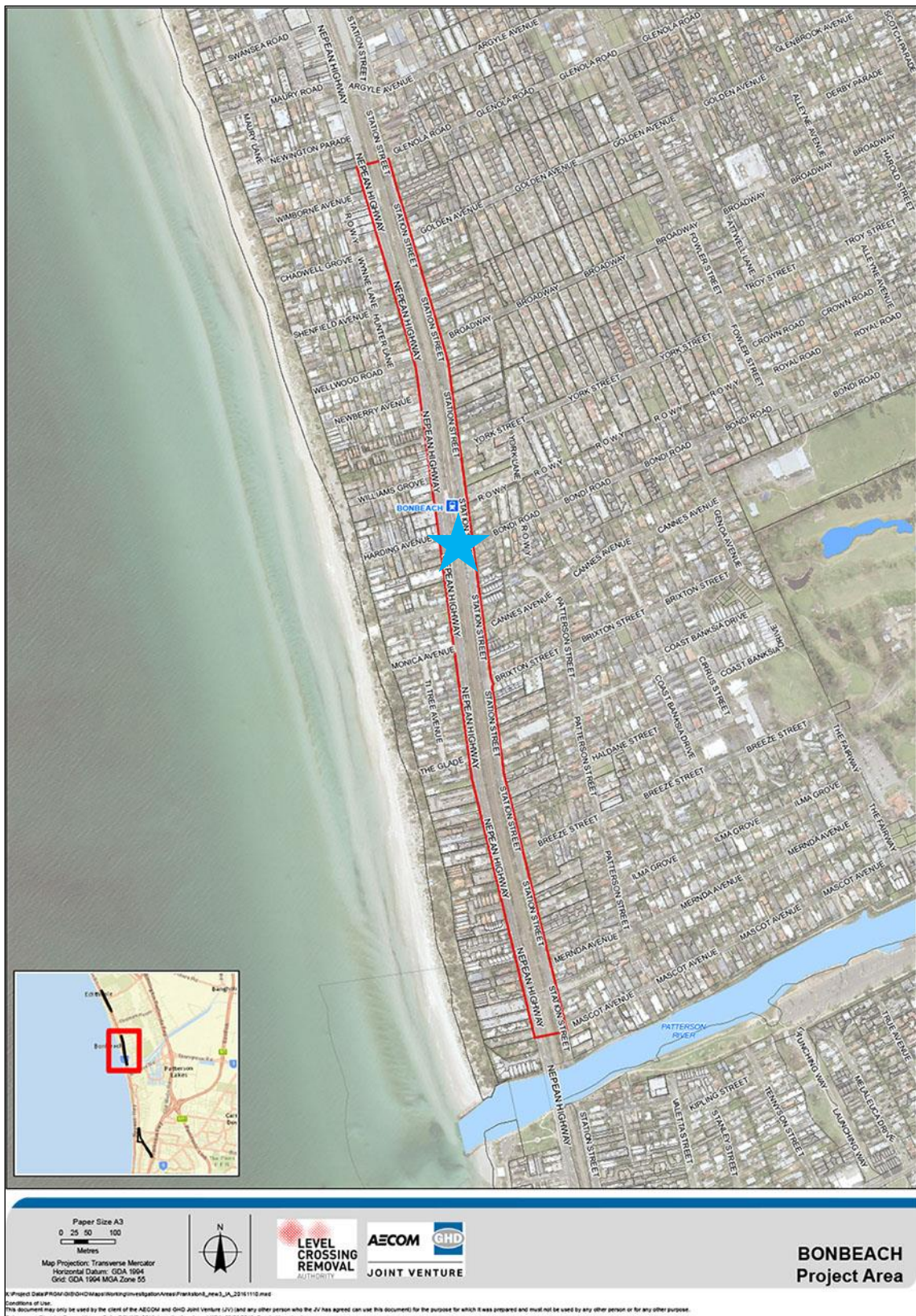


Figure 1 Location plan for Bonbeach level crossing removal project area; project area outlined in red; level crossing to be removed identified by blue star
Source: AECOM-GHD Joint Venture

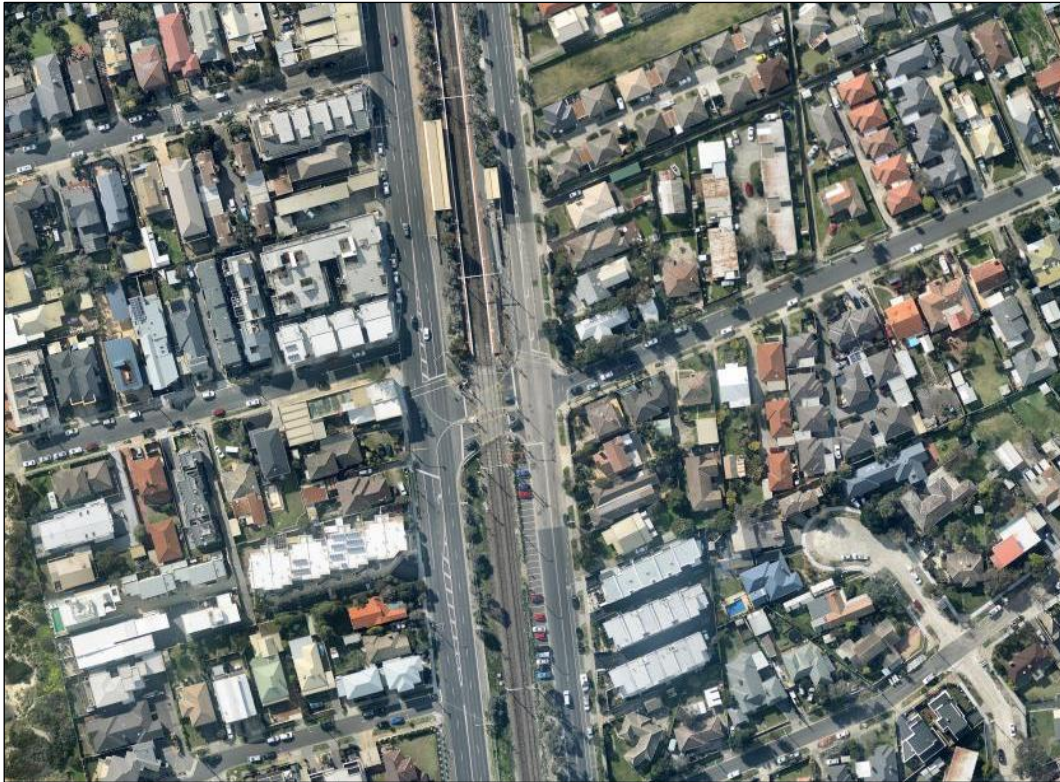


Figure 2 Recent aerial image of the existing Bonbeach level crossing
Source: Nearmap, image date August 2016



Figure 3 Station Street, Bonbeach, level crossing



Figure 4 Station building at Bonbeach Station servicing Melbourne bound trains



Figure 5 Station building at Bonbeach Station servicing Frankston bound trains



Figure 6 Residential streetscape along the eastern side of Station Street, looking south from the level crossing



Figure 7 Residential streetscape along the eastern side of Station Street, looking north from the level crossing



Figure 8 Commercial streetscape along the western side of the Nepean Highway, looking north



Figure 9 Commercial streetscape along the western side of the Nepean Highway, looking south

3.0 Relevant legislation and policy

3.1 Environment Protection and Biodiversity Conservation Act 1999 (Commonwealth)

3.1.1 National Heritage List

The NHL, established under the EPBC Act, is a list of natural, historic and Indigenous places of outstanding significance to the nation. National heritage places are protected under the EPBC Act – any action which is likely to have a significant impact on a National heritage place will require approval under the EPBC Act.⁵

There are no NHL sites within or immediately adjacent to the project area.

3.1.2 Commonwealth Heritage List

The CHL, established under the EPBC Act, is a list of natural, historic and Indigenous places of heritage significance owned or controlled by the Australian Government. Places included on the list have been identified as having heritage values to the Commonwealth and actions which are likely to impact on these values require approval under the EPBC Act.⁶

There are no CHL sites within or immediately adjacent to the project area.

3.2 Heritage Act 1995 (Victoria)

3.2.1 Victorian Heritage Register

The VHR is a list of places, objects and shipwrecks of state significance. Statutory heritage controls apply under the *Heritage Act 1995* to all registered places, objects and shipwrecks.

There are no VHR sites within or immediately adjacent to the project area.

3.2.2 Victorian Heritage Inventory

The VHI is a register of known non-indigenous historical archaeological sites in Victoria. These sites are protected by the *Heritage Act 1995*.

There are no VHI sites within or immediately adjacent to the project area.

It is noted, however that all archaeological sites more than 50 years in age in Victoria are protected by the *Heritage Act 1995*, regardless of whether they are included in the VHI. Section 127 of the *Heritage Act 1995* specifies that it is an offence to disturb an archaeological site or artefact unless approval has been obtained from the Executive Director of Heritage Victoria.⁷ Any works which disturb an archaeological site must immediately cease and Heritage Victoria must be notified. Accordingly, a description of the *Heritage Act 1995* consent requirements is also provided at Appendix A.

3.3 Planning and Environment Act 1987 (Victoria)

3.3.1 Kingston Planning Scheme - Heritage Overlay

Places of heritage significance to a local municipality are identified in the HO of that municipal planning scheme, and can include individual places and broader precinct areas. Statutory heritage controls apply

⁵ The EPBC Act and the National Heritage List, <https://www.environment.gov.au/system/files/resources/2874f3d3-3863-41f3-a684-014e17655339/files/epbc-nhl.pdf> viewed 10 November 2016.

⁶ The EPBC Act and the Commonwealth Heritage List, <https://www.environment.gov.au/system/files/resources/35535071-b4f4-40f0-ad22-aec2806a7cd9/files/epbc-chl.pdf> viewed 10 November 2016.

⁷ Heritage Victoria – Historical Archaeology Frequently Asked Questions

to HO places under the *Planning and Environment Act 1987* and the relevant municipal planning scheme.

There are no HO sites within or immediately adjacent to the project area (Figure 10).

3.3.2 Municipal Heritage Study

A review of the *City of Kingston Heritage Study Stage One Report* prepared by Living Histories in 2000 indicates that a number of places in the vicinity of the Station Street level crossing were identified as having potential cultural heritage significance. The study does not clarify why these sites were included in the Stage One report, however it is likely due to their construction date, as well as the style and their relative intactness.

These places included two changing sheds in Harding Avenue, and two houses and the Bonbeach Life Saving Club in Lord Weaver Grove. Only one of these places (3 Lord Weaver Grove) was assessed as warranting inclusion in the HO as part of the *Kingston Heritage Study Stage Two*, prepared by Bryce Raworth Consultants in 2004 (HO110). The HO, and places identified as being of potential significance, do not adjoin the project area and are separated from the rail corridor by the Nepean Highway and private property.



Figure 10 HO map of the Bonbeach project area (level crossing identified); there are no HO sites within or adjoining the project area
Source: Kingston Planning Scheme

3.4 Non-statutory heritage lists

3.4.1 National Trust of Australia (Victoria)

The National Trust of Australia (Victoria) is a community based, non-profit heritage organisation. The National Trust maintains a Heritage Register which is a list of cultural and natural heritage places. There are no statutory requirements for places classified by and included in the National Trust Heritage Register.

There are no sites classified by the National Trust of Australia (Victoria) within or immediately adjacent to the project area.

4.0 Preliminary impact assessment

4.1 Heritage places within the project area

The removal of the level crossing at Bonbeach would not result in an adverse impact on any identified places of heritage significance as no NHL, CHL, VHR, VHI or HO sites are located within the project area.

With regard to Bonbeach Railway Station, the station buildings and platforms date from the late twentieth century and are not identified as a heritage place. The station complex is not of heritage significance, and its demolition and replacement as part of the project would have no heritage impact.

4.2 Heritage places adjoining the project area

The removal of the level crossing at Bonbeach would not result in an adverse impact on any identified places of heritage significance as the project area does not immediately adjoin any NHL, CHL, VHR, VHI or HO sites.

There would also be no adverse impact on the places identified in the *Kingston Heritage Study Stage One* as these places are separated from the project area, and in some instances are located a reasonable distance away (ie. the foreshore). Only one of these places, the house at 3 Lord Weaver Grove, was assessed as warranting inclusion in the HO as part of the *Stage Two* study (HO110), and as with the other sites, there would be no impact on the assessed heritage significance of this place.

While pedestrian overpasses and fencing associated with the trench will be visible at the end of Lord Weaver Grove, the visual impact on the presentation of the house at 3 Lord Weaver Grove would be minimal; the building is already viewed in the context of late twentieth century and early twenty-first century townhouses and dwellings.

4.3 Associated works

It is understood that laydown areas or site compounds may be required during construction. While no details have been provided as to the extent of these areas, there are no identified heritage places within the project area, and accordingly there would be no heritage impact associated with any works or structures associated with these areas.

5.0 Management of heritage impacts

LXRA will manage environmental impacts through an Environment Management Framework or equivalent document which will form part of the detailed design and construction. The detail of this framework, will be informed by technical site assessments such as this report in relation to historic heritage.

5.1 Statutory heritage requirements

As noted in Section 3.0 of this report, there are no NHL, CHL or HO sites within the project area. As such, there are no statutory heritage requirements for works associated with the removal of the level crossing under the EPBC Act or the *Planning and Environment Act 1987*.

With regard to statutory heritage requirements under the *Heritage Act 1995*, there are no VHR places within the project area and as such, there is no requirement for permit approval under this Act. Refer below for clarification of statutory requirements under the *Heritage Act 1995* with regard to non-indigenous archaeology.

5.2 Archaeological management protocol

As identified in Section 3.2.2 of this report, all archaeological sites more than 50 years in age in Victoria are protected by the *Heritage Act 1995*, regardless of whether they are included in the VHI. If any archaeological remains over 50 years old are exposed during trenching or subsurface works, these works will be required to stop and Heritage Victoria will need to be notified. Accordingly, it is recommended that a management protocol be prepared, in consultation with Heritage Victoria, to provide a process for addressing archaeological remains if they are uncovered during construction works. This management protocol would set out a specific procedure for dealing with remains, and could include the following recommendations:

- stop any activity which may impact on the discovery
- ensure that other people working in the area are aware of it and have also stopped work in the area
- protect the artefact, or site feature(s) by, for example, erecting temporary fencing or other suitable enclosure
- consult with a qualified cultural heritage consultant to determine the appropriate course of action
- advise Heritage Victoria where the discovery was made and provide a description or photograph of the discovery
- determine how to manage the find through consultation with Heritage Victoria, in consultation with the onsite heritage consultant
- obtain the necessary Consent under the Heritage Act, or other necessary approvals to protect, recover or remove the find.

5.3 Predictive archaeological assessment

Consideration could be given to the preparation of a predictive archaeological assessment to ascertain the potential for archaeological remains or areas of high sensitivity within the project area prior to construction works commencing, particularly where significant subsurface works are proposed. This assessment would identify areas of the project area which have been subject to disturbance, and consequently areas of greater or lesser archaeological potential. This assessment would generally comprise historical research to establish the progressive development and evolution of a given site over time, as well as an assessment of the current site conditions.

There are no statutory requirements under the *Heritage Act 1995* for the preparation of a predictive archaeological assessment, however, the preparation of such an assessment may assist in mitigating risk associated with the discovery of archaeological remains and ensure that any potential archaeological remains are appropriately managed during the construction process.

6.0 Conclusion

The removal of the Station Street/Bondi Road, Bonbeach, level crossing would not result in any adverse impacts on known places of heritage significance either within or adjoining the project area.

With regard to potential for archaeological remains within the project area, the following recommendations are made:

- Prepare a management protocol to address statutory requirements under the *Heritage Act 1995* if any archaeological remains are uncovered during construction works.

- Consideration be given to the preparation of a predicative archaeological assessment where significant subsurface works are proposed.

7.0 References

Living Histories, 2000. *City of Kingston Heritage Study Stage One Report*, prepared for the City of Kingston, Victoria.

Level Crossing Removal Project, September 2016. *Preliminary Options Assessment, Level Crossing Removal Project: Station Street/Bondi Road, Bonbeach, Frankston Line*.

Kingston Planning Scheme: <http://planning-schemes.delwp.vic.gov.au/schemes/kingston>

Victorian Heritage Database: <http://vhd.heritagecouncil.vic.gov.au/>

Appendix A Victorian Heritage Inventory

The VHI is a register of known non-indigenous historical archaeological sites in Victoria. Any activity that will result in the excavation or disturbance to an archaeological site or its objects included on the VHI must have first obtained the consent of Heritage Victoria. For places listed on the VHI, recording, excavating and monitoring are the usual methods of assessing and managing the heritage values of a site.

While no VHI sites are included in, or about, the investigation area identified in this report, all archaeological sites more than 50 years in age in Victoria are protected by the *Heritage Act 1995*, regardless of whether they are included in the VHI. Section 127 of the *Heritage Act 1995* specifies that it is an offence to disturb an archaeological site or artefact unless approval has been obtained from the Executive Director of Heritage Victoria.¹ Any works which disturb an archaeological site must immediately cease and Heritage Victoria contacted immediately.

In order to determine the potential for archaeological remains within a site and where ground disturbance is proposed (regardless of inclusion on the VHI), a predictive archaeological assessment may be undertaken. This assessment would generally comprise historical research to establish the progressive development and evolution of a given site over time, as well as an assessment of the current site conditions. This assessment would identify areas of the site which have been subject to disturbance, and consequently areas of greater or lesser archaeological potential. This predictive assessment assists to ensure that all archaeological remains are appropriately managed. If the site is included on the VHI, or if the assessment determines that there is archaeological potential, the predictive archaeological assessment would form part of an application to Heritage Victoria for consent to carry out works, and would also inform future works on the site.

If required, a consent application would also require the following archaeological investigation documentation to be submitted to Heritage Victoria:

- Outline of proposed development works, identifying the area of heritage impact
- Statement of Significance for the Heritage Inventory site
- Research Design
- Excavation Methodology
- Artefact Retention Policy
- Artefact Management Proposal
- Curriculum Vitae of the Project Archaeologist and Conservator
- Letter detailing engagement of Project Conservator.
- Consent application fee

Works to a historical archaeological site fall under one of three fee schedules as follows:

- Class 1 relates to an application for a Consent to Excavate a historical archaeological site, primarily for the purposes of research or to test the potential of archaeology to exist prior to development of the land.
- Class 2 relates to an application for a Consent to Damage under 50% of a historical archaeological site, primarily for the purpose of development.
- Class 3 relates to an application for a Consent to Damage 50% or more of a historical archaeological site, primarily for the purpose of development.

¹ Heritage Victoria – Historical Archaeology Frequently Asked Questions

