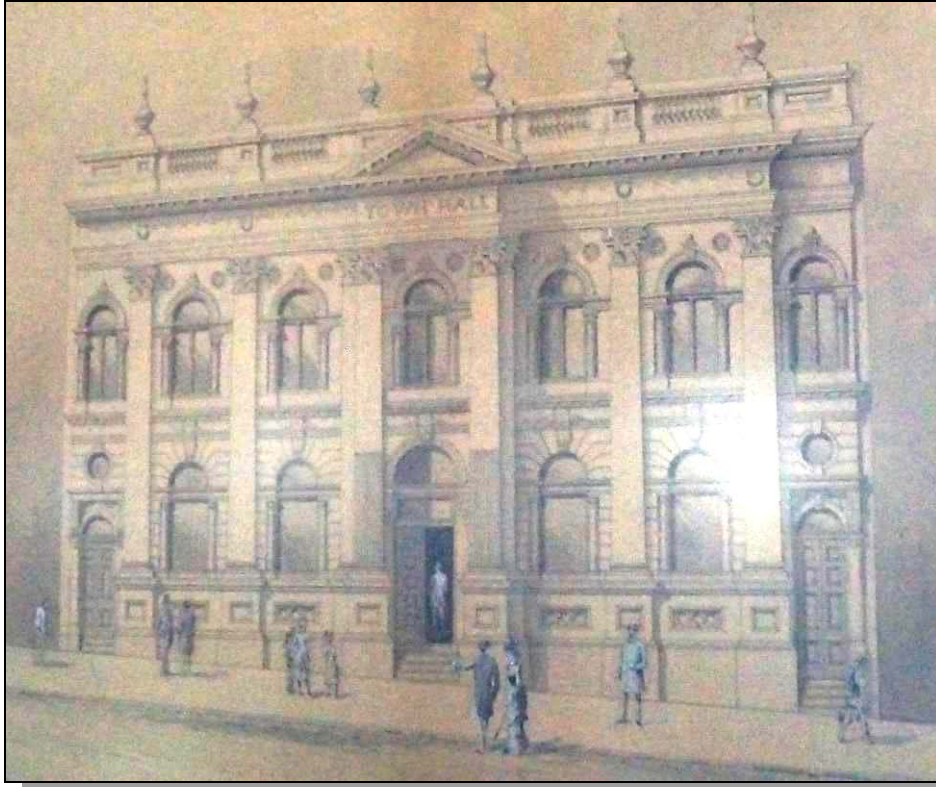


DAYLESFORD TOWN HALL HERITAGE ASSESSMENT REPORT



*The Daylesford Town Hall. George, R Johnson; A. C Cooke (Albert Charles), 1836-1902 Print : wood engraving.
Publisher: Melbourne : Alfred Martin Ebsworth, January 16, 1884 Print published in The Australasian sketcher.*

Hepburn Shire Council

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EXECUTIVE SUMMARY

This Report reviews and expands upon the existing statement of cultural heritage significance of the Daylesford Town Hall (1882/4 and 1885) and its setting in the main street, Vincent Street, of a small 19th century gold mining and tourist town of Daylesford in central Victoria. The Daylesford Town Hall and its civic setting have statutory heritage protection under the Heritage Overlay of the Hepburn Planning Scheme as a site of individual heritage significance at HO290. The Place has both exterior and interior heritage planning controls.

The Daylesford Town Hall comprises three sections: the front three-storey administrative offices designed by the British émigré architect, George Johnston in 1882-84. The Victorian Academic Classical style of the front facade is dominated by a series of giant Corinthian columns and projecting two-storey balcony over the front portico, the main entrance to Vincent Street. Below street level, is a magnificent traditional assembly hall with upper level balconies on three sides and proscenium stage completed in 1885, also designed by George Johnston. And towards the rear, a single storey addition known as the Senior Citizens Centre was built in the 1950s. These three structures form the historic core of Daylesford municipal Town Hall, and have been identified as places of heritage value.¹ Associated with the Daylesford Town Hall is the Olympic swimming pool, built in the 1950s, on the site of the former Public Baths. The Town Hall is unusual in that it was built over the Town Water Supply Reserve consisting of a fresh water spring, drinking well and Public Baths. The Baths were relocated at the rear of the Town Hall. A civic space, forecourt, side lanes and rear public spaces were carved out of the main street, which had already been developed by 1860 with substantial buildings.

The Daylesford Town Hall has cultural heritage significance as part of the Vincent Street heritage precinct listed under the Heritage Overlay at HO694. It is located within the main commercial street of Daylesford, Vincent Street, where the majority of buildings date from 1860s-1880s, contemporary with the construction of the Town Hall. With few exceptions they are all individually heritage listed under the Hepburn Planning Scheme and are an outstanding collection of 19th century gold mining buildings. Beautification and early civic planning was carried out by the first Councillors in 1859, who manipulated the British colonial standard geometric town layout to accommodate public institutions and civic gardens.

An expanded statement of cultural significance for the Town Hall is set out within the report according to four variables: attributes of significance (what), values (why), stakeholders (who) and strategies (how). The heritage assessment supports the local heritage listings of the Daylesford Town Hall and furthermore concludes that it meets the threshold for state as well as local listing using the Victorian Heritage criteria for the following values; (a) historic, (b) rarity, (d) characteristics values, (e) aesthetic characteristics, (f) creative/technical achievement and (g) social value.

The cultural heritage significance of Daylesford Town Hall is due to its central role in the production of social relations in the process of community formation, social justice and civic society in the new British colony of Victoria. The local contemporary community holds the Daylesford Town Hall in totemic esteem. It is a symbol of increased bargaining power, local governmental representation and establishment of a fair system of property rights. The motto of the Hepburn municipality is 'Concord and Progress'.

The civic building is an excellent example of a 19th century Victorian town hall. It served a range of different functions. It accommodated a large hall for public meetings, municipal

¹ The heritage value of the Daylesford Town Hall, its interior and its immediate surrounds are recognised in the Hepburn Planning Scheme by inclusion in a Heritage Overlay HO290. It is located within the Heritage Precinct Area HO 694.

offices with a town clerk office, a treasurer's office and a council chamber. The Daylesford Town Hall had two libraries and a private Reading Room. These educational facilities were managed in conjunction with a mechanic's institute for educating the working and lower middle classes. A group of local elites included other public utilities such as the Gas company offices and a separate office for exchange/meeting uses such as the Hospital Benevolent Fund, Masonic Lodge and other Friendly Societies. The construction of the Town Hall was designed with attached commercial shops and banks in the Stanbridge Buildings.

The Town Hall was the result of patronage by civic elites and rate payers. The architectural richness and splendour of the new town hall was a direct result of civic pride and rivalry.

A major aim of the Report is to demonstrate how the material form of the Daylesford Town Hall is both, cause and effect of contemporary social and cultural life of Daylesford, its intangible cultural heritage values. The architectural effect and urban setting is examined through analysing and interpreting the relational, symbolic and social construction of the place.² Standard methods of heritage assessment are used.

The notion of community in 19th century Daylesford and Hepburn Shire was not a given as we know it today. The recently arrived migrants did not automatically have a sense of belonging, common harmonious identity or representation in development. Rather the formation of the community of Hepburn Shire was a continual process of becoming. It was defined by many activities that established links, alliances and relationships between government and different interest groups in the establishment of effective legal institutions to protect private property and promote economic development. The histories of the Town Hall, its programmes and events reflect wider government policies of citizenship. The general maintenance of these hard won civil rights is a continual process.

In the 21st century new models of services delivery and civic space are emerging. The role of 19th century town halls in community development is coming under increasing scrutiny by agents of civic driven change and policy makers. Ideas about social policies such as place-making, bonding, social cohesion and belonging are creating new concepts about civic spaces in a pluralistic society. The increasing power of the city and role of local government in a global world is increasingly reasserted through schemes that stimulate investment and improve desirability and economic activity. The reinvention of the symbolic role of local city councils has led to large scale conservation and restoration of grand old town halls, key buildings and historic civic spaces within major regeneration and urban revitalization programmes.

These themes are considered important to the conservation of the Daylesford Town Hall.

Theme 1. The management of the Town Hall will ensure its protection through development of appropriate conservation strategies as and when development proposals arise.

Theme 2. To comply fully with the statutory consent process systems covering the building's listed status, with reference to its location in a Heritage Precinct- Conservation Area.

Theme 3. To support protection of the building and to continue to encourage early discussions on any proposed changes with appropriate professionals and managerial staff.

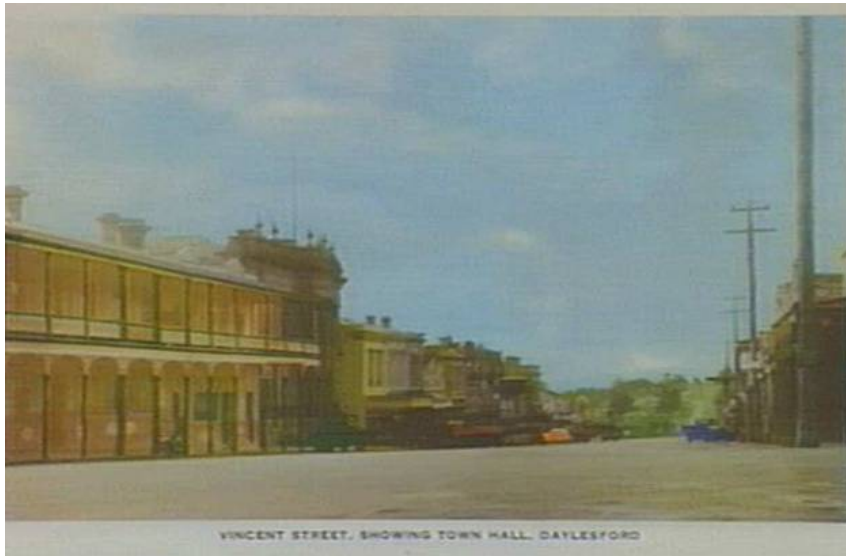
Theme 4. To prepare a framework for enhancing knowledge about the Town Hall.

Theme 5. To ensure on-going efforts to improve the attractiveness of the Town Hall and its setting.

Theme 6. To enhance interpretation and explanation of the sites development with displays and signage in and around the town, Vincent Street and the place itself.

Theme 7. To do everything possible to make the Town Hall accessible to all on a socially inclusive basis, commensurate with the historic nature of the building and the need to protect and conserve it.

² 'Architecture belongs to a world of symbolic forms in which every aspect of the building is presented metaphorically, and not literally.' Colquhoun, A., *Essays in Architectural Criticism: Modern Architecture and Historical Change* (Cambridge Mass. 1981, p. 28.



A Souvenir of Beautiful DAYLESFORD ca. 1950-1960; 8.8 x 13.8 cm. approx.

"Published By Nucolorvue Productions, Mentone, Victoria." The two-storey verandah on the adjacent lot, former Belvedere Hotel, was demolished due to 1970s notions about traffic management.

INTRODUCTION

1.1 The Project Brief And Purpose Of The Report

The Hepburn Shire Council commissioned a detailed analysis of the heritage significance of the Daylesford Town Hall. The Report is prepared by Amanda Jean, Hepburn Heritage Advisor and heritage architect. The aim of the study is to undertake a heritage assessment of the Town Hall in order to examine what aspects and features of the heritage place have cultural heritage significance; to interpret how those attributes are valued by the community; and to reveal why these cultural values are important and relevant for the present day.

The heritage analysis and assessment is intended to assist personnel, site managers, planners and contractors associated with the place in managing the heritage values of significance appropriately and in a highly practical way.

1.2 Methodology

Methodology is a system of principles that govern the way in which information and data is gathered and analysed for an assessment. One proven methodology for assessing cultural heritage values is set out in the Australia ICOMOS *Charter for Places of Cultural Heritage Significance* (the Burra Charter 2013) and its guidelines. The Burra Charter is an adaptive model that uses a value-based methodology. It takes a contextual and integrated site analysis approach for site management.

This methodological approach references the following:

- The Australia ICOMOS *Charter for Places of Cultural Heritage Significance* (the Burra Charter 2013) and its guidelines was the basis of the approach for the Study. The principles of *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013*, the recognised benchmark document within the Australian heritage industry.
- *Criteria for assessing cultural heritage significance (HERCON)*, adopted by the Heritage Council in 2008, pursuant to the Heritage Act 1995;
- The VPP Practice Note, “*Applying the Heritage Overlay*” Practice Note 01, revised September 2012, Department of Planning and Community Development The Practice Note states that ‘the heritage process leading to the identification of the place needs to clearly justify the significance of the place as a basis for its inclusion in the Heritage Overlay. The documentation for each place shall include a statement of significance that clearly establishes the importance of the place and addresses the heritage criteria.’¹
- *Victorian Historic Themes*
- Relevant Victorian planning and heritage legislation, including the Aboriginal Heritage Act 2006.
- Practices and methods incorporated into existing Hepburn heritage studies.

This Study uses a mixed method approach. The methods are outlined below:³

- Historical and archival data arranged in a thematic framework
- Location: building analysis, mapping, photography and fieldwork
- Contextual analysis and comparative analysis⁴

The Australia ICOMOS Burra Charter recommends the use of a typology of heritage values, a framework or matrix that sets out different kinds of heritage values: aesthetic, historic, scientific, social and spiritual.⁵

- **Criterion A:** Importance to the course or pattern of our cultural or natural history (historical significance).
- **Criterion B:** Possession of uncommon rare or endangered aspects of our cultural or natural history (rarity).
- **Criterion C:** Potential to yield information that will contribute to an understanding of our cultural or natural history (research potential).
- **Criterion D:** Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments (representativeness).
- **Criterion E:** Importance in exhibiting particular aesthetic characteristics (aesthetic significance).
- **Criterion F:** Importance in demonstrating a high degree of creative or technical achievement at a particular period (technical significance).
- **Criterion G:** Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons. This includes the significance of a place to Indigenous peoples as part of their continuing and developing cultural traditions (social significance).

³ Lowenthal, D. (1985). *The Past is a Foreign Country*, Cambridge University Press, Cambridge, Tengberg, Anna et al, (2012) *Cultural Ecosystems Services Provided By Landscapes: Assessment Of Heritage Values And Identity*, Ecosystem Services 2 (2012) 14-20.

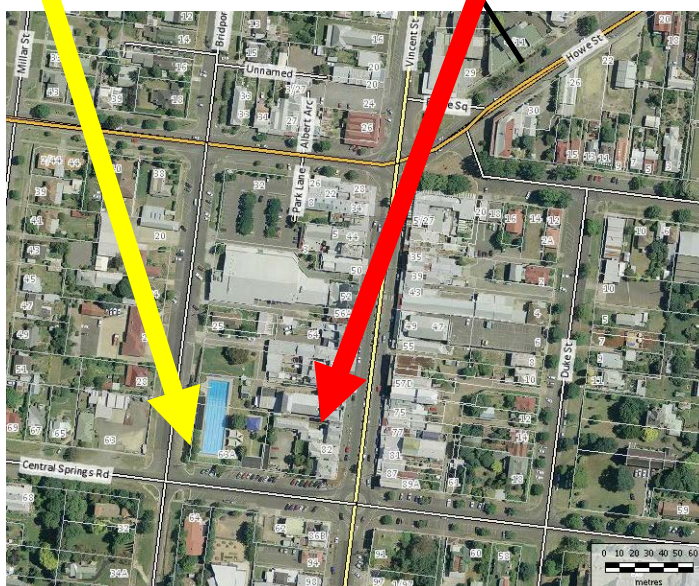
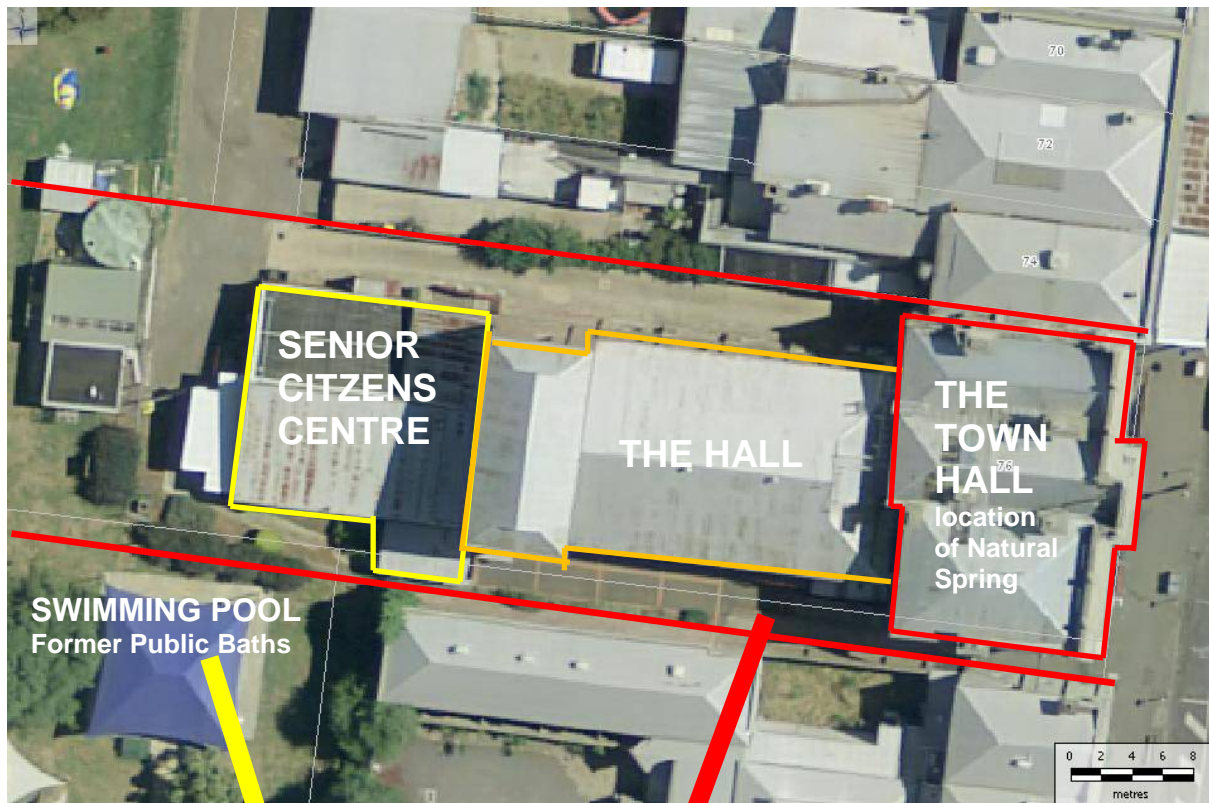
⁴ Krauss RE (2010), *Perpetual Inventory*. Cambridge, MA: The MIT Press.

⁵ The VPP “*Applying the Heritage Overlay*” Practice Note 01

- **Criterion H:** Special association with the life or works of a person, or group of persons, of importance in our history (associative significance).

1.3 Location

The Daylesford Town Hall is located at Vincent Street, Daylesford. Aerial Map of the Vincent Street Heritage Precinct Showing Summary of Key Features



Red Arrow indicates the location of the Daylesford Town Hall built over the Water Reserve where fresh water from a spring was piped to the Public Baths,

1.4 Relevant Heritage Reports and Studies

The Daylesford-Hepburn Springs Conservation Study 1985 was prepared by

Extract of the Statement of Significance

It was constructed in 1882/3 for the Borough of Daylesford. Essentially, it is a three storey building with two storeys above street level. The municipality of Daylesford was formed in 1859 and during the 1860s the lot was used as the Town Water Reserve having a fresh water spring of piped water which also served baths on the Bridport Street frontage and two shops and a municipal office in Vincent Street. In 1884 the front section of the present building was opened consisting of basement rooms, council chambers, offices lodge room and library. Subsequently a large grand assembly hall was constructed at the rear. The building is intact essentially and in good condition.

The importance of the building as a centre of local government has grown with its absorption of Mt Franklin and Glenlyon shires and latterly Creswick, Clunes and Trentham shires. Architecturally, it stands apart in its regional context as a superlative example of a classically inspired town hall design, similar but more elaborate decorated than the equivalent building in Woodend. This building is one of the smaller examples in a great series of town halls designed by Johnson. It is a key element in the Vincent Street streetscape, the main street of Daylesford.¹

Daylesford Streetscape Update, Chris Dance Land Design and Essential Economics 1989/95 (Extract page 3)

Daylesford is different!

It is different because, whilst these very same forces have been at work, it's robust community has rallied against the onslaught of haphazard modernisation with some heroic individual efforts by a handful of people.

The landscape of Daylesford is also different because of it's overwhelming natural and cultural assets. These include Lake Daylesford, Hepburn Springs and the William Guilfoyle designed gardens of Wombat Hill. The stunning avenue approach from Castlemaine is another splendid example of mainly 19th Century urbanism, embraced by 20th Century bush land.

On the fringes of town, the wide corridors enframe vistas out to the Pyrenes and Castlemaine and are defined by charming villas and cottages.

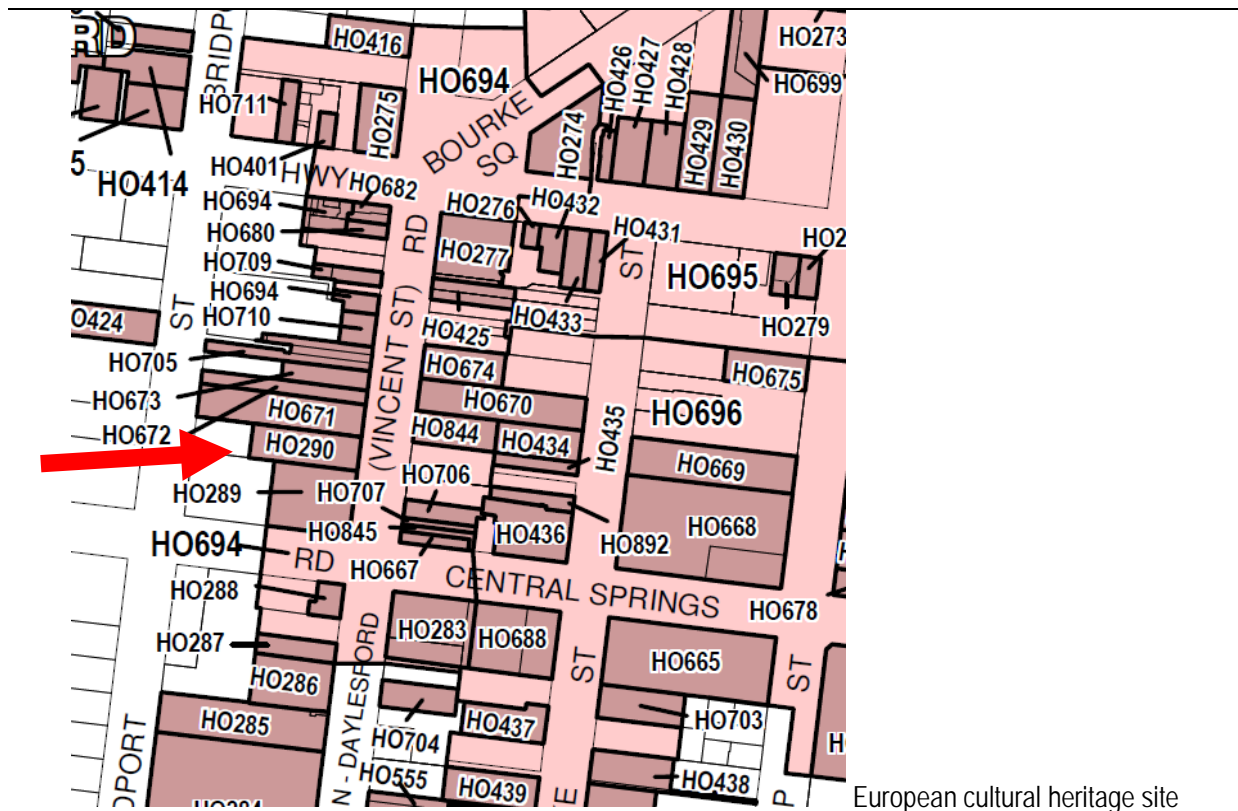
Closer in, a range of commercial and civic buildings, many of which are two-storeyed, mark the streets forming the centre of town. These help create some memorable urban spaces such as Central Vincent Street, one of the most important urban 19th Century spaces in Victoria.

Associated with these streetscapes are some stunning views, such as the one to the Court House along Albert Street, taking in Wombat Hill and the Convent Gallery.

Finally, there is Vincent Street - the core of the community!

From the earliest times to the present day, Vincent Street has been the symbolic focus of Daylesford, both socially and commercially. An initial visit to town quickly indicates the importance of this central strip with it's 19th Century-determined character, supported by a line-up of buildings dating from pre-Victorian almost to the post-modern. Yet there is a harmony and a distinct unity created by the street's simple and honest asphalt pavements and its retained open bluestone drains. The building scale, which descends strongly to the north, helps direct views to the sun and out over Hepburn Springs.

1.5 Heritage Overlays And Legislation



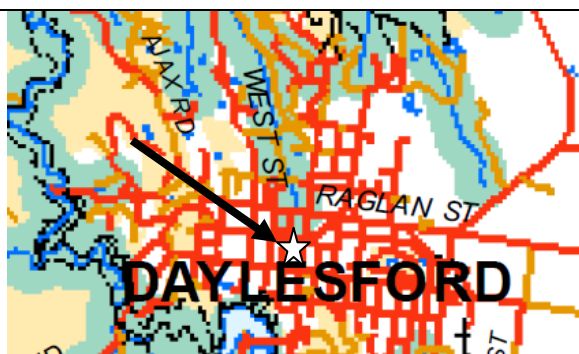
Historic cultural heritage is looked after by all levels of government in Australia and many different arms of government have a role in the identification, management and protection of heritage places and objects. The following legislative matrix summarise the various forms of legislation

Legislation	Administra tor	Implication for Management	Site	Relevant Notes
EPBC Act 1999 (Commonwealth)	DEH	None		The subject building is not included on the National Heritage List. It is culturally associated with the Castlemaine Diggings National Park, which is located approx. 15klm away.
National Heritage List Register of the National Estate		The subject building as a unit is not listed on this Non statutory listing, specific sites area.		
Victorian Heritage Act 1995	Heritage Victoria	The subject building is not listed and has not been assessed.		The Heritage Act 1995 details statutory responsibilities for historic buildings and gardens, historic places and objects, historical archaeological sites, and historic shipwrecks.
Planning and Environment Act 1987 (Victoria)	Hepburn Shire	Heritage Overlays provides local governments with the power to implement heritage controls over significant buildings or places.		The Town Hall is recognised in the Hepburn Planning Scheme in a Heritage Overlay HO290.
Aboriginal Heritage Act 2006 (Victoria)	Aboriginal Affairs Victoria	Identifies the current boundaries of the Dja Dja Wurrung traditional areas in Victoria. The		The subject building is not an identified as a culturally sensitive Aboriginal cultural heritage place,

	(AAV)	subject building is within the traditional area.	with high potential for significance sites as well as archaeological sites
Victorian Heritage Act 1995 Archaeological sites	Heritage Victoria	Archaeological sites are not expected. The Heritage Inventory was established pursuant to Section 120 of the <i>Heritage Act 1995</i> . It includes historical archaeological sites, places and relics in Victoria, providing they are older than 50 years, and regardless of their level of cultural heritage significance.	Consent will be required for particular works or activities, including excavation, in relation to an archaeological site. Under the Heritage Act it is an offence to damage or disturb relics and archaeological sites, whether or not they have been included on the Heritage Inventory.
The National Trust of Australia		A community-based, non-government organisation that works to promote and conserve Australia's indigenous, natural and historic heritage through its advocacy work and its custodianship of heritage places and objects	Classification by the National Trust recognises the heritage values of places and objects, but it has no legal implications. Identification Number B5424. The National trust has listed the Daylesford Town Hall as having significance for the whole state of Victoria.

National Trust Statement of Significance: *One of the smaller examples in the great series of town halls designed by G R Johnson, the leading practitioner in the field: it dates from 1883-5 and has a giant order pilastrated facade with a happy use of arched windows with colonettes set into the sides, for while this elegant motif is used by Johnson elsewhere it is particularly apposite to Daylesford, where primitive Palladian windows are a hallmark of local architecture. Classified: 15/03/1984.*

1.6 Aboriginal Heritage Areas Of Sensitivity



Aboriginal cultural heritage sensitive sites identified in green

Aboriginal cultural and spiritual heritage places are fundamental to Victorian Aboriginal community life and cultural identity. The Aboriginal Traditional Owner Area map prepared by Aboriginal Affairs Victoria (AAV) identifies that Study Area as within the traditional country of the Dja Dja Wurrung Indigenous people. The Dja Dja Wurrung Clans Aboriginal Corporation is responsible for administering this area under the Aboriginal Heritage Act, 2006.

Legislation	Admini strator	Implication Management	for	Site	Relevant Notes
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Aboriginal Heritage Act 2006 (Victoria)	(AAV)	Identifies the current boundaries			The Study Area is not within an Aboriginal Cultural Sensitive Area
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Under the Aboriginal Heritage Act 2006 a [Cultural Heritage Management Plan](#) is required if all or part of the proposed activity is in an area of culture heritage sensitivity, and all, or part of the activity is a high impact activity. Areas that are identified as being of 'cultural heritage sensitivity' may be associated with registered Aboriginal cultural heritage places. AAV have registered numerous Aboriginal sites in the vicinity of the Study Area.

The requirement under the Aboriginal Heritage Act 2006 for the preparation of a Conservation Heritage Management plan is not applicable for works to the Daylesford Town Hall. This does not mean that there are no associated Aboriginal heritage values linked to the Daylesford Town Hall. For a full assessment and exploration of these values the Dja Dja Wurrung Clans Aboriginal Corporation should be consulted.

1.7 Limitations to the Study

Approaches and methods to heritage assessment studies are always influenced by the fact that they are designed according to the questions asked of the project.⁶

It is not possible to review the existing condition of the Town Hall in this Report. The present report does not include a significant assessment of the moveable items, furniture, photographs and paintings that are displayed in the Town Hall. These items are of considerable value.

The furniture and the majority of other timber architectural accessories for the Town Hall were donated by Councillor Wheeler in 1882. Councillor Wheeler owned and operated a large timber saw mill. It is highly likely that the furniture was especially commissioned and is locally made colonial designed hand crafted pieces. Likewise the timber joinery and magnificent timber doors, windows, architraves and skirtings are most probably all locally manufactured.

1.8 Terminology

The terms used throughout this report are consistent with the Burra Charter: *The Australia ICOMOS Charter for Places of Cultural Heritage Significance*.

⁶ Ibid



From the National Trust file 1998

2.0 Timeline Development

*‘The notion of citizen participation in Western cultures most commonly finds its tangible expression through some form of local, democratic government’.*⁷

On the centenary of laying the foundation for the Daylesford Town Hall in 1983, a history of the building was commissioned by the Shire of Daylesford and Glenlyon. A History of the Town Hall sub-committee was setup. Assisted by the members of the Daylesford Historical Museum and the Daylesford Technical High School, R. D. Patterson was commissioned to research and write the story of the Town Hall.

The Booklet, *‘A Most Commodious Up-Country Hall. A Brief History of the Daylesford Town Hall’* was published in 1985. The Shire President Cr Bryan Anderson wrote that the monograph to mark the centenary anniversary of the Town Hall was a ‘fitting gesture to these important occasions’.

The Town Hall is a signature piece to an era of social and political history. It embodies principles of town development as embraced by those who thought such development worthwhile and progressive. Its preservation is obviously unquestionable. The evidence from this brief history suggests that the Town Hall, in acting as a venue for social and community affairs, played a significant role in community life and enriched it.

The following is a contextual analysis of the evolution of local government arranged thematically, as it relates to the Daylesford Town Hall. It is followed by a description of the site context, construction of the building, its exterior and interior spaces.

Contextual analysis is a method of interpreting a building in terms of the culture of its times. Architecture is seen as affecting and been effected by religion, politics, social structures and hierarchies, cultural practices and traditions, including the history of ideas. The history of ideas here refers to political movements and debates about economic development.

⁷ Dale Catherine, ‘The Role Of Local Government For A Contemporary Victorian Community’, Phd Thesis University of Victoria 2008, quoting Bailey, S., 1999. *Local Government Economics: Principles and Practice*. Macmillan Press Ltd, London.

2.1 Historic Themes

Peopling Victoria's places and landscapes.

2.1.1 Governing Victorians. *This theme focuses on the role of the State and its institutions in shaping the life of its citizens in all facets of life:*

The Daylesford Town Hall is an excellent highly intact example of the development of municipal government in the Victorian colony. The story of the Town Hall, its construction, flamboyant Classical neo-Grecian architectural style is associated with the 19th century gold rush to the area. It is representative of one of 26 other shires and town halls established across the goldfields between 1855 and 1880s.

The underlying precarious evolution and existence of Hepburn Shire (1859) and surrounding shires with which it has latterly amalgamated, Mount Franklin (established 1862), Creswick (established 1858), Clunes (established 1860), part of Talbot (established 1861) Amherst (established 1858), Glenlyon (established 1862) and Trentham Shires, is fundamental to the understanding of the cultural significance of the Daylesford Town Hall.

2.2 Developing institutions of self-government and democracy as a process of social-modernization.

During the 19th century the influence of government grew rapidly. In the colony of Victoria the English Municipal Corporation Act of 1835 facilitated the introduction of more democratic government. The history of public buildings and town halls reflects this legislative development. A civic building served a range of different functions. It accommodated a large hall for public meetings. The municipal offices with a town clerk office, a treasurer's office and a council chamber were the basic requirement. The English Parliamentary Acts of 1845 and 1850 empowered municipalities to levy a special rate to build and maintain public or free libraries. There were also the public libraries that survived on commercial subscription. The Daylesford Town Hall had two libraries and a private Reading Room. These educational facilities were often accommodated in conjunction with a mechanic's institute for educating the working and lower middle classes. A group of local merchants might also include other public utilities such as the Gas company offices or have a separate office with combined exchange/meeting uses such as the Hospital Fund raising centre. In some examples the construction of a town hall might be designed with attached commercial shops and banks. In smaller settlements the town hall complex included a law court such as in Clunes.

Civic buildings were the result of patronage by municipalities. The initiative lay with each individual town, the civic elites and rate payers. This meant that architectural richness and splendour of the new town hall was a direct result of civic pride and rivalry. As the magazine the *Builder* wrote in 1878, 'Possessing wealth is the prelude to architectural display.' In the design and construction of town halls the most expensive and ornate buildings were selected. In smaller towns the town halls were constructed to a miniature version of the grand designs of the period.⁸

The contextual background to the Daylesford Town Hall and its relationship to the development of local government is complicated by the evolution of colonial political economies. In the era of industrialization, Europeans set up extractive institutions such as wool growing and mining in their colonies for financial gain and to fuel their industries back home. The initial extractive model of colonial economic development in the colony of Port Phillip was based on wheat and wool.

⁸ Dixon, R. And S. Muthesius, 1978, *Victorian Architecture*, Thames and Hudson, London, p 144.

'Declaration of sovereignty' by Britain over territories brought colonial administration and effort to bear over people and places within them' (Porter).⁹ In Australia a major part of the colonizing process was undertaken through spatial land use planning practices and new forms of land annexation and occupation.

Prior to the gold rush the English squirearchy, pastoralists and landowners dominated rural society in Australia in the 19th century partly due to economic power resulting from ownership of land and partly because they controlled colonial government and administered justice from the magistrates bench.¹⁰ The influential pastoralists were not interested in being part of newly created municipalities, which they saw as a form of double taxation.

The transition from this type of colonial realm to modern forms of civic government and incorporation of capitalism was preceded by the pattern of modernity¹¹ intricately bound up to the 19th century British imperial/colonial extractive model of economic development based on mining. Dispossession occurred on a grand scale.

This model of economic development demonstrates what the economic geographer, David Harvey, describes as the concept of "accumulation by dispossession".¹² It relates to the process of social modernization where destruction of the present and alienation are seen as vital moments in capitalist evolution.¹³ Central to this particular colonial extractive model is the principle of "free mining". That is a belief that mining should have priority over most other land uses. The evolution of the central goldfields of Victoria illustrates the Victorian colonial government attempts to moderate "free entry" or "free mining" principle, which characterized the Californian gold mine fields in 1848/9.

The philosophy of "open access" or "free mining" is a system which gives mining corporations the right of entry on virtually all land without consulting affected landowners was moderated to some extent in Victoria in the mid 19th century through the introduction of limited gold licensing regulations and the Miner's Rights.

Not all people were equal and able to benefit from mining and the expansion of municipal government. Their struggle for recognition and a fair system of property rights and other citizen securities have taken along time to evolve. The gold rush to central Victoria and subsequent 1860s Land Acts unravelled the power of the pastoralist. It introduced a process of progress (socio-economic development) and emancipation (a liberating potential through social reform) that introduced widespread individual entrepreneurship and capitalism to the Victorian state of Australia.

The 1860 Land Acts gave Europeans and other migrants the rights to acquire farm land upon taking the oath of allegiance to the British Crown. The introduction of civic institutions, local government and local representation stimulated economic growth by self interest and private entrepreneurship. As Barnett writes land in Australia came to be seen as transferable real estate converted into a private income through land sales, subdivision, renting, mortgaging

⁹ Porter, L., *Unlearning The Colonial Cultures Of Planning*, Burlington, Ashgate, pp.2-4, 2010.

¹⁰ Dingle, T., *Settling*, Fairfax, Syme & Weldon Association, 1984, p 87.

¹¹ Modernity is used here in reference to a condition of living imposed upon individuals by the socioeconomic process of modernization. The experience of modernity involves a rupture with traditions. Whilst modernity can be understood in many ways, it can be seen as the tension between, capitalism, rationalization, efficiency and utopian hope.

¹² David Harvey, born in 1935 in England, was one of the first geographers interested in how social processes produce spatial forms. And in turn how these spaces constrain, enable and alter those practices and processes. Harvey, D. *The New Imperialism*, Oxford University Press, 2003.

¹³ Heynen, H., *Architecture and Modernity: A critique*. Massachusetts Inst. Of Technology, 1999 p66

and building development. Benefits from increase in property value accrued to the title holder not to the community. The introduction of the British notion of private property ownership in Australia became instrumental to social mobility between classes, providing power, privilege and business opportunities.

The balancing act of mediating the strategies, tactics and technologies used to achieve economic progress, land acquisition, environmental protection and social justice were made possible by the establishment of local municipal government.¹⁴ Where local people were able to compete for capital and establish a fairer system of property rights than private enterprise, civic society and economic development were able to be established.

There were many disaffected groups of people in the process of modernization and industrialization. The British colonial government upheld the mandate of the 'Doctrine of Discovery' that is the belief in '*terra nullis*' or vacant land'. This world view together with the "free entry" concept and the transition to capitalism resulted in widespread dispossession of the Dja Dja Wurrung Indigenous population of their traditional land and natural resources in the Daylesford area.¹⁵ Other disaffected groups were itinerant and transient miners, particularly alluvial miners. The story or theme of opposition by the disaffected inhabitants of Daylesford to the formation of the municipality and construction of the Daylesford Town Hall is given below.

2.1.3 Opposition and Dissent to Incorporation of the Borough of Daylesford

Prior to the gold rush the Daylesford area was in the centre of a vast temperate rain forest. The species of trees, messmate, peppermint, white gum, stringy bark, swamp gum and spotted gum were recorded as growing up to 35 metres with circumferences of 12 metres.¹⁶ The area, visually dominated by a series of volcanic cones, such as Wombat Hill, Mount Franklin amongst others, is the traditional homelands and country of the Dja Dja Wurrung Indigenous people. After the goldrush the great Wombat, Lederberg and Blackwood forests surrounding Daylesford as Crown land had been felled and milled for mining to a state of 'forest death', and left vacant to regenerate.

Local government formation was created through local upheaval and struggle. The many itinerant miners, transient population and large land owners were violently opposed to the idea. There have been continual accusations by opponents of municipal government about issues of exclusivity, corruption, social injustice, dispossession, eviction, ecological unsustainable practices and the imposition of unjust monetary exchange values. In contrast over the past 130 years, the Town Hall has been packed to capacity with local citizens, gathered to participate in a wide range of community, ceremonial, social and civic activities.

The architectural appearance and function of the Daylesford Town Hall has been shaped by multiple practices incorporating broader ideas of civic consciousness, national progress, pride and good citizenship. The Victorian Municipal Act 1863, conferred statutory power on municipalities to provide and maintain a range of public services, public health, safety, roads and to act as regulators in exchange for raising revenue and land taxes. In practice the philosophy underpinning 19th century municipal government as a political administrative centre was based on self interest and entrepreneurship. And in consequence the reception and local practices of democracy within and between local groups have often spectacularly diverged.

¹⁴ The Advocate and The Daylesford Herald Almanac 1888, 1891, Daylesford.

¹⁵ Ostram

¹⁶ Perrott, Lyon Mathieson Pty Ltd and Andrew Ward, 'Daylesford and Hepburn Springs Conservation Study', 1985, Hepburn Shire, p.6.

The spatial layout of the town hall and workings of council represents a pattern of thinking and acting that was established in the nineteenth century associated with British colonial rule.¹⁷ While the Hepburn Shire local government has its legislative bases there is no recognition and protection of the democratic character of local government in the constitution of Australia.¹⁸

Architecture became bound to the world of power, money and middle class modernity.¹⁹ The architectural style of the Daylesford Town Hall may appear 19th century designed in the Classical Academic architectural style, but the layout of spaces and function of the building was modern. The Italian critic, Manfredo Tafuri (1935-1994) believed that the course of modern architecture cannot be understood independently of the economic infrastructure of capitalism and that its entire development occurs within these parameters. The architecture and interior decorative detail of Daylesford Town Hall is a strange mix of iconoclastic motifs and allegories referencing Greek democratic city-state model.

2.1.4 Patrons and Benefactors: William Edward Stanbridge, Mayor, Councillor, MLC.

The particular idiosyncrasy of Hepburn Shire is that the formation of local government and development of the town hall was dominated by the vision of William Edward Stanbridge, a social educator, scientist and parliamentarian. Stanbridge, owner of Wombat Park, a large estate just outside Daylesford, was a leading reformer and philanthropist in local politics for over 40 years until his death in 1894.²⁰ Discovery of gold on the Wombat Park property resulted in the Spring Creek diggings, part ownership and royalties from various companies brought him enormous wealth. He successfully negotiated for one-sixth royalties in the wealthy gold mining venture of Concordia, the successful Garibaldi mine, a rich alluvial mine located on his land.

He became a member of the Mining Board and like other successful miners was instrumental in the formation and survey of Daylesford town in 1854, following his purchase of Wombat Park on the north eastern outskirts in 1852. His utopian vision and philosophical propositions for Daylesford, its grand town hall, civic gardens and educational institutions are embodied within the spatial arrangements of these public buildings, their internal spaces and relational settings.

Sheer wealth, influence and considerable connections meant that gazettal of the Borough of Daylesford in 1859 was relatively early and easy despite opposition. The Hepburn municipality was declared in 1863. He was behind the financial arrangements, the commission for the design and construction of the first stage of the Daylesford Town Hall and later the 1885 Assembly Hall. The development of the Wombat Botanic Gardens and its re-design by Messrs Taylor and Sangster in 1885, the development of the Mechanics Institute, Daylesford Primary and Technical schools are all amongst his many local philanthropic works.

¹⁷ Power, J., Wetternall, R., and Halligan, J. (Eds.), *Local Government Systems of Australia*, Canberra, Australian Government Publishing Service, pp1-22, 1981.

¹⁸ Former High Court Kirby's opinion, 'the Australian Constitution- a centenary assessment,' *Monash University Law Review*, vol 23, No.2:229-247, 1997.

¹⁹ I reference Manfredo Tafuri's book *Progetto e utopia*, 1973. He belongs to the Marxist tradition in writing history as does David Harvey (see below), who was the first geography to state that space is not an empty container but created through human cultural practices. *Key thinkers on Space and Place*, Hubbard, P., and Kitchin, R., (eds) 2011, p.237

²⁰ Sutherland, A. et al, 'Victoria and its Metropolis', 2 vols, Melbourne, 1888; Burke's Colonial Gentry.

In addition, he had extensive pastoral properties in Daylesford, Lake Tyrrell and in New South Wales.²¹ He held interests in banking, property, real estate, railways, mining, timber mills and flour mills. He was local magistrate and Honorary Correspondent for Aborigines in for the Upper Loddon, responsible to distribute supplies to Aboriginal people and in the process acquired an important SE Australian Indigenous cultural material collection.²² He documented Indigenous astronomical and cosmological stories from the area, particularly focussing on the stories told by the Wergaia Aboriginal people in the 1850s, around Lake Tyrrell. Stanbridge was elected into the Philosophical Institute of Victoria in 1857, a member of the Royal Society of London in 1860, the Ethnological Society of London in 1861, life member of the Acclimatisation Society of Victoria in 1864. In 1862 he was appointed a magistrate for Daylesford.²³

He held a seat in the Creswick Legislative Assembly, elected Member of the first Council and first Chairman in Daylesford in 1868. He was Councillor of Daylesford from 1868-74 and again from 1880-1892. Between 1882 and 1883 he served as Mayor and was elected Member of the Local Council of north-central Victoria. He funded educational scholarships in perpetuity and the building of the wing of the Daylesford High School, the Daylesford Technical School, establishment of the Wombat Botanic Gardens and funding of the Daylesford Hospital and construction of retail shops in Vincent Street, amongst other things. He died in 1894, an exceedingly wealthy landowner.²⁴

2.1.5 Development of Municipal Government and the Borough of Daylesford

1834 The first European unauthorized settlement of Victoria (Port Phillip District) began through private speculation. John Batman landed on the Yarra River in 1835. 1836 Major John Mitchell explores the region on behalf of the government. Governor Bourke directed the military Captain William Lonsdale as police magistrate with troops to survey the land for the purpose of selling. The government saw sale of land as a lucrative source of revenue, preferable to raising funds through taxation. Land became regarded as transferable real estate rather than as a place for community.

Police magistrates and courts were established in Victoria in 1839. Civic administration and civic improvement was in the hands of a police magistrate, who held extensive powers.²⁵ Police courts and courts of petty session were very important means of raising government revenue through imposition of fines for pollution, cleansing of butchers and slaughter yards, damaging public fountains and the like. In the 1840s the district of Victoria was progressively divided into police districts. And each police district was divided into several 'counties'. These counties were for the purpose of selling land. In 1839, superintendent, Charles Joseph La Trobe was put in charge of the district, still controlled from Sydney under Governor Gipps.

²¹ Argus, 1857:5, 1862:5, 6 Apr 1894; 1895:6, Billis, R. V. and Kenyon, A. S., 'Pastoral Pioneers of Port Phillip', Melbourne, 1932;

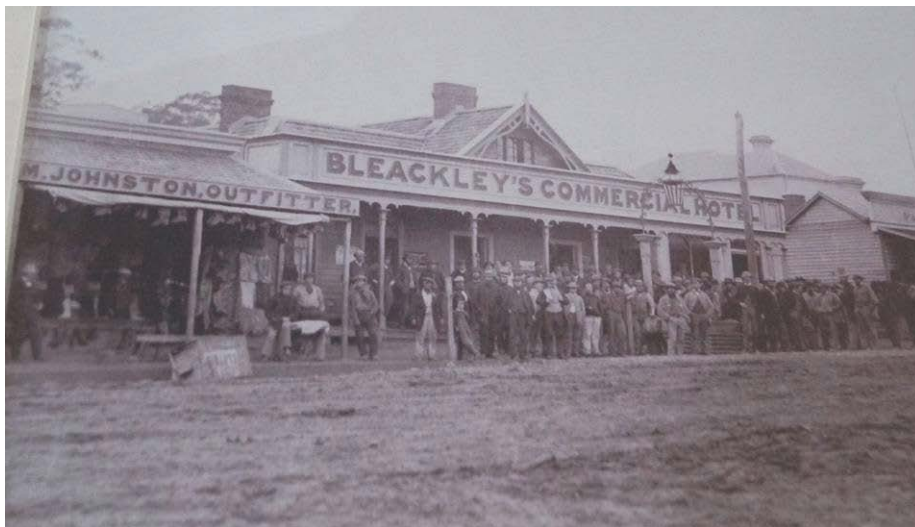
²² Willis, E., 'Gentlemen Collectors: Port Phillip District 1835-1855', in *Makers and Making of Indigenous Australian Museum Collections* (eds) Peterson, N., Allen, L., Hamby, L., Melbourne University Press, 2008, pp. 113-140.

²³ Thomson, K & Serle, G, 'A Biographical Register of the Victorian Legislature 1851-1900', ANU Press, 1972

²⁴ Daylesford Advertiser, 7 Apr 1894

²⁵ Barret, B. *The Civic Frontier, The Origins Of Local Communities & Local Government In Victoria*, Melbourne University Press, 1979, p. 17.

1840s In England the first Municipal Corporation Act was introduced in 1835. And in 1839 in NSW the Market Act was passed. This initiated the forerunner to municipal councils in Australia. The first municipal institutions were established through gazettal of land for Market Squares and formation of market commissioners. The history of local government is concerned with issues relating to property. The first function of local government was as a service to local land and property.²⁶ Australia was a colonial developing country. Holding colonial office was regarded as an exclusive franchise that was expected to yield a good return to the political entrepreneur who acquired it.²⁷ In consequence in Victoria, the market commissioners were usually associated with local publicans concerned about the liquor trade, and were members of the Mechanic Institutions, and the various Lodges, the Freemasons, the Oddfellows, the Orange Lodge and others.²⁸ Polling booths for voting were initially held in hotels. It was here that early councils meeting were held prior to the construction of town halls. In Daylesford, many of the hotels were owned and managed by Swiss Italian licensees. The Iveson Hotel in the main street, Vincent Street, was the centre of anti-incorporation activists, a large group of Danish, Swiss Italian and Irish miners who signed the counter petition to incorporation.²⁹ While the Criterion Hotel was the centre of the jubilant pro-municipal movement.³⁰



In the late 1830s the British government ceased paying for maintenance of police and gaols in the colonies. Other forms of local government were tried to raise revenue. In 1833 a Parish Road Act was passed in New South Wales, with a system of 'district councils' in 1842. Money raised in the districts was to fund the police under the control of the governor. The district council were not

²⁶ Barret ,B. *The Civic Frontier, The Origins Of Local Communities & Local Government In Victoria*, Melbourne University Press, 1979, p 15. Quoting D.M. Purdie *Local Government In Australia* Sydney 1976.

²⁷ Ibid quoting James C. Scott p 31.

²⁸ Ibid pp 26-37.

²⁹ Maddicks, H. T., *A Hundred Years Of Daylesford Gold Mining History*, Daylesford Historical Society 1951.

³⁰ Patterson, R. D., *A Most Commodious Up-Country Hall. A Brief History of the Daylesford Town Hall' Shire of Daylesford and Glenlyon*, 1985.

popular and were not workable without the support of the locals.

- 1851 The Constitution Act of 1850 formally recognized the separate colony of Victoria from New South Wales. The failure of the district councils meant that when Victoria separated from New South Wales in 1851 there was no effective local government. When the first Victorian Legislative Council met in 1851, the idea of a new roads board was discussed. It was the gold rush that significantly altered the pattern of development in Victoria. Gold was discovered in 1851 by John Egan in Wombat Flat, Daylesford, and by Thomas Connell to the north of the area, on the western fringes of Daylesford and Spring Creek in Hepburn as well as Doctors Gully. Major gold rushes occurred at Ballarat, Buninyong, Warrandyte, Castlemaine, Bendigo and Clunes. The following year there were gold rushes at Beaufort, St Arnauds, Talbot and in 1855 the Ararat gold rush commenced. Within the space of five years, the very small population of the colony of Victoria had increased to nearly half a million people, the majority of people being attracted to the goldfields. By 1855 there were more than a hundred inland towns.
- 1853 The Central Road Board was established in 1853 and 'road districts' were gradually proclaimed in certain parts of Victoria.³¹ The Roads Act in 1853/54 gave locals power to levy tolls and make roads through private property. The road districts became the precursors to the 'shires'. The introduction of the road boards coincided with the promotion of the railways and the introduction of the electric telegraph stations.
- 1854 By 1853 gold discoveries along the Cornish Axial quartz line of reef in Daylesford led to a second rush of gold diggers, who mined in the area known as Cornish Hill. The same year saw gold rushes in Avoca, Heathcote, Maldon, Maryborough, Rushworth and Stawell. The first major gold rush to the Daylesford area established the very wealthy Ajax Mine which closed in 1928. Extensive flash flooding along the creek lines in Daylesford, caused in part by mining waste led the Government Surveyor Frazer to site the new township of Daylesford on the upper slopes of Wombat Hill far above Spring Creek. Officially gazetted in 1854 as Daylesford, the town was laid out at the crossroads of several important tracks. Wombat Hill volcanic cone dominated the town, surrounded by numerous mining operations that were dotted around its circumference. Other lines of reef cut across the township of Daylesford from north to south.
- 1854 The Public Health Act of 1854 extended the powers of local committees over nuisances that fell within the jurisdiction of the police magistrates to cover sanitation and health. Fear of spread of disease and epidemics following the gold rush led the government administration to establish local boards of health.
- 1854 The threat of outside interference was an inducement to communities to establish municipalities under the new Municipal Institution Establishment Act of 1854. Between 1854 and the 1860s, 45 municipal districts were eventually formed. However there was considerable struggle between supporters and opponents of municipal government. Generally, gold miners subject to the gold license were opposed to the idea of an additional taxation system. The introduction of a limited gold licensing system to the large Victorian alluvial gold mining field in contrast to the initial free mining system of New South Wales and the Californian goldfields, provoked communal reaction, petitions and protests and the Eureka Rebellion in 1854. It resulted among other things, in public condemnation of the administration of the Victorian goldfields. The

³¹Ibid p 89.

goldfields had been governed on the principle of raising money by the issue of gold license fees to every adult male working on the gold fields. Fees were collected by Government police and troopers, who were officially allowed to take a cut of the fees and fines. Non payment of fees led to heavy penalties and inscription into work on road gangs. The gold license was abolished in favour of the Mining courts, representation in the Legislative Assembly, Miner's Rights, introduction of rights for Miners, reduction in the annual gold mining license fees, rights to a Miners Residency Area, which later provided option to freehold 'torrens' title of the land.

1855 and 1856 Two more important gold rushes to the Daylesford area which attracted a sizeable population to the area. By 1855 Castlemaine, Bendigo and Sandhurst (Bendigo had been proclaimed municipalities outside the wider Melbourne and Geelong and Beechworth in 1856. No municipality could be proclaimed without a petition of 150 signatures and any counter petition could be considered. Disputes were common over boundaries and reluctance to pay rate taxes. The introduction of council meetings that were open to the public and the right to monthly public assemblies were fought over and won by rate payers. In addition rate payers were to be consulted prior to the contraction of loans and that economy is of paramount importance in the collection and expenditure of public money. In 1856 the Legislative Council voted in favour of issuing grants to municipalities, later the grants became conditional on collecting taxes.³² By the end of 1856 there were fifteen municipal councils in Victoria.

In 1857 the Central Road Board was abolished and absorbed with the Department of Crown Lands and Survey, and later Department of Railways into the Board of Lands and Works.

1859 There was a proliferation of very small rural municipalities and in some gold towns such as Daylesford, Chewton and Tarnagulla there was a struggle to attain a municipality. The communities were divided between householders and businessmen and miners and temporary residents who were against the introduction of rates and taxes. The gazettal of the Municipal Institutions Establishment Bill in 1854 paved the way for the proclamation of the Borough of Daylesford as a municipality in 1859, with first meetings held in the Daylesford Hotel Vincent Street. The majority of first councillors elected, W. E. Standbridge, J. Howe, R. Fullarton, W. King and R. Knox all owned land in Vincent Street and nearby and were associated with successful mining ventures. Establishment of the borough of Daylesford and council elections with a population of 1,919 people.

By 1860 the majority of allotments in the main street of Daylesford, Vincent Street, were sold and the commercial centre was constructed in a typical gold mining shanty town fashion. The buildings in Vincent Street have been rebuilt several times since it was first established as the commercial centre gradually shifted up the hill to its present site.

The establishment of the municipality of Daylesford was as Barnett writes "a way of promoting and developing communities as an enterprise that is a commercial one".³³ The Daylesford Advocate wrote that "*municipal institutions*

³² Barret ,B. *The Civic Frontier, The Origins Of Local Communities & Local Government In Victoria*, Melbourne University Press, 1979, p.175.

³³ Barnett, B., *The Civic Frontier* M.U.P. 1979, quoted in '*A most Commodious Up-Country Hall*, R. D. Patterson, publisher, The Shires of Daylesford and Glenlyon, p16, 1986.

are the ground works of our liberty, the cause of our progress, and the cause of our being able to distribute ourselves over the world and carry with us the principles of self government”.

Not everyone agreed with this statement. There was considerable tensions amongst the many thousands of itinerant gold miners living on Miner’s Rights who opposed the establishment of local government and introduction of municipal rates in Daylesford and Hepburn Springs area. Whilst, the pro-lobby group, local entrepreneurs, business people sought opportunities for influence in creating order out of the mining chaos. A counter petition with equal number of signatures was submitted to the government protesting about the burden of municipal rates. The protest petition was dismissed and the municipality incorporated.

New gold town municipalities expanded between 1857-62 with Chewton, Gisborne, 1860, Malmsbury (and Taradale (1861) Eaglehawk 1862, Maldon (1858), Maryborough 1857, Carisbrook 1857, Ararat 1858, Avoca 1859, Amherst 1858 St Arnauds 1861, Moonambel 1862, Inglewood 1862, Tarnagulla and Bet Bet, Creswick, Clunes, Talbot, Heathcote, 1859.

- 1860 The Victorian road districts were re-organized as shires.
Development of street lighting gas street lighting the single biggest customer of gas were the municipalities. By 1860s gas companies began operating in country towns.
Sanitation, garbage collection sewers and water supplies. By 1863 the colony of Victoria was almost completed covered by local government areas. In 1979 there were 211 local government areas in Victoria.
- 1863 Under the Municipal Institutions Amendment Act, all municipalities were designated boroughs and municipal chairmen were mayors. The term householders included tenants. Property of a net annual value of less than 100 pounds entitled the ratepayer to a vote. A value of between 100 and 200 pounds entitled the ratepayer to two votes and above 150 pounds they were entitled to three votes. The Borough of Daylesford (1859) was declared a municipality in 1863.
- 1865-1879 The Waterworks Act of 1865. The 1869 Borough statute and Shires statute entitled any borough exceeding an income of ten thousand pounds to be gazetted as a town. The Act was consolidated into the Local Government Act of 1874. In 1879 the Municipal Association of Victoria was formed. It is the oldest association in Australia.
- 1882-5 Prior to the construction of the Town Hall for nearly 25 years the Daylesford Council held meetings in various buildings around town. Celebrations and a large banquet of between 80-90 men were held at the Commercial Hotel on the occasion of laying the foundation stone in 1883. The Assembly Hall was added in 1885.
- 1901 Creation of the Federation of Australia changed and diminished the status and role of local government. In terms of total government outlay in Australia, local government in the 1980s contributed approximately half of what it contributed in 1909, illustrating the expanding role of federal and state governments, with limited growth at the local level (Chapman and Wood 1984).
- 1907-1945 The Municipal Association of Victoria was given statutory recognition by the Municipal Association Act of 1907 and Local Government Act 1919. Compulsory voting was introduced in 1947, women were given the vote in 1906 and allowed to stand for civic office in 1919. Under the LGA 1919 subdivision was brought under council control and residential districts could be proclaimed.
- 1910

By 1910 there were 206 units consisting of municipalities, shires and boroughs, which covered the entire state of Victoria (Dunstan 1998).³⁴ The early development of Victorian local government indicated that there was a tradition of democratically elected bodies (Russell and Bishop 1973), when this could be seen to be failing by the end of the century, local communities began challenging governments.

1945-1970s During the post war period, Victorian local government dealt mainly with what was colloquially described as the 'three Rs', namely roads, rates and rubbish with a limited to non-existent role in community services. There was a failure of local government to gain responsibility for education, health and other critical services.

1970s and 1980s Attempts to reform the local government framework. The *Bains Report* (1979) concluded that Victorian local government had failed to adjust to social change and had become *ossified* (*Bains 1979 p.xix*). The *Bains Report* (1979) recommended the introduction of a corporate management approach and the clear distinction between the roles of elected members and senior officers. The election of the Whitlam Federal Government in the 1970s implemented a new model for federal/local government co-operation, including the direct funding of local government. The philosophy of the importance of local government was extended in 1976 at the Australian Constitutional Convention where a resolution was unanimously carried that recognized local government as a partner in the Australian system of democratic government.

Local Government Commission's Report (1986) stated that Victorian local government was financially weak, its boundaries divided communities with similar needs, it failed to meet the challenges of the community and that the existing structure had become *obsolete* (*Local Government Commission 1986 p.1*). Opposition from local government and local communities grew and as a result, the reform process for Victorian local government did not proceed (Vince 1997; Morris 1998; Worthington and Dollery 2002). Modern environmentalism which spread to Australia in the 1960s and 1970s broaden local interests. It precipitated emergence of local action groups particularly the imposition of 'green bans' among other things. The rise of community action and demands for community participation and consultation led to a major overhaul of the Environmental and Planning Act.

1990s and 2000s The passing of a new *Local Government Act* in 1989. The 1989 Act provided a fundamental change to the role of Victorian local government because it set out the wide-ranging functions of a local government council. In the 1980s, Victorian local government expanded its range of service responsibilities particularly in the areas of community services and land use planning (Jones 1989, 1993). A comprehensive land use planning system was introduced. The welfare and cultural services provision of local government increased substantially as the general shift from 'services to *property*' extended to 'services to *people*' approach was introduced.³⁵

In 1992 the Kennett Coalition Government was elected in the state of Victoria in both Houses of Parliament and made sweeping changes to Victorian local government. The reforms that were implemented can be summarized as including the reduction of local government municipalities from 210 to 78,

³⁴ Dunstan,

³⁵ Kelly, A. H., 'The Development of Local Government in Australia, focusing on NSW: From Road Builders to planning agency to Servant of the state Government and Developmentalism.' (University of Wollongong, Paper presented to the World Planning School Congress 2011, Perth, 4-8 July) .

among other things. The dismissal of democratically elected local government councillors was described as an attack on democracy. The increased size of local government boundaries impacted on the way that citizens and local government representatives interacted and *eliminated the sense of intimacy* (Rayner 1997 p.176) between the two parties. An outcome of Victorian local government's increased business focus was the trend to refer to citizens as customers (Office of Local Government 1996, 1997), which was considered to be a limitation to Victorian local government's democracy role. Rayner (1997) stated that democracy was about *debate, consultation and differences of opinion* (p.8). The concepts of engagement, participation and consultation that underpinned democratic governance were defined in a number of different ways. Citizen engagement was a central aspiration of Victorian local government's democratic governance role (Bowman and Hampton 1983; Brackertz et al 2005; Shadwick 2006; Victorian Local Governance Association and Local Government Division 2006 (last update)). Local government strategies to address this matter have influenced their programmes since 2010 with the introduction of community plans and community hubs among other things.

2.1.5 Town Survey

Daylesford town was surveyed in 1854. Laid out by Assistant Surveyor Hugh Fraser. It was marked out under Urquhart's instructions, following Hoddle's boundary specifications. The generic design was a product of mid 19th century British military colonial town surveys. It was completed in the aftermath of colonial engagement with local populations in Afghanistan and the uprising in India, the so called 'Indian Mutiny' and concurrent with the Crimea War against expansionist Russia. These were colonial wars that impacted upon the colony of Victoria and the Daylesford mining district.

The town survey was based on the typical geometric grid common in colonial towns. The town site was elevated above the frequently flooded deep gorge of Spring Creek. It spread out over the western, gentler slopes of the Wombat Hill volcanic cone. The streets of the town wrapped around the extinct volcano, allowing the summit to be used for surveillance, police, gaol, horse paddock and courthouse purposes. The upper most portions were later given towards the establishment of the Wombat Botanic Gardens in 1862 and town water supply in 1882-5. The town survey carries the particular stamp of Assistant Surveyor Fraser's aesthetic. As a matter of expediency, he designed new streets orientated towards existing travel routes. He created large intersections and radial junctions where major routes met such as Wills Square. Here Spring Creek (Hepburn) Road intersects with the main roads to Glenlyon, Malmsbury and Kyneton, Dry Diggings, Mt. Franklin, Franklinford, Castlemaine, Bendigo and meets the road to Wood End and Melbourne on the north. On the south the intersection of the Ballarat, Creswick, Ballan and Geelong Roads all meet at King Street. The central retail section was bounded by two major roads, Victoria Street and Albert Street, a symbolic reference to the British Queen and her consort, Prince Alfred.



Vincent Street looking towards the Market Square with the Town Hall in the right foreground.

On the most elevated junction and street corner of Vincent Street and Central Springs Road (formerly Queen Street) a large parcel of land was reserved for a Market Square. The Market Square is a legacy of the formation of Market Commissioners in the early development of municipal institutions in the Port Phillip colony. The Borough of Daylesford was formed under the new Municipal Institution Establishment Act of 1854 in the newly formed colony of Victoria.

2.1.6 Colonial Market Squares and Nationalistic Inspired City Beautiful Movement

The siting and design of the Daylesford Town Hall predates the early 20th century City Beautiful Movement associated in Australia with the formation of Federation and nationalistic movements. By the time proponents of City Beautiful Movement were expounding their philosophy about the design of civic centres as the hub for the town, the Daylesford Town Hall has already been built. The sale of the Market Square corner lot by the newly elected Councillors for the Post Office in 1862 meant the reserved land was no longer suitable for the location of a Town Hall.³⁶ When plans were prepared for the Daylesford Town Hall in the 1870s, the majority of land in Vincent Street was already built upon. As Cannon writes 'governing bodies controlled by the ethics of making private profits from community growth were quite unable to plan desirable or even efficient urban areas.'³⁷ By 1900 it was considered the height of folly and extravagance in Victoria to erect an expensive public building in a crowded commercial street.³⁸

Contemporary critics described the Daylesford Town Hall as 'Italian' in design concept and 'Italian' in urban streetscape context. However, an analysis of its placement indicates that consideration was given to carving out a civic space and setting for the Town Hall.

³⁶ Daylesford Parish Plan 1860

³⁷ Canon, *Life in the Cities*, .25

³⁸ G. S. Jones 'Australia And Civic Art' *Architecture*, 2(4) 1917 p. 85 quoted in *Designing Australian Cities*, Robert Freestone, UNSW Press, 2007, p. 145.



The 'Italian' streetscape design and 'Italianate' style Town Hall. The Hepburn shire Motto

The siting of Daylesford public buildings appears to bear the influence of W. E. Standbridge as educator scientist and social reformer. The early councillors, including Standbridge, eschewed the idea of constructing the Town Hall on the prominent corner of Vincent Street and Central Springs Road, (formerly known as Victoria Street) designated as the Market Square. The Market Square instead acquired an educational aura. The corner lot was where the Post Office and Telegraph Office was erected in the 1860s, with corner landmark tower. The remaining part of the Market Square had been haphazardly claimed by illegal structures.

These were progressively acquired, utilized and expediently removed to allow for development of educational facilities, including the School of Mines in 1889 and in 1915 the Technical School, more recently used as the Daylesford Museum. Both buildings were adjacent the Daylesford Primary School and Principals residence, all of which benefited from generous building donations by W. E. Standbridge. The town's Fire Station and Brigade, now used as the Daylesford Tourist Information Centre, was also located within the Market Square. More recently an Infants Creche and Kindergarden were erected on remaining area of the former Market Square. All these buildings are still extant and highly intact.

The only option for the location of the Town Hall was on the opposite side of the Central Springs Road and Vincent Street. With the prominent corner block taken up, by the National Bank (later converted into the Belvedere Hotel and latterly, Frangos and Frangos), the Town Hall was constructed over the fresh water springs, the town's water supply, in the Water Reserve, two lots down, facing Vincent Street. This was only made possible after the gazettal of the Waterworks Act of 1865, whereby local government were given grants for construction of waterworks.

The Water Reserve extended to the west behind the National Bank to front onto Central Springs Road (Victoria Street). The new Town Hall was an infill development site, on either side were 1860s banks and hotels, which are still extant. It only required the eviction of Messrs Lavezzotti, who had illegally erected a building on the reserve site.



There were and still are four 19th century banks in Vincent Street, the former, Victoria, Colonial Bank of Australasia, the Union and Savings Bank. (Photographs Daylesford Town Hall)

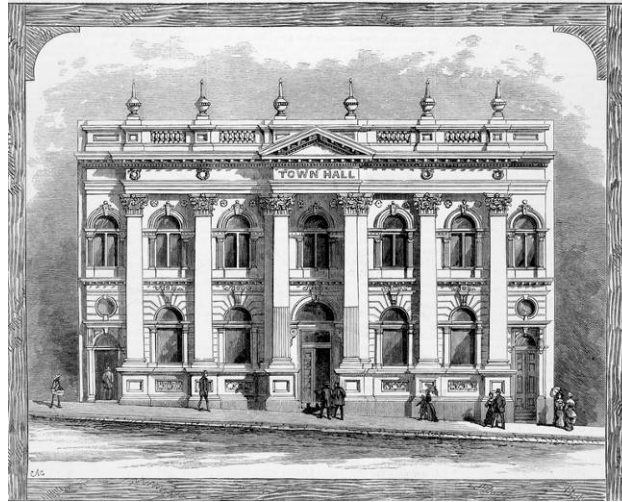
2.1.7 The Water Reserve and the Waterworks Act of 1865

The Water Reserve in Vincent Street incorporated a fresh water spring, which was piped to the Public Baths, located at the rear on the corner of Central Springs Road and Bridport Street.³⁹ The former Water Reserve in Vincent Street became the site for the Daylesford Town Hall. The initial designs of the building accommodated the substantial fall across the site. The natural fresh water spring was preserved by elevating the front section of the building towards the front of the site. It appears the land was later excavated to provide for a substantial basement with high ceilings to make room for public cloakroom, toilets, staircase, store rooms and possibly the caretakers quarters. A water pipe carrying the clear water from the spring was re-routed along the side lane to the public baths and wash house. (The former public baths was upgraded during the late 1950s/1960s to an Olympic swimming pool, which still exist intact to their original design in 2014).

The Daylesford Town Hall was recessed back from the adjoining 1860s buildings built on either side of it, creating a small forecourt to the building in Vincent Street. Large ceremonial central entrance stairs are designed beneath a projecting portico with pedimented two-storey balcony above, gave prominence to the front facade. It also allowed the elevation of the ground floor of the building well above pavement level and its neighbours and in so doing allowed the construction of a generous basement. The purchase of land from adjoining neighbour provided for a side laneway created, separating and distancing the prominent public building from its neighbours. The prestige of the building was expressed by a series of giant Corinthian columns which terminate in elaborate acanthus leaf capitals on the third storey, above which rise cornices and a high balustraded parapet adorned by tall Grecian urns.

Taking advantage of the authority conferred by the Waterworks Act of 1865, the Hepburn municipal councillors relocated the main town water supply from beneath the new Town Hall to the summit of the Wombat Hill Botanic Gardens. Reserved in the early 1880s, two concrete water tanks were erected on newly created water reserves. The Circular Day Basin and Oval Reservoir were set within the Botanic Gardens, which were-designed by Messrs. Taylor and Sangster, who had just completed the layout and planting of the ceremonial gardens of the International Exhibition Buildings, Melbourne (1880). The new design of the Wombat Botanic Gardens incorporated the town water supply. The Circular Day Basin was designed originally as a small artificial lake, surmounted by a water fountain with overflow part of the main garden feature. The feature incorporated an elaborate cascade water gardens, including fountains, rockeries, grottos and ferneries. The newly designed Wombat Botanic Gardens was officially opened in conjunction with the new Daylesford Town Hall in 1884. It created a new imaging for the local community.

³⁹ Patterson, R. D., *A Most Commodious Up-Country Hall*, J.A. Hoskin & Son Pty Ltd., Ballarat, p 17, 1985



Drawing of the Town Hall prepared by George Johnston, (SLV)

2.1.8 Competition and Design of the Daylesford Town Hall

The Daylesford Town Hall was built in 1882-84 to the competition-winning design of the architect George Johnson. In 1881 the Council of the Borough of Daylesford formed a sub-committee, who after touring around visiting various town halls, offered a sum of twenty five pounds sterling for the most suitable design of the town hall.⁴⁰ Fourteen competition entries were submitted and shortly afterwards, Johnson's plans for the new Municipal Building were selected (without the hall at the rear). The entry was described in the Advocate, 7th Feb 1882

The first elevation is exceedingly bold and striking. The building will be about forty two feet high from the footpath to the top of the parapet, and must form a very prominent feature. The front is divided into bays of six bold columns carried from the basement to the top of the second storey, these being surmounted by ornamental capitals. What may be termed the central bay stands forward nearly six feet, forming a fine entrance porch, and is surmounted by balcony windows, with appropriate pediment at the second storey. The windows are lofty and circular headed. a similar style to the Town Hall. It included a Mechanics Institute and Library, as well as eight shops to generate an income.

We now come to the central entrance, where a large lofty hall is entered ten feet wide, from a spacious porch, flanked by fluted pillars on either side. Passing along the hall, we enter a fine vestibule fifteen feet wide, which will form a splendid approach and crush room to the large public hall which must sooner or later be erected at the rear. From the vestibule is a staircase ascends to the second storey. At the top is a broad landing the same size as the vestibule below, and from this, access is gained to the various offices. First we enter the finest room in the building- the Council Chamber.⁴¹

The first stage, the east end of the present building on the ground floor provided rooms for the Mechanics Institute and Free Library as well as rooms for local Friendly Societies the Franklinshire Council Office, the Gas Company and The Hospital and Benevolent Society. And on first floor, the Council Chamber, Public Gallery and Mayor's Room and Town Clerk's Room and the Lodge Room were located.

⁴⁰ Patterson, R. D. 'A most Commodious Up-Country Hall, publisher, The Shires of Daylesford and Glenlyon, 1986. P. 29

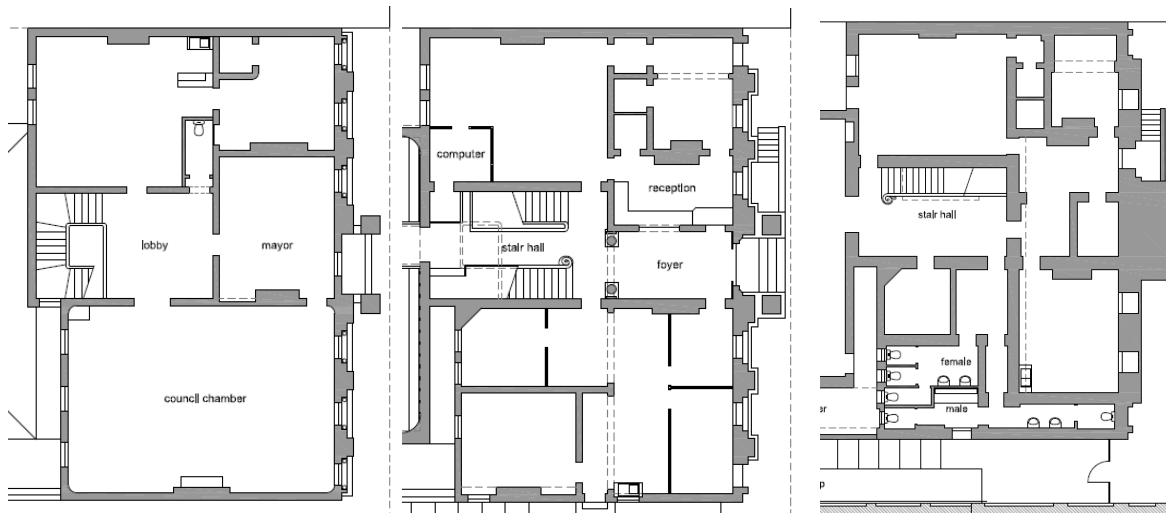
⁴¹ Advocate 7th February 1882.

The borough publication, *Daylesford and Its Beautiful Surrounds* by “A Wanderer” wrote in 1885 about the Town Hall.⁴²

On walking through the town, the first building of any size that meets your gaze is the New Town Hall, situated in the principal (Vincent) street. It is a fine large building, recently erected at a cost of upwards of 7,000 pounds, and would do credit to any inland town.

It contains besides the council Chambers and necessary municipal offices, a Lodge Room, where the various Friendly Societies of the town meet, and a capital Mechanics’ Institute and Circulating Library, containing upwards of 1200 volumes and a Public Hall, capable of seating 1000 persons, which is provided with a stage and all modern accessories for theatrical representations. In the Reading Room, which is open from 11am to 9pm- all principal papers can be perused daily. The subscription to the Reading Room and Library is 5s per quarter, but visitors are allowed the free use of the Reading Room on introduction by any subscriber.

In addition to the Subscribers’ Room there is a free Reading Room, which is open to all, daily from 11am to 9pm. The Melbourne papers are always on the table after the arrival of the morning train.



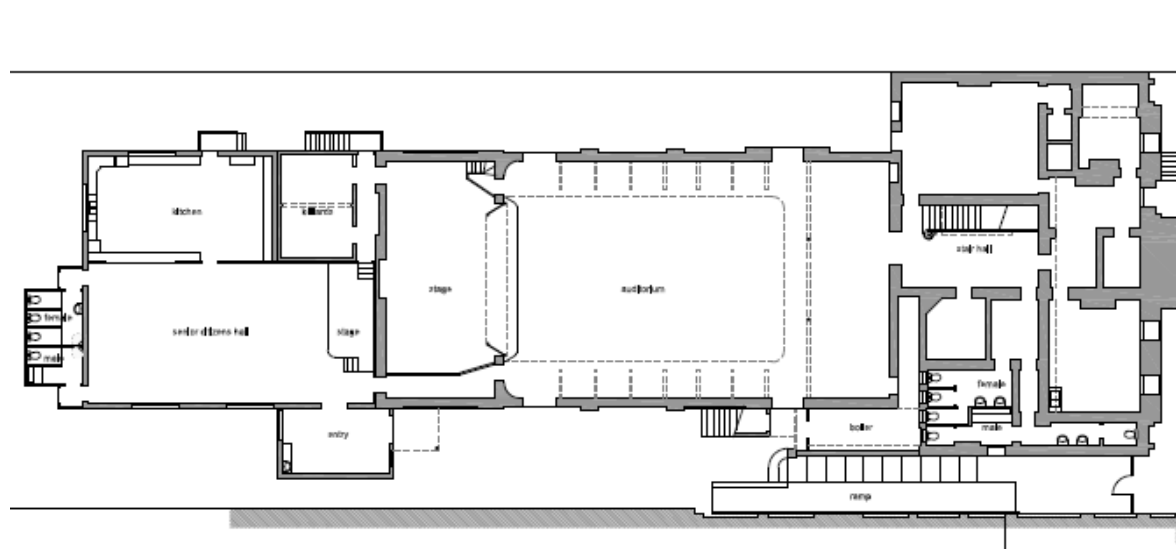
First Storey Level

Ground Floor Vincent Street

Basement Level Bridport Street

The town hall was completed in 1884 to an estimated cost of 4,500 pounds sterling. The first public use of the place was on 10th January 1884. A caretaker was appointed to the Town Hall and the Council met in the Chambers for the first time on 1st March 1884.

⁴² *The Illustrated Handbook & Guide to Daylesford and Surrounding Districts*, pub. Authority of the Borough Council Troedel & Co, Melbourne, 1885



Senior Citizen Cupper Room & Kitchen Stage & Assembly Hall & Balcony Three Storey Chambers



The side laneway

The building was built by contractor Messrs. G. Clayfield, and McMillian. The Clerk of Works was Parnham. The building construction was started in 1882, the foundation stone laid in January 1883 by Hon. W. E. Stanbridge, Mayor and Councillor of the Borough of Daylesford, consisting of ten councillors. The Town Clerk at the time was D. McLeod, with Chas. Devlin, Borough Engineer.

Amendments during the course of construction included alterations to the foundations to enable the design of a series of 'lofty rooms' on the basement storey, which was considered might add greatly to the value of the building.

The second alteration was the purchase of a strip of land to the south of the building, eleven feet wide by which a right of way from the front to the rear of the building could be created. It would also provide access to the hall at the rear of the building when it was completed. The additional land also allowed to side entrance to the Free Library to be created and also improved light and ventilation with additional windows.



View of the side lane between the former Belvedere Hotel and the Town Hall.

Architectural Description of the Exterior

Stylistically the Daylesford Town Hall is designed in what is known as the Victorian Academic Classical Style that was popular in Australia from the mid 19th century to the 1890s. The style is associated with the expansion of the British Empire and development of its colonies in India, Sri Lanka, Australia and New Zealand and elsewhere.

The scholarly brand of neo-classical architecture was also very popular in the United States with the construction of the state capitol. As Apperly writes the growth in local government in Britain's booming industrial cities created some impressive and quintessential Victorian monuments, reserved for public works such as law courts, libraries, museums and art galleries as well as town halls.⁴³ Early civic buildings were designed in the revival of Greek architectural forms with Ionic columns. By the mid 19th century Neo-classical architects became more popular, often responding to competition briefs that stipulated a building in 'Grecian, Roman or Italian style'.

Neo-Classical designs such as that for the Daylesford Town Hall are typical of this genre. Typically with a series of giant Corinthian columns placed across the facade, the central ones projecting forwards to hold the Grecian style pediment. The columns set on rusticated ground storey and chunks of entablature breaking forwards above them, at the top ornate balustrade is decorated with cast urns.

Strongly, symmetrical in plan with six double storey height Corinthian columns, set on high raised plinths, base and pedestals, divide the front into seven bays to create a front elevation that embodies solidarity and status.⁴⁴ The facade is deeply modelled in stucco with Palladian motif style windows, the arched double casement windows are defined by fluted columns, with heavy upper corbel brackets supporting the stringer course.⁴⁵

A pedimented portico derived from a Grecian temple model, projects into Vincent Street. Set on raised plinth base the columns raise the ground level, allowing five

⁴³ Apperly, R., Irving, R., Reynolds P., *Identifying Australian Architecture*, North Ryde, Angus & Robertson, 1989, P 53.

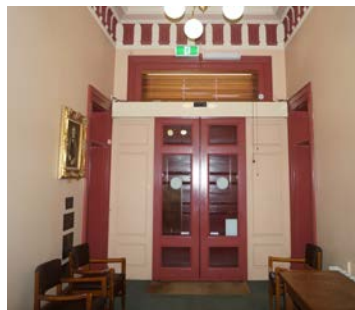
⁴⁴ The Corinthian Order includes a plinth, pedestal, base column shaft, capital usually based on acanthus leaves, architrave, frieze and cornice, an Athenian invention but usually based on roman examples in the 19th century.

⁴⁵ Summerson, J., *The Classical Language of Architecture*, London Thames & Hudson, 1980 reprint 1983. The Palladian motif is a combination of arch and column illustrated by Palladio of the Basilica at Vicenza, often combined with arched windows in Victorian architecture.

monumental front steps made from Harcourt granite, to lead up to a tessellated tile portico, protected beneath a two storey balcony. The front door is heavily decorated with ten recessed panels and diaper pattern to mouldings. Two single side doors give separate access to the ground floor end rooms. The columns support a deep cornice and entablature with balustrade parapet and Grecian urns surmounting solid pillars.

Description of the Interior of the Town Hall

The interior consist of a series of large flowing rooms, which are accessed through an ornate Grecian portico defined by Ionic columns set on raised plinths. To the left were the two types of libraries, free and commercial as well as a Reading Room and Mechanic Institute. To the right of the hall the rooms accommodated the rooms for local Friendly Societies the Franklin Shire Council Office, the Gas Company and The Hospital and Benevolent Society. And on first floor, the Council Chamber, Public Gallery and Mayor's Room and Town Clerk's Room and the Lodge Room were all located.



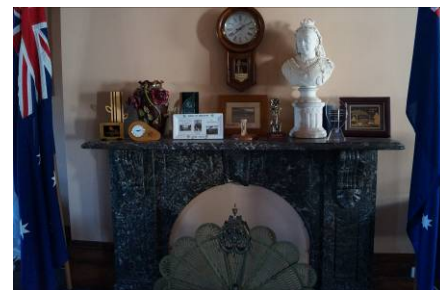
Ground Floor main entrance



First-Storey Landing



Original timber joinery, furniture fireplace in Council Chambers



Original benches upholstery, balcony and stage in the Assembly Hall



Senior Citizens Rooms
Supper Room



The Palladian motif theme is extended to the interior with the main entrance vestibule with Ionic free standing columns and deep frieze and cornice consisting of 'triglyph' series of vertical grooves and 'mutule' with 'guttae' below. This is repeated in the architraves and pediments in the ornate timber joinery on the first floor, the Council Chamber and Mayor's rooms. The ground floor is treated as a base and the main first floor as a 'piano mobile'.

The construction is load bearing masonry walls with stucco and plaster interiors. Structural corrugated metal and iron is used for the roof structure. The building is designed in three sections. The front three-storey section is separated from the lower two-storey Assembly Hall. Built of masonry red brick it has no architectural stylistic exterior features. It is built on the lower level behind the main Chamber Rooms of the Town Hall. The building raises again, a further one or two levels, to accommodate the flytower over the stage. The roof is a hip structural design with separate metal roof structure, clad with corrugated metal sheeting.

The whole complex of the Daylesford Town Hall is remarkably intact. The interior walls, cornices and ceilings have been repainted and the original decorative detail obscured. However details about the specialist decorators and designers are known and further research is most likely to reveal the original interior scheme should it be restored in the future. The stage has been modified in the 1950s again, sketch details exist of the original.

The internal central staircase and decorative iron balustrading is insitu as too is the balcony balustrade, upper balcony flooring and original 1882 red upholstered benches, all crafted locally. The magnificent 24 gas burner light chandelier designed by the architect, George Johnston has been removed from the Assembly Hall. There is high potential to restore the interior of the Town Hall.



2.1.9 Government Loans and the Construction of the Assembly Hall

In 1885 the Daylesford Council proposed the construction of the rear Assembly Hall. A loan of six thousand pounds sterling was proposed in order to pay the debt of the town hall and for costs of construction of the hall. The loan was approved amidst some considerably public opposition and tenders were finally called. George R. Johnson designed the main assembly hall stage. Additional dressing rooms and a supper room and kitchen was constructed as the Senior Citizens Rooms nearly 80 years later.

The local building G. Clayton won the contract to build the hall in 1884 for 2,285 pounds sterling. The Clerk of Works was the Borough Engineer, Charles Devlin. The Assembly Hall accommodated 1,000 seats of which 300 seats were located in the upper gallery. The hall was equipped with seven emergency exit doors each six foot wide.

The stage was designed in proscenium style incorporating, backdrops, flies, trap and curtain. The balcony was fitted with elaborate ornamental iron brackets and metal balustrading. The basement of the Town Hall provided separate Gentlemen's and Ladies cloakrooms, retiring rooms and powder rooms. The scenery art work was designed by Harry Grist and H.W. Scott of the Melbourne Theatre Royal. The decorative art work undertaken by Signor Rossi and Mr Davies completed the scenery drawing of the French casement window opening out onto a landscape. The gallery seating was manufactured in crimson red by local upholster C. M. Pow. Two spectacular sun lights were made by T. J. Connelly and Co. to the design of the architect G. R. Johnson. Each light contained 25 gas burners. The gas lighting was ignited by a pilot light and the fittings manufactured by J. Robertson of Daylesford. All the furnishings and timber accessories were all gifted to the Town Hall by the Mayor Cr.J.H. Wheeler, a large local timber sawmill owner.

2.1.10 Function of the Daylesford Town Hall

The building was opened with a large Concert and Ball held on 20th January 1886. The Advocate the next day described every dress worn by every lady present at the concert. Over the past 128 years the Town Hall has been used continuously for a variety of community and municipal uses. These include social dances balls and concerts, patriotic functions, rallies, commemorative events, jubilees and farewells, fundraising, political occasions and civic receptions, Council presentations, community events annual meetings, speech and club nights commerce and industry meetings. In 2014 the Assembly Hall and Senior Citizens Rooms are booked out for almost every week and weekend of the year.

The Town Hall is a strong focus for social, political, municipal and community affairs and is an important civic place that gives expression to the community life and culture.

2.1.11 George Johnston the Architect of the Daylesford Town Hall

George Raymond Johnson (1840-1898), architect and surveyor, was born on 7 February 1840 at Southgate, in the Edmonton district, Middlesex, England, one of eight children of William Johnson, carpenter, later a contractor at Derby, and his wife Fanny, née Noon. George was articled to George Hall, architect to the Midlands Railway Co., and then worked in London. Before leaving for Queensland, on 24 July 1862 he married Emma Louisa Wood at the parish church, St George the Martyr, Holborn.

In Brisbane Johnson joined John Townsend Godfrey as a house- and ship-builder and claimed experience in both London and New York. In 1863 they had contracts for the Toowoomba Gaol, Woogaroo Asylum and Woogaroo Congregational Church, but the partnership was insolvent by April 1864. In 1865 Johnson was at Bowen and next year was licensee of the Criterion Hotel, Townsville.

Again in financial difficulties, in 1867 he moved to Melbourne, where he began modestly, building cottages, villas and small hotels; he may have gained clients through Masonic connexions, though many commissions came from competitions. His earliest works included cottages for the Old Colonists' Association (1869), Fitzroy, the Eastern Arcade (1872), Bourke Street, the New German Club (1878), Adelaide, and the Austin Hospital for Incurables (1881), Melbourne.



Prince of Wales Opera House 1872 Eastern Arcade 1972 dem 2008 North Melbourne Meat Market

His town halls (still in use in 2003) mostly had landmark towers and the distinctive and powerful designs that sustained Johnson's reputation. They were at Hotham (North Melbourne, 1875), Collingwood (1885), Fitzroy (1887, an addition to the first part by W. J. Ellis) and Northcote (1888), in Melbourne, and at Daylesford (1882), Maryborough (1887) and Kilmore (1893). These were all classical designs with bold and rich character from Johnson's mannerist palette, an idiom in which he was a master. Another of his dominating classical works, featuring giant Corinthian pilasters, was the Metropolitan Meat Market (1879), North Melbourne.

He was a prolific architect of theatres, long since demolished or radically altered, including the Prince of Wales Opera House (1872), the Cyclorama (1888) and the Bijou Theatre (1889), Melbourne, the Theatre Royal (1878), Adelaide, the Criterion Theatre (1886), Sydney, and the early plans for Her Majesty's opera houses in Sydney (1883) and Brisbane (1884). Johnson's greatest contemporary acclaim came from his design for the extensive and wonderful Centennial Exhibition complex (1887), which he added with sensitive deference to the northern side of the earlier Exhibition Building (1880), by Reed & Barnes.

Johnson's success created some professional enmity and he had disputes with the Victorian Institute of Architects. He served on Hawthorn Borough Council in 1870-73. On 2 December 1882 he was seriously injured in a railway accident at Hawthorn for which he received £2481 in compensation.

During the financial depression of the early 1890s, Johnson sought opportunities elsewhere. In Western Australia he worked on the Theatre Royal (1896), Perth. While returning to Melbourne in the *Pilbarra*, he took ill and died of septicaemia on 25 November 1898 at sea. Intestate he left an estate of £150. His wife, three sons and four daughters survived him. One son Harry Melbourne Golding Johnson (1867-1931) became an architect.

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- D. Watson and J. McKay, *Queensland Architects of the 19th Century* (Brisb, 1994)
- Institute of Architects (Victoria), council minutes 1872-90 (State Library of Victoria)
- M. Lewis, *Australian Architectural Index* (Architecture Library, University of Melbourne)
- Johnson family papers (privately held).1



2.1.12 Conditions of the Fabric

The Daylesford Town Hall has generally been well looked after. The Council operates a regular system of cyclic maintenance with annual budgets for planned works. There have been few alterations to the Daylesford Town Hall. Except for the Senior Citizens' Rooms, comprising supper room, toilets, stage and a large kitchen located at the rear of the Assembly Hall with access from Bridport Street, there have been no additions to the place.

Maintenance works have primarily focussed on combating rising damp associated with the fresh water spring beneath the front section of the buildings. This has resulted in a new timber parquetry floor laid over the existing Assembly Hall floor in the mid 1950s. Later in the 1970s a cement base was laid and a new parquetry floor installed.

The Cloakrooms have been refurbished and new render applied to the water damaged walls. The ground floor rooms and internal walls have been altered by the addition of new internal non-loading bearing walls and some openings in the walls have been constructed to reflect the changing functions and use of the office spaces. Major upgrades and conservation work occurred in 1986 under the direction of the architect, Rogers & Co. Pty. Ltd.

The front facade and exterior joinery were re-painted in the 1990s and again in 2005. A disability access ramp was installed in the side lane and new access friendly side entrance created for the public due to the several main entrance steps in the main portico entrance to the building.

Ongoing rising damp issues persist in the area of the fresh water spring in the basement.

3 INTERPRETATION AND ANALYSIS

3.1 Comparative Analysis

The tool of comparative analysis is used to clarify which social, economic, cultural and physical features or attributes have been and are important for the area's development; which traits have played a key functional and symbolic role, and which are secondary. Intangible cultural values are derived from associations between places and the responses that the places evoke in communities.

The following is a pictorial survey of town halls that were constructed on the central Victorian goldfields during the gold rush of the 19th century and similar town halls built in the inner suburbs of Melbourne that reflect the development of local government.



Stawell



St Arnauds



Talbot 1860s



Kilmore, Mitchell, 1894



Collingwood, G. Johnston 1885-1890



Fitzroy 1887-1890 G. Johnston



Northcote G. Johnston 1892



Hawthorn 1888



Castlemaine 1898



Brighton, 1885



Eaglehawk 1901



Buninyong, 1886



Ararat 1899



Bendigo 1878-1886 Vahland remodelled



Port Melbourne 1882



Prahan
1860-1870s rebuilt after fire 1914



Creswick 1876



Dunolly 1884 built as a courthouse
and later made into a town hall



Richmond 1919



Preston



South Melbourne, 1883



Ballarat 1868, part of ground floor originally rented by the Commercial Bank constructed by W. Cowland



Maryborough 1887



Clunes Town Hall and Courthouse
1872 constructed by William Cowland



Daylesford Town Hall

Built 1882-1884 and 1885 constructed by William Copland designed by George Johnston

Daylesford Town hall is one of the earliest Victorian local government buildings. Built during the colonial period it is a quintessential example of British expansionist aspirations. The particularly Victorian Academic Classical architectural style and streetscape setting reflects the development of the Daylesford mining field and cyclic periods of wealth, boom and burst.

4 STATEMENT OF SIGNIFICANCE

4.1 Statement of Significance

The Daylesford Town Hall is an example of a model British colonial government Public Works building initiated and promoted by local civic elites. It was designed by the well known colonial architect George Johnston in a flamboyant Victorian Academic Classical architectural style. The Neo-classical style extends to interior layout, decorative detail, metal internal staircase and timber joinery. The various attributes, design, setting, physical fabric and layout of the building reflects the early development of local government, particular to colonial Australia prior to the formation of Federation. The Daylesford town was surveyed in 1854, one of the many successful gold mining towns of central Victoria. Gold was discovered in the area in 1851 with three substantial alluvial rushes shortly afterwards and relatively permanent gold mines operating until 1928. The early gold wealth of the area led to the formation of the Borough of Daylesford in 1859 and the incorporation of the Hepburn Municipality in 1863, one of the earliest municipalities in Victoria. There was considerable local opposition to the formation of the municipality with counter petitions. The local population was a very mixed group of European, Irish, English and Chinese itinerant and transient miners working on alluvial Miners' Rights in the rugged hilly country. Early wealth produced by some on the local goldfields led to economic activity with local town land sales and settlement. By the time plans for a Town Hall were won by competition in 1882, there was no available space for the Town Hall in the main street of Daylesford.

The site of the Town Hall encompasses the important communal water reserve in Vincent Street. The fresh water from the spring and town well beneath the Town Hall was piped down a newly formed side lane to the remodelled Public Baths, which were later recycled in the 1950s as a public Olympic swimming pool. And also the associated relocated Vincent Street water supply to a reserve on the summit of Wombat Hill, a volcanic cone and location of the Wombat Hill Botanic Gardens in Daylesford.

In conjunction with the design and construction of the Daylesford Town Hall, and in lieu of a grand civic square, the new Town Water Reservoir and Circular Day Basin, an artificial concrete holding tank adorned with fountains were constructed and officially opened at the same time as the Town Hall in 1885 and 1885. The overflow to the concrete reservoir was designed as a cascading hanging water garden with fountains, grottoes and ferneries. Designed by Messrs. Taylor and Sangster, leading designers and colonial nurserymen, it became the main feature of the Botanic Gardens.

The Daylesford Town Hall was designed by British émigré architect, George Johnston, an important Melbourne architect, shortly after he completed the design of the annexes to the International Exhibition Buildings, Melbourne, and prior to his most active period designing numerous inner Melbourne grand city town halls. The prestige afforded the new Daylesford Town Hall and gardenesque water cascade gardens and fountains in the Wombat Botanic Gardens, is demonstrated by the contemporary construction of the International Royal Exhibition Buildings Annexes, Melbourne, and Gardens, including and landmark Fountain (Carlton Gardens) both designed by the same architect, George Johnston, and landscape designers, Messrs Taylor and Sangster.

The Daylesford Town Hall has three sections, the three storey grand front section built in 1882-8 that included the Council Chamber, Public Gallery and Mayor's Room and

Town Clerk's Room, a separate office for the former Franklin Shire Council, offices for the Gas Company, a Mechanics Institute, free Library, public subscription Reading Room, rooms for the Masonic Lodge and other Friendly Societies. There is a large basement for cloakrooms and caretaker's accommodation.

In 1885 a large 1,000 seat Assembly Hall and upper level curved balcony was designed by George Johnston. The stage was designed in proscenium style incorporating, backdrops, flies, trap and curtain. The stage scenery art work was designed by Harry Grist and H.W. Scott of the Melbourne Theatre Royal. The balcony is fitted with elaborate ornamental iron brackets and metal balustrading. The gallery seating is manufactured in crimson red by local upholster C. M. Pow in 1880s. There were two spectacular sun lights made by T. J. Connelly and Co. to the design of the architect G. R. Johnson, which has since been removed. The gas lighting was ignited by a pilot light and the fittings manufactured by J. Robertson of Daylesford. The interior joinery and furniture was donated by Councillor Wheeler, owner of a large timber mill. The decorative art work and painting scheme throughout the building is by Signor Rossi and Mr Davies, 1880s. Remains of the scheme are likely to exist under the over paint. The building was built by local contractor Messrs. G. Clayfield, and McMillian. The Clerk of Works was Parnham. The building construction started in 1882, the foundation stone laid in January 1883 by Hon. W. E. Stanbridge, Mayor and Councillor of the Borough of Daylesford, consisting of ten councillors. The Town Clerk at the time was D. McLeod, with Chas. Devlin, Borough Engineer.

The site of the Daylesford Town Hall includes its civic setting and associated six commercial shops, the Stanbridge Buildings on the north side and the former Coffee Place on the south, also designed by George Johnston.

The Town Hall is a purpose built assemblage, achieved through the purchase and construction of a public pedestrian lane to the south and partially closed lane to the north. The building is set back in the street with a small civic forecourt, which allows the elevation of the ground floor by a flight of grand steps leading to the central two-storey balcony and portico. Gravitas is provided by the symmetrical plan and six double-storey height Corinthian columns. The columns divide the front into seven bays to create a facade that embodies solidarity and status.⁴⁶ The facade is deeply modelled in stucco with Grecian details as derived through Palladian motif style windows. The arched double casement windows are defined by fluted columns, with heavy upper corbel brackets supporting the stringer course.⁴⁷ A pedimented portico symbolic of a Grecian temple, projects into Vincent Street. Set on raised plinth base and pedestals, the columns elevate the ground level, allowing ceremonial access to a tessellated tile portico, protected beneath a two storey balcony. The front door is heavily decorated with ten recessed panels and diaper pattern to mouldings. Two single side doors give separate access to the ground floor end rooms, denoting the different hierarchical social structures within local government. The columns support a deep cornice and entablature with balustrade parapet and Grecian urns surmounting solid pillars.

The final building was opened with a large Concert and Ball held on 20th January 1886.

⁴⁶ The Corinthian Order includes a plinth, pedestal, base column shaft, capital usually based on acanthus leaves, architrave, frieze and cornice, an Athenian invention but usually based on roman examples in the 19th century.

⁴⁷ Summerson, J., *The Classical Language of Architecture*, London Thames & Hudson, 1980 reprint 1983. The Palladian motif is a combination of arch and column illustrated by Palladio of the Basilica at Vicenza, often combined with arched windows in Victorian architecture.

Later in the 1970s a cement base was laid and a new parquetry floor installed in large assembly hall in the 1950s. A large single storey timber weatherboard building used by the Senior Citizens Centre, that included a small stage, kitchen, toilets and supper room were constructed at the rear of the 1885 assembly hall at this time.

The Town Hall exterior, interior and setting including adjacent 1860s former banks and hotels are still extant with a high degree of authenticity and integrity. The original interior decorative finishes have been painted over in the main section of the building and some internal partitions erected which to some degree obscure the original configuration of the former Mechanic Institute and Reading Rooms. The joinery and original furnishings, photographs, paintings, honour boards and ceremonial artefacts remain intact and are outstanding local examples of exemplary craftsmanship.

How is it significant?

The Daylesford Town Hall is of historic, rarity, characteristic, aesthetic, social and associational significance to the local Hepburn Shire area and central goldfields region.

Criterion A: Importance to the course or pattern of our cultural or natural history (historical significance).

The Daylesford Town Hall is of historical significance as a public works building, part of an important 19th century gold rush era of central Victoria, when a large number of collective communities asserted their claims to civic rights, security of property rights and access to capital. It is a tangible example of the transfer of a model of local governance from England to a small gold mining district in the colony of Victoria, Australia, during the 1850s and 1880s, prior to nationhood and the Federation of Australia.

The 1882/5 Daylesford Town Hall is the public face of the Borough of Daylesford, created in 1859 and later Hepburn municipality, proclaimed in 1863. It also accommodated the offices of Mount Franklin Shire and later merged with the shires of Creswick, Clunes, part of Talbot/Amherst, Mount Franklin, Glenlyon and Trentham shires

It embodies the many metropolitan/colonial viewpoints in which the institutional framework of local government was won locally. It is a product of a very diverse ethnic community of local entrepreneurs and miners who sought to promote civic order, learning and economic growth out of the environmental chaos that resulted from the largely uncontrolled gold mining industry in the Daylesford area

Criterion B: Possession of uncommon rare or endangered aspects of our cultural or natural history.

The rarity value of the Daylesford Town Hall is associated with the influence and interaction between local communities, trans-colonial collaboration and exchange of scientific knowledge.

The Daylesford Town Hall is one of the few regional examples of George Johnston's municipal buildings, which design in response to the provision of human orientated services (parks, gardens, schools and staging community events). The Daylesford Town Hall shaped the physical environment of Daylesford in a unique way associated with the development of local infrastructure, particularly water, gardens and science as well as offering a large public venue to celebrate, commemorate and collaborate in social, political and community

events.

Daylesford Town Hall is rare example of the development of a town hall and municipal government where the provision of local waterworks has been an inspiration of social progress and tourist development. Developed over a fresh water spring, located beneath the Town Hall, the water was re-directed, piped down a newly created laneway to the remodelled public baths and latrines located at the rear of the town hall, a vital service to the health of the early gold mining town. After water reticulation was introduced, the public baths located behind the town hall were remodelled as an Olympic public swimming pool and gardens in the 1950s focusing on the needs of the youth and old, with the nearby construction of a Seniors Citizens Centre.

The Hepburn Shire contains 80% of all known mineral springs in Australia. As early as 1862 the first mineral springs reserves were gazetted for protection in the Daylesford and Hepburn area. The 1860s Botanic Gardens was formally designed and officially opened in conjunction with the new Daylesford Town Hall in 1884. Funded by councillors, the Botanic Garden was designed by Messrs. Taylor and Sangster, who laid out the ceremonial gardens of the International Exhibition Buildings, Melbourne (1880). Located on the summit of the Wombat Hill Botanic Gardens is the 1880s Circular Day Basin and Oval Reservoir, the relocated town water supply. Originally designed as a small artificial lake, surmounted by a water fountain with overflow designed as the main garden feature, the elaborate 1884-85 cascade water gardens, fountains, grottos and ferneries. In the late 1880s, the Hepburn Mineral Springs Bath House was constructed. Further beautification was carried out in the 1920s, when the massive Lake Daylesford and then Jubilee Lake were constructed by the municipal council providing ornamental lakes and civic public gardens for the local citizens.

Criterion D: Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments (representativeness).

The Daylesford Town Hall is the operating centre of Hepburn Shire. It has cultural heritage significance for outstanding example of demonstrating the principal characteristic of Victorian Classical Academic architecture to express the form and ideas of civic society. It is a superlative example of George Johnston's early work, regarded as the most prolific designer of municipal buildings in late 19th century Victoria, as well as of many theatres and opera houses in Melbourne and other Australian cities and the annexes to the Royal Exhibition Building in Carlton

The flamboyant architectural neo classical design is typical of early town hall development in the Australian colony prior to Federation in 1901. It is a symbol of wealth, property and prestige amongst the many gold mining districts of Victoria. The Daylesford Town Hall incorporates meeting rooms for members of the lodges, Freemasons, Oddfellows and Orange Lodge and members of the Mechanics Institute, all specifically and spaciouly accommodated within the early layout of the Town Hall. The interior decorative details and layouts are exemplary, rare examples of local craftwork and materials.

The Daylesford Town Hall's early Mechanic Institution, included public

libraries and reading rooms for meetings and lectures. The social, political and moral homogeneity of these members of the lodges can be attributed in part to the consumption of the same print media and political influence through local newspapers distributed in the Town Hall.

The Town Hall was an infill development, created on land set between the National, Union and Commercial Bank in the middle of the commercial centre of the town. Its motto is 'Concord and Progress'. The symbiotic relationship between councillors and members of the lodges created many kinds of opportunities afforded by these spheres of influence, alliances, including the gravitas of ritual, pomp and ceremonial performances of the lodges themselves. One of the earliest evidence of the benefits of municipal government to local businesses in Daylesford was in the installation of gas street lighting in Vincent Street. The gas company beginning as a private speculative company established by councillors with premises in the Town Hall. Other benefits for businesses and property owners followed. The construction of the town hall is associated with six shops that make up the Stanbridge Buildings.

Criterion E: Importance in exhibiting particular aesthetic characteristics (aesthetic significance).

The Daylesford Town Hall has outstanding aesthetic significance as a 19th century gold rush town hall designed in the Victorian Academic Classical style.

The Daylesford Town Hall has aesthetic and architecturally significant as one of the earliest of the grand municipal buildings that characterised Victoria in the post-gold era. It is an outstanding and intact example of the grand town halls which were built in the central goldfields of Victoria in the 1880s, and demonstrates the prosperity of these mining municipalities at that time.

The Daylesford Town Hall is of aesthetic significance because of its largely intact ornate exterior and interior depicting Grecian symbolic and iconoclastic motifs. The interiors fireplaces, ceilings and other features are remain original, and display original furniture and all joinery features, all manufactured locally. The rear stage and large ornately decorated assembly hall, surrounded by a proscenium arch and a first floor gallery which extends around three sides is intact. Although the stage was modified in the 1950s there is considerable potential to restore the original decorative details. The gallery has elaborate cast iron balustrade and is supported on decorative brackets with original upholstered red velvet benches designed and manufactured locally.

The exterior massing of its form, the dramatic landscape setting, civic forecourt and laneway design associated with the fresh water spring and former Public Baths, now the Olympic swimming pool, remains substantially intact adding to the grandeur of the place.

The Daylesford Town Hall has aesthetic significance for its landmark presence in the streetscape of Vincent Street, described as an Italian style streetscape. The building is contemporary with adjacent shops and hotels in Vincent Street, which are aesthetically and historically

significant for their intact 1860s-180s elevations and shopfronts, which form an exceptional group. The aesthetic significance of the Town Hall is enhanced by its location in Vincent Street, adjoining the 1878 Post Office, former 1850s banks, hotels and retail shops. The centre of the town of Daylesford has outstanding cultural patrimony. The Town Hall, the main street, the many residences, public parks, botanic gardens, avenue of trees and ornamental lakes all have considerable authenticity as a rare example of a multicultural British colonial 19th century gold mining town and early 20th century Australian tourist centre.

Criterion G: Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons

The colonial built Daylesford Town Hall is the most symbolic feature of the Hepburn Shire. The Daylesford Town Hall is of social significance as a monument to the aspirations of predominantly gold mining municipality of Daylesford and Hepburn in the mid 19th century. It has also played a major and continuing part in the social life of the area. It has been, especially between the wars, an extremely popular dance venue, and from the early years of the 20th century the main hall was used for civic ceremonies.

Local government and the town hall or 'Rathaus' are one of the oldest political units of the western world, representative of political authority, in European towns since the Middle Ages. Local government in Australia was formed under the British colonial rule during the 19th century, but never enjoyed similar powers as their counterparts in the United Kingdom (incorporated under the Municipal Act of 1835), Europe and the United States. The Daylesford Town Hall has intangible heritage values for its associations with putting in place the mechanism for creating a collective community of mixed European migrants and settlers. The Town Hall symbolizes the conception, production and foundation of an idea of a community and civic society

Criterion H: Special association with the life or works of a person, or group of persons, of importance in our history (associative significance)

The siting of Daylesford Town Hall with its other public buildings bears the hallmarks of the first Councillors vision of a civic landscape and beautification program. In particular the commission and design and setting was influenced by W. E. Standbridge as educator scientist and social reformer. He became a member of the Mining Board and like other successful miners was instrumental in the formation and survey of Daylesford town in 1854, following his purchase of Wombat Park on the north eastern outskirts in 1852. His utopian vision and philosophical propositions for Daylesford, its grand town hall, civic gardens and educational institutions are embodied within the spatial arrangements of these public buildings, their internal spaces and relational settings.

Sheer wealth, influence and considerable connections meant that gazettal of the Borough of Daylesford in 1859 was relatively early and easy despite opposition. The Hepburn municipality was declared in 1863. He was behind the financial arrangements, the commission for the design and construction of the first stage of the Daylesford Town Hall and later the 1885 Assembly Hall. The development of the Wombat Botanic Gardens and its re-design by Messrs Taylor and Sangster in 1885, the development of the Mechanics Institute, Daylesford Primary and Technical schools are all amongst his many local philanthropic works.

4.2 Levels of Heritage Significance of Contributory Elements

The following levels of significance have been consistently used in Conservation Management Plans across the state.

Exceptional: Rare or outstanding precinct or element which significantly embodies and demonstrates Heritage values in its own right and makes a direct and irreplaceable contribution to a place's significance/value. High degree of original fabric or attributes with heritage values, loss or alteration would significantly diminish the heritage values of the place.

High: Precinct or element which demonstrates heritage values in its own right and makes a significant contribution to the place's heritage value. Existing alterations do not detract from its heritage values. Loss or unsympathetic further alteration would diminish the Heritage values.

Moderate: Precinct or element which reflects heritage values and contributes to the overall significance/values of the place in a moderate way primarily due to unsympathetic alteration and accretion that is reversible.

Low: Precinct or element which reflects some Heritage values and only contributes to the overall significance/values of the place in a moderate way. Loss will not diminish the Heritage values of the place.

None: Precinct or element which does not reflect or demonstrate any Heritage values and detracts from the overall Heritage values of the place. Does not fulfil criteria for heritage listing.

Intrusive: Damaging to the place's heritage values. Loss may contribute to the Heritage values of the place. Does not fulfil criteria for heritage listing.

No	Current Use	Date	Individual Significance	Precinct/Area
			Exceptional	Town Hall and Assembly Hall
	The front elevation	1882-1885	Exceptional	Original exterior fabric Original interior fabric
	The main front section of the building, ground floor and second floor. The Assembly Hall		Exceptional	Original decorative details, artefacts, and moveable items
	The setting, forecourt, entry stairs & basement entrance and side lane.	1882-1885	High	The civic setting, the open public space of the laneways, the dramatic landscape location, original access, setting in Vincent Street.
	The adjoining party walls of the two 1860s buildings	1882-1885	High	Vincent Street heritage precinct
	The swimming pool and former Public Baths area, fresh water spring and well.	1854-1950s	High to Moderate	Setting potential archaeological site.
	The Senior Citizens Centre, supper room and Kitchen	1950 fabric	Moderate Social value	Rear of the Town Hall
	Interior Alterations	1970-	None	

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