

# Heritage Strategy and Action Plan

2018 - 2029





# About the strategy

This strategy sets out the City of Stonnington's plan for managing its heritage to 2029.

It has been developed to ensure the city's rich fabric of places and memories valued by generations are identified and protected.

Aboriginal people were the first to inhabit the land on which the municipality is built, and the City of Stonnington acknowledges and respects their customs and traditions and their special relationship to place.

In terms of 'post-contact' heritage, the City of Stonnington is renowned for its established 19th century streetscapes and extraordinary mansions in established gardens. In the early 20th century, outstanding garden estates such as Gascoigne, Redcourt and Villers-Bretonneux set a high standard for suburban Australian living. After the First World War, more modest Spanish mission and Californian bungalow estates followed, particularly in Malvern East. When the Second World War ended, the municipality

also experienced development of innovative modernist architecture and the expansion of cream brick veneer estates, in the east, towards Warrigal Road.

This updated Heritage Strategy provides a 'roadmap' for how we will work with the community, the state government and heritage groups to ensure the history of Stonnington is well understood, protected and celebrated. It has been developed in line with the state government's Municipal Heritage Strategies: A Guide for Councils 2012.

This strategy will help sustain the diverse aspects of our city that are important to us while leaving a legacy for future generations.



# Introduction

# This document comprises:

- » a review of the 2006 strategy
- » a municipal heritage strategy for the next decade.

# Review of the 2006 Heritage Review Strategy

The review comprises:

- » existing heritage lists and the regulatory framework
- » supporting strategic plans and policies
- » our historic themes.

A review of the 2006 Stonnington Heritage Review Strategy



It considers what we have achieved since 2006 and asks what should be the focus in the future?

# The new strategy

The new strategy provides a framework for the next decade to ensure the continued protection and enhancement of the municipality's extraordinary built heritage. As the City of Stonnington continues to grow and change, its buildings and places will be redeveloped and restored.

A new Heritage Strategy for 2018–2029



The new strategy provides an Action Plan for the next decade to ensure the continued protection, enhancement and enjoyment of the municipality's extraordinary heritage This strategy will guide the City of Stonnington in:

- » identifying and managing our heritage into the future
- » assembling and managing our extensive range of heritage information
- » reviewing and developing new strategies for protecting our heritage, and
- » celebrating local heritage with the community and other stakeholders.

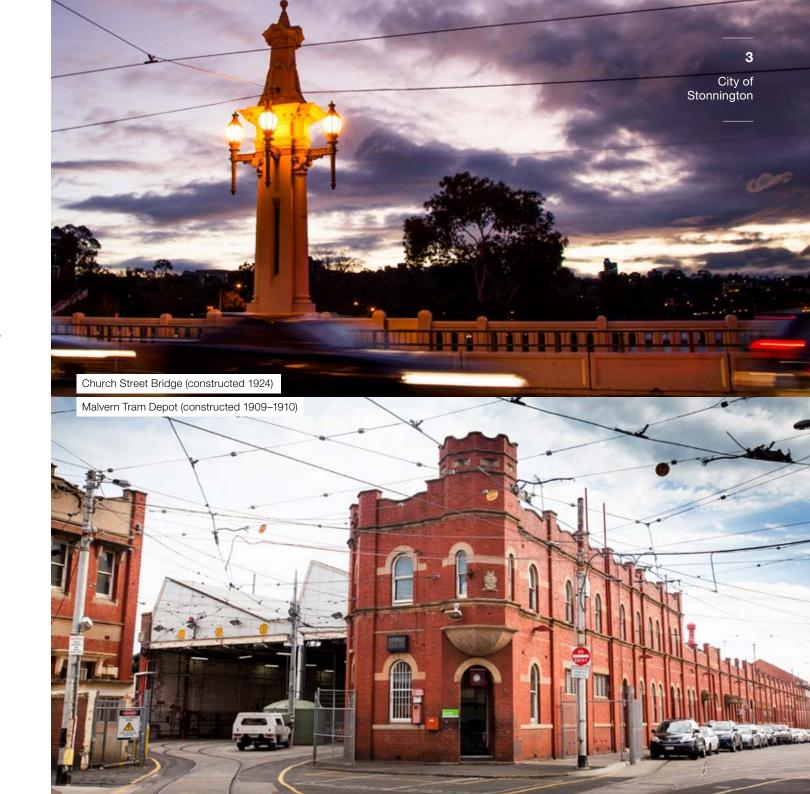
# Method

The Heritage Strategy draws on:

- » the depth of knowledge and experience within the City of Stonnington including Council's heritage advisors and the Stonnington History Centre
- » community views
- » approaches taken by neighbouring councils, and
- » Heritage Victoria, Aboriginal Victoria, the National Trust of Australia (Victoria) and the Department of Environment, Land, Water and Planning.

In preparing the review, the following have been considered:

- » Stonnington Planning Scheme
- » Stonnington Thematic Environmental History (including Update No. 1), 2009
- » Planning Practice Note: PPN01 'Applying the Heritage Overlay, 2018'
- » Planning Practice Note: 'Significant Ground Disturbance'
- » Heritage Act 2017
- » Aboriginal Heritage Act 2006
- » key VCAT decisions and Independent Planning Panel reports
- » Stonnington Planning Scheme Review 2018, and
- » Plan Melbourne 2017–2050.



# Strategy context

# How do we manage our heritage?

The City of Stonnington's strategic priorities are provided in our **Council Plan 2017–2021**. The most significant challenge for Stonnington will be accommodating Melbourne's population growth over the next 30 years.

Balancing the protection of heritage buildings and neighbourhood character alongside pressure for more intense development is a key strategic priority for Council. Council is also very aware of the need to preserve our significant tree-lined streets, residential amenity, public realm, heritage gardens and properties through well-considered planning controls.

Council intends to preserve Stonnington's heritage architecture and balance its existing character with complementary and sustainable development through the following actions:

- » seek to preserve the municipality's heritage building stock
- » implement the Heritage Strategy Action Plan, and
- » Review gaps in the Heritage Overlay.

Council manages any development on heritage sites through the **Stonnington Planning Scheme**:

» Clause 22.04, Heritage Policy, plays an important statutory role in considering new works on heritage places » Clause 43.01, the Schedule to the Heritage Overlay, lists all of Stonnington's heritage places subject to planning provisions.

Council recently prepared the **Stonnington Heritage Design Guidelines**, **July 2017** to assist the community in managing their own heritage places.

Key historical themes that have shaped our city are encapsulated in the **Stonnington Thematic Environmental History** (including Update No. 1) 2009.

**Plan Melbourne 2017–2050** is the Victorian Government's planning policy. Direction 4 of Plan Melbourne seeks to respect Melbourne's heritage as we build for the future.

# What is a heritage place?

A heritage place could include a site, area, building, group of buildings, structure, archaeological site, tree, garden, geological formation, fossil site, habitat or other place of natural or cultural significance and its associated land. It cannot include movable or portable objects such as machinery within a factory or furniture within a house. (Planning Practice Note 01, Applying the Heritage Overlay)



Table 1

Heritage lists and the regulatory framework that apply in the City of Stonnington

# Heritage lists and the regulatory framework

Across the jurisdictions of the heritage regulatory framework, the Stonnington Planning Scheme has the greatest impact in local heritage management through the Heritage Overlays affecting over 25 per cent of the municipality. Council also has an ongoing approach to ensure all places of local heritage significance are protected (see Table 1).

## Heritage category

## Local significance

#### Governance

Stonnington City Council

#### Regulatory tool

Stonnington Planning Scheme operating under the *Planning and Environment Act 1987* 

# Name of heritage list

Schedule to the Heritage Overlay, Clause 43.01

#### Example

Gascoigne Estate, a local heritage precinct



# Heritage category

# State significance

#### Governance

Heritage Victoria

## Regulatory tool

Heritage Act 2017

# Name of heritage list

Victorian Heritage Register Stonnington has 55 places on the State Register

#### Example

Como House, South Yarra



# Table 1 continued Heritage lists and the regulatory framework that apply in the City of Stonnington

## Heritage category

## **Archaeology**

#### Governance

Heritage Victoria

#### Regulatory tool

Heritage Act 2017

Victorian Heritage Inventory

Note: The Heritage Act is a 'blanket protection' for historical archaeology regardless of being listed on the Victorian Heritage Register or Victorian Heritage Inventory

#### Example

Cato Street car park archaeological dig



## Heritage category

# Aboriginal heritage

#### Governance

Aboriginal Victoria

#### Regulatory tool

Aboriginal Heritage Act 2006 Aboriginal Heritage Regulations 2007

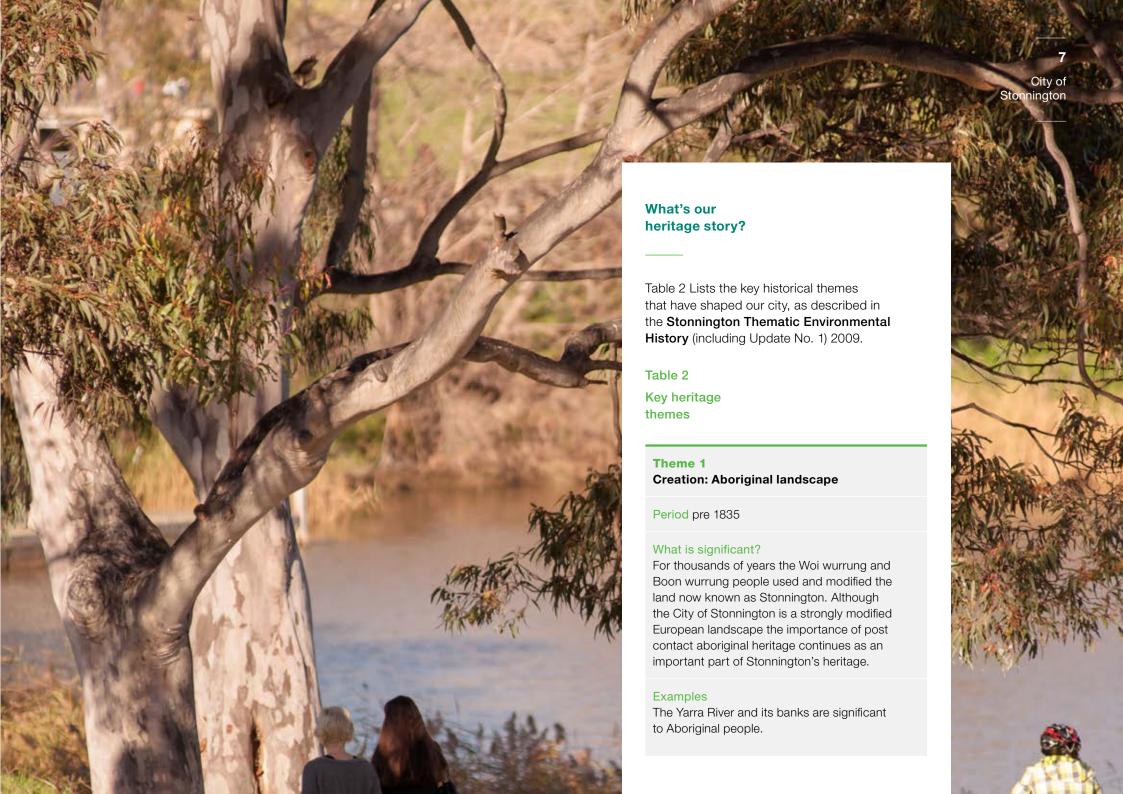
#### Example:

Land on the banks of the Yarra River within 200 metres of the water's edge may have Aboriginal cultural heritage sensitivity



No heritage places in the City of Stonnington are currently included on the National Heritage List, Commonwealth Heritage List or World Heritage List.

The Register of the National Estate is no longer active. Places on this list are protected by the Stonnington Planning Scheme.



#### Table 2 continued

Key heritage themes

#### Theme 2

# Contact and change – establishing new communities

Period 1835-1870

## What is significant?

This era saw non-Aboriginal communities formed in the City of Stonnington. The settlement that occurred during this period defined the pattern of development over the next century. The key elements that define this historic theme are:

- » the landscape, and
- » Hoddle's grid and the layout of allotments within the grid and the order of land sales.

#### Examples (L-R)

Toorak House (constructed 1848–51) and St. John's Anglican Church Toorak (constructed 1859).



#### Theme 3

## Boom and bust - creating marvellous Melbourne

Period 1870 -1900

#### What is significant?

This era saw the city's rapid development in the wake of the gold rush. New development followed the framework established in the previous era and expanded along the railway and cable tram engine lines.

### Examples (L-R)

Windsor train station (constructed 1885) and Stonington (constructed 1890).





#### Table 2 continued

# Key heritage themes

#### Theme 4

## A new beginning - federation and garden suburbs

Period 1900-1940

# What is significant?

After the interruption of the 1890s' depression, the Federation of Australia ushered in a new period of growth and optimism. A significant initiative was that the Cities of Malvern and Prahran created the Prahran and Malvern Tramways Trust.

The City of Stonnington is also significant as a place that illustrates the changing ways that Australians lived during the 20th century, from mansions on large estates to shared accommodation and apartments.

Some of the best residential architecture was created in Stonnington. It was during this time that Melbourne apartment dwellings first gained wide acceptance in Victoria.

#### Examples (L-R)

Gascoigne Estate (circa 1910), Melbourne High School (constructed 1927), Deauville Flats Toorak (constructed 1940), and Beverley Hills Apartments (constructed 1935).









#### Table 2 continued

Key heritage themes

#### Theme 5

# Creating a modern city – motor cars and multicultural Melbourne

Period 1940 onwards

## What is significant?

The municipality provides evidence of the rapid expansion and transformation of Melbourne in the post-war period.

Stonnington is renowned for having significant examples of post-war architecture. Other major influencing developments include the Monash Freeway and Chadstone Shopping Centre.

## Examples (L-R)

Toorak South Yarra Library (constructed 1973), Roy Grounds' house Hill Street, Toorak (constructed 1954), and Harold Holt Swim Cente (constructed 1969).

Both the Toorak Library and the Harold Holt Swim Centre have strong social significance to the City of Stonnington.









# Heritage challenges and opportunities

The key heritage challenges and opportunities for the City of Stonnington are outlined in Tables 3 and 4.

Table 3
Heritage challenges for the City of Stonnington



Challenge	Comment
<ul> <li>» Identifying and protecting all places of heritage significance and implementing heritage studies in the context of changing community values.</li> <li>» A key historic theme, 'Creating a Modern City' – motor cars and multicultural Melbourne (1940 onwards), is underrepresented in the Schedule to the Heritage Overlay.</li> <li>» Identifying and protecting historic trees that are not included on the National Trust Tree Register.</li> </ul>	» Council can develop a program for identifying places to be considered and assessed for inclusion in the Heritage Overlay of the Stonnington Planning Scheme that takes into account changing community values.
<ul> <li>Time, costs and resources associated with protecting places of significance in Stonnington.</li> <li>Agreed priorities to guide Council in heritage management in the coming years.</li> </ul>	» Council can develop a detailed program for identifying and protecting places of significance.
» Provide an easy-to-access heritage database on sites in the Heritage Overlay for the community.	<ul> <li>Council can work with Heritage Victoria, the Department of Environment, Land, Water and Planning and the Stonnington History Centre to ensure all heritage data is accessible.</li> <li>Council can also support improvements to ensure heritage data is easy to understand.</li> </ul>
» Ongoing review and monitoring of the performance of Council's heritage guidelines and policies.	» A program can be developed for ongoing review and monitoring of policies and strategies.
» Places of state significance not included on the Victorian Heritage Register.	» Council can support and work with the community in providing any supporting information for this initiative.
» The community has high expectations and expects best practice heritage management.	» Council can communicate with the local community regularly about heritage management.

Comment
» Council can continue to train its staff on best practice heritage management.
» Council continues to develop conservation management plans for its heritage assets on the Victorian Heritage Register.
» Policy guidelines for bluestone road and laneway features will ensure key heritage features are conserved.
» The placement of new heritage markers requires careful consideration and Council can continue to work with residents and business owners regarding their benefits.
» Council has found it difficult to secure grants funding for its assets on the State Register such as the town halls, Chapel off Chapel and the Harold Holt Swim Centre.
» Applying Stonnington's heritage policy and Heritage Guidelines and implementing the Action Plan will help address this challenge.
» Council can define whether it is more effective to protect individual places or whole streetscapes.





Table 4
Heritage opportunities for the City of Stonnington

Opportunities	Comment
» Capitalising on Council-owned heritage buildings including the Prahran and Malvern Town Halls, Northbrook, Chapel Off Chapel, Central Park Conservatory, and the former Malvern Fire Station.	<ul> <li>Council can continue to provide public access to these places at key times of the year.</li> <li>Open House Melbourne, local heritage tours and the Australian Heritage Festival provide opportunities to promote heritage in Stonnington.</li> </ul>
» Retain active uses of heritage assets.	» Council's key community buildings are
» Retain active uses of neritage assets.	<ul> <li>Council's key community buildings are also significant heritage assets.</li> </ul>
	» Through effective maintenance and
	conservation works the community will continue to use our key heritage places.
» A strong local interest in the history of Stonnington ensures that the views of an	» Council has the opportunity to promote local heritage through its network of
engaged community are heard and considered in heritage processes.	libraries and the services offered by the Stonnington History Centre.
ō ,	» Heritage markers play an important
	role in local culture and tourism and tell an important story about our origins.
» Realise Council's ongoing commitment to	» Ongoing recognition and protection of
ensuring local places are protected through the Stonnington Planning Scheme.	places in the Heritage Overlay will generate new information and a greater duty of care in Stonnington's local history.

Council-owned heritage places are of social significance and continue to have a high economic and social use, but restoration costs are high.





Harold Holt Swim Centre is an actively used aquatic centre



Examples (L-R)

Former Independent Church and Hall, Malvern Road, Prahran (constructed in 1858), Malvern Fire Station (constructed in 1906), Harold Holt Swim Centre (constructed in 1969), Malvern Town Hall (constructed from 1886)

# What we've achieved since the 2006 Heritage Review Strategy

Since completing the 2006 Heritage Review Strategy, we have made many achievements in protecting, managing, organising, researching, educating and conserving our heritage sites (see Table 5).

Table 5
What we've achieved since 2006 and how we did it

Action	Achievement	How did we do this?
Protected	More than 2,000 heritage places have been added to the Heritage Overlay.	We engaged heritage experts to undertake detailed heritage research where we knew there were gaps in heritage protection. We then amended the Stonnington Planning Scheme to secure permanent protection by including these places in the Schedule to the Heritage Overlay.
	Emergency responses to protect threatened heritage places.	We sought interim heritage protection from the Minister for Planning while a full review through an independent panel process was undertaken.
Managed	Updated Clause 22.04: Heritage Policy, Stonnington Planning Scheme.	We reviewed the performance of the policy and its impact on conserving heritage precincts and individual heritage places. We then amended Clause 22.04 of the Stonnington Planning Scheme to formalise these changes.
Researched	Stonnington Thematic Environmental History 2009 completed.	Council engaged heritage consultants to develop a suite of themes that are aligned with the Australian Historic Themes Framework.
	Careful archaeological investigations for the Cato Street car park.	We worked with Heritage Victoria to excavate this large site and then displayed the artefacts for everyone to experience.
Organised	Expanded our information base.	We have continued to add significant places to the Victorian Heritage Database including sites of state and local significance.





Action	Achievement	How did we do this?
Educated	New Heritage Design Guidelines released.	We produced a simple-to-understand set of guidelines that adds further clarity on best practice heritage management. It includes diagrams showing setbacks and heights and complements other information produced by Heritage Victoria.
	Expanded the Council-funded heritage advisory service.	We have dedicated independent heritage experts who regularly advise Council and the community on planning matters.
	Ongoing staff training.	Planning staff are regularly trained in heritage processes.
	Historic tours of Council-owned assets.	Council offers free tours of its town halls during Open House Melbourne. Council-owned assets opened include:  » Malvern and Prahran Town Halls  » Northbrook, and  » the former Malvern Fire Station.
	Provided community education of local heritage.	The Stonnington History Centre is an archive dedicated to preserving and interpreting the history of Stonnington and the former cities of Malvern and Prahran. The centre offers a professional service to research the histories of private homes through the My Stonnington Home Research Portfolio service.

Table 5 continued
What we've achieved since 2006 and how we did it

Action	Achievement	How did we do this?
Conserved	Restoration of Council-owned assets.	We undertook conservation works on Malvern Town Hall, Chapel Off Chapel, Northbrook, Prahran Town Hall, the Central Park Conservatory and Fountain, and Harold Holt Swim Centre.
		We repaired existing bluestone laneways and kerbs and channels across the municipality.
		Since 2006, Council has committed approximately \$1 million annually towards conserving Council-owned assets such as the town halls and other community venues.
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# The six pillars of heritage management

**Vision:** The City of Stonnington will be known for its collection of historic places that are used and valued by the community. The unique character of the municipality will be protected from detrimental change and enhanced over time. The cultural history of our local places will be celebrated.

#### 1. PROTECT

We protect places of cultural heritage significance

#### 2. VALUE

We understand the value of our heritage and are proactive in our duty of care

#### 3. REVIEW

We review and monitor what we said we would do against what we have achieved

#### 4. PARTNERSHIPS

We build on critical relationships with our heritage partners, government stakeholders and community

#### 5. EDUCATE

We educate the community, promote our heritage and build on our own capabilities

#### 6. LEADERSHIP

We show leadership by applying best practice heritage management to Council-owned assets

#### Key outcomes

- Significant places are protected in the Stonnington Planning Scheme.
- We will 'transition' out of the old letter gradings.
- We will support nominations to the Victorian Heritage Register.

#### Key outcomes

- The City of Stonnington is wholly engaged in the importance of heritage in the community.
- We will continue to make research and information more accessible to the community.

#### Key outcomes

 We understand how our policies and strategies are performing and report to Council annually on achievements in our Action Plan.

#### Key outcomes

Our strong relationships with our heritage partners, Heritage Victoria, Aboriginal Victoria, Department of Environment, Land, Water and Planning, the National Trust of Australia (Victoria), our community and Council's heritage consultants will provide valuable input into local policy reviews.

#### Key outcomes

- Council-owned assets such as the town halls are open for heritage tours through Open House Melbourne.
- The Stonnington
  History Centre
  continues to promote
  heritage education
  and local research
  in conjunction with
  our libraries.
- Our community is more aware of the importance and potential of archaeological and Aboriginal heritage in our community.

## Key outcomes

- Council has
  Conservation
  Management Plans
  for its state-listed
  assets including:
- Harold Holt Swim Centre
- Malvern Town Hall
- Prahran Town Hall
- Central Park Conservatory, and
- Malvern Fire Station
- Council's restoration and capital works programs ensure high-quality outcomes for our significant places.

# Heritage Strategy Action Plan 2018–2029

Table 6: Heritage Strategy Action Plan

1. PROTECT					
Strategic direction	Heritage Strategy action	How will we do this?	Council Plan 2017–2021	Time frame	Related Counc strategies
We protect places of	1.1 Places of potential significance not	<b>1.1.1</b> Refine the scope of heritage gaps including streetscapes.	L2 Preserve Stonnington's heritage architecture and trees, balance its	Ongoing. A gaps	
cultural heritage	currently protected by the Heritage Overlay	<b>1.1.2</b> Develop a model for translating the gradings of heritage places to	existing character with complementary and sustainable development.	review will commence	
significance.	are considered for heritage protection.	conform with the Planning Practice Note.	<b>L2.1</b> Seek to preserve the municipal heritage building stock.	in 2019.	
		<b>1.1.3</b> Continue to effectively manage locally significant places through a strong local heritage policy.	Measure: Implement the Heritage Strategy Action Plan (review gaps in the Heritage Overlay).		
	1.2 Continue to identify heritage places across	<b>1.2.1</b> Prioritise places that fall within heritage themes that are currently			
	the municipality using	underrepresented including 'Creating			
	the Stonnington Thematic Environmental History 2009 as a guide.	a Modern City'.			

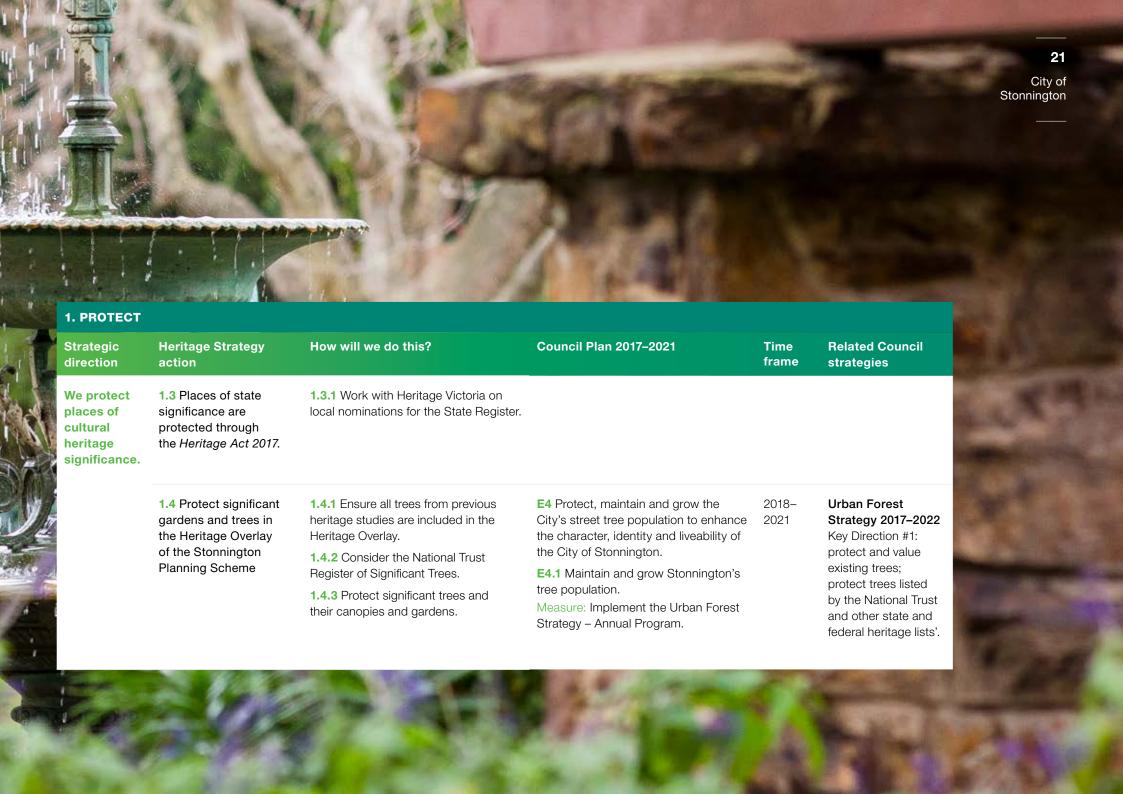
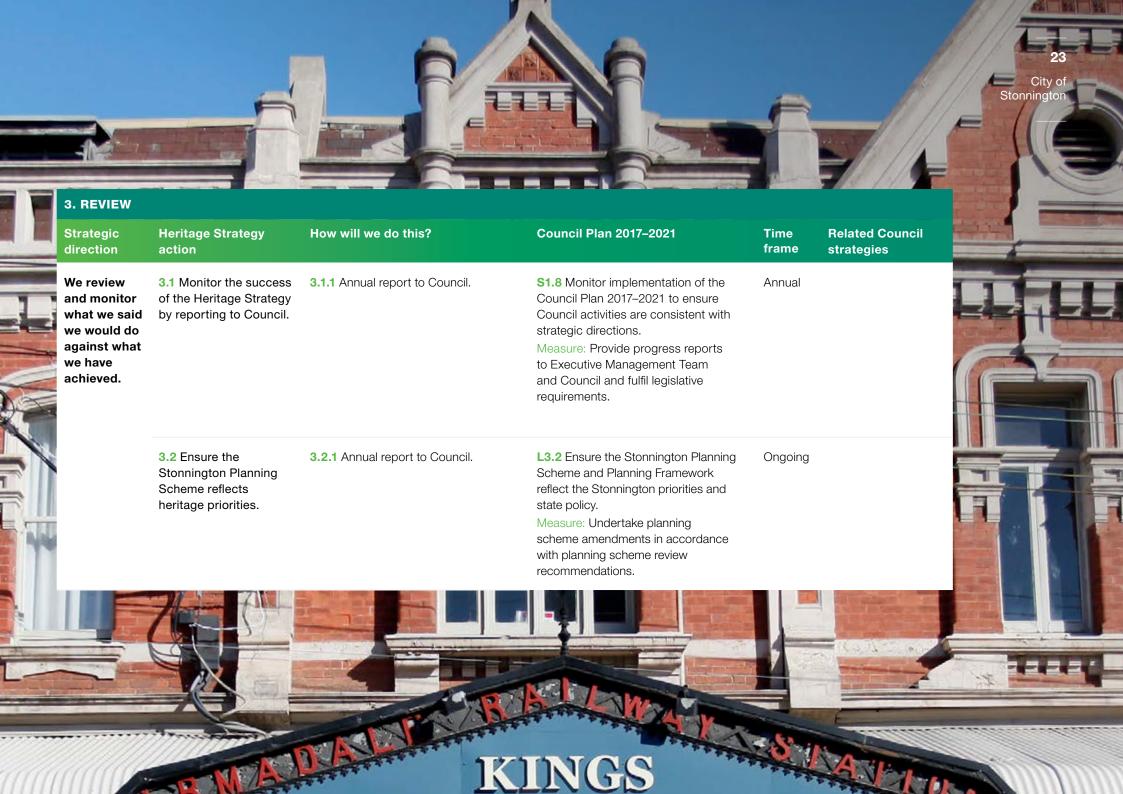
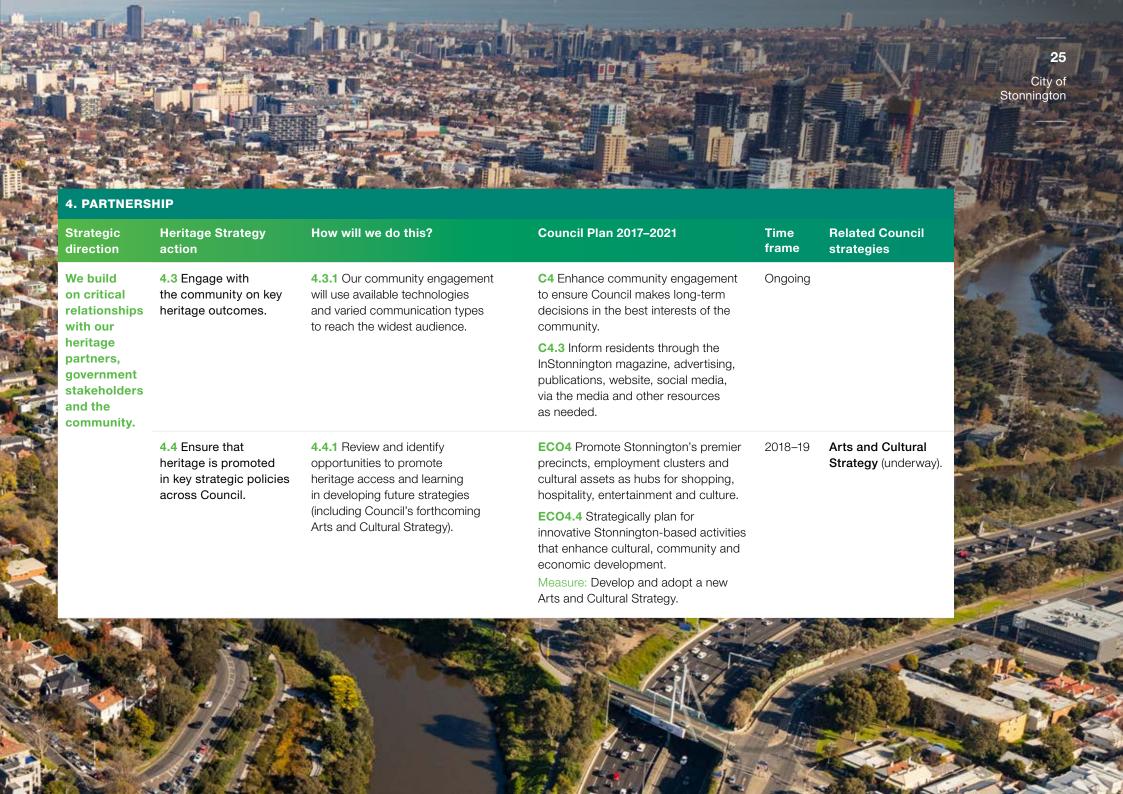


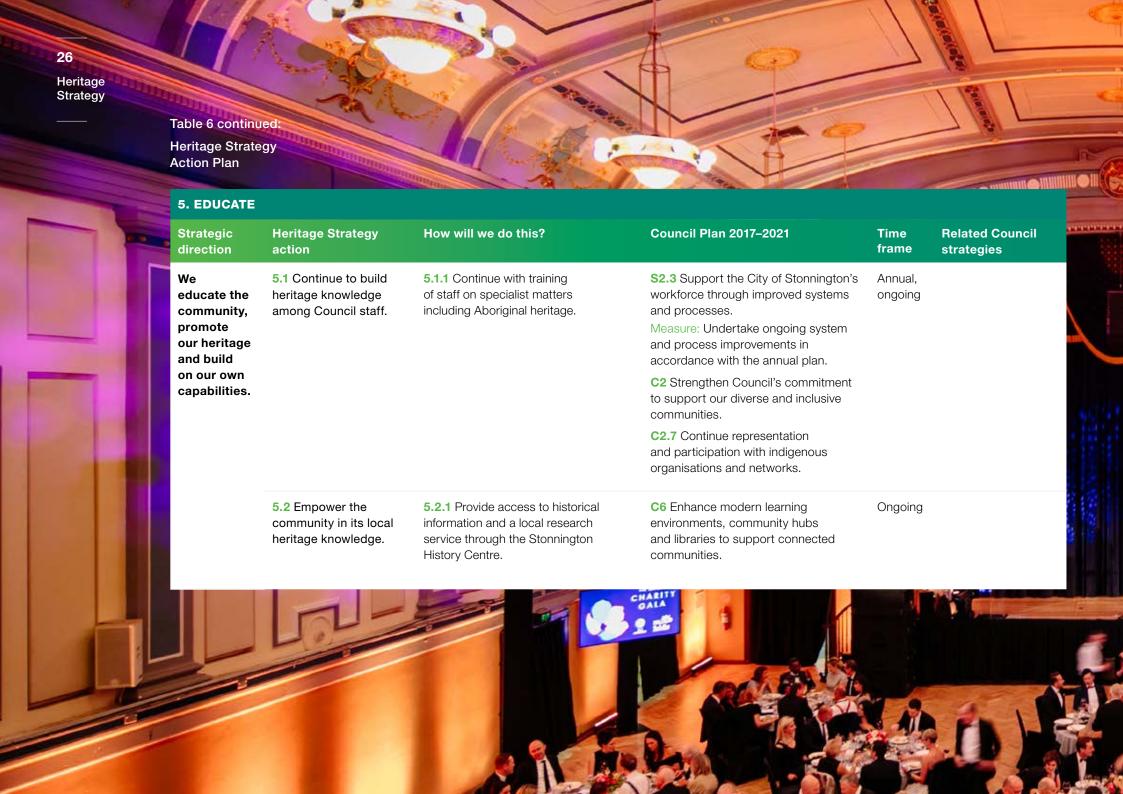
Table 6 continued Heritage Strategy Action Plan

2. VALUE					
Strategic direction	Heritage Strategy action	How will we do this?	Council Plan 2017–2021	Time frame	Related Council strategies
We understand the value of our heritage and are proactive in our duty of care.	2.1 Ensure local heritage documentation is publicly accessible.	<ul><li>2.1.1 All future heritage studies to be available online through Heritage Victoria and the City of Stonnington.</li><li>2.1.2 Improve our communication material and website to assist the local community in understanding heritage.</li></ul>	<b>\$1.9</b> Make information available to ensure accountability and transparency in Council business and decision making.	Ongoing	









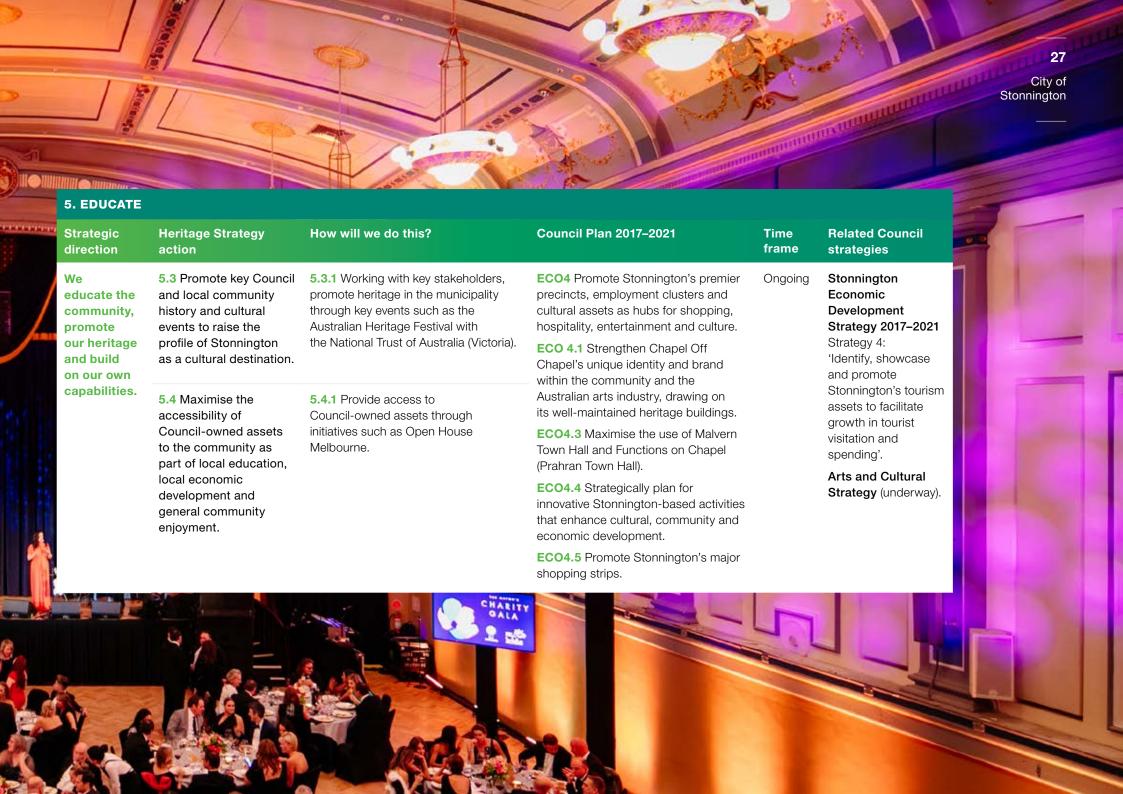


Table 6 continu Heritage Strate Action Plan 6. LEADERSH	gy	995-1	الرازر	زر	ولاد
Strategic direction	Heritage Strategy action	How will we do this?	Council Plan 2017–2021	Time frame	Related Council strategies
We show leadership by applying best practice heritage management to Council owned	6.1 Continue to apply best practice heritage management principles set by the state government for Council owned heritage assets.	<ul><li>6.1.1 Provide up-to-date Conservation Management Plans for key Council owned assets.</li><li>6.1.2 Work with Heritage Victoria on key Council led archaeological projects.</li></ul>	L6.2 Implement works identified in Conservation Management Plans. Measure: Complete annual capital works (Chapel Off Chapel, Harold Holt Swim Centre, Malvern Town Hall, Prahran Town Hall and Toorak/South Yarra Library).	2019	Council's Asset Management Plan.
assets.	<b>6.2</b> Conserve Council owned heritage building stock.	<b>6.2.1</b> Seek external grant funding for specific Council led cultural heritage and restoration projects.	<ul><li>S1.3 Redevelop Prahran Town Hall Measure: Deliver Prahran Town Hall restoration and upgrade project.</li><li>S1.6 Redevelop Cato Square. Measure: Deliver Cato Square project.</li></ul>		
	6.3 Conserve historic public infrastructure such as roads and laneways (with bluestone features), lights, seating and park features.	<b>6.3.1</b> Develop a policy guideline for bluestone road and laneway features.	L6.8 Maintain Council's infrastructure maintenance program.  Measure: Deliver annual kerb, channel and footpath renewal, drainage improvements, pavement rehabilitation and asphalt resurfacing programs.	Ongoing	Council's Asset Management Plan.

# Program for review

The 2018–2029 Heritage Strategy Action Plan will principally be led by the Council Plan and implemented over time in partnership with State departments and agencies, key heritage organisations and the broader community.

#### Heritage Strategy review cycle

The Heritage Strategy review cycle is aligned with the release of the Council Plan every four years and implemented over three cycles of Council Plans.

Each Heritage Strategy update (#1 and #2) will provide updated actions that are also prioritised in the Council Plan.

The relevant Council Plan actions are itemised in the Heritage Strategy Action Plan above.

An annual heritage update report to Council and the community will be prepared on the key successes of this strategy.

Council Plan version	Year for Heritage Strategy review updates	Update version
Council Plan 2017–2021	2021	Heritage Strategy Update #1
Council Plan 2021–2025	2025	Heritage Strategy Update #2
Council Plan 2025-2029	2029 (Year to release a new Heritage Strategy)	

# List of current heritage resources

#### **National guidelines**

» The Burra Charter 2013, Australia ICOMOS (non-government, not-for-profit organisation of heritage professionals).

#### State legislation

- » Planning and Environment Act 1987
- » Heritage Act 2017
- » Aboriginal Heritage Act 2006
- » Aboriginal Heritage Regulations 2007

## State guidelines

- » Heritage assessment criteria or HERCON criteria
- » Heritage Victoria glossary of definitions

# Planning practice notes

- » Planning Practice Note 1: 'Applying the Heritage Overlay'
- » Practice Note: 'Significant ground disturbance' (relates to Aboriginal places)

# State policy

» Plan Melbourne 2017–2050

# **Stonnington Planning Scheme**

» Heritage clauses

# Strategic planning and policy documents

- » City of Stonnington Council Plan 2017–2021
- » Stonnington Thematic Environmental History 2009
- » Heritage principles and practice guides
- » Stonnington Heritage Design Guidelines, July 2017

