

*Carried*

**BLOCK MOTION**

**Item 3: Heritage Strategy – Progress Report**

**Item 4: Metropolitan Planning Strategy Discussion Paper October 2012 - Submission**

**Item 5: Resident Parking Scheme – Lost Variable Parking Permit Replacement Cost**

MOTION:            MOVED CR CHANDLER            SECONDED CR SEHR

**3.        HERITAGE STRATEGY – PROGRESS REPORT**

*That Council:*

- 1. Note this progress report on the implementation of its Heritage Strategy Review.*
- 2. Nominate Cr Melina Sehr as its representative on the Heritage Reference Group.*

**AND**

**4.        METROPOLITAN PLANNING STRATEGY DISCUSSION PAPER OCTOBER 2012 -        SUBMISSION**

*That Council endorses the submission in response to the Discussion Paper (Melbourne, let's talk about the future) consultation to the Department of Planning and Community Development as outlined generally in Attachment 1 to this report.*

**AND**

**5.        RESIDENT PARKING SCHEME – LOST VARIABLE PARKING PERMIT REPLACEMENT COST**

*That:*

- 1. It be noted that a comprehensive review will be undertaken of the parking permit system over the coming months, with a report to be presented to Council on the matter later this year.*
- 2. In the interim the following process apply to the replacement of lost Variable Parking Permits;*
  - For households where the number of permits issued is 2 or less, and there is no history of lost permits at the household for 3 years, the replacement permit fee be waived, subject to a statutory declaration being provided in support of the application;*
  - The cost of a replacement variable permit in excess of the initial 2 permit's, be the same as a new variable permit reduced pro-rata monthly for the duration the permit is to apply before the next annual renewal.*

*Carried*

### 3. HERITAGE STRATEGY – PROGRESS REPORT

**Acting Manager: Susan Price**  
**Executive Manager: Karen Watson**

#### **PURPOSE**

The purpose of this report is update Council on progress of the implementation of its Heritage Strategy.

#### **BACKGROUND**

- # Council adopted the Heritage Strategy Action Plan in December 2006 (refer Attachment 1 for a Year 7 status update). The Action Plan followed the preparation of Council's Thematic Environmental History 2006 and was designed to provide Council with a sound framework for the comprehensive review and assessment of existing heritage places and subsequent implementation through heritage controls. Council was last updated on the progress of its Heritage Strategy Action Plan in March 2012.

There are 8715 properties (28.3% of the total properties in the City) included in the Heritage Overlay in the Stonnington Planning Scheme. Of these, 233 are individually listed places and the remainder are grouped in 80 precincts. In the last year 20 individually listed properties (being 14 churches and halls, 3 dairies and 3 shops) and two new precincts (being small commercial precincts) have been added. Thirteen (13) properties have been deleted (as part of a review of the Alexandra Avenue and Caroline Street Precincts).

#### **DISCUSSION**

- # Progress on the actions is discussed under the relevant headings below. Attachment 2 records the status of various State and local projects in the action areas.

#### **Governance**

The roll-out of the action plan is managed by a Steering Committee (comprising Council officers and Council's Heritage Advisor). There is also a Reference Group (comprising a Councillor, Council's archives officers, relevant Council officers, members of historical societies and representatives from Heritage Victoria and the National Trust) that meets as required. It is proposed to convene another meeting of the Group in the near future. Council is requested to nominate a representative to chair the Reference Group.

#### **Data management**

Council, with assistance from Heritage Victoria, has nearly completed inputting data from citations for all its heritage listed places into HERMES; a state-standard data-base administered by Heritage Victoria. Once completed, the data can be made available to the public via a web-based product (known as VHD – Victorian Heritage Database). A report will be brought to Council when the VHD product is ready for public release. HERMES can also be used to hold background documents, archival data, planning permit data and images. These will be progressively inputted over time.

## **Building gradings**

Over the last 30 years many different studies have been prepared using different grading systems. In April 2012, Council adopted a Unified Grading System using the former City of Prahran grading system (A1, A2, B, C and Ungraded). Accordingly a 'unified grading' has now been allocated to each property in the HO. As part of the Hermes data entry exercise, property addresses were updated (as required). It should be noted that there has been no re-assessment of the level of significance of any property apart from properties that have been redeveloped (which are now shown as ungraded).

Recent Panels (prior to March 2012) on heritage precincts have recommended a review of the grading definitions in Council's current Heritage Policy and Guidelines, which are out of date and confusing. Revised grading definitions were adopted in April 2012 and these form part of a proposed new Heritage Policy and set of Guidelines (see below).

It should be noted that the unified gradings and the revised definitions are a policy neutral clarification and do not change the meanings of the gradings or the level of significance of places.

## **Assessment and protection of new places - Precincts**

- # A heritage precinct is a group of several properties which have heritage significance when read together. The inclusion of heritage precincts in the Heritage Overlay in Stonnington has occurred in three main phases – pre amalgamation (by the previous Cities of Prahran and Malvern), post amalgamation (1996-2006) and recent (post 2006). Refer Attachment 3 for a plan showing all heritage precincts in the City grouped by these phases.

As part of the recent phase of work, Council adopted a Final Precinct Gap Study in March 2009. This provided the basis for the roll-out of amendments to the Planning Scheme to include additional precincts in the Heritage Overlay. Since then, 31 new and extended residential precincts and two commercial precincts have been included with permanent protection in the Planning Scheme.

Areas identified in the Gap Study that did not warrant heritage protection are now being reviewed for inclusion in the Neighbourhood Character Overlay (which has been the subject of a separate report to Council).

One additional heritage precinct extension (not anticipated in the 2009 Precinct Gap Study) has emerged as part of a review of the citation for the existing Hornby and McIlwrick Streets precinct in Windsor. This review identified land in Elm Place and the western side of McIlwrick Street for inclusion in the Heritage Overlay. This precinct extension was included in Amendment C167 which was exhibited in November 2012 and will be considered by a Panel in April 2013.

No further new heritage precincts are anticipated at this stage. It is possible that some additions may arise as part of the ongoing review of citations for existing precincts.

## **Assessment and protection of new places - Individual places**

Council is now focussing on individual places and the completion of current amendments for their inclusion in the Heritage Overlay in the Planning Scheme.

Since 2006, Council has been maintaining and refining preliminary lists of potential individual places, derived from:

- An analysis of the examples of places listed in the Thematic Environmental History and the identification of those which are not in the current Heritage Overlay.
- An analysis of theme gaps in the Thematic Environmental History (ie, themes with no examples of places in the current Heritage Overlay).
- An analysis of places graded A1 or A2 (equivalent) listed in former conservation studies, and which are not in the current Heritage Overlay.
- Recommendations for additional places from historical societies, Council's archives officers and the National Trust.

Council's heritage adviser sorted the places on the lists into several theme groups.

Subsequent work has progressed in three stages:

- Stage 1: Refinement of the initial lists based on a desktop survey and research.
- Stage 2: Further investigation by individual theme groups, and the identification of places with potential for inclusion in the Heritage Overlay.
- Stage 3: Detailed investigation, preparation of citations and amendments to the Planning Scheme to include places in the Heritage Overlay.

Progress in the various theme groups is summarised below:

<b>Stage</b>	<b>Group</b>	<b>Number of places</b>	<b>Status / Notes</b>
Stage 3 (completed / near completion)	Hotels	6	Gazetted January 2012.
	Churches and Halls	16	Gazetted October 2012 (included 2 existing HO churches).
	Stables and Dairies	7	Gazetted October 2012 (included 4 existing HO stables).
	Chimneys	2	OT Chimney gazetted May 2012, Jam Factory adopted September 2012.
	Shops	17	Gazetted February 2013 (included 3 individuals and 14 in precincts).
Stage 3 (substantially advanced)	Residential flats	27	Exhibited September 2012. To go to Panel May 2013
Stage 2 (completed)	Infrastructure / Special	21	Includes some parks, sporting grounds, bridges, schools and other special features, buildings and works.
Stage 2 (commenced)	Interwar Houses	92	Investigations in progress.
Stage 1 (not commenced)	Victorian Houses	168	Modest villas and cottages / substantial villas and mansions
	Federation Houses	59	
	Post war Houses and flats	18	

The prioritisation of these groups to date has, in part, been the result of specific buildings within the theme being under threat and the need to progress an amendment in relation to all places in the theme in order to provide the comparative analysis to justify protection of the threatened place.

Council has completed planning scheme amendments for six groups of individual places, with one of these amendments still awaiting final approval from the Minister for Planning (Jam Factory chimney). Another amendment is substantially advanced (Residential flats).

At its meeting in April 2012, Council resolved to prioritise Stage 2 work for Interwar house. This has been commissioned and is underway. Stage 2 work has been completed for Infrastructure / Special items. Having completed Stage 2, Council will be positioned to advance work on these places should any one place become under threat.

There are 245 other residential buildings (Victorian, Federation and Post-war) for which Stage 1 work has yet to be commenced. These have not yet been prioritised for additional work. Until these studies progress there is an ongoing risk that some residential buildings of heritage significance will be lost. It is considered Victorian buildings could be addressed first, in the two sub-categories identified in the table above.

### **Review of existing citations**

Council's heritage adviser has identified places and precincts that warrant a citation review / rewrite. Some of the existing citations are limited in detail and lack a statement of significance. As such they provide limited support for Council's position at VCAT in the case of applications for new development associated with places in the Heritage Overlays. Some of the precincts have experienced a degree of development change that suggests the need for a review of their significance and boundaries. Nearly all of the precincts warranting at least a moderate need of review are located in the South Yarra, Prahran and Windsor areas.

Some of this review work has been done, in coordination with the introduction of new precincts (ie. Hawksburn Railway Environs, Chatsworth Road, Portland Place, Repton Estate and Hampden Road precincts).

In the last year, reviews of five other existing precincts have been completed. Amendment C157 which applied to Alexandra Avenue Precinct (HO122) and the Avoca and Caroline Street Precinct (HO355) was gazetted in October 2012. A review of HO130 (Armada Precinct) was approved in February 2013. Amendments to address HO126 (Chapel Street Precinct) and Hornby Street Precinct (HO138) have recently been exhibited and are going to a Panel in April 2013.

Eight other precincts warrant review, being HO123 Auburn Grove Precinct, HO124 Bowen Street Precinct, HO125 Cambridge Street Precinct, HO128 Cunningham and Oxford Streets Precinct, HO129 Duke and Hornby Streets Precinct, HO131 Fawkner Street / Davis Avenue Precinct, HO132 Fern Avenue Precinct and HO134 Gladstone Street Precinct.

### **Thematic Environmental History**

Council adopted Update 1 to its Thematic Environmental History 2006 (TEH) in March 2009. Updates are typically required as more work is done in the detailed analysis of places and precincts of heritage significance. Council now includes a requirement in consultant briefs for recommendations for any further updates arising from work undertaken.

### **Intact shop front features**

In 2011, Council commissioned a consultant to review all the commercial heritage precincts to identify intact, and partially intact, shop front features. In 2012 this survey was extended to include shops in non-commercial precincts. This data is now stored in Intramaps and Hermes. There are 1475 shops in the Heritage Overlay in the City, of which 421 have intact or partially intact shops fronts (ie. 28.5% of the total shops in the Heritage Overlay).

The information will assist owners, applicants and statutory planning in the management and protection of these intact features. It should be noted that these shops are already in the Heritage Overlay and that their heritage status is unchanged.

### **Heritage Policy and Guidelines**

Council's heritage consultants and officers have recently undertaken a comprehensive review of the City of Stonnington Heritage Guidelines and Policy. A new Clause 22 Heritage Policy is being finalised and a new draft set of Guidelines will be prepared. These will be brought to a meeting of Council in the near future with a view to preparation of an amendment to the Planning Scheme.

### **Community engagement**

Landowners may be advised of the potential listing of heritage places as part of the Stage 2 or 3 work, particularly where on-site inspections are required. In general, landowners and residents are not formally notified of the proposal to include their land in the Heritage Overlay until a Planning Scheme amendment is ready for exhibition. Prior notice is problematic as it can result in pressures for demolition which can undermine the integrity of the heritage place or precinct. The Minister for Planning has decided not to apply interim protection except in rare circumstances. Council ensures the exhibition of the permanent amendment is timely and provides full opportunity for consultation and submissions, including one-on-one meetings with the heritage consultants.

To date there has been little objection and considerable support for the inclusion of places in heritage precincts. There has also been relatively little objection in the case of the amendments to protect individually listed buildings and no requests to be heard at Panels, except in relation to the Residential Flats. Council has been able to negotiate agreed positions with the majority of submitters.

It is acknowledged that some landowners may not be supportive of the inclusion of their place with individual protection. Heritage Victoria has undertaken research on the impact of individual heritage listings on property values, which found that: "*Analysis of case studies demonstrated that the heritage characteristics of buildings such as ambience and attractive appearance are also a positive feature in the marketing of commercial properties.*"

### **Next steps**

Current planning scheme amendments in relation individual places (Residential Flats) and the precinct reviews (Chapel Street Precinct and Hornby and McIlwrick Streets Precinct) are going to Panels in April and May 2013 and are expected to be completed in the course of this year.

It is proposed to exhibit the new Heritage Policy in mid 2013 and potentially to combine this with the launch of the new VHD electronic data base. These will be the subject of separate reports to Council.

Progress on the protection of other groups of individual buildings (Stage 3 work for Infrastructure / special items and Stage 1 work for the remaining Victorian, Federation and Post-war residential buildings) and the ongoing review of existing old and inadequate citations can be accommodated within the Strategic Planning work program. Council needs to balance ongoing heritage work with its other priorities including the activity centres strategy, structure plans and neighbourhood character overlays.

## **POLICY IMPLICATIONS**

The implementation of Council's adopted Heritage Strategy Action Plan is consistent with the following Council Plan strategy:

*'Celebrate the municipality's heritage and diverse buildings by balancing its existing character with complementary and sustainable developments'.*

## **FINANCIAL AND RESOURCES IMPLICATIONS**

The completion of the current planning scheme amendments are being resourced in-house. Budget for general heritage advice, protection of heritage places and costs associated with the inclusion of a new Heritage Policy in the Planning Scheme have been included in the budget of Council's Strategic Planning Unit for 2013/14.

## **LEGAL ADVICE AND IMPLICATIONS**

All affected parties where heritage protection is proposed are given the opportunity to make submissions on amendments as part of the statutory exhibition period. Where a submission on a proposed amendment remains unresolved, a submitter can make their case to an independent panel.

## **CONCLUSION**

The roll-out of the Heritage Strategy Review is progressing to plan. In the last year, the inclusion of additional precincts in the Heritage Overlay has been finalised and amendments have progressed for several groups of individual places and citation reviews.

A new Heritage Policy and draft set of Guidelines is under preparation and an electronic data base (VHD) of all the 8000+ properties in the Heritage Overlay is nearly ready to be launched. Reports will continue to be brought to Council in relation to current amendments and updates to supporting heritage documents and policies.

## **HUMAN RIGHTS CONSIDERATION**

This recommendation complies with the Victorian Charter of Human Rights and Responsibilities Act 2006.

## **RECOMMENDATION**

***That Council:***

- 1. Note this progress report on the implementation of its Heritage Strategy Review.***
- 2. Nominate Cr Melina Sehr as its representative on the Heritage Reference Group.***

# HERITAGE REVIEW ACTION PLAN STATUS @ MARCH 2013 (YEAR 7)

## Attachment 1

No	TASK	STATUS
<b>1</b>	<b>GOVERNANCE</b>	
1.1	Set up Steering Committee	Ongoing
1.2	Set up Heritage Reference Group	Ongoing
1.3	Allocate Officer Responsibilities	Ongoing
<b>2</b>	<b>ASSESSMENT METHODOLOGY</b>	
	Participate In DSE Advisory Committee Review	Completed
2.1	Confirm assessment criteria/gradings	Completed
2.2	Adopt standard citation template	Completed
<b>3</b>	<b>DATA MANAGEMENT</b>	
3.1	Review HERMES	Completed
3.2	Set up HERMES	Completed
3.2	Input data into HERMES	Near completion
<b>4</b>	<b>REVIEW EXISTING CITATIONS</b>	
4.1	Audit existing citations and other archival data	Ongoing
4.2	Review & revise existing citations	In progress
<b>5</b>	<b>ASSESSMENT OF NEW PLACES</b>	
5.1	Undertake gap analysis of places, areas & themes	Ongoing
5.2	Prioritise places for heritage review & assessment	Ongoing
5.3	Undertake staged assessments	In progress
5.4	Comparative analyses to support assessments	Ongoing
<b>6</b>	<b>PLANNING SCHEME IMPLEMENTATION</b>	
6.1	Planning scheme amendments	Ongoing
6.2	Review of policies	Near completion
<b>7</b>	<b>HERITAGE MANAGEMENT</b>	
7.1	Prepare overall heritage strategy covering management, systems, training & development, community education, financial support etc	Not commenced

Completed

Ongoing (in place and ongoing)

In progress

Near completion

Not commenced

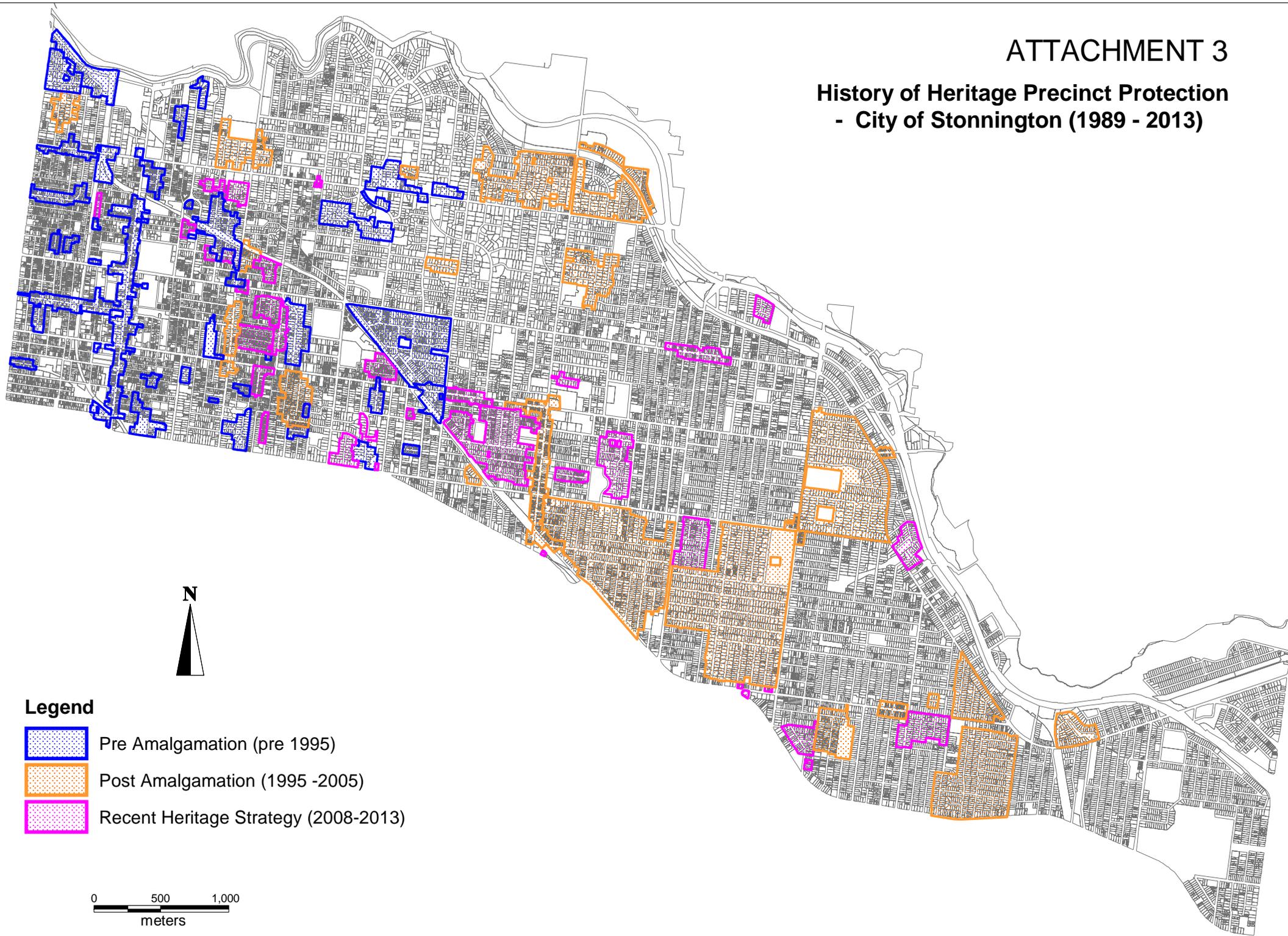
## ATTACHMENT 2

### HERITAGE - WHAT IS HAPPENING? MARCH 2013

	STATE POSITION	COUNCIL'S POSITION	NEXT STEPS
<b>Heritage Strategy</b>	Victorian Heritage Strategy (adopted July 2006)	Heritage Strategy Action Plan (adopted Dec 2006)	Continue implementation
<b>Governance</b>	Advisory Committee set up on Heritage provisions	Reference Group convened / has met three times.	Continue regular meetings of Reference Group.
<b>Heritage Assessment Methodology</b>	Advisory Committee Review recommendations  (released Dec 07)	Submission (April 06)  Adopted position on Advisory Committee's recommendations (April 08)	Continue to use Advisory Committee's recommended approach (in interim)  (Review as required)
<b>Thematic History</b>	Victorian Framework for Historic Themes (adopted May 2010)	Thematic Environmental History (adopted Nov 2006)  Updated March 2010	Include recommendations for TEH updates in citation briefs. (Update TEH as required).
<b>Data management</b>	Recommend use <u>Hermes</u> as state standard data-base for all heritage data.	Data entry into Hermes near completion.  VHD (publicly accessible internet version) -draft prepared	Launch via Victorian Heritage Database (VHD)  (expected mid 2013)
<b>Gap analyses</b>	Recommend Councils use standard HV brief  Recommend standard methodology.	Precinct gap analysis (Final report March 09).  Individual buildings gap analysis in progress.	Individual buildings gap analysis (on hold).  Identification of other missing themes (from TEH).
<b>Heritage Controls in PSs</b>	New (multi) Overlay model prepared – still under consideration by Minister.	Coordinated program of PS amendments to include in HO in PS: <ul style="list-style-type: none"> <li>• 33 additional precincts (completed).</li> <li>• 433 individually listed places (47 in completed amendments, 28 in current amendments).</li> </ul>	Complete current amendments to include individual places in PS.  Progress further amendments for additional places.  Neutral translation of HO provisions into new HOs (if and when adopted).
<b>Citations</b>	Standard templates recommended  (use Hermes template)	Precincts / places most in need of review identified.  Review of old citations commenced.	Continue review and update of citations in accordance with a coordinated program.
<b>Heritage Guidelines / Policy</b>	State Guidelines for Assessing Planning Permits (draft released 2012)	New Heritage Guidelines and Policy – draft prepared.	Exhibit amendment to include new Heritage Policy in Planning Scheme (mid 2013)

# ATTACHMENT 3

## History of Heritage Precinct Protection - City of Stonnington (1989 - 2013)



### Legend

-  Pre Amalgamation (pre 1995)
-  Post Amalgamation (1995 -2005)
-  Recent Heritage Strategy (2008-2013)

0 500 1,000  
meters