

CITY OF STONNINGTON
HERITAGE REVIEW STRATEGY
OCTOBER 2006

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1 SUMMARY

The City of Stonnington has actively sought the identification and protection of heritage places since its creation in 1994, building on work from the previous Councils of Prahran and Malvern.

This heritage strategy has been developed in order to address significant changes in the heritage management field which have evolved over the last three decades and to respond to emerging issues within Stonnington more specifically.

The strategy aims to improve the overall heritage management framework used by Stonnington and to provide guidance for future heritage assessment and management initiatives.

The resultant program is likely to require two full years of active work and will incorporate key changes to the State government heritage environment as they emerge.

It also provides a solid base from which Stonnington can seek financial and management support to translate the heritage assessment into the Stonnington Planning Scheme.

2 VICTORIAN HERITAGE ENVIRONMENT

Heritage places are managed through a range of frameworks supported by the three layers of government. In addition to legislative requirements, there are broader policy considerations and over-arching strategies supporting owners and managers of heritage places.

This section of Stonnington's Heritage Strategy outlines these frameworks and strategies.

2.1 AUSTRALIAN HERITAGE MANAGEMENT FRAMEWORK

Heritage places are managed through a cascade of systems depending on the heritage significance of the place. Places once assessed as of National, State or local significance are managed according to the following regime. Some consultants also use a term "regional" significance. This has no additional management standing than places locally significant, but does provide for an understanding that the place is significant at a level higher than the local level.

National Heritage List

Places deemed of National significance are managed through the Australian Heritage Council register. Historically this register was more of a list for places of significance at any level. Recent changes to federal policy have enabled places of National significance to be identified, documented and contained in this newly emerging framework. No places of cultural heritage significance in Stonnington were recorded on this list at the time of preparing this strategy.

"Stonnington" at 336 Glenferrie Road, Malvern has been recently nominated for inclusion on this list.

Victorian Heritage Register

The Victorian Heritage Register was first configured to accommodate historic buildings under legislation from the early 1980s. In 1996¹ more comprehensive heritage legislation was enacted which enables a broad range of heritage places to be registered and managed by Heritage Victoria. These places include gardens, trees, archaeological sites and places.

At the time of preparation of this report, 50 heritage places were listed on the Victorian Heritage Register including places of State heritage significance and places of archaeological importance.

Places listed on the Victorian Heritage Register are automatically included in the Heritage Overlay.²

A permit under the Heritage Act is required to alter, change or demolish a place listed on the Victorian Heritage Register.

Heritage Overlay Within the Planning Scheme

The lowest level of management for a heritage place is through the Heritage Overlay in the local Scheme. Places of regional or local significance are managed in this way.

Under Clause 43.01 the Heritage Overlay is designed to protect places of local heritage significance. Under this Clause a permit is required to alter, demolish or impact the heritage significance of the place. The schedule also allows for the identification of additional controls such as fence, external paint or internal controls. These controls are applied on a case by case basis in accordance with the heritage significance of the place.

¹ *Heritage Act, 1995.*

² *There are some anomalies with the automatic translation of these places to the Heritage Overlay which are currently being addressed.*

Over 9000 places within City of Stonnington are currently included in the Heritage Overlay, many of which are residences. They are included in 140 heritage precincts and the remainder are individual places.

The citations supporting these overlays have been prepared over the last 20 years and reflect the accepted heritage practice of the time.

Additionally, the Heritage Overlay has been in operation for approximately 10 years and a review of the HO by the Department of Sustainability and Environment is scheduled for later in 2006. Matters which are likely to be addressed during the review include:

- Selection of heritage criteria
- Thresholds for places of local level heritage significance and
- Extent of documentation.

Stonnington has processed several amendments since amalgamation and the introduction of the Heritage Overlay. Findings from the Planning Panels Victoria process are contained in Appendix A.

2.2 CITY OF STONNINGTON IN CONTEXT

The City of Stonnington was formed in 1994 by the merging of the former cities of Prahran and Malvern. It covers an area of 25.6 square kilometres east of Melbourne, with the Yarra River and Gardiners Creek forming boundaries to the north. The city's suburbs are Armadale, Chadstone, Glen Iris, Hawksburn, Kooyong, Malvern, East Malvern, Prahran, Toorak, South Yarra and Windsor.

The suburbs of Stonnington are predominantly residential with one pocket of light industry. Retailing forms a key focus for the area including shopping strips in Greville, Chapel and High Streets, Glenferrie Road and the Chadstone Shopping Centre.

Heritage management within the Stonnington has evolved from the earlier management of the two former municipalities. This is reflected in the scope of existing heritage studies and the historic approach to records management.

The key challenges for the City of Stonnington are to improve and integrate existing data and information resources which underpin heritage management and to address gaps in its heritage management.

2.3 VICTORIA'S HERITAGE 2010 – STRENGTHENING OUR COMMUNITIES

The Victorian heritage strategy was released on 4th July 2006. The Strategy identifies 6 key directions, namely:

- Recognising a rich and diverse heritage
- Using our heritage for a sustainable future
- Managing for growth
- Telling Victoria's story
- Building strong, inclusive networks and partnerships and
- Resourcing the community

This Strategy provides a framework for the State government to support the recognition of the value of heritage places and to support government agencies and the broader community to actively manage these assets.

Six key directions underpin the Strategy. Whilst the framework has been developed for Heritage Victoria, the following elements have been identified as having particular relevance for the City of Stonnington. A grants system is currently being developed and there will be opportunities to seek support from Heritage Victoria over the next 4 years.

The key strategies and related actions identified by Heritage Victoria which provide opportunities for Stonnington are addressed below:

Recognising a Rich and Diverse Heritage and Acknowledge the Places and Objects that are Special to Victorians.

Recognise and celebrate the diversity of Victoria's heritage and acknowledge the places and objects which are special to Victorians. (Strategy 1.1).

- Facilitating completion of local heritage studies (action 1.1.1)
- Developing partnership projects between local councils and communities to document cultural and natural landscape values (action 1.1.4)

The City of Stonnington has a wide range of studies relating to the heritage of the municipality. However there are areas for which heritage assessments have never been completed. Stonnington has commissioned this strategy in order to advance the heritage assessment program.

Stonnington also recognises the benefit of identifying cultural and natural landscape sites to ensure effective management of those assets.

The City of Stonnington has two archival repositories which manage extensive object collections including paper based material, micro formats, pictures and other artefacts. Images of this material is available via Council's website and Stonnington is keen to ensure these resources are effectively managed and continue to be made available to the community.

Using our Heritage for a Sustainable Future

Promote regeneration of Victoria's publicly accessible heritage places and collections (Strategy 2.1).

- Ensuring that all heritage assets on government land are included in asset registers (action 2.1.2).
- Promoting public heritage places and gardens available for community use (action 2.1.2).

Give priority to places, objects and collections at risk (Strategy 2.3).

- Using planning schemes and site management plans to manage and protect archaeological places (action 2.3.2).

Monitor the condition of Victoria's valuable heritage (Strategy 2.5).

- Contributing data to Commonwealth and Victorian State of Environment reporting requirements (action 2.5.1).

Local government has both moral and legislative responsibilities to manage heritage places and collections in accordance with accepted practices and standards. Sound asset management is an essential component of good management. Hence by implementing the actions outlined in this section of the Victorian Heritage Strategy, Stonnington will make a significant contribution to the improved management of the State's heritage resources.

Managing for Growth

Promote heritage conservation as a key element of sustainability (Strategy 3.1).

- Promoting the heritage impacts assessments guidelines produced by Heritage Victoria and endorsed by the Heritage Council (action 3.1.1).
- Ensuring cultural and natural heritage values are considered in the EES process (action 3.1.1).

Ensure that heritage conservation is part of implementing regional planning strategies (Strategy 3.2).

- Protecting heritage values through municipal strategic statements, structure plans, local policies and planning schemes (action 3.2.1).

Provide improved heritage practices for heritage places and objects (Strategy 3.3).

- Ensuring the inclusion of heritage places that are not currently protected through the Planning Scheme (action 3.3.1).

Support heritage compliance (Strategy 3.5).

- Ensuring ongoing training of staff which manage heritage places (action 3.5.2).

The City of Stonnington recognises that robust assessment and documentation of the heritage assets of the municipality are critical to informed building and planning outcomes. Council manages a range of strategic processes which govern and underpin decision making with Stonnington. Better decision making relies on an up to date information base and that staff making the decisions are aware of the role of heritage when implementing the Planning Scheme.

Telling Victoria's Story

Interpret Victoria's heritage stories for all Victorians and visitors and ensure that the linkages between natural and cultural heritage are understood (Strategy 4.1).

- Developing innovative and engaging exhibitions and programs that interpret Victoria's rich and diverse heritage (action 4.1.1).
- Unlock stories through a greater use of oral history in heritage research (action 4.1.2).

Enable heritage information systems to be linked and expanded (Strategy 4.2).

- Developing and integrating heritage information systems (action 4.2.1).

Recognise the diverse ways in which Victorians celebrate their heritage and promote opportunities for community building through arts, heritage and cultural projects (Strategy 4.5).

- Support community events that celebrate and promote heritage in all its diverse forms (action 4.5.1).
- Support and assist communities to explore and present their heritage stories utilising websites and digital story-telling (action 4.5.2).

Stonnington has vast information resources relating to the history of the area. Images, news reports and records can assist in the identification and assessment of heritage places. Additionally, this material enables a broader understanding of the history of Stonnington and is available to interested community members and staff.

The City of Stonnington has recently commissioned a Thematic Environmental History (TEH) which outlines the development of the municipality. The key themes represented in the TEH have been developed from the AHC historic themes framework and comprise:

- Creation
- Altering the environment
- Settling the Land
- Transport
- Governing & Administering Australia
- Developing the Victorian & national economy
- Retailing and Hospitality
- Building suburbs

- Educating
- Community & Culture

A sub-set of heritage themes has been developed as part of this work and are detailed later in this report (Section 3.1.3).

Stonnington has a diverse multi-cultural population and has recognised their contribution to the development of the area. Opportunities exist to further this recognition and to celebrate community stories. Future interpretation activities would benefit from the development of an interpretation planning process in order to illicit key stories.

In addition to the role of interpretation and story-telling, information access forms another key pillar through which the stories of Stonnington can be shared.

Heritage Victoria has piloted a project to enhance information management for heritage places and an opportunity exists for Stonnington to adopt the HERMES system. Further details about this project are included in Section 5.3 of this report.

Building Strong, Inclusive Networks and Partnerships

Support community heritage management of places, objects and collections. (Strategy 5.2).

- Support custodians of objects and collections to access conservation expertise (action 5.2.1).

Improve local government and community access to heritage advisory services, particularly in rural and regional Victoria (Strategy 5.3).

- Encourage greater integration of heritage matters into Council decisions and policy development (action 5.3.1).
- Enable local government access to consistent and accountable heritage advice (action 5.3.2).

The history of Stonnington is reflected not only in the built fabric managed under the Heritage Overlay, but also through the vast information contained in moveable collections managed in the archives.

In addition to Stonnington's moveable collections, Council recognises that the provision of high quality advisory services and advice forms a key element of their heritage program.

Efforts by Heritage Victoria to enable improved access to both materials conservation services and to ensuring heritage advice is both consistent and accountable will enhance the capability of Stonnington to meet its objectives.

Resourcing the Community

Support vocational heritage education and training (Strategy 6.2).

- Develop heritage training modules (action 6.2.2).

Ongoing training and development enables planning practitioners to keep their skills up to date and assists in high quality management outcomes for heritage places. A range of professional development opportunities are currently available and may expand in accordance with this Strategy.

Heritage Victoria Process for Rolling out Strategy

The Victorian government has allocated \$20.5 million for the implementation of the Victorian Heritage Strategy. The strategy will be implemented over four years, commencing with the launch in July 2006.

It is anticipated that the implementation will be allocated in accordance with the Strategy and that Council will have an opportunity to apply for funds in accordance with pre-determined selection criteria.

Preliminary discussions with Heritage Victoria resulted in the following advice:

- Support for future assessment work (studies) will be targeted to areas where little or no assessment work has been completed to date, rather than supporting reviews of existing assessment work;
- Translation of study recommendations to include places in the Heritage Overlay where they have not been processed through amendment will receive some priority;
- Heritage advisors will be co-funded by Heritage Victoria for a maximum period up to ten years and priority will be given where no advisory service currently exists.

In addition to supporting the identification and assessment of heritage places, Heritage Victoria has indicated a continued commitment to improve data management through the externalisation of the HERMES information management system. Heritage Victoria is currently scoping ways in which support can be provided to local government. Stonnington will have an opportunity to contribute to the scoping exercise and to seek funds to assist with the translation of data to the HERMES environment.

2.4 MELBOURNE 2030

Melbourne 2030 is a Victorian government plan to promote growth and re-development in metropolitan Melbourne. It provides a high level overview of the growth anticipated and provides a framework for planning considerations in that context.

The framework encourages strategic consolidation within established urban areas, but also clearly directs heritage conservation through Policy 5.4:

- *Protect heritage places and values*

3 IDENTIFICATION

In order to effectively identify and assess the significance of heritage places, local government must undertake develop a strategic process to support activities.

The identification component is the scoping exercise where all places deemed to be of heritage significance are identified for further study. In most cases the key starting point is to explore the history of the region through a Thematic Environmental History (TEH). This work identifies what were the key historic factors influencing the development of an area and provides a thematic base for heritage analysis. In addition to places suggested from the TEH, Council will also have places which have been:

- Previously identified in an area or thematic heritage study and require review or refinement,
- Recognised as having potential heritage significance during the Neighbourhood Character Study (NCS) and
- Recommended for protection by Council officers, heritage advisers or the general public.

Stonnington has also progressed the assessment of a group of places which are recommended for inclusion in the Heritage Overlay (Amendment C16) once the TEH is finalised.

3.1 THEMATIC ENVIRONMENTAL HISTORY

Background

The City of Stonnington received some criticism about the strategic basis for amendments drafted to include places in the Heritage Overlay because Council had not undertaken a Thematic Environmental History. This piece of strategy work more commonly is undertaken as a first stage of heritage assessment work. It aims to identify the key historic themes which have influenced the development of a municipality and are generally described in accordance with the Australian Historic Themes framework from the Australian Heritage Council³.

In response to Planning Panels' feedback, Stonnington commissioned a Thematic History of the municipality from Context P/L in 2005. It will form part 1 of the City of Stonnington Heritage Study.

Indigenous Heritage

The draft TEH provides an introduction and overview of Stonnington's Indigenous history. Engagement with the three Indigenous communities which have an interest in the area of City of Stonnington has commenced. Additionally Council has commissioned an Indigenous History of Stonnington which provides further insight and understanding about the role of Indigenous people within the area.

Council acknowledges this part of the history of Stonnington will continue to grow and that new ideas and issues will emerge in due course. Building relationships with Indigenous leaders will take time and it is important that Council recognises that most Indigenous communities are overwhelmed with work as State government policies are being implemented and engagement with Indigenous people prospers.

The TEH as Basis for Thematic Assessment

The TEH has determined a range of heritage themes with relevance to the City of Stonnington. These themes are detailed below:

³ Available from www.ahc.gov.au/publications

Australian Historic Theme	City of Stonnington heritage sub-theme
Creation	Spiritual places (Bunjil and Yarra River)
Altering the environment	
Settling the land	Pastoralism Land speculation Government Assistance Immigrating to seek opportunity Archaeological places
Transport and communication	River transport and crossings, punts and ferries Roads and Bridges Railways Tramways
Governing and Administering Australia	Governing Australia A place of political pre-eminence Developing local government authorities Defending Australia
Developing local, regional and national economies.	Working the land Creating a manufacturing industry for Victoria Creating capital city economies
Retailing and hospitality	Retailing Providing hospitality and entertainment
Building suburbs	Creating Australia's most prestigious suburbs & Living in and around Australian house Middle-class suburbs and the suburban ideal Creating Australia's most 'designed' suburbs Housing the workers Developing higher density living Creating public landscapes
Educating	Early schools Developing a system of State schools & Developing a system of higher education Developing a private school system & Catholic schools
Community and culture	Worshipping Helping other people Health and welfare Appreciating and defending the environment Pursuing common leisure interests The arts

These historic themes reflect the influences on Stonnington and provide a critical framework for future heritage assessment work. For instance, by analysing the role of the Anglican Church in Australia and Victoria, we can understand the impacts for the City of Stonnington and understand the heritage values of Anglican churches within the municipality.

There are also many thematic studies which have been commissioned by Heritage Victoria or the National Trust. In understanding the role of the historic themes in Stonnington, it is possible to review those existing thematic studies and understand how the results relate to the City of Stonnington's history.

The themes also enable places within the municipality to be assessed in accordance to the city's past and for the landscape and built fabric to be directly linked to the history of Stonnington.

Key Findings and Recommendations

Refer to attachment E.

3.2 HERITAGE STUDIES

The former municipalities of Malvern and Prahran commissioned several heritage studies in the 1980s and early 1990s and include the following:

- Prahran Conservation Study, History of Development of Prahran by George Tibbits, Nigel Lewis and Associates, 1983
- Prahran Conservation Study, Conservation Controls, Nigel Lewis and Associates 1983
- Prahran Conservation Study, Identification of Buildings and Areas of Major Significance, Nigel Lewis and Associates, 1984
- Prahran Character and Conservation Study, Nigel Lewis and Associates 1992
- Prahran Character and Conservation Study, Nigel Lewis and Associates 1992
- Building Grading Data Base
- City of Prahran, Conservation Review, Context Pty Ltd, December 1993, Volume 4 A2 Buildings
- City of Malvern Heritage Study Nigel Lewis and Associates, June 1992
- Malvern Urban Character Study, Georgina Whitehead – Landscape Architect, Laceworks Landscape Collaborative, 1989, Appendix A – A Physical History
- Malvern Urban Character Study, Graeme Butler and Associates, Laceworks Landscape Collaborative, 1989, Appendix B – Preliminary Heritage Assessment
- Studies of specific areas (such as Glenferrie Road and Malvern Shopping centre).

After amalgamation in 1995, the City of Stonnington commissioned Bryce Raworth to identify and prioritise buildings and areas for further investigation for inclusion in the planning scheme. His report entitled '*Sites to be Considered for Additional Planning Scheme Control April 1996*' was based on a review of the previous studies, current registers, consultation with Council's planners and archive officers and representative community groups. This report reviewed 30 areas and 285 individual buildings and recommended 24 areas and 150 buildings for further investigation.

After deliberations in 1997 by Council, a further review was commissioned by Nigel Lewis to revise and update citations for one hundred and one buildings. In April 1998, Nigel Lewis prepared a report entitled "*Stonnington Heritage Strategy – Stage 6, Report section: Building Citations and Architects*". This report contained the citations prepared for all of the Malvern area buildings which were ultimately included in Amendment L47 and all of the buildings in Amendment C5. Stages 1-5 of this report also progressed the assessment of precincts within Malvern.

In addition to the study framework supporting management of heritage places in Stonnington, many recommendations from early studies have not been translated into the Planning Scheme. There is an opportunity to review the previous assessments and recommendations and develop a program to include places of local level heritage significance or higher into the Planning Scheme through a formal amendment process.

Ad Hoc Assessment

Whilst heritage studies were commissioned by the (former) cities of Prahran and Malvern, some areas within the Stonnington municipal area have not been assessed as part of a coordinated program. This is particularly true for the area west of Glenferrie Road.

In addition to formal studies forming the background for identification, Council at times relies on a reactive approach to assess places for heritage significance when that place is deemed to be at risk of demolition or significant change.

In these instances Council is required to seek interim heritage protection pending the full assessment of heritage significance on a case by case basis. This approach is very resource intensive and the identification and subsequent assessment is done in isolation of other assessment work.

There is a likelihood that other significant places remain at risk because their significance has not been determined.

3.3 OTHER STRATEGIC WORK

Stonnington has recently commissioned a Neighbourhood Character Study for the whole of the municipality which is due for completion in July 2006.

Whilst the team undertaking the NCS study have not focussed on heritage significance, there are areas where the heritage significance of a place or area will demonstrate the neighbourhood Character of that area.

As a result of this work, 12 areas have been identified by Council's heritage advisor identified precincts which may be of heritage significance and require further investigation.

4 ASSESSMENT

Having established a strategic approach to identifying all places of potential heritage significance, the second stage is that of assessment of places in accordance with accepted heritage criteria. This results in the confirmation of the heritage significance of a place and the level at which the threshold should be applied such as national, state or local significance.

4.1 USE OF CRITERIA

Within Victoria there are currently three sets of criteria used to assess heritage places; namely:

- Australian Heritage Council (AHC) criteria;
- Heritage Victoria criteria, and
- ICOMOS criteria.

The AHC criteria were developed initially to support study programs which resulted in places of National, State or local heritage significance being listed on the Register of the National Estate. Recent federal policy changes have resulted in this register being downgraded and the Commonwealth government has adopted a new National Heritage List for places of national significance. The AHC criteria accord with the current VPP Practise Note on Applying the Heritage Overlay.

Heritage Victoria developed their own criteria at the time of the drafting of the Heritage Act 1995. These criteria are applied for the assessment of places for addition to the Victorian Heritage Register.

The ICOMOS criteria are used by a range of professionals for both assessments within a coordinated study or for one off assessments of heritage significance.

In reality the criteria are very closely aligned, however they are not interchangeable. When an amendment is being progressed it is important that Council uses a consistent approach to criteria or risk criticism from a Panel and ultimately, the amendment (or part thereof) being abandoned.

An approach used by the City of Greater Geelong has been very successful: they use the ICOMOS criteria but then include the relevant AHC. For example, each ICOMOS Burra Charter heritage value is detailed in accordance with the relevant AGC criteria:

- | | |
|---------------------------|-----------------|
| • Aesthetic/architectural | AHC criteria A4 |
| • Historic | AHC criteria D2 |
| • Scientific | AHC criteria G1 |
| • Social | AHC criteria H1 |

There is no firm direction from either Department of Sustainability and Environment or Heritage Victoria about which criteria to use. Nonetheless the following scenario could develop:

A study may use the AHC criteria and determine places of state level heritage significance; these places would then need to have their assessment work “refreshed” to accommodate the Heritage Victoria requirements resulting in duplication of effort.

The Department of Sustainability and Environment has indicated that there will be a review of the Heritage Overlay which is expected to commence in late 2006. A full Terms of Reference has not been approved, however it is expected that the review will include confirmation of which heritage criteria should be utilised.

The TEH study team recommended Council use the Heritage Victoria criteria. Council’s heritage advisors have their own preferences as well.

Statements of Significance should take the form of the City of Greater Geelong where the heritage values are expressed in accordance with the ICOMOS Burra Charter and the relevant AHC criterion should be

noted in parenthesis. Once the Department of Sustainability and Environment review has been finalised Stonnington can refresh the data in HERMES as required. Any places identified for addition to the Victorian Heritage Register can be re-drafted in accordance with the Heritage Victoria criteria as they will form a very small subset of overall heritage places.

4.2 ROLE OF GRADINGS

The issue of threshold or gradings, relates to the level of heritage significance determined for a heritage place.

Historically conservation professionals have used a series of gradings ranging from A-F. However the following issues have emerged:

- Not all consultants used the same set of gradings: some use an A-F ranking whilst others use A-D.
- The meaning of any particular grading can vary from consultant to consultant, or even by the same consultant when the methodology underpinning the assessment varies.
- Some consultants have adopted sub-strata for gradings such as A1, A2, B1 and B2.

Furthermore, a few Councils have adopted an additional grading system to describe streetscape heritage values, using a grading system of S1-S3.

More recently thresholds have been assessed and described in accordance with the management regime underpinning those heritage values. For instance a place assessed of national heritage significance will require approvals from the federal Department of Environment and Heritage to implement changes which affect the heritage significance of the place. Those on the Victorian Heritage Register meet the State level threshold and places of regional or local heritage significance are managed through the Heritage Overlay in the Planning Scheme.

It is also worth noting that no consistency has been reached on the interpretation of the term “local”, hence every study methodology must ensure that this term is clearly defined.

Also, Heritage Victoria does not support the application of a regional threshold, as no change in the management authority would arise if a place is assessed as of regional heritage significance. However, studies commonly underpin planning decisions for several decades during which time the boundaries of a municipality may change.

Furthermore, decisions governing some heritage places such as industrial heritage sites are often compared to similar sites within Victoria as part of thematic comparisons as there was never more than one of these places within a municipal region. Again the test will lie in the clarity of description when defining these key terms which underpin future management decisions many decades after the assessment work has been finalised.

Although contemporary conventions support the use of the national, state and local thresholds when describing a place of heritage significance, the use of gradings is often valued by conservation professionals and where this data has been collected, it can be retained and used as another layer of information within the broader spectrum of data available.

Of concern however is that the existing heritage studies supporting the City of Stonnington use a range of gradings that do not align and a building assessed as an “A” in one study may be of a different level of significance than another building determined “A” in another study. The difficulties caused by these inconsistencies are clearly apparent.

The accepted interpretation within the conservation field is that:

- “A” means the place is of national significance,
- “B” means a place is worthy of inclusion on the Victorian Heritage Register, and

- “C” means of local significance and should be managed through the provisions of the Planning Scheme. Demolition would not be seen as a first option for these places.

There is some clarity about gradings in Council's local policy at Clause 22.04, however improved alignment of the historic gradings with contemporary practise would improve the management of heritage places.

4.3 CITATIONS AND STATEMENTS OF SIGNIFICANCE

Purpose

A heritage citation forms the key piece of documentation which describes the heritage place and its values. Citations comprise the following segments:

- Description
- History
- Statement of significance
- Extent of the heritage overlay and
- Photographic documentation.

Additional segments can be developed in accordance with the study methodology and the preference of Council. A copy of the citation currently used by the City of Stonnington is in Appendix B.

Citations are prepared during the assessment of places of potential heritage significance. Once completed, citations can either be incorporated into the Planning Scheme as an incorporated document or sit as a reference document outside the Planning Scheme. An incorporated document will carry more weight during the decision making process, but is also less flexible in terms of alterations or changes made to the contents.

Council's heritage studies are reference documents and citations from individual assessments have no status in the Planning Scheme. It would therefore be possible to amend the citations and Statements of Significance without undergoing a formal exhibition process.

However in relation to the Planning Scheme, Clause 22.04-03 of the MSS states:

Before deciding on an application to use or develop land, the responsible authority will consider, as appropriate, the potential impact of a proposal on the heritage values of the site and/or its setting and area.

The document which outlines the “heritage values of the site and/or its setting and area” is the Statement of Significance within the citation. Consequently, any change to the substance of this document should undergo a process of public exhibition.

Citation Content

Description

This segment should fully describe the heritage place and ensure that elements such as important trees or outbuildings are included. A description does not need to be long worded; a more pithy short writing style should address the requirements of the citation.

History

The history of the place is the segment where linkages can be explored between the Thematic Environmental History and the way in which that history is evidenced through the built form. The history effectively puts the place in context.

Where there is uncertainty about an element of the history of a place it is better to delete that reference from the citation. That data can be contained in the broader information data set for a place but should not cloud what is known and what is significant about a heritage place.

Additionally, when considering social or historic significance for a place it is important to remember that the purpose of the Heritage Overlay is to manage change to the built form. Panels have been critical of the use of social and historic significance unless that significance can be demonstrated in the built form for which the Heritage Overlay is sought.

It would follow that elements of social or historic significance which do not assist in interpreting or understanding the place should not be included in the Statement of Significance but could be detailed in this part of the citation.

Statement of Significance

That Statement of Significance is the key segment which describes:

- What is significant about the place
- Why is it significant and
- How that significance is demonstrated.

The Statement of Significance will include a threshold (national, state or local) and define what area of heritage significance the place satisfies, such as architectural or historic significance.

Extent of the Heritage Overlay

The Heritage Overlay is generally applied to the whole of the titled area affected by the controls. In some instances, the area of heritage significance is not the entire titled area and there can be benefits in documenting the area of heritage significance through the use of a diagram, map or other device. The Heritage Victoria Statement of Significance attached (Appendix B) serves as a good example of how this can be addressed.

Photographic documentation

Photographic documentation of heritage places ensures owners and managers are clear about the place under discussion and allows for any changes in the fabric to be documented. In order for the photograph to best serve Council as manager, all images must be dated.

Whilst Council may have many photos in their broader archives, it should be remembered that the photo included in the citation is purely for documentary purposes and no more than 3 images should be required.

Additional photographs can be retained as part of Stonnington's archival resource and made available via the web as part of that program.

Comparative analysis

A comparative analysis is the process of comparing the heritage values of one site with those of a similar level of significance. This process is part of the assessment process and is designed to ensure that places included in the Heritage Overlay meet the threshold of other similar places.

4.4 CITATIONS AND STATEMENTS OF SIGNIFICANCE AT STONNINGTON

Stonnington has several thousand existing citations and Statements of Significance which have been developed over the last 20 years and reflect the heritage philosophy of those times.

These citations and Statements of Significance underpin heritage management and cover a range of styles and detail. They reflect the historic environment in which they were developed. Some citations contain little information and a number of the Statements of Significance would not meet current standards.

More recently Stonnington has developed a template for citations to guide practitioners preparing Statements of Significance. (Refer Appendix B). Stonnington has also entered into a partnership with Heritage Victoria to input heritage management data into the HERMES database coordinated through Heritage Victoria.

An opportunity exists to review the body of information within heritage citations and Statements of Significance as part of a coordinated heritage program and input of data into HERMES. The improved data management system will:

- Ensure all information relating to a place is contained in a single file
- Improve editing procedures
- Facilitate improved management of sites as all stages

4.5 CHANGES TO STATEMENTS OF SIGNIFICANCE OR CITATIONS

The citation and Statement of Significance form the key information platform from which impacts to the significance of a place are assessed. It is essential that they are of the highest standard and adopt a consistent approach.

The existing citations and Statements of Significance are not currently included as incorporated documents. Nonetheless, any change to the *material content* of these documents would require the preparation of an amendment and associated exhibition. Material content in this context means any change which would affect the substance guiding consideration of any permit application or Heritage Overlay control.

Council's current citation template is contained in Appendix B. Once Stonnington is using HERMES as its heritage data management system citation templates *per se* will not be needed: HERMES is an online system which allows Council to input data directly over the web.

In the interim, Heritage Victoria has suggested the following headings for data collection:

Statement of Significance

The Statement of Significance shall be divided into three parts with the subheadings – What is significant? How is it significant? Why is it significant?

What is significant?

This paragraph should be dedicated to a description of the place including facts about size, layout, construction date, designers and builders, materials, integrity, condition and so on, as relevant.

While this section should be brief, usually no more than one paragraph, there should be no doubt about the elements of the place that are under discussion.

The paragraph should identify features or elements that are significant about the place (eg house, outbuildings, garden, plantings, ruins, archaeological sites, interiors etc) as a guide to future decision makers.

How is it significant?

A sentence should be included to the effect that the place is of aesthetic, architectural, historic and/or scientific interest or other nominated special value.

This reflects the terminology to be found in Section 4(1) of the Planning and Environment Act 1987.

Other nominated special values could include social, spiritual and/or any other cultural or natural heritage value.

Why is it significant?

This should elaborate upon the heritage values (eg aesthetic, architectural, historic, scientific, social or spiritual interest or other special value) used in the assessment of significance

Descriptions

Physical Condition or Archaeological Potential

Construction

Architect/Designers - as appropriate

Architectural styles - as appropriate

Builder/Makers – as appropriate

Development dates and comments - as appropriate

Place History

History

Historic Themes

Occupation of Site

References

General References - as appropriate

Conservation Management Plans

Images

At least one digital image should be attached to the HERMES place with the following details

- Caption
- Image Type
- Can be Published
- Image By
- Date

This data will be entered into HERMES in due course.

5 DOCUMENTATION

Documentation generally comprises the studies underpinning consideration of places, heritage citations for heritage places (including dated images) and other decisions affecting a place.

5.1 CURRENT APPROACH

As mentioned in section 4, the City of Stonnington data repository dealing with heritage places comprises a number of heritage studies, thousands of heritage citations and Statements of Significance, photographs, building plans and other material. This information is mostly stored in hard copy formats.

5.2 ISSUES

The key challenges for Stonnington are to ensure the data sets underpinning heritage management:

- Have been acquired through rigorous methodologies
- Are kept in an accessible format
- Are maintained in accordance with risk management protocols

5.3 HERMES DATA MANAGEMENT OPPORTUNITY

Heritage Victoria (HV) has recently committed to the externalisation of their heritage places data management system (HERMES). HERMES was developed expressly for the management of heritage places and provides a unique system for the storage and management of electronic data. Below is a summary of the key issues pertaining to HERMES:

- HERMES was developed in two stages, during 2000 - 2002.
- The system was developed specifically for Heritage Victoria. It is not a package but was designed and written specifically for HV's needs and Victorian legislation. Heritage Victoria owns the intellectual property.
- The system was developed originally by an international software developer, Kanbay P/L. It is now supported under a support and maintenance contract with another software provider, Skex P/L which is a Melbourne based firm.
- It was developed in Java (J2EE) using the IBM Websphere webserver/middleware product.
- It runs under the Windows 2000 operating system.
- It is a standalone system (though it performs some batch exports to other systems, eg Victoria's heritage register online).
- The technologies employed in HERMES are in accord with current Victorian government (WoVG) technical standards (web delivered, using Websphere, MS SQL Server database, IE browser as standard).
- It now runs under WebSphere version 6 (the latest version of IBM's Websphere product).
- The underlying backend database is MS SQL Server 2000.
 - Management reporting is delivered using the Business Objects product, Crystal reports (we are on Crystal version 10).
 - The system is available to anyone with authorised access (via a userID and password) having a pc with internet connection. No special software is required to be loaded to a user's PC.
 - The system is available 24 hours per day and 7 days a week. Only very occasionally it is down under pre arranged maintenance slots.

- The system is hosted at Department of Infrastructure (DOI) under an arrangement between Heritage Victoria and DOI, through a formal service level agreement. This agreement governs system availability guarantees, support specifics, service levels, performance guarantees etc.⁴

HERMES operates with the following functions:

- Hermes currently provides a data repository for heritage places (that is places on the Victorian heritage registry or on the heritage inventory or under consideration). There are presently 13,000 places maintained on the system. Place data is stored and managed in a generic way, such that the system is equally suited to managing heritage information for almost any institution (including places of local significance for local government, heritage assets owned and managed by other state entities).
- It manages workflow management processes related to the many and various processes around the Victorian heritage act legislation (eg permit applications/issue, the place registration process, grants management, issuance of certificates, legislation enforcement).
- Place (graphical) images as well as linked documents are stored in the system (this mechanism is now recently improved, enabling sophisticated storage, image uploading and search facilities for place images).
- Data export to our websites (see Heritage Council website, Victorian Heritage Register online).
- Sophisticated search functions (searching and identifying places under a variety of search filter parameters).
- Data about contacts (eg stakeholders, owners, applicants) is maintained on the system.

5.4 HERITAGE VICTORIA PILOT PROGRAM TO EXTERNALISE HERMES

Heritage Victoria has commenced a pilot program to enable the externalisation of HERMES. Currently there are several local government participants and Melbourne Water.

The benefits for the City of Stonnington to adopt HERMES include:

- Potential to consolidate all of the data relating to heritage assets on one single integrated system
- Opportunity to ensure all information relating to heritage assets is stored in a unique location, reducing duplication and enhancing information distribution and access
- Access of data can occur via any Stonnington office or remote locations (provided user has internet connection)
- Data can be wholly managed by Stonnington personnel, and
- The current security system has been developed to ensure integrity of data and access in accord with Victorian government standards.

At present Heritage Victoria has advised there will be no system access charges however the City of Stonnington would be responsible for data translation in to the HERMES system. However, Heritage Victoria has indicated there may be funding available through the implementation of the Victorian Heritage Strategy.

If Council were to adopt this system, all data would need to be manually uploaded into the database. This would be labour intensive but would also provide an ideal opportunity to review and update the data contained for heritage places.

Benefits of HERMES

HERMES offers many benefits for the City of Stonnington including:

⁴ *Heritage Victoria has been satisfied with the performance of Department of Infrastructure as the IT service provider. The Victorian government is currently developing an extension to the Department of Infrastructure service provider with an extension of departmental clients being served to include DOI, DSE, DPI and DVC.*

- The opportunity to access a highly specialised data management system which has been developed expressly to assist management of heritage places.
- Access to a data management system which has numerous stakeholders and which will be supported in accordance with the Victorian government's standards and protocols.
- The ability for stakeholders to access data (provided Stonnington approves their access). This can be managed with identified access levels and relevant security systems already inbuilt into the HERMES system.

In order to adopt HERMES as the centralised data management system, Stonnington would need to enter into a formal arrangement with Heritage Victoria.

5.5 RECORDING DECISIONS NOT TO INCLUDE IN HERITAGE OVERLAY

In addition to the data collected during heritage assessments, Councils heritage advisers are routinely involved in the *ad hoc* assessment of individual places. Consequently, assessments are conducted where it is decided that a place does not meet the threshold for heritage significance at the local level. Some places may be deemed of local interest, or not of heritage significance at any level.

During the course of a heritage study these decisions are routinely recorded, however no formal arrangement is set in place to document decisions for ad hoc (one-off) assessment.

Council does maintain an informal folder with print outs from emails for some decisions, but not all decisions are recorded in this manner, nor are all heritage advisers aware of the existence of the folder.

To reduce to risk of duplication of effort, Council needs to set in place a more coordinated approach to documenting all decisions about heritage places whether they are generated from the heritage advisor, a study review or a decision by council not to proceed with heritage protection of a place.

6 STRATEGIC MANAGEMENT

This section of the strategy deals with the strategic management of Stonnington's heritage assets, information and records. It does not cover the management of heritage places subject to development proposals *per se*.

6.1 HERITAGE ASSESSMENT PROGRAM – THE NEXT STAGE

Places of Heritage Significance Not Included in the Planning Scheme

Council has progressed heritage assessments across much of Stonnington, generally based on the former Cities of Prahran and Malvern. This has resulted in a range of heritage controls for both individual buildings and heritage precincts. This work has been governed by the prevailing thinking of the time and is reflected in the following ways:

- Most of the HOs for individual places are for residential buildings.
- Chapel Street and Glenferrie Road have heritage controls but the remaining strip shopping areas do not.
- West of Glenferrie Road there are 9 precincts ranging in size from tens of buildings to hundreds and it is unclear what methodology supported the differing philosophy behind precincts of such varying size.
- There are other areas where no heritage assessment has been undertaken.
- Not all recommendations to include places in the Heritage Overlay have been adopted. Areas within Prahran and South Yarra have generally only had places assessed as a Grade "A" included in the Planning Scheme. Some amendments have also been abandoned.

Furthermore, not all recommendations from heritage studies or reviews have been implemented and as such there are buildings which were recommended for heritage controls which have not been progressed due to resource constraints or because controls were not supported by Council.

Council's heritage consultants have also advised that there are clearly many more places which would warrant both individual and precinct controls within the Heritage Overlay that have not been subject to an assessment program. Areas have also been suggested for heritage protection as part of the NCO study as discussed earlier in this report.

Places Currently Within the Heritage Overlay

The City of Stonnington has approximately 300 Heritage Overlays in place, comprising about 150 individual HOs and 150 precincts, affecting approximately 9000 buildings.

Whilst many heritage controls are in place, the quality of the data underpinning the controls varies considerably. Much of the existing documentation would not be supported if placed on exhibition as part of an amendment today and as such, an opportunity exists to improve this data set.

Developing a Strategic Framework - the Assessment Program

Heritage assessments undertaken in a coordinated manner provide the best results and are more efficient than assessments done in an *ad hoc* manner.

The key elements supporting good outcomes are:

- Access to a quality Thematic Environmental History (TEH) to underpin thematic understanding of the study area
- Development of a co-ordinated program to assess places of heritage significance:
 - In accordance with the findings of the TEH
 - Which are under-represented in terms of the TEH
 - Which are at risk of loss

- Application of accepted criteria and thresholds
- Comparative analysis with other heritage places within the City of Stonnington
- Strong steering committee which can lead the study team
- Access to a reference group , and
- Use of a peer review process.

The City of Stonnington has recently endorsed the TEH and is now in a strong position to advance an assessment program based on the themes represented. In deciding how to advance future assessments Council must consider the key elements outlined above and give particular emphasis to places not strongly represented in the Heritage Overlay of the Stonnington Planning Scheme.

Whilst there is some uncertainty about the outcomes of the Department of Sustainability and Environment review of the Heritage Overlay, those recommendations are expected to be tabled early to mid 2007 and should not impede progress.

6.2 A PRACTICAL APPROACH

In approaching the next stage of the heritage assessment work in Stonnington, the program should follow the following steps:

- Council to adopt a citation template suitable for HERMES as agreed upon by Council's Heritage Advisors and planners.
- Assess places identified as being of potential heritage s, including places within the proposed amendment C16 and precincts identified in the Neighbourhood Character Study.
- Review and refine existing citations and Statements of Significance to ensure consistent grading and that Statements of Significance reflect current professional practice.
- Address gaps in the heritage assessment program using the themes from the Stonnington Thematic Environmental History study to guide priority assessment work.

In establishing the study segments Council should consider which areas are subject to development pressures and which areas require the clarification of heritage significance to support structure planning and other objectives. Given the extent of the work required, the study program could comprise up to 8 discrete sectors (or areas). As the program advances, Council may be able to enlarge the segments of study to allow a more timely completion. An example of how a segment is defined is contained in Appendix C.

Program Management

In order to effectively conduct a staged program of assessment of heritage places, Council will require a management approach to support that work. Below are the key elements required:

Project Manager

Member of the Stonnington strategic planning team to:

- Coordinate the assessment program
- Coordinate data systems development and ensure quality assurance of data entries
- Liaise with Council and the community about the h program and proposed amendments for the Planning Scheme

Steering Committee

The role of the Steering Committee is to guide the work of the study team. It also provides oversight and assurance to Council.

It is essential that the Steering Committee is suitably expert in the area of heritage management and that they are aware of current trends and work practice guiding the conservation profession.

Reference Group

Advocates and community enthusiasts are often better placed in the context of a reference group. This group should include Council's archive offices. Their key role would be to add value to the information and data underpinning the heritage assessments.

Peer Review Process

The role of peer review is for an additional expert (or group) to review the methodology and key findings of the study program. Their role is not to review every assessment, but rather to ensure the methodology is robust and that thresholds adequately respond to accepted professional standards employed.

Independent Chair

Increasingly, government at all levels is recognising the benefit of independent Chairs for Committees. An independent Chair would provide improved governance, ensure Council committee involvement is focussed on the program itself rather than managing the Committee. An independent Chair can also:

- Lead community forums
- Provide direction to the reference group
- Interface with the peer review and
- Provide briefings to key stakeholders.

6.3 PLACES LISTED IN THE VICTORIAN HERITAGE REGISTER

Places assessed as of State level heritage significance are eligible for addition to the Victorian Heritage Register (VHR). Forty-nine sites are currently listed on the VHR.

When Heritage Victoria registers a place, there are provisions for the Minister to approve a Section 48 amendment under the Planning and Environment Act to enable that place to be included in the relevant local government Planning Scheme.

Whilst this process is managed by DSE, there are commonly delays between the addition of the place to the VHR and the approval of the Section 48 amendments, resulting in a period of time when Council may not be aware that a place has been afforded heritage protection.

Heritage Victoria indicated that they are currently reviewing that situation and expect to adopt a refreshed procedure by the end of 2006. In the interim, Stonnington should adopt the following approach:

- When Council is notified that they have received a nomination for a place in Stonnington to be added to the VHR the nomination should be noted on both the Planning Scheme map and in the hard copy file used to document heritage adviser decisions (pending the adoption of HERMES at which time HERMES would be the location of that notification).
- If any queries are received about that place prior to the Section 48 amendment being adopted, Council should check with Heritage Victoria on the status of that place.
- If Heritage Victoria has made a decision about the place to either add the place to the VHR or refer it to local government for consideration, the file note and Planning Scheme map should be amended to reflect that update.

7 COMMUNITY ENGAGEMENT

Effective communication is an essential element of strategic planning and forms part of this Heritage Strategy. Council has a solid reputation for engaging with their stakeholders and the recommendations here complement those efforts.

7.1 SUPPORT FOR OWNERS AND MANAGERS

Provision of Heritage Advice to Owners and Stakeholders

The City of Stonnington has provided a heritage advisory service to owners when lodging planning applications. The advisory service also provides referrals to statutory planners when seeking heritage advice on applications. This service forms a key pillar of heritage management within Stonnington and should be maintained.

The City of Stonnington has also prepared “Heritage Guidelines (2000)” to assist owners, builders, designers and planners involved in the renovation, adaptation, extension or replacement (demolition) of heritage places. These guidelines outline the type of development that would generally be supported by Council and those which would be discouraged.

Heritage Victoria is currently refining a document to guide decisions and impacts on heritage places. This document is a revamp of the *Guidelines for Making Changes to Local Government Heritage Places* (draft 2000). Once this document has been adopted by the Victorian Heritage Council, Stonnington may wish to also adopt the guidelines and then place them on the website to enable a ready reference guide to owners and managers.

Financial Support Opportunities

Financial support can be provided through a range of programs ranging from grants or low interest loans for works to preserve heritage places, local government rates rebates or fee reductions.

More formalised approaches involving the allocation of grants and loans are resource intensive for Council and do not necessarily ensure the best outcomes.

Prior to any grants or loans program being established Council should develop a full business case to inform those decisions.

Reducing or waiving the permit application fee for places within the Heritage Overlay has previously been a successful approach at City of Bayside. Any additional permit impost is removed by waiving the fees and this complements the heritage advisory advice service.

7.2 EDUCATION OPPORTUNITIES

Council provides a large collection of heritage archival material via Stonnington’s website and through the Prahran and Malvern archives. This resource enables community stakeholders and interested professionals to access high quality images and information as required. Archivists prepare interpretive displays which are advertised and available to the public. Collections are also available to the public for viewing and research by prior arrangement.

Archivists provide community speaking services on request and produce a range of publications addressing the history of Stonnington.

7.3 COMMUNITY ENGAGEMENT

The Victorian Heritage Strategy identifies community engagement and education, along with the involvement of volunteers in conservation projects, as a key Direction.

Opportunities for Stonnington to inform the community and engage them in heritage activities could include:

- Profiling the available resources in their web and print media.
- Identifying heritage conservation projects which could be supported by a volunteer program and seeking support from Heritage Victoria for its implementation.
- Developing a community education element as part of the engagement with stakeholders during the Heritage Assessment program.

7.4 INTERPRETATION OF SIGNIFICANT PLACES

Interpretation is the practise of communicating what is important about a place or collection through multi-media, displays and exhibitions.

The real benefit from interpretation comes from effective engagement of the visitor with the key messages you wish to impart – it is not just a case of telling people facts, rather it is the explanation of why those facts matter that separates displays from interpretation.

The City of Stonnington has developed a project to honour the people and places that have played an important role in the life and development of the municipality. Commemorative plaques (about 50 to date) have been installed around Stonnington highlighting these events. The first series of markers were installed as part of the Centenary of Federation celebrations and provided an opportunity for the community to nominate people and places worthy of recognition. Through this program, strong partnerships have developed between Council, local history societies and the broader community.

8 RECOMMENDATIONS

That Council:

RECOGNITION

- 1 Enhances its heritage management by:
 - Developing a coordinated program to ensure all heritage places in the municipality are assessed for their heritage values, documented and managed accordingly.
 - Working with Heritage Victoria and the local Indigenous communities to identify landscapes of cultural and natural heritage significance.
- 2 Improves heritage resource management through:
 - Reviewing all asset registers to ensure heritage assets are adequately documented and ensuring that managers understand the requirements of heritage asset management.
 - Developing a register of publicly accessible heritage places and ensuring that they are accessible for community purposes.
 - Ensuring archaeological heritage values are considered during the development of site management plans and development activities.
 - Developing a process to inform the State and Federal governments “State of the Environment” reporting framework.
- 3 Enhances the management of development and growth within Stonnington through:
 - The addition of locally significant places to the Heritage Overlay
 - Integrating heritage impact assessments during relevant EES processes and other strategic planning considerations.
 - Ensuring the MSS and Clause 22.04 “Heritage Policy” are regularly reviewed and that they adequately respond to the heritage matters.
 - Developing and maintaining professional development programs for staff actively involved in the management of heritage assets.
- 4 Enhances heritage interpretation opportunities through regular review and refinement of programs.
- 5 Explores ways to share heritage information.
- 6 Continues to enhance partnerships in order to:
 - Improve access to conservation services for heritage collections.
 - Ensure heritage advice is of the highest quality.

PLACES IDENTIFIED AS HAVING POTENTIAL HERITAGE SIGNIFICANCE

- 7 Reviews findings from previous studies which identify places of potential heritage significance that require further investigation, including:
 - Key findings from the TEH study
 - Neighbourhood Character Study
 - Previously identified places which have not been progressed, and
 - Places contained in the (draft) Amendment C16.

CRITERIA AND CITATIONS

- 8 That Council:
- Uses the ICOMOS Burra Charter heritage values for developing Statements of Significance and that the relevant AHC criteria is also referenced, in accordance with the VPP Practise Note on Applying the Heritage Overlay.
 - Refreshes data within HERMES once the Department of Sustainability and Environment review of the Heritage Overlay is finalised and recommendations tabled.
 - Develops Statements of Significance using the Heritage Victoria criteria for places recommended for addition to the Victorian Heritage Register.
 - Ensures that heritage advisers are advised which set of criteria are to be applied.
- 9 Convenes a workshop with current and former heritage advisers to:
- Establish an agreed understanding of the application of gradings within Stonnington,
 - Review the gradings from existing heritage studies and establish an agreed interpretation of the grades from each study to form a uniform set of terms (local, state, national or international significance) which are consistent with current heritage practice, and
 - Update existing documentation to reflect the revised approach.
- 10 Develops a professional development program for statutory planners to improve their understanding of heritage citations, Statements of Significance and accepted heritage management systems.
- 11 Reviews the current template for adaptation to the HERMES data management system and develop a protocol for the inputting of data into heritage citations.
- 12 Undertakes a coordinated review of the existing citations and Statements of Significance for places listed in the schedule to the Heritage Overlay. Where a citation or Statement of Significance is clearly changed, an amendment must be prepared to allow for the exhibition of those changes and consideration of any submissions.

DATA MANAGEMENT

- 13 Conducts an audit of all known sources of documents and data relating to heritage management including:
- Hard copy and electronic citations
 - Maps and plans and
 - Photographs.
- 14 Commences negotiations with Heritage Victoria for entering into the HERMES externalisation program.
- 15 Develops a work plan to support the translation of relevant data into the HERMES environment. Data inputted should include decisions not to recommend a place for inclusion in the Heritage Overlay to support the provision of advice to owners and to reduce the likelihood of supplementary assessments.
- 16 Seeks financial support from Heritage Victoria to implement the translation to HERMES.
- 17 Includes details of Planning Scheme amendment processes and outcomes in the place record.

HERITAGE ASSESSMENT PROGRAM

- 18 Establishes a Heritage Steering Committee and Reference Group to guide the assessment program.
- 19 Considers appointing an Independent Chair to oversee the work of the Steering Committee.
- 20 Develops a staged approach to the assessment program as follows:
 - Council to adopt a citation template suitable for HERMES as agreed upon by Council's Heritage Advisors and planners.
 - Assess places identified as being of potential heritage significance, including places within the proposed amendment C16 and precincts identified in the Neighbourhood Character Study.
 - Review and refine existing citations and Statements of Significance to ensure consistent grading and that Statements of Significance reflect current professional practice.
 - Address gaps in the heritage assessment program using the themes from the Stonnington Thematic Environmental History study to guide priority assessment work.
- 21 Explores opportunities for financial support from Heritage Victoria to translate places recommended for heritage protection which have not been added to the Heritage Overlay.
- 22 Works with the Heritage Steering Committee to ensure the key stakeholders are kept informed about the proposed heritage assessment program.
- 23 Considers waiving planning permit fees for owners of places within the Heritage Overlay, where the proposed works impact the heritage significance of the place.
- 24 Informs the consideration of establishing a grants or loans program for owners of heritage places, through a comprehensive business case and the experiences of other Councils.

ACTION PLAN

	TASKS	TIMING	BUDGET	PARTNERS
1	Appoint Stonnington Heritage Advisory Committee (HAC)	One month	Nil	Heritage Victoria
2	Appoint Independent Chair	One month.	\$6960 ⁵	HAC
3	Develop and implement coordinated program of heritage assessment for Stonnington including: <ul style="list-style-type: none"> Landscapes of cultural and natural heritage significance Socially significant places Review existing citations for places listed in HO 	24 months		HAC Heritage Victoria Local Indigenous communities
4	Adopt the AHC criteria for use in future heritage studies or reviews in accordance with the VPP Practise Note on Applying the Heritage Overlay	One month	Nil	
5	Include places of local heritage significance in Heritage Overlay	21 months		HAC
6	Convene workshop with current and former heritage advisers <ul style="list-style-type: none"> Establish agreed understanding gradings within Stonnington Review existing gradings from heritage studies and establish an agreed interpretation of the grades from each study to form a uniform set of gradings Update documentation to reflect the revised consistent approach to use of gradings 	One month	\$1500	HAC Heritage Advisors
7	Review Council asset registers to ensure heritage assets are adequately documented	3 months	In house	
8	Ensure managers understand the requirements of heritage asset management	3 months	In house	
9	Develop of a register of publicly accessible heritage places	3 months	In house	
10	Improve community access for public heritage places	3 months	In house	
11	Develop systems and protocols to integrate heritage impact assessments during EES and related structural planning considerations.	3 months	\$5000	Council Heritage Victoria HAC
12	Ensure MSS reviews respond to heritage environment	3 months		HAC Council
13	Develop and maintain professional development programs for staff managing heritage assets	9 months	\$3500	HAC

⁵ Based on \$145 per hour, 4 hrs per month, for 12 months

	TASKS	TIMING	BUDGET	PARTNERS
				External service provider/Planet
14	Develop systems and protocols for archaeological heritage values during the development of site management plans and development activities	3 months	\$5000	HAC Heritage Victoria
15	Develop a process to contribute to “State of the Environment” reporting	3 months	In house	Heritage Victoria Department of Environment and Heritage
16	Develop a professional development program for statutory planners to improve their understanding of heritage citations, Statements of Significance and accepted heritage management systems	3 months	\$3500	Council HAC
17	Improve access to conservation services for heritage collections	3 months		Heritage Victoria
18	Ensure heritage advice is of the highest quality	Ongoing		HAC Heritage Victoria Advisors
19	Explore opportunities for financial support from Heritage Victoria to translate places recommended for heritage protection which have not been added to the Heritage Overlay	3 months	In house	HAC Heritage Victoria
20	Review current template for adaptation to the HERMES data management system and develop a protocol for the inputting of data into heritage citations	3 months	In house	HAC Heritage Victoria
21	Commence negotiations with Heritage Victoria for entering into the HERMES externalisation program	One month	In house	HAC Heritage Victoria
22	develop a work plan to support the translation of relevant data into the HERMES environment	One month	In house	HAC Heritage Victoria
23	Seek financial support from Heritage Victoria to implement the translation to HERMES	3 months	In house	HAC Heritage Victoria
24	Develop an interpretation plan for the City of Stonnington	9 months	\$18,000	Council HAC
25	Develop communications plan for the heritage assessment program	One month	In house	HAC
26	Place guidelines for managing heritage places on the City of Stonnington website	3 months	In house	HAC Heritage Victoria

APPENDICES

APPENDIX 1

RECOMMENDATIONS FROM PREVIOUS PLANNING PANELS VICTORIA REPORTS

This section of the strategy outlines recommendations from two key Planning Panels Victoria reports relating to recent heritage amendments.

A AMENDMENT L47 (D)

Assessment of Local Significance

We conclude that the AHC criteria, which are the criteria that form the basis for assessment of the local significance of buildings, are not readily suited to this purpose in their present form and elaboration. In our view, much difficulty is caused by the uncertainty of, and various interpretations of, the application of these criteria to the local level.

We recommend that Council should seek State Government support to a review of these criteria for use at the local level. Heritage Victoria is the obvious body with the appropriate responsibility. The AHC criteria provide the obvious basis for such criteria, but the elaboration and illustrative examples are the critical features that are required to assist Councils and the community in this matter.

Strategy response

The AHC criteria are widely accepted as a suitable tool for the assessment of places of local heritage significance. If their application is not clearly understood, it is the responsibility of the relevant Steering Committee and Council to address the matter.

Over-Use of AHC Criteria

We consider that there has been insufficient rigour in the application of AHC criteria to assess buildings. We consider that, in many cases, fewer criteria are applicable and that they should be applied and explained with greater care.

For our assessment, we have adopted the following view: that where an AHC criteria that is cited as the basis of a building's heritage importance at the local level, the building should be sufficiently important in relation to that criterion that it alone should merit the building's preservation. A building's significance is not justified through its lesser satisfaction of several criteria.

Strategy response

This view is supported. A heritage place must meet the minimum threshold for heritage significance in response to an individual criterion, not the amalgamation of several partly met criteria.

Importance of a Building's Association with an Historically Important Person

In principle, we have adopted the position put by Sir John Summerson, that is, that while it may be of interest to know that a building is associated with someone of importance in the local or wider community, that will not be considered to have major heritage significance unless "the man and the building he inhabited somehow help to interpret each other".

Strategy response

This comment is supported in so much as the assessment relates to the application of the Heritage Overlay.

Importance of Particular Architectural Styles or Examples of Styles

We have concluded that an example of an architectural style would be important pursuant to Criteria D(i) and E if it can stand as a good exemplar of a style (ie. it provides a particularly good representation of the principal or archetypal features of that style) that was itself important (eg. widely used) in domestic architecture. Where buildings were held to include elements of different architectural styles, thereby representing a transition from one to the other, we would require reasonable certainty that the elements provide a genuine reflection of that transition process.

Strategy response

Issue of Rarity

In considering the importance of rare examples of buildings, we have taken into account a number of factors relating to the cultural importance of the relevant architectural style at the local level.

Strategy response

This position is supported.

Judgements About Aesthetic Values

We have taken the view that aesthetic value of a building, in relation to assessing its heritage significance, relates to the period in which the building was built or architectural style applied. In accepting aesthetic value as a basis for recommending inclusion of a building in this amendment, we would look for evidence of its contemporaneous aesthetic appreciation of its elements or architecture.

Strategy response

This position is supported.

Significance of Particular Architects or Examples of Their Work

We consider it appropriate that where an architect's use of an architectural style is unrepresentative of the work on which his professional prominence is based, it is less important for that reason. We consider that such buildings, while providing some additional understanding of an architect, do not contribute to understanding the basis of his major professional contribution to our architectural culture, ie. while they may contribute at the margin of our understanding, they do not contribute to its core. We have likewise taken the view that there is less heritage significance in the domestic work of architects whose professional prominence relates to non-domestic architecture.

Strategy response

If Council was to advance an amendment for the application of the Heritage Overlay for significance linked to an architect's work, it is incumbent on that Council to demonstrate the heritage significance of the place which may or may not reflect the number of buildings of a particular style: the significance of the place must be demonstrated.

Importance of Particular Building Types or Associations

We are only prepared to accept examples of particular building types or land use mixes as being of heritage significance if it is also demonstrated that the examples relate to a significant and important aspect of their culture period.

Strategy response

This position is supported.

Implications of a Building's Heritage Designation on Future Development Opportunities

We accept the argument that this amendment should provide an appropriately thorough case for the protection of the specified buildings in perpetuity. We consider any suggestion that this amendment only provides a prima facie justification as being inappropriate and misleading. We do not accept that the existence of a subsequent development approvals process justifies any lack of appropriate rigour in the initial assessment.

Strategy response

This position is supported.

Rigour of the Historic Analysis

The overall task which Council has undertaken, in seeking to meet its obligations under the Planning & Environment Act 1987, and the resources committed to it, have both been considerable. We accept that, over a number of years, Council has collected considerable historic research and undertaken valuable analysis of heritage significance has been undertaken.

Overall, however, we do have serious misgivings about the rigour with which the assessment process has been undertaken – relating in some cases to the weak documentation of some evidence, the absence of clear interpretations of the application of the AHC's assessment criteria to the local level of assessment and lack of care in drafting of the statements of significance.

We have taken these points into account on a site-by-site basis as we have conducted our assessment of the amendment.

With respect to the drafting of statements of significance, we recommend that these statements adopt a more precise description of the heritage significance of each building and that the format of the statements be amended to exclude any reference to 'contributing elements' – which should be incorporated in the analysis section of the assessment. These statements are critical to the future conservation of the designated buildings and should be drafted with reasonable care.

Strategy response

This position is supported in principle.

Any Lack of Visibility of the Elements of a Heritage Building

We accept the general proposition put by Raworth and Lewis, namely that in assessing the effect of the concealment of part or all of a heritage building, it is appropriate to place greater importance on those facades that represent the traditional display elements of a building; also, that a decision on the heritage significance of a building should not have regard to whether the important elements of that building are concealed by, whatever means.

Finally, we consider it inappropriate that any regard be given to building interiors in relation to the designation of buildings as being of local heritage significance.

Strategy response

This position is supported except where internal heritage controls are sought.

Importance of Building Interiors

In the absence of any argument as to why building interiors are important in assessing the local heritage significance of a building, we consider it appropriate to accept the principle embodied in the proposed Heritage Overlay and adopted by Council for the new-format planning scheme – namely, that building interiors are not relevant to this assessment.

Strategy response

This position is supported in principle.

Effect of Loss of Integrity on a Building's Historic Value

We have relied on a building-by-building assessment of the effects of loss of integrity on a building's heritage significance. However, because of the limitations on many of the statements of significance (refer earlier discussion) we have only been able to make this assessment by a wide reading and interpretation of all the supporting (and critical) material that was placed before us. Where the matter is not readily resolved, we have adopted a cautious approach.

Strategy response

This position is supported.

Effect of Hardship Issues on the Panel's Considerations

In reaching a recommendation in relation to the buildings in this amendment, we have chosen not to take into account any issues of property owners' hardship. We accept that hardship, as it may financially affect the owners of properties of heritage significance (particularly the owners at the time of this amendment's gazettal), may be a relevant consideration in a future decision as to whether to allow alterations to, or demolition of, a heritage building. However, that decision is one to be made at the relevant point in time.

We also consider that transparency of the planning process should be maintained. This certainly relates to the objective of fairness [Planning & Environment Act 1987, Clause 4(1)(a)] and will assist in the process of balancing the "present and future interests of all Victorians" [Planning & Environment Act 1987, Clause 4(1)(g)]. This transparency will be assisted by separating the process of designating heritage significance from the process of making decisions about building's conservation, whether this be related to its replacement, unreasonably expensive maintenance or unsuitability for modern living.

Strategy response

This position is supported.

Requests for Reduction in the Area Affected by the Heritage Overlay

We consider that, in principle, it is acceptable that the area designated in the Heritage Overlay be reduced from the whole title area where it can be shown that the area to be excluded, or the future development of this area, will not result in detriment to the heritage significance of the heritage place – being in most instances the building itself.

Consequently, and where appropriate, we have made recommendations for a reduction in the area to be defined in the Heritage Overlay on a case-by-case basis.

Strategy response

This position is supported and Council should include a diagram or map to accurately describe the area of heritage significance where appropriate.

Planning Controls Affecting Sites Adjoining Heritage Sites

We recommend that, in preparing general planning controls and policies affecting areas adjoining heritage sites, Council should seek to ensure that new development close to heritage sites does not exceed a scale compatible with the heritage places.

Strategy response

This position is supported and can be advanced through policy development.

Reference in the New Format Planning Schemes to the Statement of Significance of Individual Properties

We recommend that Council seek the support of the Minister to amend the VPPs to give greater importance to the role of Statement of Significance for heritage places, either by specific reference in the Decision Guidelines, or by including the Statement of Significance in the schedule to Clause 43.01.

Strategy response

This position is supported in principle. The proposed DSE review of the Heritage Overlay is likely to include a requirement to review Planning Panels Victoria reports and this item can be addressed at that time.

B AMENDMENTS C5 AND C6

That the descriptions for all properties/places to be included in the Heritage Overlay be modified with more specific wording, as generally recommended by the Council to better indicate the extent of the property/place that is to be actually covered by the overlay control.

Strategy response

This position is supported.

That in any future analysis of the cultural values of places in the City, Council should devise a method by which a comparative assessment can be made transparent and accessible to less expert persons.

Strategy response

This position is supported.

That each Statement of Significance be redrafted to provide a simpler, clearer description of each place's cultural significance. The relevant citations should be rewritten to be more specific and to remove inappropriate generalisations and assumptions.

Strategy response

This position is supported.

That the description of each place in the schedule to Clause 43.01 be amended to be more precise, generally in accordance with the amended description of the Heritage Place as recommended by Council during the course of the hearing.

Strategy response

This position is supported.

That Council consider placing an Incorporated Document over the area of No. 16 Glyndebourne Avenue to limit the heritage controls to those that are necessary to ensure that further development or redevelopment of this site will not be detrimental to the cultural significance of No. 16A.

The Panel makes the following recommendation for the consideration of the Department of Sustainability and Environment:

That the Department of Sustainability and Environment prepare guidelines for the application of the AHC criteria for cultural significance at the local level, including advice on establishing appropriate threshold levels.

Strategy response

This position is supported.

APPENDIX 2

CURRENT STONNINGTON CITATION TEMPLATE

INDIVIDUAL HERITAGE PLACE - CITATION TEMPLATE

NAME OF PLACE:	Current name of place.
OTHER NAMES OF PLACE:	Former or other names of place (where relevant).
ADDRESS/LOCATION:	Number, street and suburb (per Council's rates database). Note if known by any other addresses (eg. number on letterbox, if different to that in rates data base).
PROPERTY INFORMATION:	Title/Subdivision/Crown description (not essential; use where assists in description of land or part of land).
EXISTING LISTINGS:	Note any statutory listings (local, state or Commonwealth) and if listed by the National Trust (include full referencing – document, number, grade, etc).
LEVEL OF SIGNIFICANCE:	'State' (ie meets the requirements for inclusion on the Victorian Heritage Register) or 'Local' significance.
ASSESSED BY:	Name(s) and position(s).
ASSESSMENT DATE:	Full date (when signed off by assessors).

STATEMENT OF SIGNIFICANCE

A clear, concise (stand-alone) statement of the cultural significance of the place, sufficient to demonstrate that the place is special enough to be should be conserved in its own right:

- What is significant about the place.
- The level of significance of the place.
- The reasons for the place's significance.
- The separate significance of any component parts (including level of significance and reasons).

The statement should not include 'contributory elements'. Repetition of specific AHC criteria is not needed, but these may be referenced.

MAP/PLAN Include a plan (may be a sketch plan) which shows:

- The site context per the abutting street (named) and adjoining lots (numbered);
- The extent of the area of significance on the site (if less than the whole site);
- The location of individual elements of the place considered to be of importance.

Include a title (HO number, name, address), approximate scale and north point.



PHOTO At least one black and white photo or colour photo which clearly depicts the place; annotated with (as known and as relevant):

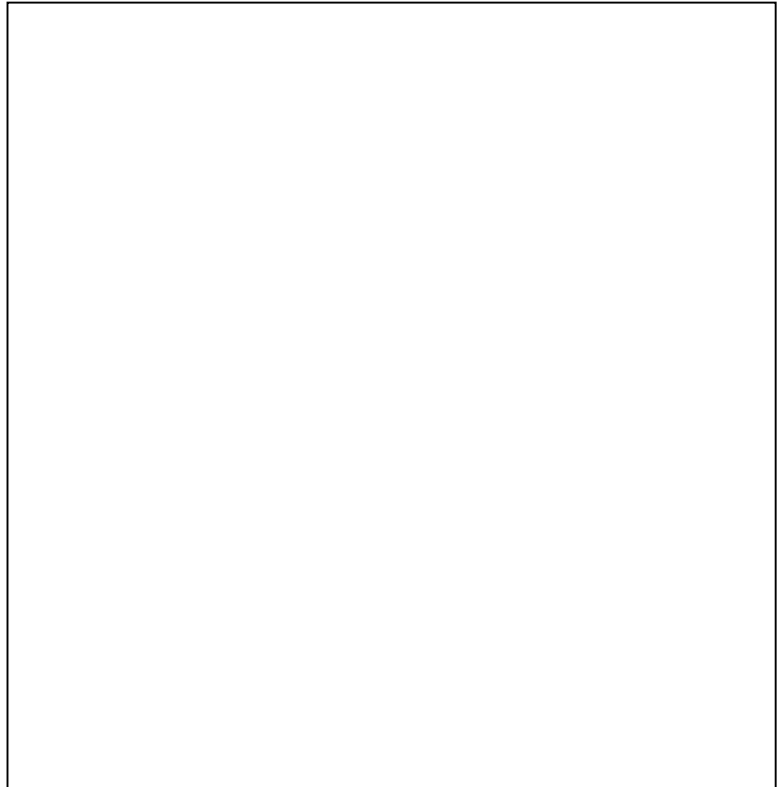
Name of Place:

Address of Place:

Level of Significance:

Designer/Architect:

Builder/Contractor:



Date of Construction:

Style of Building:

Date and Source of Photo:

DESCRIPTION

Provide a physical description of the place, including:

- A statement which encapsulates the style and period of the main heritage features of the place.
- A list of the notable elements on the place, including:

Built elements (listing **significant** architectural and historical features), including main buildings, outbuildings, fences or other structures of significance.

Any **significant** colour schemes) *Internal colour schemes and elements only as*

Any **significant** internal elements) *relevant to the significance of the building.*

Any **significant** trees or garden elements.

Any sites or features of **significant** cultural value to the Aboriginal people.

Any other **significant** features about the cultural characteristics of the place or its setting.

- A statement of its current context – location, streetscape elements, neighbourhood characteristics (as relevant to its justification as significant as an individual place).

HISTORY

Provide a brief history of the place relevant to its significance, including (**as relevant and if significant**):

- Historical context – evolution of the subdivision, historical character of locality.
- Ownership history of the place – original owner, subsequent (**significant**) owners.
- Evolution of the significant cultural features on the place, including as relevant:

Dates of importance

Period of construction

Style

Materials of construction

Key designers / architect

Alterations and additions

- Use and occupancy of the place - **significant** past and current uses and users.
- Association of the place with any **significant** historical events or significant people.

ANALYSIS

The analysis provides the basis for the justification of the significance of the place and the assessment of its level of significance. It should include:

THEMATIC CONTEXT

Indicate the theme or themes the place reflects.

- Refer to any thematic environmental context studies relevant to the site.
- Refer to the Australian Historic Themes Framework developed by the Australian Heritage Commission. This is especially important for places that are considered to satisfy historical criteria to enable future comparative assessments.

COMPARATIVE ANALYSIS

Make a comparative analysis of the heritage values of the place.

- List any examples of similar places that have been used for the purposes of comparative analysis and to justify the level of significance that has been ascribed to the place.
- Include reference to other works by the same architect/designer, as relevant.

Demonstrate the rarity, representativeness and/or integrity of the place in the context of an aspect of heritage that has established significance.

ASSESSMENT AGAINST THE CRITERIA ADOPTED BY THE AUSTRALIAN HERITAGE COMMISSION

Identify the criteria that justify the designation of the place as significant in its own right. Demonstrate compliance with these criteria.

Elaboration and illustrative examples are critical features in the clear interpretation of the criteria. Only cite a criterion if the feature's importance in relation to that criterion is sufficient to justify it as of **local** importance and worthy of protection under the Planning and Environment Act. One criterion may be sufficient. A feature's significance is not justified through its lesser satisfaction of several criteria. (Findings of the Panel on Amendment L47D).

RECOMMENDATIONS

This should indicate:

- Whether the place should be listed in the planning scheme.
- Whether the place should be nominated for any of the statutory or non-statutory registers*
- The extent of designation of the heritage place on the site.
- Any specific designation of any features on the site.
- Any recommendations for management (eg. refer Schedule in Planning Scheme).

REFERENCES

Include a list of the written records, oral sources, maps, plans, photographs and other sources as relevant to the documentation and assessment of the place.

Include any thematic environmental studies and local heritage or conservation area studies, and how the place is graded in these studies (as relevant).

FOOTNOTES

Relevant parts of the text must be attributed to the References using conventional footnoting standards.

ATTACHMENTS

Attach copies of any certificates, registers, plans, photographs, articles etc. specific to the place, which assist in its heritage interpretation and justification.

These must be fully labelled, referenced and dated.

* Where the place is recommended for the Victorian Heritage Register, the following documentation is also required:

- Adequate details of the current ownership and management, to enable Heritage Victoria staff to make contact with the owner or land managers.
- At least 3 photographs of the place with a brief description on the back or on the mount.

APPENDIX 3

HERITAGE VICTORIA STATEMENT OF SIGNIFICANCE EXAMPLE

WHAT IS SIGNIFICANT?

The Gordon Reserve is a small triangle of land bounded by Spring Street and Macarthur Street, containing the Stanford Fountain (1870), the Gordon of Khartoum Memorial (1889), the Adam Lindsay Gordon Memorial (1932) and five Canary Island date palms. The Reserve was originally part of the Parliament House grounds, but it became detached from these in 1863 and was called Carpentaria Place.

Early photographs of the site reveal a small fountain, paths and some plantings. In 1870 the Stanford Fountain was placed on the site. William Stanford (1839-1880) designed and carved the fountain from bluestone when he was incarcerated at Pentridge Prison. The fountain, with its birds, dolphins and central cupid figure is well executed. It was originally accompanied by eight stone benches. Photographs dating from the 1880s show the fountain to have almost disappeared from view under the foliage of the exotic plantings including weeping willows, conifers and Moreton Bay figs.

In 1889 the Statue of Gordon of Khartoum was placed on the apex of the triangle at Macarthur and Spring Streets facing towards the Treasury Reserve. General Charles Gordon (1833-1885) was killed at Khartoum, in the Sudan in January 1885. Gordon was an important figure in imperial history and his exploits in China and the Sudan were the stuff of legend before his death. A memorial was suggested and funds were raised by public subscription.

The Statue is a copy of Hamo Thorneycroft's statue that had been originally destined for Trafalgar Square. The base and pedestal on the Melbourne statue differs significantly from that in London with scenes from Gordon's life rather than representations of Fortitude and Faith and Charity and Justice. The Gordon Statue is one of the first statues erected of a public figure in Melbourne (preceded by Burke and Wills in 1865 and Redmond Barry in 1887). Gordon's memorial marked the beginning of the "heroic age of colonial statuary" with another 11 monuments being erected in Melbourne in the next twenty years.

As a part of this memorialising process the Eight Hour Movement Monument was placed at the other apex of the triangle, facing Spring Street, in 1903. Later the Eight Hour Movement Monument was moved to its present site at Russell Street and Victoria Streets opposite the Trades Hall in 1923.

The Adam Lindsay Gordon Memorial, a well executed work of sculpture by Paul Montford, was erected on the site vacated by the Eight Hour Movement Monument in 1932. This was to mark the centenary of Gordon's birth.

Adam Lindsay Gordon (1833-1870) was an important figure in colonial literary history. His poetry, although well received was not successful during his lifetime and his reputation was made after his death.

The five Canary Island date palm trees that can now be found at the site were planted in the early 20th Century when the plantings were rationalised and the link fences were installed that delineate the site and cordon off the General Gordon Memorial. As a consequence the site has retained its Edwardian flavour with its mixture of memorials and greenery. The site was not renamed the Gordon Reserve until the 1960s.

HOW IS IT SIGNIFICANT?

The Gordon Reserve is of historic and aesthetic importance to the state of Victoria.

WHY IS IT SIGNIFICANT?

The Gordon Reserve is of historical significance as an exemplar of colonial commemoration, celebrating the redemptive qualities of the Stanford fountain, as well as the grandeur of the British Empire of the General

Gordon Memorial and the creation of an Australian literary tradition in the memorialising of specific figures such as Adam Lindsay Gordon.

The Gordon Reserve is of aesthetic importance for the high quality of workmanship in the Stanford fountain, and the quality of the execution of both the General Gordon and Adam Lindsay Gordon statues.

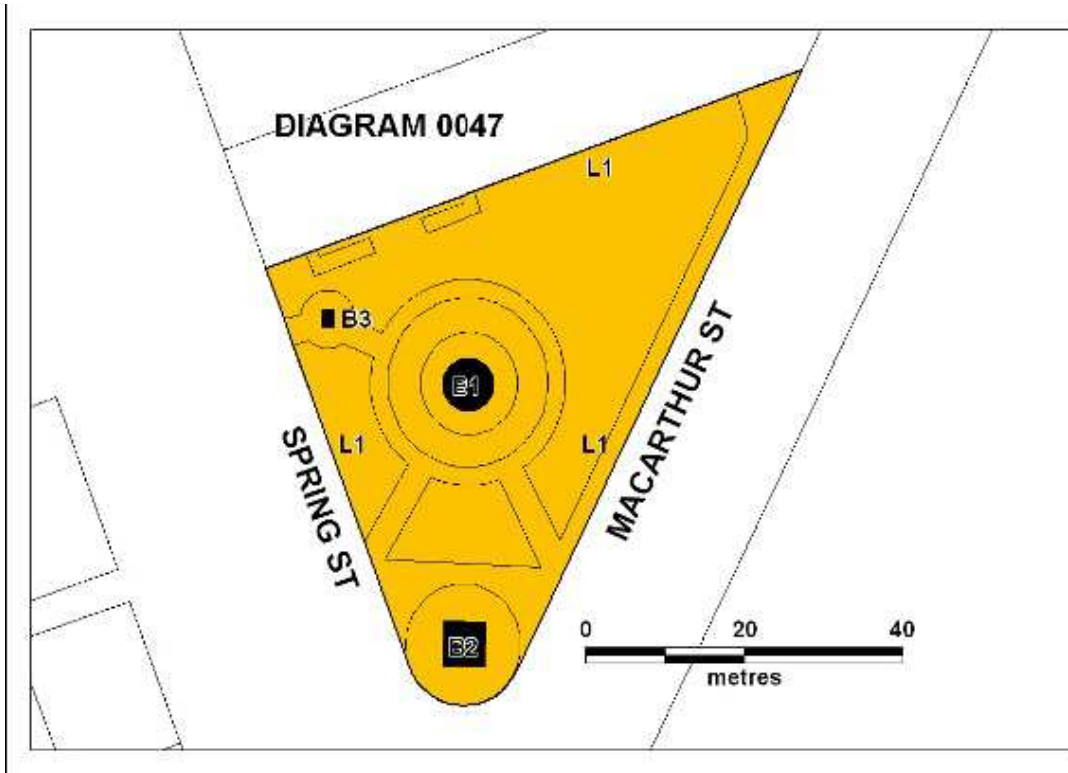
The Gordon Reserve is of aesthetic importance for the pleasing arrangement of the various landscaping elements including the Canary Island date palms, the link fences and the memorials within the reserve.

IMAGE



EXTENT

To the extent of the Gordon Reserve bounded by Spring Street and Macarthur Place, Melbourne and as defined in the Plan held by the Executive Director including the Stanford Fountain marked B1, the statue of General Gordon marked B2 and the statue of Adam Lindsay Gordon marked B3. The Plantings, lay out of the paths and the link fences are also included in the registration.



APPENDIX 4

SECTOR DEVELOPMENT PROCESS

The following methodology provides an outline for the development of a segmented approach to the Assessment program for the City of Stonnington:

Steps:

1. Segment the City of Stonnington into 8 portions based on divisions caused by major roadways or natural features.
2. Rank segments in accord with highest risk based on development pressures. (8 most at risk, 1 least at risk)
3. Rank segments which have other planning outcomes imminent such as the Structure Planning proposed for xxx
4. Rank segments in accordance with the outcomes from the NCO Study (8 for areas where most benefits likely)
5. Rank segments in accordance with benefits from gap analysis(8 for areas with little or no existing studies).

Any other Council suggestions here?

At completion of this task, each segment should be ranked roughly in terms of the proposed benefits. Segments with the highest score should be assessed before those with lower rankings.

The methodology underpinning the choice of segments analysed should be described in the methodology underpinning assessment and detailed in the exhibition of any subsequent amendment.

This ranking should be refreshed prior to the choice of subsequent segments being chosen.

APPENDIX 5

KEY FINDINGS & RECOMMENDATIONS

EXCERPT FROM STONNINGTON THEMATIC ENVIRONMENTAL HISTORY VOLUME 2

4 RECOMMENDATIONS

4.1 Introduction

It is recommended that the City of Stonnington adopt the *Stonnington Thematic Environmental History (2005)* comprising Volume 1 (the history) and Volume 2 (this report).

On the basis of the key findings of the study the following additional recommendations are made in relation to:

- Stonnington Planning Scheme
- Aboriginal Heritage Strategy
- Further work

4.2 Stonnington Planning Scheme

It is recommended that:

- As an immediate action, the *Stonnington Thematic Environmental History (2005)* is made a Reference Document in the Stonnington Planning Scheme. This should include listing the History as a policy reference wherever appropriate in the Scheme (e.g. in Clause 21.06-5 of the MSS and Clause 22.04-4 of the Heritage Local Policy)
- As a short term action, the Stonnington MSS and the Local Policy are reviewed to determine whether any specific changes need to be made to reflect the key findings and recommendations of the Study. This could include:
 - Reviewing Clause 21.01-3 to assess whether additions or amendments need to be made to reflect the outcomes of the Study.
 - Adding items to *Further Strategic Work* in Clause 21.06-4 as identified by this Study (see sections 4.3 and 4.4)
 - Including policy references to the need to consider the association of a place with the themes identified by the *Stonnington Thematic Environmental History*.

4.3 Aboriginal Heritage Strategy

It would be desirable to prepare an Aboriginal Heritage Strategy for the municipality. The strategy should be developed in consultation with the appropriate Aboriginal representatives. The purpose of the heritage strategy would be to address gaps in existing knowledge about the Indigenous history of the municipality and identify research priorities. Specifically, the strategy should address:

- Identifying and consulting with Indigenous stakeholders.
- Identifying gaps in existing knowledge.
- Opportunities for archaeological research within the municipality.
- Opportunities for the collection of oral histories of the current Indigenous inhabitants of the municipality and the descendants of its traditional owners.
- Developing protocols for the management of heritage places within the municipality.
- Opportunities for the interpretation of Indigenous heritage, including the preparation of statements of significance (see below).

- A review of the Stonnington Thematic Environmental History.

This strategy could be undertaken in two stages:

- Stage 1 would involve a scoping study, which would involve initial consultation with Aboriginal representatives to develop an agreed approach.
- Stage 2 would be the development of the strategy in accordance with the agreed approach.

The City of Stonnington lies within the boundary of the Wurundjeri Tribe Land Compensation and Cultural Heritage Council Incorporated (hereafter referred to as the Wurundjeri). The Wurundjeri are the local Aboriginal community identified in the *Aboriginal and Torres Strait Islander Heritage Protection Act 1984* as having responsibility for the management of Aboriginal heritage in the City of Stonnington. However, as previously discussed the Department of Victorian Communities during the course of this study advised of current legal uncertainties in relation to the leadership of the Wurundjeri Council. Context therefore recommends that the City of Stonnington should wait until this uncertainty has been resolved to ensure that consultation is undertaken with Wurundjeri spokespeople acting with appropriate statutory authority.

Developing statements of significance for Aboriginal heritage

Statements of Aboriginal heritage significance must be developed in consultation with the relevant Aboriginal communities. This ensures that the values and significance of Aboriginal heritage can be properly articulated, and recognises that the Aboriginal view of significance may differ to that of non-Aboriginal people. Aboriginal places in the City of Stonnington are potentially of particular complexity due to their associations with the establishment with the first mission and the Aboriginal Protectorate. Such places are important to modern Aboriginal history but, of course, represent the dispossession of traditional Aboriginal lands and culture. They are therefore potentially sensitive places. Developing a statement of Aboriginal heritage significance for the City of Stonnington could usefully be undertaken as a component of the Aboriginal heritage strategy proposed above.

4.4 Further work

The following tasks are recommended for future action to address the other key issues identified in Chapter 3 of this report:

- Creating an electronic database that contains all of the existing heritage place citations. As a priority, this should focus upon heritage places individually listed in the HO Schedule and heritage precincts.
- Reviewing and updating the citations for all heritage places. Initially, this should focus upon ensuring that they are in a consistent format, particularly in relation to the Statement of Significance, which should adopt the Heritage Victoria format (ie. using the headings of *What is Significant?*, *How is it Significant?*, and *Why is it Significant?*, with the inclusion of RNE criteria.). As a second step, a more detailed review could include:
 - Identifying where further historic research and physical investigation is required.
 - A comparative analysis, where appropriate, to be provided (see below)
 - The addition of specific conservation management recommendations.

- Undertaking a comparative analysis of heritage places and precincts using the *Stonnington Thematic Environmental History*, once again focussing upon places that are included in the HO to ensure that the places included in the HO provide a good representation of all of themes (as far as possible, noting that some themes are represented by few places) identified by the history.
- Once the comparative analysis is finalised, a list of the themes that are under-represented should be prepared. Places associated with these themes should be identified and further research is undertaken as required.
- Undertaking a study of places of environmental significance, including geology and landforms as well as flora and fauna.