

## 22.03 HERITAGE POLICY

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This policy applies to all planning permit applications under the Heritage Overlay.

The policy:

- Applies the State Planning Policy Framework provisions relating to heritage in Clause 15.03 to local circumstances.
- Builds on the Municipal Strategic Statement objectives and strategies identified in Clause 21.04-5.

### 22.03-1 Policy basis

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The City of Boroondara recognises the extensive and significant range of heritage assets in the City which provide benefits to both the local community, and the broader metropolitan and state-wide communities.

Boroondara's heritage assets include indigenous heritage sites, mansion and worker cottage developments from the last part of the 19th century, inter-war and post-war subdivisions/settlement from the 20th century, individually significant and groups of Victorian, Federation, Inter-War and Post-War residences, former industrial sites, commercial buildings, public utilities including bridges, government buildings, railway stations, and parks and gardens. These places are of aesthetic, social, historic, technical or spiritual significance to the municipality.

This policy is directed at the protection, conservation and enhancement of all heritage places. This policy only encourages development that recognises, and is sensitive to, the cultural heritage significance of heritage places.

An explanation of heritage place gradings used in the City of Boroondara and definitions of words used in this policy are included in Clause 22.03-5 and Clause 22.03-6 of this policy, respectively.

### 22.03-2 Objectives

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- To preserve 'significant' heritage places, protecting all significant heritage fabric including elements that cannot be seen from the public realm.
- To facilitate sympathetic new buildings which extend the life of 'significant' heritage places.
- To retain and conserve 'contributory' places and fabric in the Heritage Overlay which are visible from the primary street frontage.
- To facilitate sympathetic additions, alterations and new buildings to 'contributory' heritage places which are massed, detailed, finished and located to preserve the presentation of the place from the street.
- To ensure buildings and works to 'non-contributory' properties are sympathetic to the heritage values of the precinct and complement the precinct's heritage built fabric by being respectful of the scale, massing, rhythm and detailing.

### 22.03-3 Policy

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The following policies apply when considering planning permit applications under the Heritage Overlay or any application for the amendment of plans. Separate policy is provided on Demolition, Alterations and Conservation, Additions and New Buildings for each of the three property gradings ('significant', 'contributory' and 'non-contributory'). Policy on Statements of Significance, Subdivision, Fences, Landscape Setting, Vehicle Accommodation, Outbuildings and Services, Commercial Buildings and Archaeological Sites apply to all three property gradings.

This policy and the schedule to the Heritage Overlay override the various guidelines contained within the heritage studies included in the Boroondara Heritage Property Database.

### 22.03-3.1 Statements of Significance

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- Take into account the relevant statement of significance for a heritage place when assessing an application. Statements of Significance for precincts are contained within the reference document - *Heritage Policy - Statements of Significance (City of Boroondara, August 2016, or as amended and adopted by Council from time to time)*. Place citations are contained within the *Boroondara Heritage Property Database* which is a reference document to this Heritage Policy.
- Where a 'significant' graded heritage place is located within a heritage precinct, any proposal must have regard to both the most recent statement of significance for the individual place (where available) as well as the most recent statement of significance for the heritage precinct in which it is located.

### 22.03-3.2 'Significant' heritage places

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#### Demolition

- Retain significant built fabric and not normally allow demolition.
- Permit partial demolition of significant built fabric for the purpose of additions and alterations only if the partial demolition, additions and alterations will not adversely affect the cultural heritage significance of the place and will assist the long term conservation of the building.
- Normally permit the demolition of non-original and non-contributory additions. Where appropriate include a demolition management plan to ensure that the removal of non-original and non-contributory additions does not compromise significant built fabric.
- Consider the following, as appropriate, before determining an application for demolition of 'significant' heritage places:
  - The cultural heritage significance of the heritage place.
  - Whether the demolition or removal of the entire heritage place or any part of the place will adversely affect cultural heritage significance.
  - In the case of partial demolition or removal of non-contributory elements, whether the partial demolition or removal contributes to the long-term conservation of the heritage place.
  - Whether the heritage place is structurally unsound and cannot reasonably be rectified. The poor condition of a heritage place should not in itself, be a reason for permitting demolition of a 'significant' heritage place or part thereof.

#### Conservation and alterations

- All alterations, including restoration or reconstruction works, should be directed at maintaining the cultural heritage significance and integrity of the place.
- Encourage reconstruction of features or finishes formerly removed, only in instances where historic evidence of original or earlier appearance can be found.
- Ensure that appropriate materials and restoration techniques are used.
- Discourage the painting of previously unpainted surfaces. This does not apply to non-original features.
- Discourage the rendering of previously non-rendered surfaces.
- Discourage painting in a manner that detracts from the understanding of the place, including painting in corporate colours, painting over and covering windows and the loss of contrast that provides for articulation of heritage features.
- Discourage sandblasting of rendered, masonry or timber surfaces.

- Discourage the introduction of architectural features, unless it can be proved they were originally present.

### **Additions and new buildings**

Additions and new buildings should:

- Not alter fabric that contributes to the cultural heritage significance of any part of a 'significant' heritage place including elements that cannot be seen from the public realm.
- Not obscure fabric that contributes to the cultural heritage significance of any part of a 'significant' heritage place that addresses the public realm.
- Make use of materials and surface finishes that are complementary to the fabric of the heritage place.
- Encourage the reuse of previously demolished building materials from the heritage place in the design and construction of new additions to buildings.
- Use design details which complement the design of the heritage place (including, but not limited to the type and form of windows, doors, architectural features and verandahs). Design details of new buildings and works should either be:
  - Interpretive, that honestly admit their modernity while relating to the heritage character of their surroundings, or
  - A replication of historic forms and detailing.
- Through appropriate siting and massing be located in a manner which does not detract from or dominate significant fabric of the heritage place. This should be achieved utilising a combination of setbacks, heights and physical separation as appropriate. This does not apply to commercial buildings.
- Be located to the rear of the heritage place, where possible.
- Be sympathetic with heritage fabric of the place rather than any 'non-contributory' elements of the place.
- Vegetation and fences are not considered to be permanent screening and will not be taken into account when determining if a proposed addition is visible from the street.

### **22.03-3.3 'Contributory' heritage places**

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#### **Demolition**

- Retain contributory built fabric and not normally allow demolition.
- Permit partial demolition of 'contributory' heritage places for the purpose of additions and alterations only if the partial demolition, additions and alterations will not adversely affect the cultural heritage significance of the precinct and in particular ensure that the original built fabric which contributes to the heritage values of the precinct is retained.
- Discourage demolition that results in 'facadism' - where only the very front most parts of the heritage place are maintained but the integrity and massing of the place is lost either through demolition or obtrusive additions.
- Demolition to remove non-original and non-contributory additions to 'contributory' heritage places is generally supported.
- Consider the following, as appropriate, before determining an application for demolition of 'contributory' heritage places:
  - The cultural heritage significance of the heritage place and its contribution to the significance of the precinct.

- Whether the demolition or removal of the entire heritage place or any part of the place will adversely affect the cultural heritage significance of the wider precinct.
- Whether the demolition or removal contributes to the long-term conservation of the heritage place.
- Whether the heritage place is structurally unsound and cannot be reasonably rectified. The poor condition of a heritage place should not in itself, be a reason for permitting demolition of a ‘contributory’ heritage place.

### **Conservation and alterations**

- All alterations including restoration or reconstruction works should maintain the cultural heritage significance and integrity of the place.
- Encourage reconstruction of features or finishes formerly removed only in instances where historic evidence of original or earlier appearance can be found.
- Ensure that materials are sympathetic to the heritage place.
- Discourage the painting of previously unpainted surfaces, particularly to the primary street frontage. This does not apply to non-original features.
- Discourage the rendering of previously non-rendered surfaces.
- Discourage painting in a manner that detracts from the understanding of the place, including painting in corporate colours, painting over and covering windows and the loss of contrast that provides for articulation of heritage features.
- Discourage sandblasting of rendered, masonry or timber surfaces.
- Discourage the introduction of architectural features, unless it can be proved that they were originally present.

### **Additions and new buildings**

Additions and new buildings should:

- Not alter or obscure fabric that contributes to the cultural heritage significance of a ‘contributory’ heritage place including changes to the principal visible roof forms or principal façade.
- Not unreasonably obscure ‘contributory’ or ‘significant’ fabric in the wider precinct.
- Make use of materials and surface finishes that are complementary to the contributory fabric of the heritage place.
- Encourage the reuse of previously demolished building materials from the heritage place in the design and construction of new additions to buildings.
- Use design details which complement the design of the heritage place, (including, but not limited to the type and form of windows, doors, architectural features and verandahs).
- Design details of new buildings and works should either be:
  - Interpretive, that honestly admit their modernity while relating to the heritage character of their surroundings, or
  - A replication of historic forms and detailing.
- Through appropriate siting and massing, be located in manner which does not detract from or dominate the heritage place and or detract from heritage values of the precinct. This should be achieved utilising a combination of setbacks and matching the height of the heritage place. This does not apply to commercial buildings. Refer to Figures 1, 2 and 3 below for an example of a siteline and massing of an upper level addition behind the ‘contributory’ heritage place.

- Should be visually recessive and read as a secondary element to the heritage place. Where side setbacks are an important feature in a heritage precinct, ground level additions should have side setbacks that are the same or similar to those of the precinct.
- Be located to the rear of the heritage place where possible.
- Be sympathetic with heritage fabric of the place and precinct rather than any 'non-contributory' elements of the place.
- Vegetation and fences are not considered to be permanent screening and will not be taken into account when determining if a proposed addition is visible from the street.

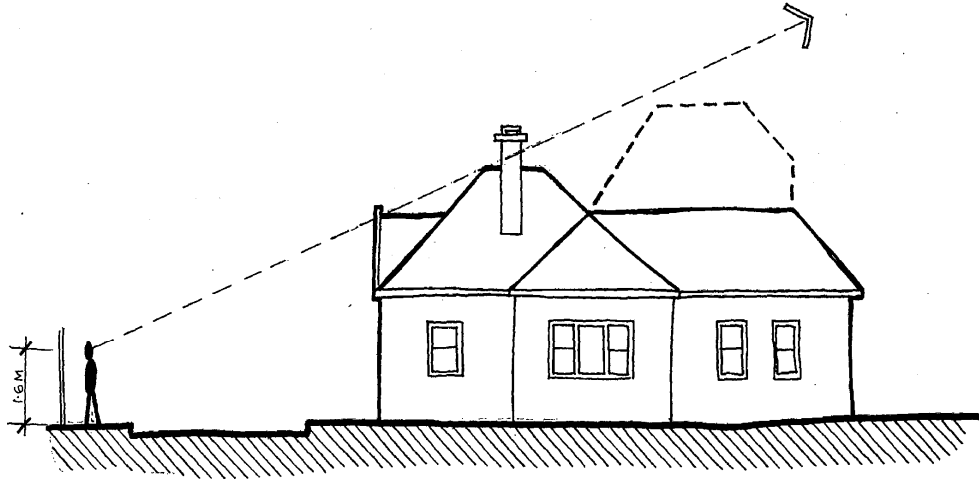


Figure 1: Sight line diagram

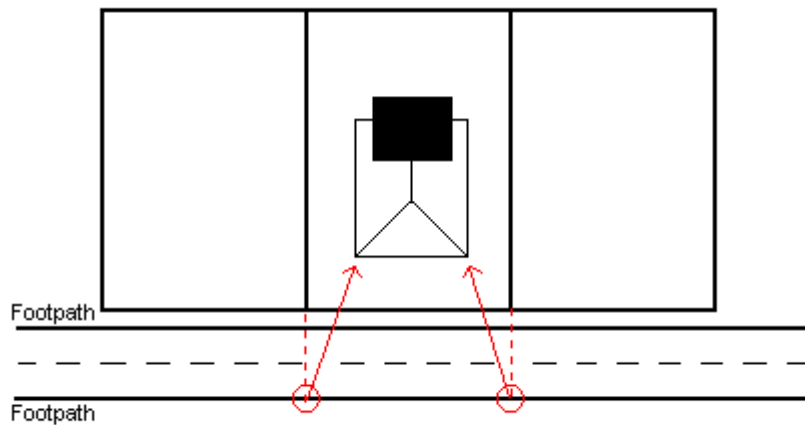


Figure 2: Oblique views diagram

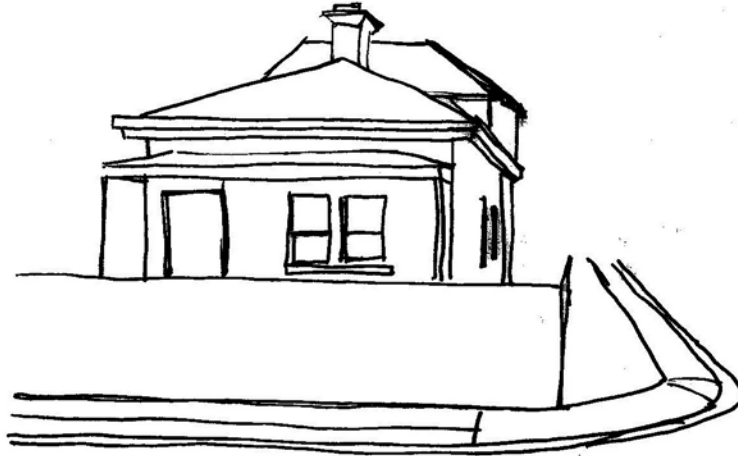


Figure 3: Three dimensional oblique view

**22.03-3.4 'Non-contributory' places**

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**Demolition**

- Normally permit the demolition of 'non-contributory' places. However, the demolition or removal of 'non-contributory' places will not generally be approved until a replacement building or development is approved. An application for a new building or works should accompany a demolition application.

**Replacement buildings, development, alterations and additions**

- Encourage high quality sympathetic design.
- Be sympathetic with heritage fabric of the place, rather than any 'non-contributory' elements of the place.
- Require proposals to conform with the guidelines in Table 1.

**Table 1: Performance criteria for replacement buildings, development, alterations and additions**

Guideline	Performance criteria
<b>Siting</b>	<ul style="list-style-type: none"> <li>▪ New buildings and additions/alterations to non-contributory places should be oriented in a similar manner to the siting of adjacent 'significant' or 'contributory' heritage places and to the heritage precinct as a whole.</li> </ul>
<b>Façade height and setbacks</b>	<ul style="list-style-type: none"> <li>▪ The position of a new building and its façade height or an addition/alteration to the façade of a non-contributory place should not dominate adjoining 'significant' or 'contributory' heritage places. The façade should neither exceed in height, nor be positioned forward of, the adjoining heritage place(s).</li> <li>▪ The height of the façade should not be significantly lower than prevailing heights of 'significant' or 'contributory' heritage places in the precinct, especially where the precinct has a consistent façade height.</li> <li>▪ The façade should not be substantially set back behind prevailing setbacks of 'significant' or 'contributory' heritage places in the heritage precinct, especially where the heritage precinct has a consistent front setback.</li> </ul>

Guideline	Performance criteria
	<ul style="list-style-type: none"> <li>▪ The proposals should have side setbacks that reflect those of adjacent places, particularly those of adjacent 'significant' or 'contributory' heritage places.</li> </ul>
<b>Building height and form</b>	<ul style="list-style-type: none"> <li>▪ The height and form of a new building or an addition/alteration to a non-contributory place should respect the height and form of adjacent and surrounding 'significant' or 'contributory' heritage places, as these places are viewed from the street.</li> <li>▪ If located in a heritage precinct or part of a heritage precinct that has a consistent building height and form the completed height of the new building or addition/alteration to a non-contributory place should be no higher than the roof ridgeline of the adjacent buildings when viewed from the street, but may include a higher, unobtrusive component to the rear.</li> <li>▪ If located in a heritage precinct or part of a heritage precinct with a diverse building height and form, and adjacent to a 'significant' or 'contributory' heritage place, the new building or addition/alteration to a non-contributory place should be of a height and form that respects both the adjacent 'significant' or 'contributory' heritage places and the prevailing height and form of 'significant' or 'contributory' places in the precinct, but may include a higher, unobtrusive component to the rear.</li> <li>▪ If located in a heritage precinct or part of a heritage precinct with a diverse building height and form, but not adjacent to a 'significant' or 'contributory' heritage place, the new building or addition/alteration to a non-contributory place should be of a height and form that respects the prevailing height and form of 'significant' and 'contributory' heritage places in the precinct.</li> </ul>
<b>Roof form</b>	<ul style="list-style-type: none"> <li>▪ The roof form and the window and door proportions of new buildings and additions/alterations to non-contributory places should be similar too or sit well with the prevailing forms in the heritage precinct.</li> </ul>
<b>Materials, surface finishes and details</b>	<ul style="list-style-type: none"> <li>▪ New buildings and additions/alterations to non-contributory places should display the following design characteristics: <ul style="list-style-type: none"> <li>· Wall elevations are to be articulated in a manner that is complementary to the heritage precinct through their massing and form and the use of materials and finishes.</li> <li>· Materials, textures and finishes are to complement materials evident in the heritage precinct.</li> </ul> </li> </ul>

### 22.03-3.5 Fences

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- Retain original or early fences of 'significant' or 'contributory' heritage places.
- Encourage the reconstruction of original fences where historical evidence exists of their form, or encourage the construction of new front fences in sympathy to the period and design of the 'significant' or 'contributory' heritage places. Design should be consistent with The National Trust of Australia (Victoria) Technical Bulletin 8.1 Fences & Gates (1988).
- Discourage the construction of high solid fences that block the view of the principal façade (or secondary façade for corner lots) of 'significant' or 'contributory' places from the street.
- Fence design for 'non-contributory' places should seek to complement the following characteristics of fences in the precinct that contribute to the heritage significance of the precinct:
  - Height
  - Visual permeability

- Spacing of elements
- Materials and finishes.

### **22.03-3.6 Landscape setting**

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- Retain or restore (where evidence can be found) original hard and soft landscape elements that contribute to the significance of the heritage place.
- Consider the heritage values of the place in the design of hard and soft landscape treatments.

### **22.03-3.7 Vehicle accommodation, outbuildings and services**

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Vehicle accommodation and other outbuildings and services should not dominate heritage places, in particular:

- Ensure that vehicle accommodation and other services do not dominate heritage places, by encouraging adoption of the following design guidelines:
  - Minimising new vehicle cross-overs for heritage places with narrow street frontage or where few or no crossovers exist or where rear laneway access is available.
  - Discourage the widening of vehicle crossovers, except in the interests of traffic safety, or the construction of large areas of paving or other hard surfaces in the front setback where this is not responsive to the heritage place.
  - Encouraging the location of new carports, garages and outbuildings to the rear of the main building (excluding verandahs, porches, bay windows or similar projecting features) except in circumstances where the character of the heritage place supports the location of carports, garages and outbuildings to the side of the heritage building behind the main front building line.
  - Encouraging any new carports, garages and outbuildings that are visible from the street to use wall openings, roof forms and materials which complement the main building or the characteristics of the heritage precinct.
  - Discourage the location of swimming pools in the front setback.
  - Allowing the location of rain water tanks, hot water systems, air-conditioning units and other equipment in areas visible from the street only if it can be shown that they will not detract from the heritage significance of the place.
  - Visible roof fixtures, such as solar panels, should not be fixed to the principal visible roof form.
  - Visible roof fixtures should be aligned with the profile of the roof and not be mounted on protruding frames.

### **22.03-3.8 Roads and laneways**

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- Ensure works within roads and laneways maintain the heritage significance of the road or laneway through the use of sympathetic materials. Ensure finish surface materials adjacent to roads and laneways maintain the heritage significance of the place.

### **22.0-3.9 Commercial buildings**

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In addition to the application of sections 2, 3 and 4 (as relevant to the grading of the building), the following policies apply to the consideration of commercial buildings:

- Upper level additions should be sufficiently set back from the front façade to appear as a secondary element of the heritage place.



- Encourage the retention, restoration or reconstruction of significant or contributory shopfronts and/or verandahs and any other feature to the public realm that has been removed.
- Where historical evidence of an early street verandah exists, it may be appropriate to reinstate a timber or cast iron verandah based on historical models. In cases where no evidence is available, a simple and understated design incorporating a traditional form and scale may be acceptable.
- Discourage the introduction of architectural features, where it is not known that these features were originally present, with the exception of street verandahs to commercial buildings, as outlined in the above point.

### 22.03-3.10 Advertising signs

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- Any new signage on a heritage building should complement historic character, minimise visual clutter and should not obscure or destroy any architectural features of cultural heritage significance.
- Any internally illuminated signs should not have an area greater than 1.5 square metres.
- The following sign types are discouraged:
  - Above verandah signs
  - Sky signs
  - Animated signs
  - Reflective signs
  - Electronic signs.
- Any alterations should not obscure or remove existing signage that is deemed to have heritage value.

### 22.03-3.11 Subdivision

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- Subdivision will not generally be approved until a permit or permits for buildings and works on any resulting lots are approved. An application for a new buildings and works should accompany a subdivision application.
- Where an application for subdivision is not accompanied by an application for buildings and works on the resulting lot or lots, that application for subdivision should be accompanied by building envelopes for any lots to be created by subdivision.
- Ensure that the building envelopes proposed for any resulting lots do not adversely affect the cultural heritage significance of the place.
- Ensure that the subdivision in and around a heritage place does not adversely affect the cultural heritage significance of the place.
- Ensure that the subdivision of heritage places results in a pattern of development that retains the existing pattern of development where such pattern contributes to the significance of the heritage place.
- Ensure that appropriate settings and contexts, including gardens and landscaping, for 'significant' or 'contributory' heritage places are maintained.

### 22.03-3.12 Archaeological sites

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- Proposed development must not adversely impact on aboriginal cultural heritage values as indicated in a Cultural Heritage Management Plan as set out in the *Aboriginal Heritage Act 2006*.

**22.03-4 Application requirements**

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**Demolition and subdivision of ‘significant’, ‘contributory’ and ‘non-contributory’ buildings**

- Require, as appropriate, an application for a new building or works to accompany a demolition or subdivision application. The demolition or removal of any heritage place or part of a heritage place will not normally be approved until a replacement building or development is approved. Subdivision will not normally be approved prior to approval of any buildings or buildings envelopes for any resulting lots.
- Require a Demolition Management Plan and/or Conservation Management Plan where appropriate.

**Conservation and alterations**

- Require evidence of original details and finishes when they are proposed to be reinstated.

**New buildings and additions**

- Applications for upper-storey additions should be accompanied by:
  - Sight line diagram (see Figure 1)
  - Oblique view diagrams (see Figures 2-3).
- An application for new buildings to be accompanied by a streetscape elevation.

**Archaeological sites**

- Where sites are known to contain archaeological material or have been identified as likely to contain archaeological material, a report prepared by an archaeologist is to be submitted by the applicant with any application for a planning permit.

**22.03-5 Gradings and grading definitions**

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Gradings for all properties in the Heritage Overlay in Boroondara can be found in the Schedule of Gradings Map, which is a reference document in the MSS.

‘Significant’ heritage places are places of State, municipal or local cultural heritage significance that are individually important in their own right. When in a precinct, they may also contribute to the cultural heritage significance of the precinct. ‘Significant’ graded places within a precinct are of the same cultural heritage value as places listed individually in the Schedule to the Heritage Overlay.

‘Contributory’ heritage places are places that contribute to the cultural heritage significance of a precinct. They are not considered to be individually important places of State, municipal or local cultural heritage significance, however when combined with other ‘significant’ and/or ‘contributory’ heritage places, they play an integral role in demonstrating the cultural heritage significance of a precinct.

‘Non-contributory’ places are places within a heritage precinct that have no identifiable cultural heritage significance related to the precinct. They are included within a Heritage Overlay because any development of the place may impact on the cultural heritage significance of the precinct or adjacent ‘significant’ or ‘contributory’ heritage places.

**22.03-6 Definitions**

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In this policy, unless the context suggests otherwise, words and phrases have the meaning defined in Table 2.

**Table 2: Definitions**

<b>Term</b>	<b>Meaning</b>
<b>Alteration</b>	to modify the existing fabric of a place without undertaking building works in the form of an addition. This may include introducing new openings for windows or doors.
<b>Conservation</b>	all the processes of looking after a place so as to retain its cultural heritage significance (see definition for cultural heritage significance below). This may include maintenance, preservation, restoration, reconstruction and adaptation to accommodate new uses.
<b>Context</b>	the setting of a place, the key natural (including landscaping and established gardens) and built features of that setting, and the extent to which the setting influences the scale of development and land use patterns.
<b>Cultural heritage significance</b>	the aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural heritage significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects where appropriate.
<b>Fabric</b>	all the physical material of the place including components and external fixtures.
<b>Heritage place</b>	a site, area, land, landscape, building or other work, or group of buildings or other works with cultural heritage significance. Can indicate an individual site or a heritage precinct. It may include components, spaces and views.
<b>Heritage precinct</b>	a group of buildings and/or structures or other works and their associated land which have cultural heritage significance when read together.
<b>Interpretive</b>	design and materials that honestly admit their modernity while relating to the heritage character of their surroundings including building and roof forms, proportions, colours, detailing and decoration.
<b>Massing</b>	the arrangement of a buildings bulk and its articulation into parts.
<b>Outbuilding</b>	a structure that is not part of a main building but which supports the function of the main building. Outbuildings can include carports, garden sheds, stand-alone conservatories, stables, cabanas and studios.
<b>Principal façade</b>	the external face of a building as viewed from the street.
<b>Reconstruction</b>	the process of returning a place to a known earlier state and is different from restoration (defined below) by the introduction of new material into the fabric.
<b>Restoration</b>	the process of returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.
<b>Scale</b>	relative size. The term is used in planning to relate a place to its surroundings.
<b>Siting</b>	the placement and/or position of a building within a lot of land.

**22.03-7**

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**Reference documents**

Assessment of Heritage Precincts in Kew (City of Boroondara, April 2013)

Assessment of the Burwood Road Heritage Precinct, Hawthorn (City of Boroondara, August 2008, updated March 2012)

Auburn Village Heritage Study (City of Boroondara, 2005)

Balwyn Road Residential Precinct, Canterbury: Stage 2 Heritage Precinct Review (City of Boroondara, August 2006)  
Boroondara Heritage Property Database  
Boroondara Schedule of Gradings Map  
Camberwell Conservation Study (City of Camberwell, 1991)  
Camberwell Junction Heritage Review (City of Boroondara, 2008, updated 2013)  
Canterbury Hill Estate Precinct Citation (2014)  
City Of Boroondara Municipal-Wide Heritage Gap Study Volume 1: Canterbury (Context Pty Ltd, 25 May 2017)  
City Of Boroondara Municipal-Wide Heritage Gap Study Volume 2: Camberwell (Context Pty Ltd, 26 September 2017)  
City of Kew Urban Conservation Study (City of Kew, 1988)  
Creswick Estate Precinct Heritage Citation (2016)  
Fairmount Park Estate Precinct Heritage Citation (2016)  
Grange Avenue Residential Precinct Citation (August 2014)  
Hawthorn Heritage Precincts Study (City of Boroondara, April 2012)  
Hawthorn Heritage Study (City of Hawthorn, 1993)  
Heritage Policy - Statements of Significance (City of Boroondara, August 2016, or as amended and adopted by Council from time to time)  
Kew and Hawthorn Further Investigations - Assessment of Specific Sites (February 2014)  
Kew Junction Commercial Heritage Study (September 2013)  
National Trust of Australia (Victoria) Technical Bulletin 8.1 Fences & Gates (1988)  
Review of B-graded Buildings in Kew, Camberwell and Hawthorn (City of Boroondara, January 2007, updated June 2007 and November 2009) Volumes 1, 2 and 3.  
Review of C\* Grade Buildings in the Former City of Hawthorn ( City of Boroondara, September 2006, updated June 2007 and November 2009) Volumes 1 and 2.  
Surrey Hills North Residential Precinct Citation (2014, updated 2014)  
Surrey Hills and Canterbury Hill Estate Heritage Study (2014, updated 2016)  
Union Road Commercial Precinct Citation (City of Boroondara, 2011)  
Union Road Residential Precinct Citation (2011, updated 2014)