

22.06 HERITAGE

03/08/2017
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This policy applies to all land covered by a heritage overlay.

22.06-1 Policy Basis

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Moreland’s heritage assets range from buildings of state significance to substantial Victorian mansions, humble workers cottages and historic parklands.

The protection and management of these significant heritage assets helps our understanding of the past, enriches the present and will be of value to future generations.

22.06-2 Policy Objectives

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- To encourage the conservation and enhancement of all heritage places.
- To protect Moreland’s heritage places from inappropriate demolition, development or subdivision.
- To ensure that buildings and works respect the significance of the heritage place as identified in the *Statement of Significance*.

22.06-3 Policy

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22.06-3.1 Statement of Significance

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It is policy to:

- Consider the *Statement of Significance* for a heritage place or precinct as contained in the Victorian Heritage Database (Hermes) when assessing any application in a heritage place.
- Assess an application based on the significant or contributory fabric of the heritage place where identified in the *Statement of Significance*, rather than any non-contributory or atypical fabric that may exist within the heritage place.

22.06-3.2 Demolition

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It is policy to:

- Encourage retention of contributory or significant heritage fabric required to maintain the original streetscape appearance.
- Discourage total demolition of a contributory or significant heritage place unless it can be demonstrated that:
 - The building is structurally unsound and that the contributory or significant heritage fabric has deteriorated beyond reasonable repair and would require reconstruction of the whole; and
 - Any proposed replacement building makes a positive contribution to the heritage significance of the heritage place.
- Not accept poor condition or low integrity of a heritage place as sufficient justification for total demolition.
- Support the demolition of non-contributory buildings in a heritage precinct, subject to the provision of a replacement building.
- Support partial demolition of a heritage place, if:
 - The fabric proposed to be removed does not contribute to the heritage significance of the place; and/or
 - The removal will enhance the significance of the place or facilitate conservation outcomes in accordance with the provisions of this policy; and/or

- The extent of demolition will not result in facadism.
- Discourage total reconstruction of a heritage place as an alternative to retention.
- Consider proposed relocation of a contributory or individually significant heritage building as total demolition.
- Require the owner/developer to provide a visual record of any contributory or significant heritage fabric that is to be demolished or removed to the satisfaction of the responsible authority prior to the demolition being approved.

22.06-3.3 New buildings, alterations and additions

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It is policy to:

General

- Encourage new buildings and alterations and additions that:
 - Respect the existing scale, massing, form and siting of contributory or significant elements and do not dominate the heritage place or precinct;
 - Avoid alterations to the contributory or significant buildings (including new windows or door openings);
 - Adopt innovative and contemporary design that makes a positive contribution to the heritage place; and
 - Do not closely replicate historic styles and detailing.
- Ensure that new buildings, alterations and additions do not obscure important view lines to contributory or significant heritage buildings or their features.
- Encourage the restoration and/or reconstruction of missing architectural elements that formed part of the original heritage fabric, if adequate evidence about its previous or original form is available.
- Avoid using non-contributory and atypical built forms as a reference point for new works.

New buildings

- Encourage new buildings to be set back the same distance (or an average) from the front boundary as existing adjacent or nearby contributory or significant buildings.
- Encourage new buildings to adopt side setbacks that reflect the side setbacks of adjoining or nearby contributory or significant buildings, where these setbacks are an important feature of the heritage place.
- Encourage new buildings to adopt a facade height that is consistent with adjoining or nearby contributory or significant buildings.

Alterations and additions to contributory or significant heritage places and fabric

- Ensure alterations and additions (including upper storey additions) to contributory or significant heritage places adopt the following design guidelines:
 - Additions to contributory heritage places should be visually recessive and not dominate the heritage place.
 - Additions to individually significant places should, as far as possible, be concealed by existing heritage fabric when viewed from the front and visually recessive when viewed from any other adjoining street (not a laneway).
 - Existing facades, rooflines, chimneys or other elements that form part of the contributory or significant fabric of the heritage place should be preserved and not altered (such as new windows or door openings).
- Ensure that, on corner sites, upper storey additions are distinct from, and read as secondary elements to the heritage place when viewed from the secondary street frontage.

- Require an application that proposes upper storey additions to be accompanied by sightline diagrams including oblique view diagrams from each adjoining street (not a laneway) or a public park abutting the property.

The visibility of the proposed additions will be assessed from the opposite side of any street (not a laneway) or public park abutting the property, taken from a height of 1.6 metres above ground level.

Council may approve development that does not meet these requirements if it can be demonstrated to the satisfaction of the responsible authority that the characteristics of the particular site make compliance unrealistic.

22.06-3.4 Shopfronts and verandahs

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It is policy to:

- Encourage the conservation and enhancement of existing historic verandahs and shopfronts (including retrofitted types of later style and origin where this contributes to the significance of the heritage place).
- Ensure alterations to existing contributory or non-contributory verandahs and shopfronts are consistent with the character of the heritage place. Accurate reconstruction of missing parts is encouraged where evidence exists. Where no evidence exists about the earlier state, a simplified, sympathetic form is preferred.
- Discourage the removal of an existing shopfront if it is original or of later heritage value.

22.06-3.5 Vehicle accommodation and outbuildings

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It is policy to:

- Ensure that vehicle accommodation and outbuildings do not dominate heritage places by:
 - Locating new car ports, garages and outbuildings in a location supported by the character of the heritage place. Appropriate locations may be either:
 - to the rear of the main building; or
 - at the side of the building, set back from the main front building line (excluding verandahs, porches, bay windows or similar projecting features);
 - Discouraging the construction of large hard surface areas within the front setback;
 - Discouraging the creation of new or additional vehicle crossovers at the front boundary where this is not a feature of the heritage place or where rear laneway access exists;
 - Discouraging the widening of existing vehicle crossovers except in the interest of traffic safety.
 - Encouraging the reconstruction of kerb, channel and footpath where appropriate alternatives to existing front vehicle crossovers can be provided.

22.06-3.6 Front fences and gates

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It is policy to:

- Encourage retention and conservation of fences and gates that are a feature of the significance of the heritage place.
- Encourage new fences that complement the style and period of construction of the heritage place in terms of height, materials and appearance.

- Encourage visually permeable fences that do not obstruct view lines to a heritage place and its significant features when viewed from the street or other public spaces.
- Encourage fences on side boundaries that are visible from the front street to adopt a similar scale to the front fence.

22.06-3.7 Advertising signs

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Refer to clause 22.04 Advertising Signs.

22.06-3.8 Ancillary services and equipment

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It is policy to:

- Ensure that ancillary services and equipment (such as satellite dishes, aerials, shade canopies, or similar structures) are concealed and do not detract from the heritage significance of the heritage place.
- Encourage ancillary site services that support the sustainability of heritage fabric and reduce the operational environmental impact of the existing building (such as solar panels, water tanks, solar hot water systems, etc.) To be sensitively integrated into the design of the heritage place. These services may be visible, if there is no reasonable alternative location.

22.06-3.9 External materials, colours and finishes

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It is policy to:

- Encourage external materials, colours and finishes for heritage buildings that are consistent with and complement the style and period of the heritage place.
- Discourage the decoration or concealment of existing unpainted surfaces.
- Encourage the removal of paint from originally unpainted masonry surfaces by approved means.
- Discourage sandblasting of render, masonry or timber surfaces.
- Discourage rendering of previously unrendered surfaces.
- Discourage the use of corporate colours on the body of a building unless such colours are consistent with the style of the building(s).

22.06-3.10 Streetscapes, landscapes and trees

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It is policy to:

- Discourage the removal of trees with an identified heritage value unless it can be demonstrated that:
 - The tree is dead or dying; and/or
 - The tree is causing structural damage to an existing heritage structure which cannot be dealt with by any other means; and
 - Appropriate replacement landscaping is provided that respects the heritage place, maintains significant views and does not cause physical threat to existing heritage structures.
- Ensure that new buildings or works do not adversely affect views and vistas toward, from and within heritage landscapes.
- Ensure that new buildings or works do not present a physical threat to any tree with identified heritage value.
- Ensure that new buildings or works are subservient to, and maintain the prominence of the significant elements of the heritage landscape.

- Retain significant elements of the heritage landscape.
- Encourage the retention and conservation of heritage elements within streetscapes (including street trees, kerb and channel, laneways, etc.). New elements should be consistent with the historic character of the place.

22.06-3.11 Adaptive re-use of heritage places

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It is policy to:

- Consider a prohibited use only in those instances when it can be demonstrated that there are no viable alternatives.
- Encourage the retention of as much contributory or significant fabric as possible where a change of use requires alterations to the heritage fabric.
- Ensure that conservation of the heritage place occurs concurrently or in advance of any new buildings and works being carried out.
- Require that an application to use a heritage place for a use otherwise prohibited under the zone be accompanied by a written submission prepared by a suitably qualified person to the satisfaction of the responsible authority that includes:
 - Evidence as to how the change of use will ensure conservation of the heritage place;
 - Evidence that other options for prohibited or non-prohibited uses have been examined;
 - A conservation management plan.

An application to use a heritage place for a use otherwise prohibited under the zone can only be considered, if the schedule to the heritage overlay identifies the heritage place as one where prohibited uses may be permitted.

22.06-3.12 Industrial heritage places

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It is policy to:

- Encourage the retention of contributory or significant heritage fabric unless retention undermines the continued viable operation of an industrial use.
- Encourage the retention of as much contributory or significant heritage fabric as possible, if the site is redeveloped.

22.06-3.13 Subdivision

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It is policy to:

- Ensure that subdivision does not adversely affect the heritage significance of the place.
- Encourage subdivision that retains the existing pattern of development, if such a pattern contributes to the significance of the heritage place.
- Ensure that significant landscape layouts, elements, trees and outbuildings are retained on title with the significant building.
- Require that where new undeveloped lots are proposed that are not accompanied by a development proposal, the planning application or that subdivision should be accompanied by building envelopes for the subdivided lots.

22.06-4 Application requirements

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An application should be accompanied by a report prepared by a suitably qualified heritage consultant, which assesses the impact of the application upon the significance of the heritage place. This information may not be required for minor applications as determined by the responsible authority.

An application for total demolition of a non-contributory, contributory or individually significant heritage place should be accompanied by an application for a new replacement development to the satisfaction of the responsible authority.

In addition to the above requirement, an application for total demolition of a contributory or individually significant heritage place must be accompanied by the following information to the satisfaction of the responsible authority:

- A structural engineering report prepared by a suitably qualified person.
- A report prepared by a suitably qualified person justifying demolition of a heritage place rather than retention and repair/restoration.

Require that an application to remove, destroy or lop trees with an identified heritage value be accompanied by:

- A report from a suitably qualified person to the satisfaction of the responsible authority; and
- A landscape plan detailing any existing tree(s) and vegetation to be removed and retained; and a schedule of all proposed trees, shrubs and ground covers (including numbers, size at planting, size at maturity and botanical names).

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Policy Definitions

The terms used in this policy are consistent with those defined by the *Burra Charter*. For the purposes of this policy, the following heritage place definitions apply:

- *Heritage Place*: A building (e.g., house, shop, factory etc), precinct (group of buildings or sites), structure (e.g., memorial, bridge or tram poles), features (e.g., mine shafts and mullock heaps, street gutters and paving), private garden or public park, single tree or group of trees such as an avenue, landscape, geological formation, fossil site, or habitat or other place of natural or cultural heritage significance and its associated land.
- *Significant place*: A place (e.g., a building, structures, tree etc.) that has cultural heritage significance independent of its context. *Significant* places may also make a contribution to the significance of an area or precinct.
- *Contributory place*: A place or feature (e.g., buildings, structures, trees etc.) that contributes to the significance of an area or precinct.
- *Non-contributory place*: A place or feature (e.g., buildings, structures, trees etc.) that do not make a contribution to the significance of a Heritage Place. In some instances, a *Significant* place may be considered *Non-contributory* within a precinct. For example, an important Modernist house within a Victorian era precinct.

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Policy References

- *Draft guidelines for assessing planning permit application*, Heritage Victoria, 2007 (or as amended from time to time).
- *Guidelines for alterations and additions to detached houses in heritage areas*, Moreland City Council, 2001 (or as amended from time to time).
- *Keeping Brunswick's Heritage: A Report on the Review of the Brunswick Conservation Study*. Context P/L, for Brunswick City Council, Vols. 1–4, 1990.
- *City of Coburg Heritage Conservation and Streetscape Study*. Timothy Hubbard P/L for City of Coburg, in five parts, October 1990–March 1991.
- *City of Moreland Heritage Review*. Allom Lovell and Associates for Moreland City Council, Vols. 1–5, January 1999.
- *Gallipoli Parade Heritage Precinct and Beaufort Houses - Review of Heritage Significance*, Context P/L for Moreland City Council, 2013.
- *Lygon Street Heritage Study Stage 2*, Context, June 2012.

- *Moreland Local Heritage Places Review*, Context P/L for Moreland City Council, 2004 (Amended April 2008).
- *North of Bell Street Heritage Study*, Context P/L for Moreland City Council, Vols. 1-2, 2013.
- *Victorian Heritage Database (Hermes)*, Heritage Victoria, available to the public at www.moreland.vic.gov.au or <http://vhd.heritagecouncil.vic.gov.au>