

**Report to the Future Melbourne (Planning (Heritage)) Committee**

Agenda item 6.2

**Heritage Design Guide and Heritage Owner's Guide – final endorsement following targeted stakeholder engagement**

4 August 2020

**Presenter:** Emma Appleton, Director City Strategy**Purpose and background**

1. The purpose of this report is to seek Future Melbourne Committee's final endorsement of two heritage guidance documents: the Heritage Design Guide (Attachment 3) and Heritage Owner's Guide (Attachment 4). The documents offer practical and proactive support to owners of heritage properties, developers and consultants and seek to improve heritage outcomes in the City. They deliver on a key action of the Heritage Strategy.
2. The Heritage Design Guide uses illustrations and photographs to visually communicate the heritage policies contained in Amendment C258, the Heritage Policies Review. The wording of the Heritage Design Guide is based on the Amendment C258 heritage policies. The Heritage Design Guide seeks to assist design and planning teams working with heritage property owners who are seeking to adapt or develop their heritage property, to better use and understand the City's heritage policies, and achieve high quality heritage and development outcomes. The Heritage Design Guide will also assist the development planners in their assessment of applications for heritage properties.
3. The Heritage Owner's Guide is for heritage property owners and focuses on why a place is in the Heritage Overlay and what that means in practice. It explains Council's obligations for protecting heritage, and has information on applying for planning permits and responds to other frequently asked questions. There are also links for support and more information.

**Key issues**

4. The draft Guides were endorsed by the Committee on 18 February 2020 for targeted stakeholder consultation. Face-to-face consultation was cancelled due to COVID however online consultation continued. The feedback was generally supportive and respondents found the Guides helpful in understanding the policies. A summary of consultation and resultant changes to the Guides are included at Attachment 2.
5. Prior to the February Committee meeting, the draft Heritage Design Guide was informed by external stakeholder consultation with the Office of the Victorian Government Architect, Heritage Victoria and the National Trust. The draft Heritage Owner's Guide was significantly influenced by a focus group of heritage place owners.
6. Following gazettal of Amendment C258 on 10 July 2020, the definitions and heritage policies in the Guides have been finalised to reflect the policies.

**Recommendations from management**

7. That the Future Melbourne Committee:
  - 7.1. Endorses the final Heritage Design Guide (refer Attachment 3 of the report from management).
  - 7.2. Endorses the final Heritage Owner's Guide (refer Attachment 4 of the report from management).
  - 7.3. Notes management's intention to publish the Guides on the CoM website.
  - 7.4. Authorises the General Manager Strategy, Planning and Climate Change to make any further minor editorial changes to the Heritage Design Guide and Heritage Owner's Guide as required.

**Attachments:**

1. Supporting Attachment (Page 2 of 84)
2. Summary of consultation and changes (Page 4 of 84)
3. Draft Heritage Design Guide (Page 7 of 84)
4. Draft Heritage Owner's Guide (Page 67 of 84)

## Supporting Attachment

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### Legal

1. Legal advice has been provided in respect to both Guides.

### Finance

2. There are no financial implications of the recommendation.

### Conflict of interest

3. No member of Council staff, or other person engaged under a contract, involved in advising on or preparing this report has declared a direct or indirect interest in relation to the matter of the report.

### Health and Safety

4. In developing this proposal, no Health and Safety issues or opportunities have been identified.

### Stakeholder consultation

5. In September 2019, a focus group of owners of heritage places in the municipality considered the draft content of the draft Heritage Owner's Guide. The final content of the Guide was significantly influenced by the focus group who also commented on the revised text.
6. A meeting was held with officers from the Office of the Victorian Government Architect, Heritage Victoria, the Department of Environment, Land, Water and Planning and the National Trust in December 2019 to provide feedback on the draft Heritage Design Guide.
7. Online engagement occurred following February FMC and is detailed in Attachment 2.

### Relation to Council policy

8. The recommendation is consistent with Goal 8: A city planning for growth.
9. The recommendation addresses item 3.11 in Council's adopted *Heritage Strategy 2013*.
10. The protection of heritage is one of the objectives of planning in Victoria. Section 4(1)(d) of the Act is: "to conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value."
11. Council's Municipal Strategic Statement has a number of Objectives and strategies relating to heritage protection. Clause 21.06-2 includes the following:
  - *Objective 1 To conserve and enhance places and precincts of identified cultural heritage significance.*
    - *Strategy 1.1 Conserve, protect and enhance the fabric of identified heritage places and precincts.*
    - *Strategy 1.2 Support the restoration of heritage buildings and places.*
    - *Strategy 1.3 Maintain the visual prominence of heritage buildings and landmarks.*
    - *Strategy 1.4 In heritage precincts protect heritage buildings, subdivision patterns, boulevards and public open space.*
    - *Strategy 1.5 Protect the significant landscape and cultural heritage features of the City's parks, gardens, waterways and other open spaces.*

- *Strategy 1.6 Within heritage precincts and from adjoining areas protect buildings, streetscapes and precincts of cultural heritage significance from the visual intrusion of new built form both.*
- *Strategy 1.7 Protect the scale and visual prominence of important heritage buildings, landmarks and heritage places, including the Shrine of Remembrance, Parliament House and the World Heritage Listed Royal Exhibition Building and Carlton Gardens.*
- *Strategy 1.8 Maintain cultural heritage character as a key distinctive feature of the City and ensure new development does not damage this character.*

### **Environmental sustainability**

12. The identification, conservation and integration of the heritage fabric can reduce building demolition and new construction waste, and conserve the embodied energy of existing buildings.

## **Attachment 2 to FMC Report: Heritage Guides feedback summary**

The draft Heritage Owner's Guide and Heritage Design Guide were endorsed by FMC on 18 February 2020 for targeted stakeholder consultation.

### **Face-to-face engagement**

On 18 February 2020, the draft guides were presented to the resident group EastEnders. The feedback received was positive in regards to the legibility of information and the overall benefit of the guides in clearly communicating heritage policy.

A stakeholder workshop was organised for 25 March 2020. This workshop was open to resident groups and all stakeholders involved with heritage design in Melbourne, with targeted invites sent to architects and heritage professionals involved with heritage design within the City of Melbourne, resident groups and heritage owners. Due to COVID-19, a decision was made to instead proceed with virtual and digital formats to ensure feedback was sought from the target groups.

### **Online engagement**

An online feedback survey was emailed to all individuals, community groups and practitioners targeted for the stakeholder workshop session, and an open invite to complete the survey was posted on an online forum for heritage advisors and architects.

The survey focused on the legibility and useability of the guides, including specific questions asking stakeholders to pinpoint sections of the guides which were working well and those sections which were more difficult to understand than others. The scope of the feedback was clearly articulated in the survey, which included: illustrations, annotations and explanatory text that help explain the heritage policy and associated processes. It was noted that specific wording of the heritage policies was out of scope due to it being a direct translation of Amendment C258 which has been clearly tested through a Planning Scheme Amendment process.

### **Changes to Guides as a result of feedback**

The survey responses and feedback submissions received were overwhelmingly positive. Survey responses uncovered some specific items which required further explanation, which has assisted in improving the guides further. A key source of feedback to the Heritage Design Guide, separate from the survey responses, was provided by Melbourne Heritage Action, which put forward a detailed report suggesting updates to explanatory text and illustrations which could better explain and represent heritage design within the context of Melbourne.

Following the engagement period, the following changes are recommended to the Heritage Design Guide and Heritage Owner's Guide:

*Heritage Design Guide*

<b>Issue</b>	<b>Recommended change</b>	<b>Page</b>
<b>General updates</b>	<ul style="list-style-type: none"> <li>• 'Draft' label removed</li> <li>• Date updated</li> <li>• Caption updated</li> <li>• Photo credits updated</li> </ul>	1, 18, 59
<b>Concern that the section titled 'Heritage Design Matters' potentially emphasises new design rather than the value of heritage.</b>	<ul style="list-style-type: none"> <li>• Title updated to "Heritage Matters"</li> <li>• 'The value of heritage' subheading is moved to the start of the document</li> </ul>	6
<b>Suggestion that the planning submission requirements should be highlighted in the heritage design guide – specifically 'highlighting the need for a heritage impact statement or a conservation management plan'</b>	<ul style="list-style-type: none"> <li>• A note referencing the planning requirements as detailed in heritage policy is added</li> </ul>	8
<b>Suggestion for the definition of the 'front or principal part' of a building to be repeated in the 'demolition' section, as it is specifically relevant</b>	<ul style="list-style-type: none"> <li>• The definition was added to the demolition section</li> </ul>	12
<b>Suggestion for the 'alterations' diagram to better demonstrate how a shopfront can be altered in a respectful way</b>	<ul style="list-style-type: none"> <li>• The diagram is updated to show a respectful shopfront alteration</li> </ul>	17
<b>Concern that the 'alterations' diagram details a modern, fairly abstract applied façade treatment as unacceptable and appears to prohibit the introduction of anything that is not recessive and simple.</b>	<ul style="list-style-type: none"> <li>• In careful consideration of this feedback, it is decided that the example clearly demonstrates an unacceptable alteration due to the lack of respect to the adjacent heritage building. Adjoining image (pg. 16) reinforces that a respectful and more contemporary alteration is supportable.</li> </ul>	16 & 17
<b>The architect provided updated images of shopfront reconstruction</b>	<ul style="list-style-type: none"> <li>• Image updated</li> </ul>	42
<b>Suggestion that it is not generally expected that original shopfronts should be reconstructed, as depicted in the diagram.</b>	<ul style="list-style-type: none"> <li>• The diagram is updated to demonstrate appropriate reconstruction to a row of terrace houses, as this is a more commonly occurring type of reconstruction in Melbourne.</li> </ul>	43
<b>Confusion about the context of images in this 'vehicle accommodation and access' section</b>	<ul style="list-style-type: none"> <li>• Captioning of images is updated to emphasise context of images.</li> </ul>	46
<b>Ensure diagram does not imply that solar panel installation to heritage buildings will not be facilitated at all if they are visible.</b>	<ul style="list-style-type: none"> <li>• A suggestion to depict house as occurring on a corner block is implemented. This highlights that solar panels in this instance are visible from the side lane and are still</li> </ul>	50

	considered appropriately located. The caption is updated accordingly.	
<b>Suggestion that a diagram which better depicts traditional locations for signage would be more appropriate.</b>	<ul style="list-style-type: none"> <li>The diagram is updated to depict a row of two storey shops with locations of traditional signage depicted.</li> </ul>	53

*Heritage Owner's Guide*

<b>Issues / updates required</b>	<b>Recommended change</b>	<b>Page</b>
<b>General updates</b>	<ul style="list-style-type: none"> <li>'Draft' label removed</li> <li>Date updated</li> </ul>	1
<b>Updated image provided by architect</b>	<ul style="list-style-type: none"> <li>Image updated</li> </ul>	4
<b>Request for more information about how to navigate through the planning scheme</b>	<ul style="list-style-type: none"> <li>Active links are located in the Heritage Owner's Guide which will direct readers to appropriate sections within the planning scheme, as well as other key sources of information.</li> </ul>	
<b>Further information requested about significant streetscapes.</b>	<ul style="list-style-type: none"> <li>Wording is added to general text in regards to significant streetscapes. The definition of significant streetscape is added, including a diagram.</li> </ul>	8, 9