

## **22.04 HERITAGE PLACES WITHIN THE CAPITAL CITY ZONE**

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This policy applies to places included in the Heritage Overlay within the Capital City Zone, excluding land within Schedule 5 to the Capital City Zone (City North).

### **22.04-1 Policy Basis**

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Melbourne's Municipal Strategic Statement identifies heritage as a defining characteristic of the municipality, and a major part of Melbourne's attraction. Heritage places enhance the city's appeal as a place in which to live, work, invest and visit.

The heritage of the Capital City Zone encompasses heritage precincts, individual heritage places within and outside heritage precincts, and historic streets and lanes. These places date from the mid-nineteenth century through to more recent times, and are variously of heritage value for their historic, aesthetic, social, spiritual and scientific significance.

The places reflect the significance of the CCZ as the cultural, administrative and economic centre of the state. The places are fundamental to the depth of historic character of the CCZ, as it developed on, and extended from, the Hoddle Grid.

This policy provides guidance on conserving and enhancing the heritage places of the CCZ. It encourages the preservation and restoration of heritage places, and development which is compatible and in keeping with the heritage values. The policy recognises that heritage places are living and working places; and that the CCZ will continue to attract business and investment with related development subject to the heritage policy objectives.

This policy should be read in conjunction with Statements of Significance listed as incorporated into this Scheme.

### **22.04-2 Policy Objectives**

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- To conserve and enhance Melbourne's heritage places.
- To conserve fabric of historic, aesthetic, social, spiritual and scientific heritage value, which contributes to the significance, character and appearance of heritage places.
- To recognise the assessed significance of heritage places and streetscapes, as adopted by Council, as the basis for consideration of development and works. Further information may be considered, including in relation to streetscapes, where there is limited information in the existing citation or Council documentation.
- To ensure new development is respectful of the character and appearance of heritage places.
- To encourage high quality contextual design for new development, and generally avoid replication of historic forms and details.
- To ensure new development is informed by the conservation principles, processes and practices of the Australia ICOMOS Burra Charter.
- To enhance the presentation and appearance of heritage places through restoration and, where evidence exists, reconstruction of original or contributory elements.
- To protect significant views and vistas to heritage places.
- To promote the protection of Aboriginal cultural heritage.

### **22.04-3 Permit Application Requirements**

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The following, where relevant, may be required to be lodged with a permit application.

- Where major or consequential development is proposed to significant heritage places, the responsible authority may require preparation of a Conservation Management Plan (CMP).
- For all applications involving significant or contributory heritage places, other than minor works, the responsible authority may require preparation of a Heritage Impact Statement (HIS). In a heritage precinct, the HIS should address impacts on adjoining significant or contributory buildings and the immediate heritage context, in addition to impacts on the subject place.
- Where works are associated with significant vegetation (as listed in the Schedule to the Heritage Overlay or vegetation of assessed significance), an arboricultural report should be prepared. The report should, where relevant, address landscape significance, arboricultural condition, impacts on the vegetation and impacts on the heritage precinct.
- For development in heritage precincts, the responsible authority may require sight lines, and heights of existing and adjoining buildings, as necessary, to determine the impact of the proposed works.

#### **22.04-4 Performance Standards for Assessing Planning Applications**

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The performance standards set out below outline the criteria by which heritage aspects of planning applications will be assessed. Definitions of words used in these performance standards are included at the end of this policy.

Variation from the performance standards requires a readily understandable reasoned explanation of how the policy objectives are addressed.

#### **22.04-5 Demolition**

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Full demolition of significant or contributory buildings will not normally be permitted. Partial demolition will not normally be permitted in the case of significant buildings or the front or principal part of contributory buildings.

The poor condition of a significant or contributory building is not in itself justification for permitting demolition.

A demolition permit should not be granted until the proposed replacement building or works have been approved.

Where approval is granted for full demolition of a significant building, a recording program including, but not limited to, archival photographic recording and/or measured drawings may be required prior to demolition, to the satisfaction of the Responsible Authority.

Demolition of front fences and outbuildings which contribute to the significance of the heritage place will not normally be permitted.

Before deciding on an application for full or partial demolition, the responsible authority will consider, as appropriate:

- The assessed significance of the building.
- The character and appearance of the building or works and its contribution to the historic, social and architectural values, character and appearance of the heritage place.
- The significance of the fabric or part of the building, and the degree to which it contributes to the perception of the three-dimensional form and depth of the building.
- Whether the demolition or removal of any part of the building contributes to the long-term conservation of the significant fabric of the building.

**22.04-6 Alterations**

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External fabric which contributes to the significance of the heritage place, on any part of a significant building, and on any visible part of a contributory building, should be preserved.

Sandblasting of render, masonry or timber surfaces and painting of previously unpainted surfaces will not normally be permitted.

Before deciding on an application to alter the fabric of a significant or contributory building, the responsible authority will consider, as appropriate:

- The assessed significance of the building.
- The degree to which the works would detract from the significance, character and appearance of the building and heritage place.
- Its structural condition.
- The character and appearance of the proposed replacement materials.
- The degree to which the works can be reversed without an unacceptable loss of significance.

Removal of paint from originally unpainted masonry surfaces is encouraged.

The introduction of awnings and verandahs to ground floor façades and shopfronts may be permitted where:

- The works reconstruct an original awning or verandah, based on evidence of the original form, detailing and materials; or
- The awning is an appropriate contextual design response, compatibly placed in relation to the building, and can be removed without an unacceptable loss of significance.

**22.04-7 New Buildings**

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New buildings should not detract from the assessed significance of the heritage place.

New buildings should:

- Be respectful of the heritage place and in keeping with:
  - Identified 'key attributes' of the heritage precinct.
  - Precinct characteristics including building height, massing and form; style and architectural expression; details; materials; front and side setbacks; and orientation.
  - Prevailing streetscape height and scale.
- Not obscure views of the front or principal part of adjoining significant or contributory buildings.
- Not dominate or visually disrupt the appreciation of the heritage place by:
  - maintaining a façade height which is consistent with that of adjoining significant or contributory buildings, whichever is the lesser, and
  - setting back higher rear building components.
- Not adopt a façade height which is significantly lower than prevailing heights in the streetscape.
- Be positioned in line with the prevailing building line in the streetscape.
- Not build over or extend into the air space above the front or principal part of an adjoining significant or contributory building.

- Where abutting a lane, be respectful of the scale and form of historic elements of heritage places abutting the lane.

The design of new buildings should:

- Adopt high quality and respectful contextual design.
- Adopt an interpretive design approach to other details such as verandahs, fences and shopfronts.

## **22.04-8 Additions**

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Additions to buildings in a heritage precinct should be respectful of and in keeping with:

- Identified 'key attributes' of the heritage precinct.
- Precinct characteristics including building height, massing and form; style and architectural expression; details; materials; front and side setbacks; and orientation.
- Character and appearance of adjoining significant and contributory buildings.

Additions should not build over or extend into the air space above the front or principal part of a significant or contributory building.

Where abutting a lane, additions should be respectful of the scale and form of historic development to the lane.

Additions to significant or contributory buildings should:

- Be respectful of the building's character and appearance, scale, materials, style and architectural expression.
- Not dominate or visually disrupt the appreciation of the building as it presents to the streetscape.
- Maintain the perception of the three-dimensional form and depth of the building by setting back the addition behind the front or principal part of the building, and from visible secondary elevation(s).
- Retain significant roof form within the setback from the building façade.
- Not obscure views of façades or elevations associated with the front or principal part of the building.
- Be distinguishable from the original fabric of the building.
- Not employ external column/structural supports through the front or principal part of the building.

The design of additions should:

- Adopt high quality and respectful contextual design.
- Avoid a direct reproduction of historic elements.
- Adopt an interpretive design approach to other details such as verandahs, fences, and shopfronts.

## **22.04-9 Restoration and Reconstruction**

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Where there is evidence of what a building originally looked like, renovation of any part of a significant building, or any visible part of a contributory building, should form part of an authentic restoration or reconstruction process, or should not preclude such a process at a future date (evidence of what a building used to look like might include other parts of the building or early photographs and plans).

**22.04-10 Subdivision**

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Subdivision of a heritage place should:

- Reflect the pattern of development in the streetscape or precinct, whichever is most relevant to the place.
- Maintain an appropriate setting to the significant or contributory building.
- Not provide for future development which will visually disrupt the setting and impact on the presentation of the significant or contributory building.

Subdivision of airspace above heritage buildings, to provide for future development, is discouraged.

**22.04-11 Relocation**

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A proposal to relocate a significant or contributory building or structure may be permitted where the existing location of the heritage place is not part of its significance.

**22.04-12 Vehicle Accommodation and Access**

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The introduction of on-site car parking, garages and carports, and vehicle crossovers may be permitted where:

- On grade car parking is located to the rear of the property, or to the side setback where this is an established streetscape characteristic.
- The new vehicle crossover is no wider than three metres, and crossovers are common elements of the streetscape.
- For a significant or contributory building, the new garage or carport is placed behind the main building line (excluding verandahs, porches, bay windows or similar projecting features), and:
  - the height is below that of the main roof form of the building;
  - it will not conceal an original contributory element of the building (other than a plain side wall); and
  - the form, details and materials are respectful of the building, but do not replicate details of the building.
- Ramps to basement or sub-basement car parking are located to the rear of the property, or to a side street or side lane boundary, where they would not visually disrupt the setting of the significant or contributory building, or impact on the streetscape character.

**22.04-13 Fences and Gates**

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New or replacement fences or gates to the front or principal part of a significant or contributory building may be permitted where:

- the works reconstruct an original fence or gate, based on evidence of the original form, detailing and materials; or
- the new fence is an appropriate contextual design response, where the details and materials are interpretive.

New fences and gates should also:

- not conceal views of the building; and
- be a maximum height of 1.2 metres if solid, or 1.5 metres if more than 50% transparent.

**22.04-14 Services and Ancillaries**

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The installation of services and ancillaries, in particular those that will reduce greenhouse gas emissions or water consumption such as solar panels, solar hot water services or water storage tanks, may be permitted on any visible part of significant or contributory buildings where it can be demonstrated there is no feasible alternative and the services and ancillaries will not detract from the character and appearance of the building or heritage place. Items affixed to roofs, such as solar panels, should align with the profile of the roof.

Services and ancillaries should be installed in a manner whereby they can be removed without damaging significant fabric.

For new buildings, services and ancillaries should be concealed or incorporated into the design of the building.

**22.04-15 Street Fabric and Infrastructure**

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Street furniture, including shelters, seats, rubbish bins, bicycle racks, drinking fountains and the like, should be designed and sited to avoid:

- impacts on views to significant or contributory places and contributory elements; and
- physical impacts on bluestone kerbs, channels and gutters, and other historic street infrastructure.

**22.04-16 Signage**

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New signage associated with heritage places should:

- Minimise visual clutter.
- Not conceal architectural features or details which contribute to the significance of the heritage place.
- Not damage the fabric of the heritage place.
- Be in keeping with historical signage in terms of size and proportion in relation to the heritage place.
- Be readily removable.

Advertising signs may be placed in locations where they were traditionally placed.

The historical use of signage may be justification for new or replacement signage.

Existing signage that is deemed to have heritage value should be retained, and not altered or obscured, including historic painted signage.

**22.04-17 Grading of heritage places**

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The grading (significant, contributory or non-contributory) of properties within the Capital City Zone is identified in the incorporated document *Heritage Inventory 2016*. Significant streetscapes are also identified in the incorporated document. Other streetscapes may also be significant and other information may be considered in determining the significance of a streetscape where limited information is provided in the existing citation or Council documentation.

‘Significant’ heritage place:

A ‘significant’ heritage place is individually important at state or local level, and a heritage place in its own right. It is of historic, aesthetic, scientific, social or spiritual significance to the municipality. A ‘significant’ heritage place may be highly valued by the community; is typically externally intact; and/or has notable features associated with the place type, use,

period, method of construction, siting or setting. When located in a heritage precinct a ‘significant’ heritage place can make an important contribution to the precinct.

‘Contributory’ heritage place:

A ‘contributory’ heritage place is important for its contribution to a heritage precinct. It is of historic, aesthetic, scientific, social or spiritual significance to the heritage precinct. A ‘contributory’ heritage place may be valued by the community; a representative example of a place type, period or style; and/or combines with other visually or stylistically related places to demonstrate the historic development of a heritage precinct. ‘Contributory’ places are typically externally intact, but may have visible changes which do not detract from the contribution to the heritage precinct.

‘Non-contributory’ place:

A ‘non-contributory’ place does not make a contribution to the heritage significance or historic character of the heritage precinct.

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**Definitions**

<b>Term</b>	<b>Definition</b>
Alteration	An alteration is to modify the fabric of a heritage place, without undertaking building works such as an addition.
Assessed significance	The assessed significance of an individual heritage place or heritage precinct is identified in the relevant statement of significance, as contained in the place citation. This normally identifies what is significant, how it is significant, and why it is significant.
Concealed/partly concealed	Concealed means not visible from any part of the street serving the front or principal part of the building, as defined under ‘visible’. Partly concealed means that a limited amount of the addition or higher rear part may be visible, provided it does not dominate the appearance of the building's façade and the streetscape.
Conservation	Conservation means all the processes of looking after a place to retain its heritage significance. It may include one or more of maintenance, preservation, restoration, reconstruction, adaptation and interpretation.
Context	Context means the setting of a heritage place, as defined under ‘setting’, including the immediate landholding, adjoining significant or contributory places, and the surrounding area.
Contextual design	A contextual design for new buildings and additions to existing buildings is one which adopts an interpretive design approach, derived through analysis of the subject property and its heritage context. Such an approach allows new development to comfortably and harmoniously integrate with the site and its streetscape character. The approach can include respectful contemporary architecture.
Cultural significance	Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.
Development	Development includes: <ul style="list-style-type: none"> <li>• construction or exterior alteration of a building</li> <li>• demolition or removal of a building or works</li> <li>• construction or carrying out of works</li> <li>• subdivision or consolidation of land, including buildings or</li> </ul>

<b>Term</b>	<b>Definition</b>
	<p>airspace</p> <ul style="list-style-type: none"> <li>• placing or relocation of a building or works on land</li> <li>• construction or putting up for display of signs or hoardings</li> </ul>
Enhance	Enhance means to improve the presentation and appearance of a heritage place through restoration, reconstruction or removal of unsympathetic or intrusive elements.
Fabric	Fabric means all the physical material of the heritage place.
Front or principal part of a building	The front or principal part of a building is generally considered to be the front two rooms, with roof; or that part of the building associated with the primary roof form, whichever is the greater. For most non-residential buildings, the front part is generally considered to be one full structural bay in depth or 8 metres, including the roof.
Heritage place	A heritage place has identified heritage value and can include a site, area or space, building or other works, structure, group of buildings, precinct, archaeological site, landscape, garden or tree.
Heritage precinct (as referred to in this policy)	A heritage precinct is an area which has been identified as having heritage significance. It is identified as such in the Schedule to the Heritage Overlay, and mapped in the Planning Scheme Heritage Overlay Maps.
Individual heritage place (as referred to in this policy)	An individual heritage place is equivalent to a significant heritage place. It may be graded significant within a heritage precinct. It may also have an individual Heritage Overlay control, and be located within or outside a heritage precinct.
Key attributes	The key attributes or important characteristics of a heritage precinct are identified in the precinct statement of significance.
Lane	Includes reference to public or private lanes, and ROWs.
Maintenance	Maintenance means the continuous protective care of a place, and its setting, and is distinguished from repair which involves restoration or reconstruction.
Massing	Massing means the arrangement of a building's bulk and its articulation into parts.
Preservation	Preservation is maintaining the fabric of a place in its existing state and retarding deterioration.
Reconstruction	Reconstruction means returning a place to a known earlier state, and is distinguished from restoration by the introduction of new material.
Respectful and interpretive	When used in relation to design, respectful and interpretive refers to design that honestly admits its modernity while relating to the historic or architecturally significant character of its context. Respectful means a modern design approach to new buildings, additions and alterations to buildings, in which historic building size, form, proportions and details are referenced but not directly copied, and sympathetic colours and materials are used. Interpretive means a looser and simplified modern interpretation of historic building form, details and materials.
Restoration	Restoration means returning a place to a known earlier state by removing accretions or later additions, or by reassembling existing

<b>Term</b>	<b>Definition</b>
	elements. It is distinguished from reconstruction through not introducing new material.
Services and ancillaries	Services and ancillaries include, but are not limited to, satellite dishes, shade canopies and sails, solar panels, water storage tanks, disabled access ramps and handrails, air conditioners, cooling or heating systems and hot water services.
Setting	Setting means the immediate and extended environment of a place that is part of or contributes to its significance.
Streetscape	A streetscape is a collection of buildings along a street frontage. When referred to in relation to a precinct, a streetscape typically contains a majority of buildings which are graded significant or contributory.
Significant streetscape (as referred to in this policy)	Significant streetscapes are collections of buildings outstanding either because they are a particularly well preserved group from a similar period or style, or because they are highly significant buildings in their own right.
Use	Use means the functions of a place, including the activities and traditional and customary practices which may occur at the place or are dependent on the place.
Visible	Visible means anything that can be seen from a street (other than a lane, unless the lane is classified as significant) or public park.

## 22.04-19 Reference Documents

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Central Activities District Conservation Study 1985  
 Harbour, Railways, Industrial Conservation  
 South Melbourne Conservation Study 1985  
 Central City (Hoddle Grid) Heritage Review 2011  
 Bourke Hill Precinct Heritage Review Amendment C240 2015  
 City North Heritage Review, RBA Architects 2013  
 C258 Heritage Precincts Statements of Significance 2017