

22.05 CULTURAL HERITAGE POLICY

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Proposed
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This conservation policy applies to heritage places and precincts affected by the Heritage Overlay within the City of Wodonga.

22.05-1 Policy basis

This policy:

- Applies the State Planning Policy provisions relating to heritage in Clause 15.03 to local circumstances
- Implements Clause 21.06-3 and builds on the MSS objectives and strategies for heritage in Clause 21.09-6, which identifies the use of local policies as one of the key tools to ensure that the cultural heritage of the City of Wodonga is protected, conserved and enhanced.
- Implements the recommendations of heritage studies, in particular the *Wodonga City Council, Victoria, Heritage Study, Volume 1, Thematic Environmental History* (2004) and *Wodonga Heritage Study Stage 2(a)* (2011).
- Recognises the importance of the conservation of heritage places in contributing to environmental, economic and social sustainability.
- Is intended to assist the consideration of permit applications or amendments sought or granted under Clause 43.01.

22.05-2 Policy objectives

- To conserve and protect, and where possible, enhance the setting of heritage places and the visual relationship between heritage places.
- To ensure that new development is readily distinguishable from the original fabric.
- To manage the appropriate integration of services and equipment to improve the environmental sustainability of a heritage building. To conserve and protect views of and vistas to heritage places.
- To maintain the integrity and historic character of the Lawrence Street Precinct.
- To ensure new development is not visually intrusive and appears as a secondary element in streetscapes when compared to contributory elements of the heritage place.
- To ensure new development is responsive to contributory public realm elements such as views, vistas, mature vegetation and landmarks.

22.05-3 Definitions

- *Heritage place.* A heritage place includes a site, building or structure, area or group of buildings (also referred to as a 'heritage precinct'), archaeological site, tree, garden, geological formation, fossil site, habitat or other place of identified natural or cultural significance and its associated land (refer to References at the end of this policy).
- *Individually significant.* An *individually significant* place is a single heritage place that has cultural heritage significance independent of its context. Some *individually significant* places may also contribute to the significance of a heritage precinct. *Individually significant* places will usually have a separate citation and statement of significance in a heritage assessment document (refer to References at the end of this policy).

- *Contributory.* The word *Contributory* identifies an element that contributes to the significance of a heritage place, and may be a building, part of a building or some other feature of a heritage places, *Contributory* elements should be identified in the statement of significance or other heritage assessment document (refer to References at the end of this policy).
- *Non-contributory.* A *non-contributory* element does not make a contribution to the significance of a heritage place. In some instances, an *individually significant* place may be considered *non-contributory* within a heritage precinct, for example, an important Modernist house within a Victorian era precinct.
- *Public realm.* The public realm includes all non-private property including streets, roads and laneways, and public parks. Public realm features that contribute to the significance of heritage places can include kerb and channel treatments, roadside verges, monuments, pavilions, public art, and street trees and other heritage landscape features.

22.05-4 Conservation of heritage places

It is policy to:

- Obtain expert heritage advice to determine the contributory elements of a heritage place, where the Responsible Authority determines that the relevant Statement of Significance does not clearly identify these.
- Take into account statements of significance at both the individual and precinct level. .
- Support the maintenance and preservation of contributory elements that give significance to a heritage place.
- Support where appropriate the restoration or reconstruction of contributory elements to a known earlier state. This should be guided by the Statement of Significance and any additional supporting evidence.
- Conserve views of, vistas to, settings, silhouettes and profiles of an individual heritage place and/or the Lawrence Street Precinct.
- Consider adaptive reuse if the new use supports the conservation of a heritage place.
- Ensure external materials, colours and finishes are consistent with and complement the style and period of the heritage place.
- Ensure that new development does not become the visually dominant element in the Lawrence Street Precinct.
- Discourage the painting of previously unpainted surfaces.
- Discourage paint removal methods (such as sandblasting or waterblasting), which may damage the surface of a heritage building.
- Encourage conservation or reinstatement of an original external painting scheme unless it can be demonstrated to the Responsible Authority that:
 - Any external paint and finishes proposed are appropriate to the style and period of the heritage place.
 - The place is a contributory element within a row or group of similar buildings and it is appropriate to adopt a consistent or coordinated approach to paint colours.

22.05-5 Demolition

It is policy to:

- Discourage the complete demolition of a heritage building unless the building is structurally unsound and it is demonstrated to the satisfaction of the responsible authority that it cannot feasibly be repaired or adapted for reuse.
- Consider demolition of part of a heritage building when it can be demonstrated that the part demolition will not adversely affect the significance of the building and, as appropriate:
 - It will assist in the long term conservation or maintenance of the building, or
 - It will support the viability of the existing use of the building or will facilitate a new use that is compatible with the on-going conservation of the building, or
 - It will upgrade the building to meet contemporary living standards such as improving energy efficiency, or
 - It will remove non-contributory elements, such as alterations or additions, particularly where this would assist in revealing the significance of the building.
- Consider demolition of non-contributory elements in the Lawrence Street heritage precinct.
- Require a visual record of contributory elements to be demolished or removed to be provided to the satisfaction of the responsible authority prior to demolition being approved.

22.05-6 Alterations and additions to heritage places

It is policy to:

- Encourage alterations and additions to respect the external form, bulk, façade patterning, painting, finishes and materials of the heritage building.
- Discourage alterations and additions that copy historical styles of the heritage building in detail.
- Encourage ancillary services and equipment (such as satellite dishes, aerials, shade canopies, or similar structures) to be concealed from view from the public realm.
- Consider ancillary services that improve the sustainable performance of a heritage building such as solar panels, rain water tanks and solar hot water services that may be visible from the public realm if they are sensitively integrated into the design of any alteration or additions and there is no alternative location.
- Discourage additions that would be visible from the public realm unless it can be demonstrated to the satisfaction of the Responsible Authority that, as appropriate:
 - The height and position of the addition, where visible from the public realm, does not negatively impact upon the heritage place or any adjoining or adjacent heritage place.
 - The form of the addition, where visible from the public realm, respects the external form, bulk, façade pattern, painting, finishes and materials of the heritage building.

22.05-7 New buildings

It is policy to:

- Encourage new buildings to be of high quality design that are complementary in form, siting, scale/height, proportions and materials to the heritage place.
- Discourage new buildings that copy historical styles in detail.
- Encourage new buildings in the Lawrence Street Precinct to respond to the scale, rhythm and spacing of contributory buildings in the streetscape.

- Discourage new buildings of more than one storey in the Lawrence Street Precinct.
- Encourage new garages, carports or outbuildings to be:
 - Situated within the rear yard of an individually significant or contributory heritage place, or
 - Setback from the front wall of the house on the site,
- Require new buildings (other than new garages, carports or outbuildings) within the Lawrence Street Precinct to have the same front setbacks as an individually significant or contributory heritage place on adjoining sites facing the same street. In circumstances where there is an individually significant or contributory heritage place on both adjoining sites facing the same street that have different front setbacks then the average setback should be used.
- Require new buildings within the Lawrence Street Precinct to have the same side setbacks as an individually significant or contributory heritage place on adjoining sites. In circumstances where there is an individually significant or contributory heritage place on both adjoining sites that have different side setbacks then the average setback should be used.

22.05-8 Subdivision

It is policy to:

- Encourage subdivision in the Lawrence Street Precinct to be compatible with the historic subdivision pattern and proportion of lots.
- Encourage subdivision that maintains the contributory elements associated with a heritage place on a single lot and, where possible, utilise original boundaries.
- Encourage subdivision that maintains an appropriate setting for a heritage place or precinct.

22.05-9 Advertising signs

It is policy to:

- Ensure advertising signs are limited in number.
- Avoid signage that is incorporated into the external colour scheme of a building
- Encourage advertising signs to:
 - Be appropriately attached to buildings to minimise damage to the fabric of a heritage building.
 - Have traditional forms, size and locations on heritage buildings.
 - If illumination is considered appropriate, be externally illuminated unless the responsible authority considers internal illumination is appropriate to the heritage place.

22.05-10 Fences and gates

It is policy to:

- Encourage conservation of fences and gates that contribute to the significance of a heritage place.

- Encourage any new fences to complement the style and construction of the heritage place if the original fence cannot be conserved or reinstated.
 - Discourage new front fences that would obstruct views to a heritage place from the public realm.
- Ensure any new fences on side boundaries that are visible from the public realm:
 - Adopt a similar scale to the front fence on the same site.
 - Do not disturb the visual setting of, and relationship between, the contributory elements of a heritage place or adjoining place.
- Encourage front fences to be at a low height, unless there is historic evidence for a higher fence.
- Encourage a level of transparency in new front fences unless there is historic evidence that supports otherwise.

22.05-11 Public realm

It is policy to:

- Retain contributory elements of the public realm.
- Discourage changes to the shape and position of roads and footpaths if these are contributory elements of a heritage place or precinct.
- Discourage the replacement of medians or tree planting that would interrupt important vistas or create a visual intrusion on streetscapes.
- Encourage location of services away from sensitive public realm elements.
- Ensure that where the replacement of services requires the removal of any contributory elements in the public realm, existing conditions are recorded and where possible, reinstated to match pre-intervention form.

22.05-12 Archaeology

It is policy to refer an application to Heritage Victoria for comment if it is included on the Victorian Heritage Inventory.

22.05-13 Application requirements

An application should be accompanied by the following information, as determined by the responsible authority:

- A report explaining the proposal and how it addresses this policy.
- A report prepared by a suitably qualified heritage consultant, which assesses the impact of the proposal upon heritage place. This report should:
 - As part of the site analysis, describe the contributory elements of the heritage place and how these have been considered in the preparation of the application.
 - If the application includes ancillary site services that may be visible from the public realm, assess whether there is a reasonable alternative location.
- For applications where demolition is sought on the basis of the condition of the building a report prepared by a suitably qualified consultant that assesses the structural condition of the building and whether or not any defects can be repaired or mitigated is required.

- A Conservation Management Plan prepared by a suitably qualified consultant in accordance with the *Burra Charter* may be required for any proposal that the responsible authority considers to raise significant heritage issues.

22.05-14 Decision guidelines

Before deciding on an application for a permit the responsible authority must consider as appropriate:

- The views of Council's Heritage Adviser.
- The extent to which the application meets the objectives of this policy.
- Any other heritage or development guidelines adopted by council.

Before deciding on an application to use or develop land, the responsible authority will also consider, as appropriate:

- Whether the proposal will adversely affect the heritage values of the place and/or its setting, the streetscape and/or the character of the area.
- Whether new buildings and works are designed and sited in a manner that will complement the buildings or features that contribute to the cultural heritage significance of a heritage place.
- Whether the design and siting allows contributory elements to retain their visual prominence within the heritage place.
- The design, bulk, scale, height and appearance of the building or works.
- Whether the residential front setbacks align with the adjacent buildings.
- Whether there is a need for side setback to retain the existing building rhythm and scale of development along the street.
- Whether the height of the proposal exceeds the height of nearby buildings.
- Whether the proposal demonstrates high quality design that creatively interprets and responds to the historic context of the place.
- The type and colour of any proposed building materials and/or external finishes.
- The extent to which alterations and additions retain elements which contribute to the cultural heritage significance of the place.

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

- The views of a professional structural engineering report identifying why the building cannot reasonably be retained.
- Whether the demolition or removal of any part of the building contributes to the long term conservation of the significant fabric of that building.

22.05-15 Policy References

Australia ICOMOS Charter for Places of Cultural Heritage Significance 1999 (the Burra Charter).

Guidelines for the Assessment of Heritage Planning Applications, Heritage Victoria, Public Draft, 2007 (or as amended from time to time).

Wodonga City Council, Victoria, Heritage Study, Volume 1, Thematic Environmental History, Randall Freeman and Bruce Pennay prepared for City of Wodonga, 2004.

City of Wodonga Heritage Study Stage 2(a), Deborah Kemp, prepared for City of Wodonga, 2011.

Victorian Heritage Database (HERMES), Citations, Heritage Victoria. Publicly available at vhd.heritage.vic.gov.au