

3.2 Heritage Action Plan 2016 Review - Consideration of Review and Commencement of Heritage Strategy

Executive Summary

Purpose

The purpose of this report is to inform the Urban Planning Delegated Committee (UPDC) on the outcomes of the review of the Heritage Action Plan 2016 (HAP 2016) and seek endorsement of the Heritage Action Plan Review Report 2023. The report also seeks a resolution to prepare a Boroondara Heritage Strategy to inform an organisation-wide approach to Council's future heritage work program for the next ten years.

Background

The current Heritage Action Plan was adopted by Council in 2016, with a review timeframe of five years. The purpose of the HAP 2016 was primarily to give effect to, and guide, the Municipal Wide Heritage Gap Study (MWHGS) work program which was undertaken by Council between 2016 and 2022.

The MWHGS was a significant, comprehensive and critical piece of work for Boroondara, resulting in over 5,000 additional properties being included in the Heritage Overlay. The MWHGS was the key focus of the Strategic Planning team for 6 years with a significant budget (\$1.3 million for the Priority Project, plus recurring operating budget) to support the work.

The HAP 2016 also set out a range of ongoing actions relating to Council's heritage work program which were outside the MWHGS. The adopted HAP 2016 is provided at **Attachment 1** to this report.

The review of the HAP 2016 was postponed until the MWHGS was finalised in 2022, given the 'Very High' and 'High' priority actions in the HAP2016 related to the suburb-wide assessments. The review of the HAP 2016 commenced in late 2022, with the Review Report provided at **Attachment 2**. The review was undertaken by the Strategic Planning team and comprised:

- An audit of all action items in the HAP 2016, to identify actions completed, in progress or not commenced;
- An analysis of how, why and which actions were or were not completed;
- A benchmarking of heritage plans/strategies adopted by other councils; and
- Consideration of Boroondara's future heritage needs.

Council's Heritage Advisory Committee has been updated throughout the review process.

Key Issues

The audit assessed all 51 actions of the HAP 2016 to understand the status of each. The key findings of the review included:

- The HAP 2016 has been successfully implemented with all 10 'Very High' and 'High' priority actions delivered and the inclusion of over 5,000 additional properties in the Heritage Overlay in the Boroondara Planning Scheme.

- 73% of Ongoing/As Required actions have been either completed or are ongoing/underway (30 out of 41).
- 27% of Ongoing/As Required actions have not been commenced or are unclear (11 out of 41 actions).
- 9 of the actions not undertaken could be considered for inclusion into a future heritage strategy or plan.
- With the successful completion of the MWHGS adding around 5,000 properties to the Heritage Overlay, there is reduced need for further studies to identify places of possible heritage significance. The adoption of the Community Heritage Nomination Process provides an appropriate process for investigating remaining places of potential heritage value.
- A need to broaden the heritage work program to encompass a wider remit on heritage communication, celebration and promotion.
- A recommendation to develop a future-focussed Heritage Strategy to achieve greater cross-organisational ownership and awareness of heritage issues, and in a form consistent with Heritage Victoria's *Municipal Heritage Strategies: a guide for Councils*.

A Heritage Strategy would align Boroondara with general best practice by providing a coordinated approach to delivering a wider heritage work program. The process to develop a Heritage Strategy would be led by Council's Principal Heritage Planner in partnership with key departments across Council, Councillors and the community.

Next Steps

Officers recommend the UPDC resolve to endorse the Heritage Action Plan Review Report 2023 (**Attachment 2**) and to commence the preparation of a Boroondara Heritage Strategy.

Officers' recommendation

That the Urban Planning Delegated Committee resolve to:

1. Endorse the Heritage Action Plan Review Report 2023 contained at **Attachment 2**, to conclude the Heritage Action Plan 2016.
2. Prepare a Boroondara Heritage Strategy to guide Council's future heritage program over the next ten years, based on Heritage Victoria's *Municipal Heritage Strategies: a guide for Councils*.

Responsible director: Scott Walker, Director Urban Living

1. Purpose

The purpose of this report is to inform the Urban Planning Delegated Committee (UPDC) on the outcomes of the review of the Heritage Action Plan 2016 (HAP 2016), seek endorsement of the Heritage Action Plan Review Report 2023 and set out a way forward for Council's heritage work program.

The report seeks to:

- Provide a brief overview of the HAP 2016, provided at **Attachment 1**.
- Summarise the process undertaken in carrying out the review;
- Provide a summary of findings from the HAP Review Report 2023, provided at **Attachment 2**.
- Seek a resolution from the UPDC to:
 - Endorse the Heritage Action Plan Review Report 2023 finalising the Heritage Action Plan 2016.
 - Prepare a Boroondara Heritage Strategy to guide Council's future heritage work program over the next ten years, based on Heritage Victoria's *Municipal Heritage Strategies: a guide for Councils*.

2. Policy implications and relevance to community plan and council plan

Boroondara Community Plan 2021-2031

The Boroondara Community Plan 2021-31 (BCP) sets out a 10-year vision for the city, identifying needs, challenges, opportunities and changes to come over the subsequent decade.

Theme 4 of the BCP, Neighbourhood Character and Heritage outlines Boroondara's commitment to local heritage and the importance it holds for the community.

Five strategies are identified, to achieve the strategic objective to "*protect the heritage and respect the character of Boroondara, while facilitating appropriate, well-designed development.*" These are:

- *4.1 - Boroondara's heritage places are protected through ongoing implementation of heritage protection controls in the Boroondara Planning Scheme.*
- *4.2 - The history of Boroondara's heritage places is respected and celebrated through community education.*
- *4.3 - Development does not adversely impact heritage places through the application of controls and policies set out in the Boroondara Planning Scheme.*
- *4.4 - New development positively contributes to amenity and liveability through design excellence.*
- *4.5 - Better development outcomes are achieved through advocacy to State Government and industry bodies for changes to planning controls and policies.*

The HAP Review Report 2023 has identified a need to broaden Council's heritage planning activities towards communicating, promoting and celebrating Boroondara's heritage, which aligns with Strategy 4.2 (respecting and celebrating heritage). The optimal way to achieve this initially is to prepare a Boroondara Heritage Strategy.

3. Background

The HAP 2016 was adopted in May 2016 and set a five-year heritage work program led predominantly by the Strategic Planning team, and other departments within Council. The HAP 2016 was based on the following 4 key themes, in accordance with Heritage Victoria's *Local Government Heritage Strategies Information Guide 2012*.

- Knowing - identification, assessment and documentation of heritage places;
- Protecting - statutory protection, policy development, appropriate management;
- Supporting - assistance, advice and incentives to help conserve heritage places; and
- Communicating and Promoting - measures to raise awareness and promote the heritage of the area.

The core components of the 'Very High' and 'High' priority actions of the HAP 2016 were the prioritisation of the suburb assessments under the Municipal Wide Heritage Gap Study (MWHGS). The MWHGS was finalised in 2022, and as such, it was appropriate to consider a review of the HAP 2016 at that time. A range of ongoing actions were included in the HAP 2016 to progress, some of which would be led by departments outside Strategic Planning.

The review of the HAP 2016 was undertaken by the Strategic Planning team, and comprised;

- An audit of all HAP 2016 actions;
- Desktop review of heritage plans and strategies adopted by other councils;
- Desktop review of relevant Heritage Victoria guidance; and
- Consideration of Boroondara's future heritage needs.

Council's Heritage Advisory Committee has been updated throughout the review process.

A key outcome of the review is the need to broaden Council's heritage work program from the previous focus on identifying new properties for inclusion in the Heritage Overlay, to a wider scope of heritage activities across Council encompassing matters such as heritage communication, education, celebration and promotion.

4. Outline of key issues/options

Key recommendations of the HAP 2016

The HAP 2016 identified the following key recommendations:

- Suburb-wide heritage studies - Complete and implement heritage reviews and gap studies for all of Boroondara's suburbs in order to close the gaps in the City's heritage overlays.
- Assessment of individual properties - Develop a program of proactive heritage assessments of potentially individually significant properties while the suburb-wide studies and associated planning scheme amendments are in progress.
- Heritage interpretation - Prepare a Heritage Interpretation and Communications Strategy to guide Council's program of interpretive signs, plaques, walks and other promotional activities.
- Design guidelines - Prepare a consolidated set of heritage design guidelines to assist planning permit applicants.
- Staff training - Implement internal training about heritage conservation and the City's Indigenous and European history.
- Heritage grants - Develop a trial heritage grants program for minor restoration works to commercial heritage properties.
- Access to heritage information - Improve access to information about the City's history and heritage places via Council's website and, potentially, through mobile technologies.

Completion of the Municipal Wide Heritage Gap Study

- *Successful delivery of all 10 'Very High' and 'High' priority actions*

The majority of the 'Very High' and 'High' actions in the HAP 2016 relate to the prioritisation of suburb assessments under the MWHGS. The remaining 'very high' priority action was finalisation of the heritage study work for Surrey Hills which was underway at the time but has since been completed.

The MWHGS has been the focus of the strategic planning work program from 2016 to 2022. It was a very significant, comprehensive and critical piece of work for Boroondara, resulting in over 5,000 additional properties being included in the Heritage Overlay. Well-funded with a significant budget (\$1.3 million for heritage consultants, plus recurring budget for staff costs and panel representation) and resourcing, the MWHGS was the key focus of the Strategic Planning team for 6 years. The final volume (Glen Iris) was implemented in late 2022.

Ongoing/As required Actions

- *Significant delivery/commencement of all other actions (around two-thirds)*

The HAP Review Report 2023 itemises each action including the 41 ongoing/as required actions of the HAP 2016. Further to the successful delivery of the 10 'Very High' and 'High' priority actions, 30 out of 41 Ongoing/As Required actions have been completed or started (approximately 73% of the Ongoing/As Required actions). A further 10 ongoing/as required actions were not commenced by the responsible unit, and the status of 1 action was unclear due to its broad scope (OAR 25).

The reasons for the various actions not being completed range from the action becoming irrelevant during the 5-year HAP 2016 timeframe, or the action requiring a specific trigger for it to be implemented, which has not occurred yet.

In other cases, actions were not commenced due to other limitations, including a lack of awareness of the HAP/specific action, or a lack of budget/resourcing.

A table is attached to the HAP Review Report, containing the outstanding actions which have not been commenced. In summary, of the actions not undertaken:

- 2 actions were no longer required (to be discarded from future heritage plans, as they were assessed as no longer being relevant).
- 6 actions were still relevant and remain to be addressed by any future heritage strategy/plan (4 of these being duplicated across multiple units).
- 3 actions were still generally relevant but would require further investigation and consideration before a recommendation can be made to include the action in any future heritage strategy/plan.

Officers consider 9 of the actions from the HAP 2016 not completed as being relevant to a future action plan included in a Heritage Strategy, or as requiring further investigation to determine their future relevance. As noted in the HAP Review Report 2023, these actions relate to:

- Preparing incorporated plans for heritage places as needed (OAR 20)
- Assisting historical societies with promotion, grants and volunteering (OAR 24)
- Ensure heritage conservation is considered when Council policies and plans are produced (OAR 25)
- Engaging a heritage expert to deliver staff training (OAR 32)
- Trialling a heritage grants program for minor restoration works (OAR 33)
- Developing an archival conservation strategy (OAR 35)
- Organising interpretive walks along the Yarra River corridor (OAR 37)
- Preparing a thematic study of parks, gardens and trees (OAR 38)
- Preparing a thematic study of community facilities subsequent to the Gap Study (OAR 39)

Way Forward

The HAP Review Report 2023 provides three directions for how the heritage work program should be managed beyond the current HAP 2016. Those directions are:

- More targeted heritage identification and protection.
- Increased focus on and resourcing for heritage promotion and engagement.
- Creating greater cross-council ownership and action.

In this regard, officers consider these key implications are most appropriately addressed through a broader Heritage Strategy, instead of an updated action plan. Several councils across Melbourne have developed heritage strategies, which generally follow Heritage Victoria's *Municipal Heritage Strategies: A guide for Councils*.

The format is generally as follows:

- Knowing our heritage

- Protecting our heritage
- Supporting our heritage
- Promoting and celebrating our heritage

The HAP Review Report 2023 discusses several heritage strategies developed by other Victorian councils including Melbourne, Stonnington, Yarra, Bayside and Merri-bek (formerly Moreland).

The development and implementation of a Heritage Strategy would provide a comprehensive framework for Boroondara's heritage needs moving forward. As noted, achieving broad council-wide ownership will be critical to the strategy succeeding, with primary ownership resting with the Strategic Planning team.

The recently appointed Principal Heritage Planner would lead and coordinate the development of the Heritage Strategy, including establishing the methodology, undertaking relevant background research, leading engagement with other departments including establishing internal working groups as required, and delivering the Heritage Strategy for adoption by the UPDC.

The HAP Review Report 2023 is provided at **Attachment 2**.

5. Consultation/communication

The Heritage Action Plan Review Report 2023 was developed using feedback received from all relevant departments having responsibility for the delivery of actions.

No external consultation was undertaken as part of the HAP Review.

Key local interest group and historical societies have been informed of this UPDC meeting.

The Heritage Strategy will be developed in consultation with relevant departments within Council, Councillors, community members, relevant heritage agencies and local interest groups and historical societies.

6. Financial and resource implications

Costs associated with the HAP 2016 review and development of a Heritage Strategy will be funded through the Planning and Placemaking operational budget for the 2022/23 and 2023/24 financial years.

7. Governance issues

No officers involved in the preparation of this report have a general or material conflict of interest requiring disclosure under Chapter 5 of the Governance Rules of Boroondara City Council.

The recommendation contained in this report is compatible with the Charter of Human Rights and Responsibilities 2006 as it does not raise any human rights issues.

8. Social and environmental issues

The review of the Heritage Action Plan was necessary following the completion of the MWHGS. Furthermore, the identification, protection and promotion of heritage is a focus area of Council and the Boroondara community.

The development of a Heritage Strategy would ensure Boroondara is well-placed to address the evolving challenges and opportunities in relation to Council's heritage work program, and the expectations of the community.

Manager: David Cowan, Manager Planning and Placemaking

Report officer: Emil Dickson, Strategic Planner Heritage



Boroondara Heritage Action Plan

Adopted by Council: 2 May 2016

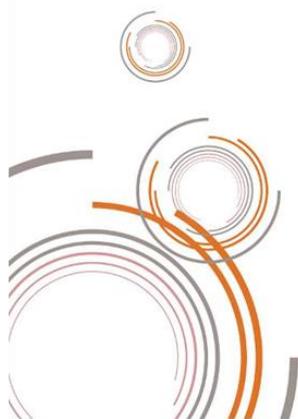


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1. Introduction

Historic buildings, places and objects contribute to the community's sense of pride and identify. They enrich the character of the City and provide a tangible link to the past. Council is committed to celebrating the City's history and ensuring historic places are protected for future generations.

The purpose of this Heritage Action Plan is to guide Council's heritage work program, particularly as it relates to the identification, protection, management and promotion of the City's heritage assets.

The Action Plan has been developed in accordance with Heritage Victoria's *Local Government Heritage Strategies Information Guide, 12 March 2010* which recommends using the following four themes to help identify issues and opportunities for heritage planning in the City:

- **Knowing** - identification, assessment and documentation of heritage place
- **Protecting** - statutory protection, policy development, appropriate management
- **Supporting** - assistance, advice and incentives to help conserve heritage places
- **Communicating and Promoting** - measures to raise awareness and appropriate of the heritage of the area

Key recommendations of the Action Plan include:

- **Suburb-wide heritage studies** - Complete and implement heritage reviews and gap studies for all of Boroondara's suburbs in order to close the gaps in the City's heritage overlays
- **Assessment of individual properties** - Develop a program of proactive heritage assessments of potentially individually significant properties while the suburb-wide studies and associated planning scheme amendments are in progress
- **Heritage interpretation** - Prepare a *Heritage Interpretation and Communications Strategy* to guide Council's program of interpretive signs, plaques, walks and other promotional activities
- **Design guidelines** - Prepare a consolidated set of heritage design guidelines to assist planning permit applicants
- **Staff training** - Implement internal training about heritage conservation and the City's Indigenous and European history
- **Heritage grants** - Develop a trial heritage grants program for minor restoration works to commercial heritage properties
- **Access to heritage information** - Improve access to information about the City's history and heritage places via Council's website and, potentially, through mobile technologies

2. Policy Context

This Heritage Action Plan has been informed by the following Commonwealth, State and Local policies and strategies:

Victorian State Government

- *Victorian Heritage Act 1995*
- *Aboriginal Heritage Act 2006*
- *Planning and Environment Act 1987*

Boroondara City Council

- *Out Boroondara - Our City, Our Future*
- *"Vision into Reality" Council Plan 2010-2015*
- *Bluestone Policy - Kerbs, Channels and Laneways 2010*
- *Recognising Indigenous Culture and Heritage Policy 2009 - 2013*
- *Arts and Culture Strategy 2008 - 2013*
- *Town Hall Gallery Acquisition Policy 2007*
- *Plaques Policy 2008*
- *Library Collection Development Policy 2008*
- *Boroondara Open Space Strategy 2013*

Boroondara Planning Scheme

- *State Planning Policy Framework, particularly Clause 15 - Built Environment and Heritage*
- *Municipal Strategic Statement, particularly Clause 21.05 - Heritage, Landscapes and Urban Character*
- *Local Planning Policy Framework, particularly Clause 22.05 - Heritage Policy*

3. Methodology

The scope and format of this Action Plan was informed by Heritage Victoria's *Local Government Heritage Strategies Information Guide*, 12 March 2010.

The following activities were undertaken to identify issues and opportunities:

- Audit of previous Council heritage studies in terms of scope and level of implementation
- Review of relevant State Government (Heritage Victoria) and National Trust heritage studies
- Review of the *Boroondara Thematic Environmental History*
- Investigation of previous and current heritage communication and interpretive projects
- Involvement of relevant Council staff through informal discussion and review of the draft Action Plan

4. Purpose of the Heritage Action Plan

The purpose of the *Boroondara Heritage Action Plan* is to:

- Identify positive heritage measures already employed by the organisation
- Identify opportunities to improve the protection, management and promotion of the City's heritage assets (including public and private buildings, parks, gardens, public spaces, objects and other features)
- Identify and prioritise the organisation's future heritage work program

5. Aims of the Heritage Action Plan

The *Boroondara Heritage Action Plan* aims to:

- Ensure the identification, protection and management of the City's heritage assets re-enforces the identity of the City and community and reflects the municipality's history and pattern of development
- Increase community knowledge and appreciation of the City's history, historic buildings, places and objects
- Support community members and community groups to conserve and promote the City's history and heritage places and objects
- Increase community awareness and adoption of best practice heritage conservation techniques

6. Achievements and Challenges

6.1. Achievements

The City of Boroondara has completed a range of heritage studies and history projects since the organisation was created out of the former Cities of Kew, Hawthorn and Camberwell. Achievements to date include:

Knowing

- Completion of **area based heritage studies and reviews** by the City's of Kew, Camberwell, Hawthorn and Boroondara
- Completion of a number of **heritage assessments of parks and gardens** to inform future master planning
- Completion of numerous **individual heritage assessments**
- Completion of the ***Boroondara Thematic Environmental History***
- Completion of an ***Indigenous Heritage Study***
- Development and implementation **standard criteria for assessing places of cultural heritage significance**, as adopted by the Heritage Council on 7 August 2008 but modified for the local context.

Protection

- Inclusion of properties in a **heritage overlay**
- Inclusion of a **local Heritage Policy** in the Boroondara Planning Scheme which provides a strong basis for decision making
- **Standardisation** of the previous **heritage grading** systems from the former Cities of Kew, Hawthorn and Camberwell into "significant", "contributory" and "non-contributory"
- Development and use of a **Heritage Information Sheet** for planning permit applicants
- Identification and protection of **historic and culturally significant trees** through Local Law 1F and the implementation of the *City of Boroondara Significant Tree Study 2001*
- Maintenance of **Local Government History Collections** containing objects relating to the history of the municipality and the council (i.e. the City of Boroondara and the former Cities of Kew, Camberwell and Hawthorn)
- Conservation and **restoration** of the **Kew Court House** and the **Camberwell Town Hall**
- Preparation and implementation of the ***Bluestone Policy - Kerbs, Channels and Laneways 2010*** which sets out standards and requirements for the protection of bluestone infrastructure as a part of public road works
- Implementation of an **internal Section 29A referral process** to ensure places of possible heritage value are assessed prior to issuing report and consents for demolition.

Supporting

- Provision of a free **Heritage Advisory Service** through employment of a heritage advisor 1 day a week who provides advice to the Statutory Planning Department, planning permit applicants, prospective applicants and the general community.

- Provision of **assistance to various historical societies** with the digitisation and conservation of historic documents and objects

Communicating and Promoting

- Provision of heritage property information via the online **Boroondara Heritage Property Database**
- Entry of the majority of the City's heritage studies into Heritage Victoria's Heritage Management Electronic System (**HERMES**)
- Provision of **access to historic photographs online** via Council's library catalogue and other external websites - e.g. PictureAustralia
- Maintenance of the **Town Hall Gallery Database** which provides information about the historic objects in Council's collections
- Translation of Council's ***Schedule of Gradings in Heritage Precincts (2006)*** text based document into the ***Schedule of Gradings Map*** and associated Geographic Information Systems (GIS) layer to improve internal access to the correct grading of properties in heritage precincts
- Inclusion of **Heritage Walks** within Council's "Walking Brochure" and on Council's website
- Exhibition of **historic objects** relating to the history of Boroondara City Council in Council's public buildings
- Administration of regular **exhibitions** at the **Hawthorn Town Hall Gallery** related to the history of the City
- Provision of information on **Council's website** about the history of Boroondara, local history resources, current heritage studies and amendments and planning permit application guidelines
- Installation of heritage plaques on buildings and footpaths throughout the City which are linked to an online **Local History Wiki** website
- Implementation of a **Plaques Policy** to guide decision making about the installation of new historic markers
- Progressive installation of **interpretive signs** in the City's **historic parks and gardens**
- Provision of **talks and information sessions** about the history of Boroondara and family history research techniques
- Publication of a variety of **local histories** about different themes
- Maintenance of a library of **oral histories** on tape
- Inclusion of a "**heritage conservation**" category in Council's **Urban Design Awards**
- Provision of **assistance to the Hawthorn Historical Society - Friends of Wurundjeri Gardens** with the ongoing maintenance and promotion of the indigenous plant and food garden.

6.2. Challenges

In preparing this Action Plan, a number of issues were identified which impact on Council's capacity to achieve its heritage objectives. These challenges include:

Knowing

- **Closing the gaps** in Council's knowledge of the City's heritage places, especially for post-WWII buildings, features and structures
- Managing Council's response to **ad-hoc community requests** for heritage assessments of individual properties and places, including parks, gardens and the public realm
- **Documenting the City's Indigenous history**, including pre and post-settlement stories
- Enhancing **organisational knowledge** about the history of the municipality and the conservation and management of City's heritage places and objects

Protecting

- **Closing the gaps** in the City's **heritage overlays**, particularly in relation to post-WWII places and heritage properties and precincts identified for protection in previous heritage studies and in the *Boroondara Thematic Environmental History*
- Ensuring significant **public and private gardens** are identified and protected where relevant
- **Protecting** potentially significant heritage buildings currently outside a heritage overlay **from demolition**
- **Correcting errors** in the City's existing heritage overlays and *Schedule of Gradings Map*
- **Removing unnecessary permit requirements** where appropriate
- Ensuring heritage planning permit assessments are informed by **up to date, accurate and comprehensive information** about the heritage significance of the place
- Ensuring public works **conserve and enhance the City's heritage assets**
- Ensuring Council complies with the requirements of the **Aboriginal Heritage Act 2006**
- **Managing the relationship** between heritage conservation and other Council and State Government objectives such as ecologically sustainable design principles, public infrastructure provision, Disability Discrimination Act 1992 compliance and open space, ecologically sustainable design and activity centre policies and principles
- Protecting Council's collection of **historic architectural drawings and plans**

Supporting

- **Assisting historical societies, "friends of" groups, museums and other heritage related organisations** to remain sustainable and relevant in terms of membership and activities and community consultation
- Assisting community members to fulfil their interest in **researching the history of their house and family**
- Supporting developers and land owners to achieve **appropriate restoration and conservation outcomes** to heritage places

- Ensuring Council's **Heritage Advisory Service keeps up with demand** as additional properties and precincts are included in the heritage overlay
- Ensuring **Council staff** have access to **training** relating to indigenous cultural heritage places, post-contact heritage architecture and heritage assessment and restoration processes

Communicating and Promoting

- Enhancing **access to information** about the City's history, heritage places and historical resources, especially online and via new mobile technology
- Enhancing **community awareness** of **best practice conservation techniques**
- Increasing **community awareness of the City's history**, especially the City's indigenous history
- Increasing **community awareness** about the requirements of the ***Aboriginal Heritage Act 2006***
- Developing a consistent and strategic approach to the implementation of **interpretive programs** such as the installation of plaques and signs and the development of heritage brochures
- Increasing **community awareness** of existing **funding opportunities** for conservation works and promotional projects
- Ensuring important aspects of the City's history are **documented and promoted** for the benefit of future generations
- Ensuring heritage databases used by Council are kept up to date, including Heritage Victoria's Heritage Management Electronic System (**HERMES**)

7. Implementation

Productive partnerships are critical to ensuring the City's heritage places continue to be valued and protected. Council works with a range of stakeholders such as Heritage Victoria, the National Trust, historical societies, community groups, land owners and residents to identify, protect, manage and promote the City's history and historic buildings and features.

Within Council, a number of different departments are involved in delivering Council's heritage commitments. Figure 1 below sets out which departments are responsible for different heritage functions and projects.

Figure 1 - Council Departmental Responsibilities

| Theme | Implementation Task | Strategic Planning | Statutory Planning | Env & Sust Living | Parks & Gardens | Projects & Strategy | Library Services | Arts & Culture | Traffic & Eng. | Asset Manag. |
|---------------------------|--|--------------------|--------------------|-------------------|-----------------|---------------------|------------------|----------------|----------------|--------------|
| Knowing | Heritage studies and assessments | ✓ | | | | | | | | |
| Protecting | New heritage overlays | ✓ | | | | | | | | |
| | Heritage Policy and Schedule of Gradings Map | ✓ | ✓ | | | | | | | |
| | Conservation Management Plans | | | ✓ | ✓ | ✓ | | | | |
| | Implementation of <i>Aboriginal Heritage Act 2006</i> | | ✓ | ✓ | ✓ | ✓ | | | | ✓ |
| | Conservation works to Council owned buildings and places | | | ✓ | ✓ | ✓ | | | ✓ | ✓ |
| | Incorporated Plans | ✓ | ✓ | ✓ | ✓ | ✓ | | | | |
| | Historically significant trees | ✓ | ✓ | ✓ | ✓ | ✓ | | | | |
| Supporting | Heritage Advisory Service | | ✓ | | | | | | | |
| | Heritage Librarian Services | | | | | | ✓ | | | |
| | Support historical societies, museums and other heritage related organisations | ✓ | | | | | ✓ | ✓ | | |
| Communicating & Promoting | Boroondara Heritage Property Database | ✓ | | | | | | | | |
| | Website content | ✓ | | | | | ✓ | | | |
| | Heritage brochures and guidelines | ✓ | ✓ | | | | ✓ | | | |
| | Heritage Walks | | | | | | ✓ | ✓ | ✓ | |
| | Interpretive Signs & Plaques | ✓ | | ✓ | ✓ | ✓ | ✓ | ✓ | | |
| | Historic collections, exhibitions and displays | | | | | | ✓ | ✓ | | |

8. Action Plan

The Action Plan identifies initiatives to address the challenges listed in Section 6.2. The Action Plan identifies the Council department responsible for implementing the initiative and allocates a priority grading to each action.

To help allocate resources, projects have been prioritised on scale of "very high", "high" and "ongoing/as required". While the timing and implementation of all projects will be subject to Council's normal budget processes, the following timeframes provide a guide for how the Action Plan could be delivered:

- **Very High** - commence project **within 1 year** of adoption of the Heritage Action Plan
- **High** - commence project **within 2 years** of adoption of the Heritage Action Plan

9. Monitoring and Review

The Action Plan will be monitored every 2 years through preparation of a "Progress Report". This report should provide an overview of the actions completed to date and make recommended adjustments as required.

A full review of the Action Plan will be completed 5 years after its original adoption.

Very High

| # | Action | Theme | Responsible Department |
|-----|---|----------------------|------------------------|
| VH1 | Complete the second stage of the <i>Surrey Hills and Canterbury Hill Estate Heritage Study</i> currently underway - i.e. assessment of places of potential individual heritage significance and additional heritage precincts south of Canterbury Road. | Knowing / Protecting | Strategic Planning |
| VH2 | Prepare and implement a heritage study of Camberwell as part of the municipal wide heritage | Knowing / Protecting | Strategic Planning |
| VH3 | Prepare and implement a heritage study of Canterbury as part of the municipal wide heritage | Knowing / Protecting | Strategic Planning |
| VH4 | Prepare and implement a heritage study of Hawthorn as part of the municipal wide heritage | Knowing / Protecting | Strategic Planning |
| VH5 | Prepare and implement a heritage study of Kew as part of the municipal wide heritage | Knowing / Protecting | Strategic Planning |

High

| # | Action | Theme | Responsible Department |
|----|--|----------------------|------------------------|
| H1 | Prepare and implement a heritage study of Kew East as part of the municipal wide heritage | Knowing / Protecting | Strategic Planning |
| H2 | Prepare and implement a heritage study of Hawthorn East as part of the municipal wide heritage | Knowing / Protecting | Strategic Planning |
| H3 | Prepare and implement a heritage study of Glen Iris as part of the municipal wide heritage | Knowing / Protecting | Strategic Planning |
| H4 | Prepare and implement a heritage study of Ashburton as part of the municipal wide heritage | Knowing / Protecting | Strategic Planning |
| H5 | Prepare and implement a heritage study of Mont Albert as part of the municipal wide heritage | Knowing / Protecting | Strategic Planning |

Ongoing / As Required

| # | Action | Theme | Responsible Department |
|------|--|------------|--|
| OAR1 | Continue to use the "significant", "contributory", "non-contributory" grading system for properties within identified heritage precincts | Protecting | Strategic Planning |
| OAR2 | Continue to implement a referral process to ensure sites of possible heritage significance are assessed by a heritage consultant prior to issuing report and consent to demolition under Section 29A of the <i>Building Act 1993</i> | Protecting | Strategic Planning / Building Services |
| OAR3 | Continue to input heritage place information into Heritage Victoria's Heritage Management Electronic System (HERMES), particularly when heritage studies and citations are completed | Knowing | Strategic Planning |
| OAR4 | Continue to provide public access to the Boroondara Heritage Property Database via Council's website | Knowing | Strategic Planning |
| OAR5 | Take into account previous Council and State Government heritage studies as well as the Register of the National Trust when conducting heritage assessments or reviews | Knowing | Strategic Planning |
| OAR6 | Consider the heritage significance of unmade and bluestone roads and laneways as a part of future area based heritage studies and update Council's <i>Bluestone Policy - Kerbs, Channels and Laneways 2010</i> if required. | Knowing | Strategic Planning / Infrastructure Services |
| OAR7 | Continue to use the localised version of the Heritage Council of Victoria criteria dated 7 August 2008 when assessing heritage places for protection | Knowing | Strategic Planning |
| OAR8 | Ensure Heritage Citations and Statements of Significance clearly identify the significant elements of the heritage place as well as the non-significant / non-contributory elements where appropriate | Protecting | Strategic Planning |
| OAR9 | Undertake annual correctional planning scheme amendments that remove anomalies or errors in the heritage overlay | Protecting | Strategic Planning |

| # | Action | Theme | Responsible Department |
|-------|---|-----------------------------|---|
| OAR10 | Continue to maintain the "Proposed Heritage Areas" Geographical Information System (GIS) layer which identifies properties proposed for inclusion in a heritage overlay. | Protecting | Strategic Planning |
| OAR11 | Continue to request that the Minister for Planning apply interim Heritage Overlays to places under imminent threat of demolition in accordance with Council's internal process | Protecting | Strategic Planning |
| OAR12 | Include publicly owned buildings and features, including historic parks, in a heritage overlays in accordance with the recommendations of Council's heritage studies | Protecting | Strategic Planning |
| OAR13 | Continue to offer heritage advice about development proposals to the community members free of charge through Council's Heritage Advisory Service | Supporting | Statutory Planning |
| OAR14 | Actively promote the Boroondara Heritage Property Database - e.g. in brochures, on Council's website and through the media | Communicating and Promoting | Strategic Planning |
| OAR15 | Continue to collect, manage and exhibit the City's historic documents and objects, including Council's collection of historic architectural drawings and plans, as a part of Council's annual exhibition program | Communicating and Promoting | Arts and Culture / Library Services |
| OAR16 | Undertake regular information sessions / training with relevant Council staff about the requirements of the <i>Aboriginal Heritage Act 2006</i> | Supporting | Strategic Planning |
| OAR17 | Expand Council's Heritage Advisory Service beyond 1 day a week if required commensurate with any increase in planning permit applications in a heritage overlay | Supporting | Statutory Planning |
| OAR18 | Undertake heritage assessments of the following buildings as a part of any future master planning for the associated parks or prior to commencing any buildings works on the site: <ul style="list-style-type: none"> • Canterbury Gardens Support Services - 2B Kendall Street, Canterbury • Canterbury Maternal and Child Health Care Centre - 2A Kendall Street, Canterbury • Cara Armstrong Kindergarten - 169 Rathmines Road, Hawthorn East | Protecting | Parks and Gardens / Projects and Strategy |
| OAR19 | Review the need to prepare Conservation Management Plans for Council buildings and facilities of historic significance prior to undertaking redevelopment or renovation works | Protecting | Projects and Strategy |
| OAR20 | Prepare Incorporated Plans for public and privately owned heritage places as need arises | Protecting | Strategic Planning |

| # | Action | Theme | Responsible Department |
|-------|--|-----------------------------|---|
| OAR21 | Actively promote funding opportunities for restoration, conservation or interpretation works to historical societies and owners and managers of heritage places | Supporting | Strategic Planning |
| OAR22 | Implement a pro-active program of heritage assessments and Conservation Management Plans for historic parks and gardens in accordance with the priorities identified in the <i>Boroondara Open Space Strategy (BOSS)</i> | Protecting | Strategic Planning / Parks and Gardens / Environment and Sustainable Living |
| OAR23 | Assess the heritage values of the public realm / open space and prepare heritage advice and / or Conservation Management Plans if required prior to commencing the master planning process | Protecting | Environment and Sustainable Living |
| OAR24 | Continue to assist historical societies and history groups which operate in Boroondara with, amongst other things, identifying premises, developing and maintaining an online presence, accessing grants and funding and attracting and retaining volunteers | Supporting | Library Services / Strategic Planning |
| OAR25 | Ensure heritage conservation is considered when Council policies and plans are produced | Protecting | All Departments |
| OAR26 | Prepare and implement heritage controls to properties identified as 'individually significant' in the <i>Balwyn, Balwyn North and Deepdene Heritage Study</i> | Knowing/Protecting | Strategic Planning |
| OAR27 | Explore opportunities to work with adjoining municipalities to deliver regular training to Council staff about the City's Indigenous culture and heritage, the management of places of Indigenous heritage significance and the requirements of the <i>Aboriginal Heritage Act 2006</i> | Protecting | Learning and Development |
| OAR28 | Develop a <i>Heritage Interpretation And Communications Strategy</i> that, amongst other things: <ul style="list-style-type: none"> Establishes design standards for plaques and other interpretive signs Establishes a prioritised program of interpretive signs, walking tours and other activities aimed at promoting the City's history and heritage places Reviews Council's existing Plaques Policy Establishes a direction for the inclusion of plaques and interpretive signs as a part of Council's capital works projects Identifies opportunities to capture and promote the community's | Communicating and Promoting | Strategic Planning |

| # | Action | Theme | Responsible Department |
|-------|---|-----------------------------|---|
| | <p>knowledge about the City's history and heritage places</p> <ul style="list-style-type: none"> • Explores opportunities to use new mobile technology, such as smart phone applications ("apps"), to increase access to local heritage information • Includes an Action Plan of prioritised projects identifying costs and resources required for implementation | | |
| OAR29 | Update Council's website to provide information about the requirements of the <i>Aboriginal Heritage Act 2006</i> | Communicating and Promoting | Statutory Planning |
| OAR30 | Conduct a comprehensive review of current heritage overlay mapping to identify inaccuracies. Correct any errors through the planning scheme amendment process. | Protecting | Strategic Planning |
| OAR31 | Prepare a suite of consolidated design guidelines for different building eras or themes (e.g. "front fences", "verandas" etc) to assist planning permit applicants implement best practice conservation practices where development is proposed in a Heritage Overlay | Supporting | Statutory Planning |
| OAR32 | Engage a heritage expert to deliver training for Council staff about Council's heritage assets, heritage architecture and the assessment of planning permit applications in a heritage overlay | Protecting | Strategic Planning / Statutory Planning |
| OAR33 | Trial a local heritage grants program for minor restoration works to commercial heritage buildings. Consider expanding the program to other types of heritage places if successful. | Supporting | Strategic Planning |
| OAR34 | Explore opportunities to connect the Boroondara Heritage Property Database to Council's Geographic Information System | Knowing | Strategic Planning, Information Technology |
| OAR35 | Develop an Archival Conservation Strategy that establishes a prioritised program of conservation and archival initiatives for Council's historic documents and objects, including Council's historic architectural plans and drawings | Protecting | Arts and Culture / Library Services / Corporate Information |
| OAR36 | Review the structure and content of Council's online history and heritage web pages with the aim of improving usability and increasing access to research materials and heritage information | Communicating and Promoting | Strategic Planning / Arts and Culture / Library Services |
| OAR37 | Explore opportunities to organise on-site interpretive walks with members of Wurundjeri in key areas of Indigenous cultural heritage - e.g. along the Yarra River | Communicating and Promoting | Parks and Gardens / Arts and Culture / Library Services |

| # | Action | Theme | Responsible Department |
|-------|---|----------------------|------------------------|
| OAR38 | Prepare a thematic study of significant private gardens, trees and landscape features in the City, including a review of historic trees in the schedule to the <i>Significant Tree Study</i> . Implement the Study by adding newly identified historically significant trees to the <i>Significant Tree Study</i> schedule and / or applying the "tree controls" provision of the Schedule to the Heritage Overlay where relevant (e.g. to historic gardens and other landscape features) | Knowing / Protecting | Strategic Planning |
| OAR39 | Complete and implement a thematic study of sporting and recreation infrastructure and facilities which were not assessed and protected through other area-based studies. | Knowing / Protecting | Strategic Planning |
| OAR40 | Complete and implement thematic studies of schools, churches and other community facilities and public places which were not assessed and protected through other area-based studies | Knowing / Protecting | Strategic Planning |
| OAR41 | Prepare Statements of Significance for "significant" graded properties within heritage precincts to ensure assessment of development proposals to these properties is informed by a full understanding of the heritage values of the property | Knowing / Protecting | Strategic Planning |

Boroondara Heritage Action Plan Review

August 2023



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1 Introduction and overview

1.1 Purpose

The purpose of this report is to present the findings and recommendations of the *Heritage Action Plan Review 2023*.

1.2 Brief overview

The *Heritage Action Plan 2016* (HAP 2016), is an adopted council-wide plan structured around a list of actions related to heritage matters. The HAP is based on a 5-year implementation period, after which a review is to be undertaken.

2021 marked the 5-year timeframe for review of the HAP, however as key actions (comprising the Municipal-Wide Heritage Gap Study) had not been completed at the time, the review was postponed until 2022.

After completion of all key actions in late 2022, the review of the HAP commenced.

The review report comprises;

1. An audit of all actions noted under the HAP 2016, to identify actions completed, in progress or not commenced.
2. An analysis of how, why and which actions were/were not completed.
3. A benchmarking of heritage plans/strategies adopted by other councils, and;
4. Consideration of Boroondara's future heritage needs.

2 Background

2.1 Heritage work program planning

2.1.1 Pre-2012

Prior to 2012, Council's heritage work program comprised the preparation of either geographic or theme-based heritage studies, mostly in an uncoordinated way. This included numerous heritage studies and reviews throughout the 1990s (including pre-amalgamation) and the early 2000s. In many cases study recommendations were only partially implemented due to budget and resourcing constraints or political decisions.

In 2011, Council's Strategic Planning Department undertook a comprehensive audit of past heritage studies to fully understand the scope of those studies and the extent of their implementation. At the same time, the Boroondara Thematic Environmental History (TEH) was prepared, which documents the City's history of development and how that has shaped its look and feel. This provided a strong framework for future identification and protection of places under relevant themes identified in the TEH.

The key finding was that Council's heritage planning, management and promotional work lacked strategic focus and would benefit from greater coordination.

To address these issues, the first Heritage Action Plan was prepared and adopted in September 2012.

2.1.2 Heritage Action Plan 2012

The aim of the HAP 2012 was to guide Council's heritage work program, particularly as it related to the identification, protection, management and promotion of the City's heritage assets.

The HAP 2012 identified and prioritised key recommendations including:

- Suburb-wide heritage studies with the aim of closing gaps in the City's Heritage Overlays
- Assessment of individual properties
- Heritage interpretation
- Design guidelines
- Staff training
- Heritage grants program
- Access to heritage information

Implementation of the HAP 2012 was progressed around the annual budget process and comprised proactive heritage assessments of places and precincts (based on the priorities identified) and reactive assessments of places under threat of demolition.

However, the re-active assessment system proved to be highly resource intensive and ineffective as it resulted in very few places being protected. Largely this was due to a lack of support from the Minister for Planning for the ad-hoc approach to heritage planning. Specifically, the Minister advised that it was inappropriate to "continuously use the Minister's powers under Section 20(4) for all buildings of possible heritage significance", as this would set a low standard for requests for interim heritage controls. In turn, this could result in dozens of additional requests per year and impose a significant resourcing and financial burden on Boroondara City Council.

Based on the Minister's advice, officers identified the need for a proactive program of heritage studies, which would change the way the identification and preservation of heritage places would be undertaken.

Overall, implementation of the HAP 2012 was limited to identification and protection of heritage places with no resource capacity or budget allocated to advance other actions relating to heritage interpretation, drafting of design guidelines, staff training and promotion.

2.1.3 Heritage Action Plan 2016

In response to the issues identified in implementing the HAP 2012, the Strategic Planning Department recommended the commencement of a comprehensive and proactive municipal-wide heritage study.

To provide the overarching coordinated work program and prioritisation, an updated HAP was prepared.

Adopted in May 2016, the updated HAP was based on the following 4 key themes, in accordance with Heritage Victoria's *Local Government Heritage Strategies Information Guide 2012*¹ (Attachment 2);

- **Knowing** - identification, assessment and documentation of heritage places
- **Protecting** - statutory protection, policy development, appropriate management
- **Supporting** - assistance, advice and incentives to help conserve heritage places
- **Communicating and Promoting** - measures to raise awareness and promote the heritage of the area.

The HAP 2016 identified the following key recommendations:

- **Suburb-wide heritage studies** - Complete and implement heritage reviews and gap studies for all of Boroondara's suburbs in order to close the gaps in the City's heritage overlays.
- **Assessment of individual properties** - Develop a program of proactive heritage assessments of potentially individually significant properties while the suburb-wide studies and associated planning scheme amendments are in progress.
- **Heritage interpretation** - Prepare a *Heritage Interpretation and Communications Strategy* to guide Council's program of interpretive signs, plaques, walks and other promotional activities.
- **Design guidelines** - Prepare a consolidated set of heritage design guidelines to assist planning permit applicants.
- **Staff training** - Implement internal training about heritage conservation and the City's Indigenous and European history.
- **Heritage grants** - Develop a trial heritage grants program for minor restoration works to commercial heritage properties.
- **Access to heritage information** - Improve access to information about the City's history and heritage places via Council's website and, potentially, through mobile technologies.

Regarding resource allocation, funding was provided over a 5-year program to deliver the Municipal-Wide Heritage Gap Study and for general heritage advisory services

¹ This guide was designed to assist councils with the development of heritage strategies, by promoting best-practice approaches. It is not a binding or incorporated document. Provided as Attachment 2.

related to the identification and protection of heritage places (as distinct from the budget allocated for a heritage adviser to consider planning permit applications).

No additional funding was allocated to other actions which were to be delivered within existing resource allocations (including staff).

Similar to the implementation of the previous HAP (2012), the preparation and implementation of heritage studies took up the majority of staff resourcing, and the implementation of other actions was generally incidental or covered through business-as-usual operations.

2.1.3.1 HAP 2016 - Actions

The HAP 2016 comprised a list of 51 actions based on the following prioritisation:

- 5 actions rated “Very High” (VH) priority;
- 5 actions rated “High” (H) priority, and;
- 41 actions rated “Ongoing/As Required” (OAR)

Responsibility for delivery of each action was allocated to a particular Council Department or Team.

All *Very High* and *High* priority actions related to the preparation and implementation of the Municipal-Wide Heritage Gap Study.

2.1.3.2 HAP 2016 - Timeframe and review

The HAP 2016 provided a structure for 5 years, based on the estimated completion timeframe for the Municipal-Wide Heritage Gap Study (Gap Study), with a review initially scheduled for 2021 (following expected completion of the Gap Study).

As the ten highest priority (*Very High* and *High*) actions in the HAP 2016 comprised the Gap Study the review was delayed from 2021 pending the completion of the Gap Study in 2022.

Following the completion of the Gap Study in late 2022 with the approval of the Glen Iris Heritage Gap Study, this review was undertaken by the Strategic Planning Team.



3 Policy context

3.1 *Boroondara Community Plan 2021-2031*

The Boroondara Community Plan is a 10-year vision which incorporates the Community Vision, Council Plan 2021-25 and Municipal Public Health and Wellbeing Plan 2021-25.

Heritage is noted as key element of pride for our municipality and forms a key theme of the Plan.

Strategic objective 4: Neighbourhood Character and Heritage contains the following strategies of relevance

- 4.1 - Boroondara's heritage places are protected through ongoing implementation of heritage protection controls in the Boroondara Planning Scheme
- 4.2 - The history of Boroondara's heritage places is respected and celebrated through community education.

3.2 *Boroondara Planning Scheme*

Heritage is addressed in several places in the Boroondara Planning Scheme. The Planning Scheme provides concrete regulations relating to the protection of, and works that may impact, heritage places.

Under the Municipal Planning Strategy, Clause 02.03-4 includes the strategic directions to 'protect all individual places, objects and precincts of cultural, aboriginal, urban and landscape significance'.

The objective of Clause 15.03-1S 'Heritage Conservation', is 'to ensure conservation of places of heritage significance'.

Clause 15.03-1L 'Heritage in Boroondara' also denotes more specific technical objectives for the preservation of heritage places in the municipality.

3.3 *Municipal Heritage Strategies: A Guide for Councils*

This guide prepared by Heritage Victoria (Attachment 2) assists local councils draft their own heritage strategies and plans. It is not a policy document but is intended as a toolkit for Councils to address the key themes of:

- Knowing (identification, assessment and documentation of heritage places)
- Protecting (statutory protection, policy development, appropriate management)
- Supporting (assistance, advice and incentives to help conserve heritage places)
- Communicating and promoting (measures to raise awareness and appreciation of the heritage of the area)

The guide also provides a heritage strategy template with a general structure noting that the strategy should focus on identifying key gaps and need within the municipality and to direct resources to these areas.

4 Review of the *Heritage Action Plan 2016*

4.1 Methodology

The review of the Heritage Action Plan 2016 comprised 3 stages;

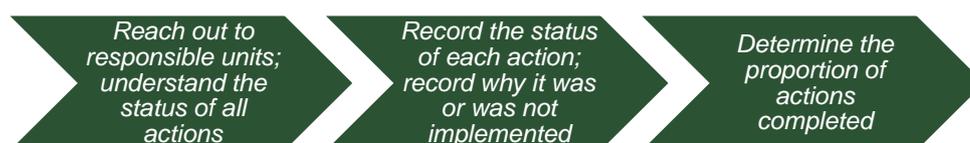
- Stage 1 - Action Audit
- Stage 2 - Analysis
- Stage 3 - Future Needs

Stage 1 - Action Audit

The audit of the HAP 2016 was undertaken in late 2022 and involved a comprehensive review of all actions listed in the HAP.

Feedback was sought from all Council departments and units that had responsibility for the delivery of particular actions. Staff in relevant departments and units were asked to advise whether the relevant action had been completed, commenced, were ongoing/continuous or had not been started.

The responses received generally provided a good overview of the status of relevant actions and included qualitative information such as action completion dates, reasons for actions not commencing (e.g. resourcing and budget constraints, lack of awareness).



The full HAP action audit is provided at Appendix 1. The key outcomes and statistics regarding the action audit are addressed in Chapter 4 below.

As mentioned earlier, the HAP 2016 contained a list of 51 actions. These were categorised by priority, with;

- 5 actions rated “Very High” (VH) priority;
- 5 actions rated “High” (H) priority, and;
- 41 actions rated “Ongoing/As Required” (OAR)

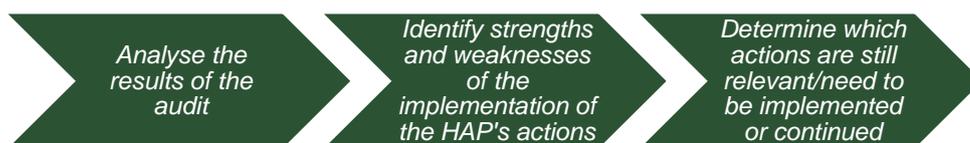
The Strategic Planning Department was responsible for the delivery of all 10 of the *Very High* and *High* priority items. Most of the *Ongoing/As Required* actions were also delegated to a single responsible department.

However, several of the 41 “Ongoing/As Required” actions (excluding the omitted OAR 25) were delegated to multiple units, resulting in a total of 54 action/responsible department pairings (e.g. OAR 6, relating to the heritage significance of bluestone laneways, was delegated to both Strategic Planning *and* Infrastructure Services).

Stage 2 - Analysis

Building on the quantitative audit stage, the analysis comprised a qualitative review of the HAP implementation progress and considered implications for a future action plan.

This stage aimed to identify strengths and weaknesses of the HAP implementation, identify barriers to the implementation of outstanding actions and understand the continuing relevance of these actions.



Stage 3 - Future Needs

Stage 3 aimed to draw the key conclusions from the quantitative and qualitative review of the actions in the context of the emerging trends. This will be used to set a clear direction for how heritage matters should be guided into the future and how heritage work program is set.

5 Review outcomes

5.1 Action Audit

The audit assessed all 51 actions to understand the status of each. Figure 1 below summarises the audit outcomes with the following key findings:

- All 10 *Very High* priority and *High* priority actions relating to the Municipal-Wide Heritage have been completed.
- 73% of *Ongoing/As Required* actions have been either completed or are ongoing/underway (30 out of 41).
- 27% of *Ongoing/As Required* actions have not been commenced or are unclear (11 out of 41 actions).

| Action Category | No. of Actions | Completed | Ongoing/ Underway | Not Undertaken or Unclear |
|----------------------------|----------------|-----------|-------------------|---------------------------|
| Very High Priority (VH): | 5 | 5 (100%) | - | - |
| High Priority (H): | 5 | 5 (100%) | - | - |
| Ongoing/As Required (OAR): | 41 | 4 (10%) | 26 (63%) | 11 (27%) |
| <i>Total HAP Actions</i> | 51 | 40 (78%) | | 11 (22%) |

Figure 1 - Summary table of audit findings, status of actions. For the comprehensive audit document, see Appendix 1.

5.2 Analysis

Examining the outcomes of the audit, the analysis sought to identify where the HAP 2016 had performed well, where it had not delivered and the barriers or issues that prevented delivery of particular actions.

This was undertaken to improve council's understanding of which actions should be continued from the Heritage Action Plan 2016, as well as plan for potential issues that could impact the effectiveness of any future heritage strategy.

5.2.1 Successes - where did the HAP 2016 do well?

The HAP 2016 was able to effectively deliver all key goals, namely the 10 *Very High* and *High* priority actions. These items comprised the Gap Study, which was undertaken by Strategic Planning from 2016 to 2022.

The Gap Study was a hugely significant, comprehensive and critical piece of work for Boroondara, resulting in over 5,000 additional properties being included in the Heritage Overlay. Well-funded with a significant budget (\$1.3 million for heritage consultants, plus recurring budget for staff wages and panel representation) and resourcing, the Gap Study was the key focus of the Strategic Planning unit for 6 years. The Gap Study culminated in the completion of its final volume - for the suburb of Glen Iris - in late 2022.

Further to the key Gap Study actions, 30 out of 41 *Ongoing/As Required* actions have been completed/started (approximately 73% of the *Ongoing/As Required* actions).

5.2.2 Shortcomings - where did the HAP 2016 not deliver?

While all *Very High* and *High* priority actions were completed, 10 actions rated as *Ongoing/As Required* were not commenced by their responsible unit, and the status of 1 action was unclear due to its broad scope (OAR 25).

It is also important to note that the reason for lack of commencement of many actions related to the action becoming irrelevant during the 5-year HAP timeframe, or the action requiring a specific trigger for it to be implemented, which has not occurred yet.

In other cases, actions were not commenced due to other limitations, including a lack of awareness of the HAP/specific action, or a lack of budget/resourcing.

The table below (Figure 2) shows all actions from the HAP 2016, as paired with a responsible unit, that have not been commenced. It provides an outline of the action, and an explanation for the lack of commencement, plus a recommendation for the action's relevance in any future heritage plan. In summary, of the actions (as paired with responsible units) that were not undertaken;

- 2 actions were no longer required (to be discarded from future heritage plans, as they were assessed as no longer being relevant).

- 6 actions were still relevant and remain to be addressed by any future heritage strategy/plan (4 of these being duplicated across multiple units).
- 3 actions were still generally relevant but would require further investigation and consideration before a recommendation can be made to include the action in any future heritage strategy/plan.

| Action | Responsible Unit (current name) | Reason not undertaken | Recommendation |
|---|---------------------------------------|--|---|
| <p>OAD 16</p> <p>Undertake regular information sessions / training with relevant Council staff about the requirements of the <i>Aboriginal Heritage Act 2006</i>.</p> | Strategic Planning | <p>No longer relevant</p> <p>This applies only to those designated as an 'Aboriginal Heritage Officer' (Aboriginal Heritage Act 2006, 165B(2)(a)). It is advised this should be removed from any future heritage plan.</p> | Exclude action from any future heritage plan |
| <p>OAD 20</p> <p>Prepare Incorporated Plans for public and privately owned heritage places as need arises.</p> | Strategic Planning | <p>Need not arise</p> <p>This action has been examined, however the need to implement it has not yet arisen. It is advised to maintain this action in any future heritage plan.</p> | Include action in any future heritage plan |
| <p>OAD 24</p> <p>Continue to assist historical societies and history groups which operate in Boroondara with, amongst other things, identifying premises, developing and maintaining an online presence, accessing grants and funding and attracting and retaining volunteers.</p> | Strategic Planning & Library Services | <p>Need not arise</p> <p>Not undertaken as external societies have not approached Council officers for these purposes. Potential for closer collaboration between heritage societies and any potential heritage unit at Council, with further investigation required.</p> | Further investigation required to determine inclusion in any future heritage plan |
| <p>OAD 25</p> <p>Ensure heritage conservation is considered when Council policies and plans are produced</p> | All Departments | <p>Unclear</p> <p>As this action is very broad and has been allocated to all departments, it is difficult to provide an accurate answer as to whether it has been implemented or not. Some departments which have involvement with heritage matters do consider heritage conservation</p> | Include action in any future heritage plan |

| | | | |
|--|--|--|--|
| | | <p>when producing policies and plans, and others that have no relationship with heritage may or do not.</p> <p>A future heritage strategy that would sit as a council-wide document would work towards ensuring departments are aware of, and include, heritage considerations where appropriate in their policies and plans.</p> | |
| <p>OAR 32</p> <p>Engage a heritage expert to deliver training for Council staff about Council's heritage assets, heritage architecture and the assessment of planning permit applications in a heritage overlay</p> | <p>Strategic Planning & Statutory Planning</p> | <p>Not undertaken</p> <p>Council currently employs internal heritage advisors within Statutory Planning department. The Statutory Planning Department is also investigating opportunities for staff training to build its capacity to respond to heritage matters. It is recommended to keep this action in any future heritage plan.</p> | <p>Include action in any future heritage plan</p> |
| <p>OAR 33</p> <p>Trial a local heritage grants program for minor restoration works to commercial heritage buildings. Consider expanding the program to other types of heritage places if successful.</p> | <p>Strategic Planning</p> | <p>Lack of budget</p> <p>Not undertaken due to lack of budget.</p> | <p>Include action in any future heritage plan</p> |
| <p>OAR 35</p> <p>Develop an Archival Conservation Strategy that establishes a prioritised program of conservation and archival initiatives for Council's historic documents and objects, including Council's historic architectural plans and drawings.</p> | <p>Arts and Culture, Library Services & Customer and Communication</p> | <p>Lack of awareness; Lack of budget</p> <p>Not been formally addressed. Response received from responsible unit that action is however a good aim. Requires budget allocation.</p> | <p>Include action in any future heritage plan</p> |
| <p>OAR 37</p> <p>Explore opportunities to organise on-site interpretive walks with members of Wurundjeri in key areas of Indigenous cultural heritage - e.g. along the Yarra River.</p> | <p>Environmental Sustainability and Open Space, Arts and Culture & Library Services</p> | <p>Lack of awareness; Lack of budget</p> <p>Unclear how much unit has been involved in past - likely also require a different unit to be involved going forward, as well as budget allocation.</p> <p>Wurundjeri Trail opened in Chandler Park in 2017</p> | <p>Include action in any future heritage plan</p> |

| | | | |
|---|--------------------|---|---|
| | | (physical trail), but no interpretive walks. | |
| <p>OAR 38</p> <p>Prepare a thematic study of significant private gardens, trees and landscape features in the City, including a review of historic trees in the schedule to the <i>Significant Tree Study</i>. Implement the Study by adding newly identified historically significant trees to the <i>Significant Tree Study</i> schedule and / or applying the "tree controls" provision of the Schedule to the Heritage Overlay where relevant (e.g. to historic gardens and other landscape features).</p> | Strategic Planning | <p>Lack of budget</p> <p>Not undertaken due to lack of budget. Note that tree controls exist and are always considered as part of applications. A thematic study requires budgetary changes. Assessment of trees on private land is ongoing on private and public land as it arises. Also undertaken as part of the MWHGS (Gap Study). This action should be considered moving forward, however a lower priority given Council already has the Tree Protection Local Law.</p> | <p>Further investigation required to determine inclusion in any future heritage plan</p> |
| <p>OAR 39</p> <p>Complete and implement a thematic study of sporting and recreation infrastructure and facilities which were not assessed and protected through other area-based studies.</p> | Strategic Planning | <p>Lack of budget</p> <p>Not undertaken due to lack of budget. Council-owned sporting and recreational assets were identified under the MWHGS (Gap Study), with the need for a thematic study to form future works. Further investigation needed to determine how this would be implemented in any future heritage plan.</p> | <p>Further investigation required to determine inclusion in any future heritage plan</p> |
| <p>OAR 41</p> <p>Prepare Statements of Significance for "significant" graded properties within heritage precincts to ensure assessment of development proposals to these properties is informed by a full understanding of the heritage values of the property.</p> | Strategic Planning | <p>No longer relevant</p> <p>Not applicable, process not undertaken this way. Precinct citations cover all properties therein. Individually significant properties have their own citations. For places recently and currently being included in the Heritage Overlay, if an Individually Significant place within a precinct provides the precinct with an extra criterion, that is noted in the Statement of Significance for the precinct. This is in accordance with Planning Practice Note 1 (PPN1). However, for places included in the Heritage Overlay under earlier</p> | <p>Exclude action from any future heritage plan</p> |

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| | | <p>studies, Statements of Significance were not adopted as separate documents. In the event an individually significant place from an earlier heritage study would require the preparation of a Statement of Significance, this would require a review of the whole precinct citation as part of a planning scheme amendment. Recommend this action be removed for HAP 2023.</p> | |
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Figure 2 - All outstanding actions, reason for not being undertaken and recommendation going forward. *Note: multiple units have been delegated responsibility of OARs 24, 32, 35 and 37.*

5.2.3 Why were some actions not undertaken?

As evident in Figure 2, provided in the review feedback were several reasons for actions not being undertaken. These comprised:

- **Action is no longer relevant** - The action was no longer relevant due to policy changes, or the action has been addressed through other means.
 - **Example: OAR 16** - “Undertake regular information sessions / training with relevant Council staff about the requirements of the Aboriginal Heritage Act 2006”, was deemed no longer relevant as it only applies to those staff designated as an ‘Aboriginal Heritage Officer’ (Aboriginal Heritage Act 2006).
- **Future need that hasn’t arisen yet** - The action was intended to respond to a future need with a particular trigger, which has not occurred.
 - **Example: OAR 20** - *Prepare Incorporated Plans for public and privately owned heritage places as need arises*”, was not undertaken as the trigger was to be implemented on an as-needs basis.
- **Resource/budget constraints** - The action cannot be completed within existing resources and operating budget and would therefore require priority budget allocation which has not been requested or allocated.
- **Lack of awareness** - The Council Department/Team identified as responsible for delivery was not aware of the *Heritage Action Plan 2016* or was not aware of the particular action.

5.2.4 Which outstanding actions are still relevant?

9 of the actions from the HAP 2016 that were not undertaken were assessed as still being relevant in any future heritage plan, or as requiring further investigation to determine their future relevance. These actions relate to:

- Preparing incorporated plans for heritage places as needed (OAR 20)

- Assisting historical societies with promotion, grants and volunteering (OAR 24)
- Ensure heritage conservation is considered when Council policies and plans are produced (OAR 25)
- Engaging a heritage expert to deliver staff training (OAR 32)
- Trialling a heritage grants program for minor restoration works (OAR 33)
- Developing an archival conservation strategy (OAR 35)
- Organising interpretive walks along the Yarra River corridor (OAR 37)
- Preparing a thematic study of parks, gardens and trees (OAR 38)
- Preparing a thematic study of community facilities subsequent to the Gap Study (OAR 39)

The relationship between these outstanding actions and the four key strategic directions articulated under Heritage Victoria's *Municipal Heritage Strategies Guide for Councils* (Attachment 2) primarily relate to *supporting, promoting* and *celebrating* heritage (OARs 24, 33, 35 and 37). Relevance to *knowing* and *protecting* heritage generally applies only to OAR 20, and this does not relate to proactive heritage assessments of vulnerable areas (as these were completed under the Gap Study).

5.3 Analysis summary

All *Very High* and *High* priority actions (the Municipal-Wide Heritage Gap Study) have also been completed.

Of the 10 *Ongoing/As Required* actions that were not undertaken, only 5 actions were not undertaken due to a lack of budget or awareness. The need for most of the outstanding actions had simply not yet arisen (as the action's implementation was/is dependent on a particular trigger).

Based on this, it can be established that the *Heritage Action Plan 2016* has delivered the overwhelming majority of what it set out to deliver.

What the HAP has not delivered, primarily comprises actions that relate to *supporting, promoting* and *celebrating* heritage.

Where the HAP did not deliver, the reason mostly related to a lack of budget or a lack of awareness across departments.

What this means for Boroondara, is that future heritage planning needs a shift in direction, moving from a focus on identification and preservation, towards a focus on promoting and celebrating our heritage. The delivery of this through a heritage strategy would more effectively facilitate budget allocation to departments as required, as well hold greater awareness as a council-wide strategy.



6 Future needs

6.1 Key future implications

Based on the above review and its findings, the following key future directions have been identified.

- **Targeted heritage identification and protection**
 - With the Gap Study complete and the majority of other heritage actions addressed or ongoing, there is a diminishing need to prioritise further work to identify places of possible heritage significance. Identification and preservation work will still be undertaken, but with a reduced scope and will largely be managed under the recently adopted Community Heritage Nomination Process.
 - Following the conclusion of the Gap Study, it should be recognised that the same successes are not repeatable. The comprehensive Gap Study was hugely successful and while some places may have been missed and remain unprotected, these are significantly less common.
 - Remaining places of potential heritage value are also more contentious cases where the significance is not as evident and are open to challenge. This is demonstrated by recent refusals of authorisation or interim Heritage Overlay request by the Department of Transport and Planning, as well as proposed places not being recommended for inclusion in the Heritage Overlay at the Panel stage.
 - This results in a significant cost detriment to the department, constricts the ability for Strategic Planning staff to focus on other projects and also creates undue financial and emotional stress for owners.
- **Increased focus on and resourcing for heritage promotion and engagement**
 - There is an increasing need to diversify the ownership of the large amount of heritage work undertaken by Council. Once places are included under the Heritage Overlay, more work needs to be done to ensure the wider community appreciates and interacts with the heritage. This is a key part of Heritage Victoria's *Local Government Heritage Strategies Information Guide* (see Sections 2.1.3 and 3.0 for more information).
 - It is also clear, that most outstanding actions relate directly to supporting, promoting and celebrating our heritage. The tasks ascribed by these actions required the ownership and action of units and departments outside of the planning and were not commenced due to budget and resourcing constraints.
 - Community demands to strengthen and diversify Council's heritage activities. In recent years, Strategic Planning have noticed a greater level of expectation on Council to be more active in promoting heritage and educating the broader community on heritage matters. Apart from customer interactions and correspondence this emerging trend is also reflected in submissions to the

2022-23 Council Budget. As part of the public consultation process 10 submitters requested expanded heritage services that include a designated heritage team that expands beyond the core function of strategic planning including greater engagement with the community to raise awareness of and appreciation for our heritage.

- **Creating greater cross-council ownership and action**

- The review identified the general lack of awareness around the HAP beyond the Strategic Planning Team as one of the key issues. Education and promotion require a different skill set to the preparation and implementation of heritage studies. Moving forward it is therefore critical that the HAP has cross-organisational ownership rather than being seen as a strategic planning document. Other Council departments and teams (such as Capital Projects or Customer and Communication) will need to be much more engaged and have greater understanding and ownership of the next iteration of the HAP.

These key implications are most appropriately addressed not through an updated action plan developed by the Strategic Planning Team (which has so far had the greatest ownership of the last two iterations of the HAP) but a broader heritage strategy. This will be discussed in the following chapter.

6.2 *Developing a heritage strategy*

6.2.1 Benchmarking with other local government areas

Several other councils have adopted heritage strategies or action plans. A review of those has been undertaken to get a better understanding on best-practice approaches and provide a solid structure for Boroondara to base its strategy upon. The following councils were identified as having heritage strategies or action plans, and having similarities to Boroondara in terms of geography and approximate eras of development:

- Melbourne
- Stonnington
- Yarra
- Bayside
- Merri-bek (formerly Moreland)

In addition, the municipalities of Banyule, Nillumbik, Melton, Casey and Whittlesea have adopted heritage strategies, and Greater Dandenong, Maroondah, Whitehorse and Maribyrnong having adopted heritage action plans or heritage plans incorporated into broader cultural strategies. These are all based around the Heritage Victoria guidelines (outlined in Figure 3).

A pattern of similar timeframes, key actions, themes and desired outcomes across the different strategies has informed what would likely be integrated within a Boroondara Heritage Strategy. These are outlined in the table below (Figure 3).

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| <p>Timeframes for a Heritage Strategy</p> <p>Heritage strategies adopted by Melbourne, Stonnington and Yarra ranged between 10 and 15-year timeframes. The significant heritage action plans adopted by Bayside and Merri-bek are both 15-year plans. Action plans contained within the strategies have shorter, 4-year progress review timeframes.</p> <p>A heritage strategy generally covers a longer timeframe, with action plans addressing shorter timeframes (10-15 years vs 5 years).</p> |
| <p>Key strategic directions for a Heritage Strategy</p> <p>Key themes have been echoed across the heritage strategies adopted by Melbourne, Stonnington and Yarra, which are based on the four key strategic directions articulated under Heritage Victoria's <i>Municipal Heritage Strategies Guide for Councils</i>, which are;</p> <ul style="list-style-type: none"> • <i>Knowing our heritage</i> • <i>Protecting our heritage</i> • <i>Supporting our heritage, and;</i> • <i>Promoting and celebrating our heritage</i> <p>Comparable municipalities have used variations of these key strategic directions.</p> <p>The City of Melbourne provides the following key strategic directions;</p> <ul style="list-style-type: none"> • <i>Knowing our heritage</i> • <i>Protecting our heritage</i> • <i>Managing our heritage</i> • <i>Communicating and celebrating</i> <p>The City of Stonnington provides the following key strategic directions;</p> <ul style="list-style-type: none"> • <i>Identifying and managing our heritage into the future</i> • <i>Assembling and managing our extensive range of heritage information</i> • <i>Reviewing and developing new strategies for protecting our heritage, and;</i> • <i>Celebrating local heritage with the community and other stakeholders.</i> <p>The City of Yarra takes its key strategic directions directly from Heritage Victoria, namely;</p> <ul style="list-style-type: none"> • <i>Knowing</i> |

- *Protecting and managing*
- *Supporting*
- *Promoting and celebrating*

Developing a Heritage Strategy

The development of heritage strategies adopted by Melbourne, Stonnington and Yarra were informed by a variety of internal and external heritage policies and documents.

The external documents/policies included:

- The Burra Charter
- Planning and Environment Act 1987
- Heritage Act 2017
- Aboriginal Heritage Act 2006
- Planning Practice Note 1: 'Applying the Heritage Overlay'
- Plan Melbourne 2017-2050
- HERCON Criteria
- Heritage Victoria documents, including;
 - *Local Government Heritage Strategies (2010)*
 - *Victoria's heritage: strengthening our communities (2006)*

For Boroondara, part of the process would also involve consideration of existing internal Council documents and policies, including;

- Boroondara Community Plan
- Bluestone Policy 2010
- Boroondara Community Strengthening Grants Policy - December 2020
- Community Engagement Policy
- Library Collection Development Policy
- Library Services Plan 2020-2025
- Climate Action Plan
- Economic Development and Tourism Strategy 2016-2021

Further future/proposed documents and policies to be considered include;

- Boroondara Housing Strategy
- Community Heritage Nomination Process

Ownership of a Heritage Strategy

Heritage strategies adopted by Melbourne, Stonnington and Yarra had varied ownership.

- The **City of Melbourne** strategy was broad-based, with no specific ownership delegated to an individual unit.
- The **City of Stonnington** strategy was broad-based, with no specific ownership delegated to an individual unit.
- The **City of Yarra** strategy specified responsibility across all departments generally, however primary oversight was delegated to the Senior Advisor City Heritage (a heritage-specific position at the City of Yarra)

Figure 3 - Table showing analysis of other councils' heritage strategies and recommended resources to inform a Boroondara heritage strategy.

6.2.2 Why is a heritage strategy needed?

The development of a broader Boroondara heritage strategy provides an opportunity to set a cross-organisational framework on heritage matters for the next 10 to 15 years. As per the Heritage Victoria Guide (Attachment 2) on drafting heritage strategies, it will allow Council to identify the key gaps and heritage-related needs and develop a whole-of-Council strategy (including relevant actions) to address these.

As this review has identified the main needs and gaps - supporting (policy improvements, guidelines development), communicating and promoting (raising awareness and appreciation through non-planning related activities and initiatives) - a more thorough, council-wide approach is required.

Such a strategy must be less strategic-planning focussed (noting that identification and protection of heritage places will continue through specifically funded heritage studies, community heritage nomination process and possibly review of existing heritage areas) and instead have cross-Council ownership from many internal stakeholders. Actions will need to expand beyond heritage identification and protection to respond to the identified needs.

Development of a best-practice heritage strategy (including the allocation of resourcing to ensure its delivery) will allow Council to take leadership on heritage matters and result in better heritage outcomes for our community. It will provide the opportunity to set goals and aspirations for Council and the community to ensure our built heritage is not just protected, but also appreciated more broadly within the community into the future, and that residents and visitors can learn more about it.

6.2.3 Development and structure of a future Boroondara Heritage Strategy

The development and implementation of a *Heritage Strategy* would provide a comprehensive framework for Boroondara's heritage needs going forward. As noted above, for the strategy to succeed, council-wide ownership will be critical, with primary ownership resting with the Strategic Planning unit.

Strategic Planning would take the lead role in coordinating the development of the strategy, engaging other departments/units in the process, running steering committees and working groups and undertaking reviews of the strategy. This work would be undertaken by the proposed Principal Heritage Planner role, subject to budgetary approval.

It is important to note that for a heritage strategy to operate successfully and deliver what Boroondara needs, it must have significant ownership and buy-in from other relevant departments. This includes budget allocation to other departments to complete relevant works under a heritage strategy.

7 Summary

The review of Boroondara's *Heritage Action Plan 2016* has found that implementation has been largely successful with most actions (and all Very High and High priority actions) completed or being delivered on an ongoing basis. Key findings demonstrate the dependency on budget and resource allocations to deliver actions. Where resources were not specifically allocated, actions were not completed.

Furthermore, it has shown that outstanding actions relate primarily to supporting, promoting and celebrating our heritage and sit with diverse units across Council. The HAP 2016 has largely been a document owned and delivered by the Strategic Planning Department and with less focus on identification and protection of places through the Heritage Overlay (due to diminishing returns), wider involvement from other appropriate departments is needed.

A heritage strategy would provide this new approach, modelled on other comparable councils. A heritage strategy allows for a broader, more informed policy base, to ensure the entire organisation is on board with the focal shift from identifying and preserving heritage, to promoting and celebrating it.

To ensure cross-Council ownership and coordination, it is recommended that the development of a 10 to 15-year heritage strategy to set the overarching framework for the management of heritage in Boroondara be commenced. This will allow more coordinated work programming with different departments being able to account for projects as part of their respective annual business planning. While the Strategic Planning Team can lead the development, it requires significant input from a whole range of internal (and external) stakeholders expanding beyond the key function of strategic planning.

| Appendix 1 = Audit of all HAP 2016 actions | | |
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| Very High (VH) Priority Actions | | |
| VH 1 Complete the second stage of the <i>Surrey Hills and Canterbury Hill Estate Heritage Study</i> currently underway - i.e. assessment of places of potential individual heritage significance and additional heritage precincts south of Canterbury Road. | Strategic Planning | VH 1 STATUS: Completed Surrey Hills and Canterbury Hill Estate Heritage Study adopted April 2016. |
| VH 2 Prepare and implement a heritage study of Camberwell as part of the Municipal-Wide Heritage Gap Study. | Strategic Planning | VH 2 STATUS: Completed Municipal-Wide Heritage Gap Study: Volume 2 - Camberwell was adopted December 2018. |
| VH 3 Prepare and implement a heritage study of Canterbury as part of the Municipal-Wide Heritage Gap Study. | Strategic Planning | VH 3 STATUS: Completed Municipal-Wide Heritage Gap Study: Volume 1 - Canterbury was adopted in November 2018. |
| VH 4 Prepare and implement a heritage study of Hawthorn as part of the Municipal-Wide Heritage Gap Study. | Strategic Planning | VH 4 STATUS: Completed Municipal-Wide Heritage Gap Study: Volume 3 - Hawthorn was adopted in July 2020. |
| VH 5 Prepare and implement a heritage study of Kew as part of the Municipal-Wide Heritage Gap Study. | Strategic Planning | VH 5 STATUS: Completed Municipal-Wide Heritage Gap Study: Volume 4 - Kew was adopted in June 2020. |
| High (H) Priority Actions | | |
| H 1 (Strategic Planning) Prepare and implement a heritage study of Kew East as part of the Municipal-Wide Heritage Gap Study. | Strategic Planning | H 1 STATUS: Completed Municipal-Wide Heritage Gap Study: Volume 5 - Kew East and Mont Albert was adopted in March 2021. |
| H 2 (Strategic Planning) | Strategic Planning | H 2 STATUS: Completed |

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| Prepare and implement a heritage study of Hawthorn East as part of the Municipal-Wide Heritage Gap Study. | | Municipal-Wide Heritage Gap Study: Volume 6 - Hawthorn East was adopted in November 2021. |
| H 3 (Strategic Planning) Prepare and implement a heritage study of Glen Iris as part of the Municipal-Wide Heritage Gap Study. | Strategic Planning | H 3 STATUS: Completed Municipal-Wide Heritage Gap Study: Volume 7 - Glen Iris was adopted in September 2022. |
| H 4 (Strategic Planning) Prepare and implement a heritage study of Ashburton as part of the Municipal-Wide Heritage Gap Study. | Strategic Planning | H 4 STATUS: Completed Municipal-Wide Heritage Gap Study: Volume 8 - Ashburton was adopted in June 2022. |
| H 5 (Strategic Planning) Prepare and implement a heritage study of Mont Albert as part of the Municipal-Wide Heritage Gap Study. | Strategic Planning | H 5 STATUS: Completed Municipal-Wide Heritage Gap Study: Volume 5 - Kew East and Mont Albert was adopted in March 2021. |
| Ongoing/As Required (OAR) actions | | |
| OAR 1 Continue to use the "significant", "contributory", "non-contributory" grading system for properties within identified heritage precincts | Strategic Planning | OAR 1 STATUS: Underway/Ongoing The use of gradings is set out in Planning Practice Note 1 and forms part of any heritage assessment of a potential heritage precinct. |
| OAR 2 Continue to implement a referral process to ensure sites of possible heritage significance are assessed by a heritage consultant prior to issuing report and consent to demolition under Section 29A of the <i>Building Act 1993</i> | Strategic Planning + Building Services | OAR 2 STATUS: Underway/Ongoing S29A Report and Consent demolition request continue to be dealt with in accordance with Council's adopted process. |
| OAR 3 Continue to input heritage place information into Heritage Victoria's Heritage Management Electronic System (HERMES), particularly when heritage studies and citations are completed | Strategic Planning | OAR 3 STATUS: Underway/Ongoing The entry of heritage place data continues to be part of the heritage consultants' task when undertaking heritage assessments. |
| OAR 4 | Strategic Planning | OAR 4 |

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| Continue to provide public access to the Boroondara Heritage Property Database via Council's website | | <p>STATUS: Underway/Ongoing</p> <p>Information on places of heritage significance included in the Heritage Overlay (such as heritage citations) continues to be accessible through Council's website (including a search function).</p> <p>A new interactive heritage map was published on Council's website in late 2022 that provides easy access to important place information.</p> |
| <p>OAR 5 Take into account previous Council and State Government heritage studies as well as the Register of the National Trust when conducting heritage assessments or reviews</p> | Strategic Planning | <p>OAR 5 STATUS: Underway/Ongoing</p> <p>The review of previous heritage studies is part of the normal Stage 1 study process for heritage consultants.</p> |
| <p>OAR 6 Consider the heritage significance of unmade and bluestone roads and laneways as a part of future area based heritage studies and update Council's <i>Bluestone Policy - Kerbs, Channels and Laneways 2010</i> if required.</p> | Strategic Planning + Facilities, Waste and Infrastructure Services | <p>OAR 6 STATUS: Underway/Ongoing</p> <p>Bluestone laneways are considered in studies.</p> |
| <p>OAR 7 Continue to use the localised version of the Heritage Council of Victoria criteria dated 7 August 2008 when assessing heritage places for protection</p> | Strategic Planning | <p>OAR 7 STATUS: Underway/Ongoing</p> <p>Contained in Planning Practice Note 1 (PPN1) - likely not relevant/needed in any future heritage plan.</p> |
| <p>OAR 8 Ensure Heritage Citations and Statements of Significance clearly identify the significant elements of the heritage place as well as the non-significant / non-contributory elements where appropriate</p> | Strategic Planning | <p>OAR 8 STATUS: Ongoing</p> <p>Contained in Planning Practice Note 1 (PPN1) - likely not relevant/needed in any future heritage plan.</p> |
| <p>OAR 9 Undertake annual correctional planning scheme amendments that remove anomalies or errors in the heritage overlay</p> | Strategic Planning | <p>OAR 9 STATUS: Ongoing</p> <p>Correctional amendments will be carried out as required. Most recently amendments C302 (gazetted in October 2018) and C302</p> |

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| | | (gazetted in April 2019) correct planning scheme errors related to Heritage Overlays. Officers are currently reviewing the current list of planning scheme anomalies and will progress to a planning scheme amendment in due course. |
| OAR 10 Continue to maintain the "Proposed Heritage Areas" Geographical Information System (GIS) layer which identifies properties proposed for inclusion in a heritage overlay. | Strategic Planning | OAR 10 STATUS: Ongoing Action should be reworded for any future heritage plan, to make it clear it is applied to properties within adopted heritage studies that are part of an amendment request. |
| OAR 11 Continue to request that the Minister for Planning apply interim Heritage Overlays to places under imminent threat of demolition in accordance with Council's internal process | Strategic Planning | OAR 11 STATUS: Ongoing Officers continue to implement the Council-adopted S29A process. |
| OAR 12 Include publicly owned buildings and features, including historic parks, in a heritage overlay in accordance with the recommendations of Council's heritage studies | Strategic Planning | OAR 12 STATUS: Ongoing This action to delivered on an ad hoc basis, as Council-owned sites are either marked for redevelopment, major renovation or sale. It is at this time that heritage studies are undertaken where relevant identify any heritage significance. |
| OAR 13 Continue to offer heritage advice about development proposals to the community members free of charge through Council's Heritage Advisory Service | Statutory Planning | OAR 13 STATUS: Ongoing Appointments are available to the public, generally 4 or 5 every Thursday. Council's in-house heritage consultant provides this service. |
| OAR 14 Actively promote the Boroondara Heritage Property Database - e.g. in brochures, on Council's website and through the media | Strategic Planning | OAR 14 STATUS: Ongoing This action to be removed from any future heritage plan, as the Boroondara Heritage Property Database has been removed as a reference document in the planning scheme. |

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| | | <p>The database is still available online, however. In addition, an interactive heritage map went live in mid-2022, which was promoted through bulletins and social media.</p> |
| <p>OAR 15: <i>Continue to collect, manage and exhibit the City's historic documents and objects, including Council's collection of historic architectural drawings and plans, as a part of Council's annual exhibition program</i></p> | <p>Arts and Culture + Library Services</p> | <p>OAR 15 STATUS: Ongoing</p> <p>Exhibitions and displays covered with Open House Melbourne and teaming up with Arts on exhibitions.</p> <p>Regarding other matters under the HAP 2016;</p> <p>Regarding interpretive signs and plaques, Library Services have helped when signs have needed replacing. The Anniversary Trail was done recently. Department has also helped with research when an application was made to add a name to the Kew War Memorial.</p> <p>Regarding heritage walks, these exist in the collection but no capacity to make new ones. The idea has been raised, and discussed with Customer and Communication, to see if existing walking tours could be uploaded onto an online platform.</p> <p>Regarding heritage brochures and guidelines, these need updating, and there are plans to do so.</p> <p>Regarding the maintenance of oral histories, digitising the "Mayblooms and Cherry Bobs" collection of oral histories about Hawthorn is being undertaken. Future funding required for other oral histories in the collection.</p> <p>Regarding the publication of local histories, there is limited/no capacity for Arts and Culture or Library Services to publish new material currently.</p> <p>Regarding talks and information sessions, these are currently done within Library Services programming.</p> <p>The Local History Wiki is no longer updated. We need to harvest information off it, although most of it is unsourced. Can replace this with the Heritage Collection on the Spydus Archive module.</p> <p>Council website for local history, likely needs updating.</p> |

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| | | <p>This continues to be implemented alongside Arts and Culture, an example of which is Open House Melbourne.</p> <p>Regarding the provision of historic photographs online, Picture Australia is now out of commission, our images are harvested to Trove instead.</p> <p>Photographs are in the library catalogue with limited access due to the current cost involved with provided high resolution images.</p> |
| <p>OAR 16 Undertake regular information sessions / training with relevant Council staff about the requirements of the <i>Aboriginal Heritage Act 2006</i></p> | <p>Strategic Planning</p> | <p>OAR 16 STATUS: Not Completed/Commenced</p> <p>This applies only to those designated as an 'Aboriginal Heritage Officer' (Aboriginal Heritage Act 2006, 165B(2)(a)). It is advised this should be removed from any future heritage plan.</p> |
| <p>OAR 17 Expand Council's Heritage Advisory Service beyond 1 day a week if required commensurate with any increase in planning permit applications in a heritage overlay</p> | <p>Statutory Planning</p> | <p>OAR 17 STATUS: Completed</p> <p>An extra day was added FY2017-2018, and another extra day added FY2022-2023. Further assessment is required in the next six months whether the level of service is appropriate with the conclusion of the MWHGS (Gap Study).</p> |
| <p>OAR 18 <i>Undertake heritage assessments of the following buildings as a part of any future master planning for the associated parks or prior to commencing any buildings works on the site:</i></p> <ul style="list-style-type: none"> • <i>Canterbury Gardens Support Services - 2B Kendall Street, Canterbury</i> • <i>Canterbury Maternal and Child Health Care Centre - 2A Kendall Street, Canterbury</i> • <i>Cara Armstrong Kindergarten - 169 Rathmines Road, Hawthorn East</i> | <p>Capital Projects + Environmental Sustainability and Open Spaces</p> | <p>OAR 18 STATUS: Ongoing (partially completed)</p> <p>Assessments have been undertaken as part of the master planning for the Canterbury sites. Assessments has not yet been done for 160 Rathmines Road, Hawthorn East as need not arisen yet.</p> |
| <p>OAR 19 <i>Review the need to prepare Conservation Management Plans for Council buildings and</i></p> | <p>Capital Projects</p> | <p>OAR 19 STATUS: Underway/Ongoing</p> |

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| <i>facilities of historic significance prior to undertaking redevelopment or renovation works</i> | | These are being done usually (although sometimes a bit late in the process) |
| OAR 20 Prepare Incorporated Plans for public and privately owned heritage places as need arises | Strategic Planning | OAR 20 STATUS: Not Completed/Commenced This action has been examined, however the need to implement it has not yet arisen. It is advised to maintain this action in any future heritage plan. |
| OAR 21 Actively promote funding opportunities for restoration, conservation or interpretation works to historical societies and owners and managers of heritage places | Strategic Planning | OAR 21 STATUS: Ongoing Council does not have a fund for historical restoration or preservation works. Council can refer interested parties to other relevant heritage bodies as required. |
| OAR 22 Implement a pro-active program of heritage assessments and Conservation Management Plans for historic parks and gardens in accordance with the priorities identified in the <i>Boroondara Open Space Strategy (BOSS)</i> | Strategic Planning +Environmental Sustainability and Open Spaces | OAR 22 STATUS: Ongoing (partially completed) Conservation Management Plans have been developed for Alexandra Gardens, Canterbury Gardens and Maranoa Botanic Gardens. The need for these plans at other sites will be considered through the review of the Boroondara Open Space Strategy. |
| OAR 23 <i>Assess the heritage values of the public realm / open space and prepare heritage advice and / or Conservation Management Plans if required prior to commencing the master planning process</i> | Environmental Sustainability and Open Spaces | OAR 23 STATUS: Ongoing We continue to implement this action as required, most recently this was conducted for St James Park during 2022. |
| OAR 24 Continue to assist historical societies and history groups which operate in Boroondara with, amongst other things, identifying premises, developing and maintaining an online presence, accessing grants and funding and attracting and retaining volunteers | Strategic Planning + Library Services | OAR 24 STATUS: Not Completed/Commenced Not undertaken as external societies have not approached Council officers for these purposes. Recommend the removal of this action from any future heritage plan. Potential for closer collaboration between heritage societies and any potential heritage unit at Council, with further investigation required. |

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| <p>OAR 25 Ensure heritage conservation is considered when Council policies and plans are produced</p> | <p>All Departments</p> | <p>UNCLEAR</p> <p>As this action is very broad and has been allocated to all departments, it is difficult to provide an accurate answer as to whether it has been implemented or not.</p> <p>Some departments which are involved with heritage matters do consider heritage conservation when producing policies and plans, and others that have no relationship with heritage may or do not.</p> <p>A future heritage strategy that would sit as a council-wide document would work towards ensuring departments are aware of, and include, heritage considerations where appropriate in their policies and plans.</p> |
| <p>OAR 26 Prepare and implement heritage controls to properties identified as 'individually significant' in the <i>Balwyn, Balwyn North and Deepdene Heritage Study</i></p> | <p>Strategic Planning</p> | <p>OAR 26 STATUS: Ongoing</p> <p>Stage 1 and 2 of the Balwyn Heritage Study Peer Review process have been completed with Stage 3 currently under way.</p> |
| <p>OAR 27 <i>Explore opportunities to work with adjoining municipalities to deliver regular training to Council staff about the City's Indigenous culture and heritage, the management of places of Indigenous heritage significance and the requirements of the Aboriginal Heritage Act 2006</i></p> | <p>Health and Wellbeing Services</p> | <p>OAR 27 STATUS: Completed</p> <p>This action is completed as we now have a Reconciliation Strategy and Internal Diversity and Inclusion Strategy.</p> <p>In 2022 we held Naidoc week celebrations to support the understanding on the acknowledgement of country and will be holding a Cultural immersion at the Wominjeka Reconciliation Garden and Murnong Gallery on 10 November 2022.</p> |
| <p>OAR 28 Develop a <i>Heritage Interpretation And Communications Strategy</i> that, amongst other things:</p> <ul style="list-style-type: none"> • Establishes design standards for plaques and other interpretive signs • Establishes a prioritised program of interpretive signs, walking tours and other | <p>Strategic Planning</p> | <p>OAR 28 STATUS: Ongoing/Underway (Partial)</p> <ul style="list-style-type: none"> • Plaque and interpretive sign standard: Underway • Interpretive signs program: Not Completed/Commenced • Plaque Policy review: Underway • Direction for inclusion of plaques/signs: Underway |

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| <p>activities aimed at promoting the City's history and heritage places</p> <ul style="list-style-type: none"> • Reviews Council's existing Plaques Policy • Establishes a direction for the inclusion of plaques and interpretive signs as a part of Council's capital works projects • Identifies opportunities to capture and promote the community's knowledge about the City's history and heritage places • Explores opportunities to use new mobile technology, such as smart phone applications ("apps"), to increase access to local heritage information • Includes an Action Plan of prioritised projects identifying costs and resources required for implementation | | <ul style="list-style-type: none"> • Identify opps. to promote community knowledge: Not Completed/Commenced • Explore mobile technology opportunities: Not Completed/Commenced • Action Plan of prioritised projects: Not Completed/Commenced <p>Sub-items not completed/commenced due to budgetary constraints. Advise reallocating OAR 28 from Strategic Planning in any future heritage plan.</p> |
| <p>OAR 29 Update Council's website to provide information about the requirements of the <i>Aboriginal Heritage Act 2006</i></p> | <p>Statutory Planning</p> | <p>OAR 29 STATUS: Completed (mostly)</p> <p>Community Planning has updated Council's website https://www.boroondara.vic.gov.au/community/aboriginal-and-torres-strait-islander-peoples which includes some basic information cultural heritage places.</p> <p>Extra information should be provided to link to website https://www.firstpeoplesrelations.vic.gov.au/cultural-heritage-management-plans.</p> |
| <p>OAR 30 Conduct a comprehensive review of current heritage overlay mapping to identify inaccuracies. Correct any errors through the planning scheme amendment process.</p> | | <p>OAR 30 STATUS: Underway</p> <p>This action is effectively a duplicate of OAR 9. These action items should be consolidated under any future heritage plan.</p> |
| <p>OAR 31 Prepare a suite of consolidated design guidelines for different building eras or themes (e.g. "front fences", "verandas" etc) to assist planning permit applicants implement best practice conservation practices where development is proposed in a Heritage Overlay</p> | <p>Statutory Planning</p> | <p>OAR 31 STATUS: Underway</p> <p>Example design guidelines for development in heritage areas has been gathered from other sources (other Councils and Heritage Victoria) with a view to creating our own. Recent feedback from residents suggest that design guidelines should be focused on</p> |

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| | | <p>appropriate extensions to buildings in heritage areas, rather than conservation.</p> <p>These guidelines can complement “Do I need a planning permit?” guidelines and the online interactive house. Guidelines for solar panels are being created at present (2022-23).</p> |
| <p>OAR 32 Engage a heritage expert to deliver training for Council staff about Council's heritage assets, heritage architecture and the assessment of planning permit applications in a heritage overlay</p> | <p>Strategic Planning + Statutory Planning</p> | <p>OAR 32 STATUS: Not Completed/Commenced</p> <p>Council employs internal heritage advisors within Statutory Planning department.</p> <p>The Statutory Planning Department is also investigating opportunities for staff training to build its capacity to respond to heritage matters. It is recommended to keep this action in any future heritage plan.</p> |
| <p>OAR 33 Trial a local heritage grants program for minor restoration works to commercial heritage buildings. Consider expanding the program to other types of heritage places if successful.</p> | <p>Strategic Planning</p> | <p>OAR 33 STATUS: Not Completed/Commenced</p> <p>Not undertaken due to lack of budget. This action should be maintained in any future heritage plan.</p> |
| <p>OAR 34 Explore opportunities to connect the Boroondara Heritage Property Database to Council's Geographic Information System</p> | <p>Strategic Planning + Transformation and Technology</p> | <p>OAR 34 STATUS: Underway</p> <p>A new interactive heritage map was released in mid-2022 providing the public with an easy access to heritage citations for places included in the Heritage Overlay. Integration with the Boroondara Heritage Property Database and the VHD is currently being investigated but to date limited support has been provided by Heritage Victoria.</p> <p>The heritage property dataset has been incorporated into our GIS system as of September 2022, as part of the spatial data uplift program. Reference datasets have been investigated, that would benefit community (eg; significant trees, heritage listings, street sweeping etc.).</p> <p>While internal heritage information has been published into our GIS system, it is hoped that things can be improved by looking to</p> |

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| | | <p>integrate with the centralised Victorian government heritage database Hermes.</p> <p>The conversation to do this has been initiated, however waiting for technical integration details from Hermes.</p> |
| <p>OAR 35 <i>Develop an Archival Conservation Strategy that establishes a prioritised program of conservation and archival initiatives for Council's historic documents and objects, including Council's historic architectural plans and drawings</i></p> | <p>Arts and Culture + Library Services + Customer and Communication</p> | <p>OAR 35 STATUS: Not Completed/Commenced</p> <p>Departments were unaware of the HAP and subsequently the designated action. No records of engagement with the designated departments or work undertaken on the particular action have been found in Objective.</p> <p>Regarding the action OAR 35, Corporate Information (Customer and Communication) is the third named business unit after Arts and Culture and Library Services; and would not necessarily consider this an action that Library Services would lead but rather help inform when the time comes.</p> <p>Such a strategy is a sizeable project to undertake and so should the action still be required, Library Services could look to contribute in the next financial year, as the department is currently at capacity for this financial year (2022-23).</p> <p>Recommend maintaining this action in any future heritage plan.</p> |
| <p>OAR 36 Review the structure and content of Council's online history and heritage web pages with the aim of improving usability and increasing access to research materials and heritage information</p> | <p>Strategic Planning + Arts and Culture + Library Services</p> | <p>OAR 36 STATUS: Underway</p> <p>Current creation of a new information architecture is underway for Council's website, and heritage accessibility is being examined.</p> <p>Wiki is no longer used but still live. Plans to work on website content, and when LSM is upgraded this will be a huge step forward in terms of archival access.</p> |
| <p>OAR 37 <i>Explore opportunities to organise on-site interpretive walks with members of Wurundjeri in key areas of Indigenous cultural heritage - e.g. along the Yarra River</i></p> | <p>Environmental Sustainability and Open Spaces + Arts and Culture + Library Services</p> | <p>OAR 37 STATUS: Not Completed/Commenced</p> |

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| | | <p>Unclear how much the designated departments have been involved in past - action also likely requires a different unit to be involved going forward, as well as budget allocation.</p> <p>Wurundjeri Trail opened in Chandler Park in 2017 (physical trail), but no interpretive walks.</p> |
| <p>OAR 38 Prepare a thematic study of significant private gardens, trees and landscape features in the City, including a review of historic trees in the schedule to the <i>Significant Tree Study</i>. Implement the Study by adding newly identified historically significant trees to the <i>Significant Tree Study</i> schedule and / or applying the "tree controls" provision of the Schedule to the Heritage Overlay where relevant (e.g. to historic gardens and other landscape features)</p> | <p>Strategic Planning</p> | <p>OAR 38 STATUS: Not Completed/Commenced</p> <p>Not undertaken due to lack of budget. Note that tree controls exist and are always considered as part of applications. A thematic study requires budgetary changes.</p> <p>Assessment of trees on private land is ongoing on private and public land as it arises. Also undertaken as part of the MWHGS (Gap Study). Further investigation required to determine inclusion in any future heritage plan.</p> |
| <p>OAR 39 Complete and implement a thematic study of sporting and recreation infrastructure and facilities which were not assessed and protected through other area-based studies.</p> | <p>Strategic Planning</p> | <p>OAR 39 STATUS: Not Completed/Commenced</p> <p>Not undertaken due to lack of budget, and determination as no longer relevant. Further investigation required to determine inclusion in any future heritage plan.</p> |
| <p>OAR 40 Complete and implement thematic studies of schools, churches and other community facilities and public places which were not assessed and protected through other area-based studies</p> | <p>Strategic Planning</p> | <p>OAR 40 STATUS: Completed (partially ongoing as required)</p> <p>Completed as part of the MWHGS (Gap Study), also ongoing subject to budget considerations. It should be noted that the Department of Education has certain exemptions. Schools and churches have been assessed. Community facilities and public places have not yet been reviewed.</p> |
| <p>OAR 41 Prepare Statements of Significance for "significant" graded properties within heritage precincts to ensure assessment of development proposals to these properties is informed by a full understanding of the heritage values of the property</p> | <p>Strategic Planning</p> | <p>OAR 41 STATUS: Not Completed/Commenced</p> <p>Not applicable, process not undertaken this way. Precinct citations cover all properties therein. Individually Significant properties have their own citations.</p> |

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| | | <p>If an Individually Significant place within a precinct provides the precinct with an extra criterion, that is noted in the Statement of Significance for the precinct. This is in accordance with Planning Practice Note 1 (PPN1).</p> <p>Recommend this action be removed from any future heritage plan.</p> |
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Ongoing/underway/partially completed and ongoing etc. = 26

Completed (including ongoing as required, but completed to-date) = 4

Not completed/commenced = 10

Unclear = 1