



10.4 HERITAGE OVERLAY 8 (HO8) PRECINCT REVIEW

EXECUTIVE MEMBER: LAUREN BIALKOWER, ACTING GENERAL MANAGER, CITY GROWTH AND DEVELOPMENT

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1. PURPOSE

- 1.1 The report seeks approval for the draft findings of the Heritage Overlay 8 Precinct Review to go to public engagement.

2. EXECUTIVE SUMMARY

- 2.1 *The Council Plan 2021-31 (Year 3)* prioritises the protection of Port Phillip's heritage and character (*Liveable Port Phillip, Strategy No.1*).
- 2.2 To ensure robust protection and up-to-date planning provisions for heritage places, a comprehensive heritage program was initiated in 2017. The current implementation of the program involves reviewing existing and potential heritage places, including those under immediate threat of demolition.
- 2.3 As part of this work, Council is currently progressing detailed, two-stage reviews of Heritage Overlay (HO) precincts to enhance their statutory documentation and address known gaps in heritage protection.
- 2.4 The current review is focused on Heritage Overlay 8 (HO8), known as the 'Heritage Overlay 8 Precinct Review'. HO8, established in 1998, applies to properties surrounding Glen Huntly and Ormond Roads in Elwood and has not been reviewed since its creation.
- 2.5 In 2021, Council engaged an independent heritage consultancy (Context – now GML Heritage) to undertake a preliminary review of HO8 and surrounding areas. Stage 1 involved an initial review of the heritage gradings and citations for existing places and potential extensions and additions to the HO.
- 2.6 Context delivered the *HO8 Elwood: Glen Huntly & Ormond Roads Stage 1 – Preliminary Review* in June 2021. The report recommended that a detailed assessment be conducted as part of stage 2 investigations.
- 2.7 In 2022, Council engaged Extent Heritage to undertake the detailed assessment of HO8. Extent Heritage has recently delivered the draft *Elwood Stage 2 Heritage Review Volume 1 - Findings Report Prepared for City of Port Phillip July 2023* (refer to **Attachment 1**) and the draft *Elwood Stage 2 Heritage Review Volume 2 - Citations Prepared for City of Port Phillip June 2023* (refer to **Attachment 2**).
- 2.8 Council officers are proposing a preliminary consultation prior to the finalisation and Council endorsement on the Heritage Overlay 8 Precinct Review. While not a statutory requirement, Council does so to provide affected landowners and interested stakeholders time to review the proposed changes and make suggestions where appropriate.
- 2.9 Following the finalisation of the Heritage Overlay 8 Precinct Review, an amendment to the Port Phillip Planning Scheme is required to implement the recommendations. This process includes statutory requirements for public exhibition to all affected landowners.



3. RECOMMENDATION

That Council:

- 3.1 Notes the officer report on the *draft Elwood Stage 2 Heritage Review Volume 1 - Findings Report Prepared for City of Port Phillip July 2023* (at **Attachment 1**) and the *draft Elwood Stage 2 Heritage Review Volume 2 - Citations Prepared for City of Port Phillip June 2023* (at **Attachment 2**).
- 3.2 Endorses the documents in Attachments 1 and 2 for the purposes of community consultation.

4. KEY POINTS/ISSUES

Heritage Program Background

- 4.1 In 2017, Council commenced its Heritage Program to systematically review existing heritage protection and documentation to ensure they are up to date and adequately reflect community attitudes towards heritage.
- 4.2 Since 2017, the Heritage Program has completed several initiatives, including an update to the Port Phillip Thematic Environmental History (TEH) and Council's Heritage Policy and Heritage Design Guidelines in the Port Phillip Planning Scheme to improve guidance on infill development in heritage areas.
- 4.3 The current implementation of the program involves reviewing existing and potential heritage places, which generally consists of two stages:
 - a) **Stage 1:** A preliminary review that includes a site inspection, limited research, and comparative analysis to assess the place's potential local significance.
 - b) **Stage 2:** Based on the findings of Stage 1, a detailed assessment is conducted, involving extensive research, documentation, and consultation with heritage experts, stakeholders, and local communities, as necessary.
- 4.4 As part of this work, Council is progressing detailed reviews of three Heritage Overlay (HO) precincts to improve their statutory documentation and address identified gaps in heritage protection. The first review focused on Heritage Overlay 7- St Kilda, Elwood, Balaclava, and Ripponlea Precinct (HO7). The final review will be of Heritage Overlay 5 - St Kilda Hill Precinct (HO5).
- 4.5 The most recent review, and the focus of this report, is HO8 in Elwood-Glen Huntly Road and Ormond Road.

Heritage Overlay 8 Precinct Review

Background

- 4.6 HO8 is a heritage precinct that was created in 1998. It applied to properties surrounding Glen Huntly and Ormond Roads in Elwood.
- 4.7 A heritage citation for the precinct, including Statement of Significance, is currently included in the Port Phillip Heritage Review (an Incorporated Document in the Port Phillip Planning Scheme). Properties within HO8 are graded as either 'significant', 'contributory' or 'non-contributory' in the Port Phillip Heritage Policy Map (which forms part of the Port Phillip Heritage Review).



- 4.8 HO8 has not been reviewed since being introduced. In that time, several significant changes have occurred:
- There has been increased development pressure, resulting in the loss of buildings of potential heritage significance
 - The community has placed a greater value on heritage protection
 - The information required for establishing heritage significance and documenting heritage places has increased.

Stage 1 Findings

- 4.9 In 2021, Council engaged Context (now GML Heritage) to undertake a preliminary review of HO8 and surrounding areas, including HO318, to consider the heritage grading of existing places, heritage citations for existing heritage places, potential extensions to existing precincts and potential additions of new individually significant places and new precincts
- 4.10 The *HO8 Elwood: Glen Huntly & Ormond Roads Stage 1 – Preliminary Review* was delivered in June 2021. The report recommended a detailed assessment be undertaken to consider the following:
- Re-grading the levels of significance of existing heritage places in HO8 and HO318 as needed
 - Extending the precinct boundaries of HO8 and HO318
 - Adding two new residential precincts and one new commercial precinct
 - Adding new individually significant places
 - Updating existing heritage citations and preparing new heritage citations in accordance with the latest State Government guidelines.

Stage 2 Findings

- 4.11 In 2022, Council engaged Extent Heritage to undertake the detailed assessment of the recommendations from the Stage 1 Study.
- 4.12 Extent Heritage recently delivered the draft *Elwood Stage 2 Heritage Review Volume 1 - Findings Report Prepared for City of Port Phillip July 2023* (refer to **Attachment 1**) and the draft *Elwood Stage 2 Heritage Review Volume 2 - Citations Prepared for City of Port Phillip June 2023* (refer to **Attachment 2**).
- 4.13 The stage 2 findings report makes the following recommendations:
- Retain HO8 in the Schedule to the Heritage Overlay with the following changes: adding one new property with a significant grading, 39 properties with a contributory grading and 18 properties as non-contributory grading; removing 18 properties from HO8 to form a new separate Ormond Road Commercial Precinct; revising the gradings of existing properties in HO8; and designating original outbuildings and fences as not exempt under Clause 43.01-4
 - Retain HO318 in the Schedule to the Heritage Overlay with the following changes: removing two properties from HO318 to each form a new HO; and revising the gradings of existing properties in HO318



- c) Add two new precincts to the Schedule to the Heritage Overlay, including removing HO194 and HO195 as individual places and incorporating them into the proposed Byron and Mitford Street Precinct
 - d) Add one new group listing to the Schedule to the Heritage Overlay
 - e) Add 19 new individual places to the Schedule to the Heritage Overlay
 - f) Retain 13 individual places in the Schedule to the Heritage Overlay and adopt updated citations and statements of significance
 - g) Adopt 15 revised individual place citations for individual places within HO8, three individual places within HO403 and one individual place within HO7
 - h) Remove five individual places from the Schedule to the Heritage Overlay due to no longer meeting the threshold for inclusion in the HO.
- 4.14 The draft stage 2 findings report recommends that Council implement the recommendations through an amendment to the Port Phillip Planning Scheme.
- 4.15 Council officers are preparing to undertake preliminary consultation on the draft Stage 2 report and citations, which is detailed in the next section.
- 4.16 Following the completion of preliminary consultation, Council officers will consider submissions and make any necessary updates to the draft Review.
- 4.17 The final Heritage Overlay 8 Precinct Review documents will be provided to Council for endorsement and a decision on whether to seek authorisation to prepare an amendment to the Port Phillip Planning Scheme to implement the findings of stage 2.

5. CONSULTATION AND STAKEHOLDERS

- 5.1 Preliminary consultation on the draft stage 2 findings of the Heritage Overlay 8 Precinct Review will be conducted prior to finalising the documentation. Although not a statutory requirement, this step allows impacted landowners and stakeholders to review any proposed changes and make suggestions if necessary. This process will help build knowledge and promote meaningful community discussions prior to initiating the formal Planning Scheme Amendment Process (scheduled for early next year).
- 5.2 This preliminary consultation process will take place over four weeks, from late October to mid-November this year. A communications and engagement plan will be prepared and address (amongst other things):
- a) Direct outreach to affected property owners, occupants, and relevant key stakeholders to inform them of the draft stage 2 findings of the Heritage Overlay 8 Precinct Review and how to access further information
 - b) A dedicated project webpage on Council's engagement platform, 'Have Your Say Port Phillip', that will provide:
 - i. A comprehensive overview of the Heritage Overlay 8 Precinct Review, including a Frequently Asked Questions (FAQ) section
 - ii. Links to all documentation related to the Heritage Overlay 8 Precinct Review
 - iii. An interactive map displaying location-specific details and proposed changes
 - iv. Guidance on how to submit feedback.



- c) Providing hardcopies of the draft *Elwood Stage 2 Heritage Review Volume 1 - Findings Report Prepared for City of Port Phillip July 2023* and the draft *Elwood Stage 2 Heritage Review Volume 2 - Citations Prepared for City of Port Phillip June 2023* for viewing at the St Kilda Town Hall and St Kilda library
- d) Scheduling one-on-one sessions with Officers and affected residents, upon request.

6. LEGAL AND RISK IMPLICATIONS

- 6.1 There are no legal or risk implications at this stage of the project.
- 6.2 The preliminary consultation on the draft stage 2 findings of the Heritage Overlay 8 Precinct Review is not a statutory requirement. It provides affected landowners and stakeholders time to review the proposed changes and make suggestions ahead of the statutory amendment process.
- 6.3 As part of the formal planning scheme amendment process to implement the changes recommended by stage 2 of the Heritage Overlay 8 Precinct Review, affected properties will be notified as part of the exhibition of the amendment and will be given the opportunity to provide a submission, in accordance with the requirements of the *Planning and Environment Act 1987*.

7. FINANCIAL IMPACT

- 7.1 The Heritage Overlay 8 Precinct Review and the preliminary consultation are included in the Heritage Program budget. The planning scheme amendment to implement the findings of the review is included in the Planning Scheme Amendment budget.

8. ENVIRONMENTAL IMPACT

- 8.1 Council officers are following the Heritage Council of Victoria's recently released principles to guide the protection of heritage places from climate change impacts. This involves taking a values-based approach to understanding how and why a heritage place is significant.
- 8.2 By identifying the heritage values of the places as part of the Heritage Overlay 8 Precinct Review, we can then help ensure these values are considered along with other completing objectives under the Planning Scheme, including climate change impacts, at the planning permit stage.

9. COMMUNITY IMPACT

- 9.1 The Heritage Overlay 8 Precinct Review will have a positive community impact by recommending the protection of historically significant places within Port Phillip for the benefit of current and future generations.

SOCIAL IMPACT

- 9.2 The Heritage Overlay 8 Precinct Review will have a positive social impact by recommending the protection of historically significant places within Port Phillip current and future generations.

ECONOMIC IMPACT

- 9.3 The findings of the Heritage Overlay 8 Precinct Review may have some additional cost impacts for owners of properties being added to the Heritage Overlay through increased planning permit requirements. These effects may be reduced through the



availability of Port Phillip's heritage, urban design, and planning officers' pre-application advice prior to the lodgement of any planning permit.

10. ALIGNMENT TO COUNCIL PLAN AND COUNCIL POLICY

- 10.1 *The Council Plan 2021-31* (Year 3) prioritises the protection of Port Phillip's heritage and character (*Liveable Port Phillip*, Strategy No.1).
- 10.2 This report focuses on Heritage Overlay 8 - Elwood-Glen Huntly Road and Ormond Road Precinct (HO8). Created in 1998, HO8 is a heritage precinct that applies to properties surrounding Glen Huntly and Ormond Roads in Elwood. HO8 has not been reviewed since its creation.
- 10.3 The Heritage Overlay 8 Precinct Review aims to enhance their statutory documentation of existing heritage places and address known gaps in heritage protection, thereby protecting Port Phillip's heritage and character.

11. IMPLEMENTATION STRATEGY

11.1 TIMELINE

- 11.1.1 This preliminary consultation is scheduled for late October to mid-November 2023, before the formal Planning Scheme Amendment process begins.
- 11.1.2 Councillors will be briefed on feedback received, providing an opportunity to discuss potential changes or further work that may be required to finalise the review.
- 11.1.3 The statutory amendment process is scheduled to commence in early 2024 with Council to decide whether to request authorisation to prepare the amendment.
- 11.1.4 The statutory amendment process including public exhibition and an independent Planning Panel process is anticipated to take 12-18 months. However, this is subject to the capacity of the Department of Transport and Planning.

12. OFFICER DIRECT OR INDIRECT INTEREST

- 12.1 No officers involved in the preparation of this report have any material or general interest in the matter.

13. ATTACHMENTS

- 13.1 Due to the file size of the attachments, they can be found at the below locations on Council's website:
- 13.2 Draft Elwood Stage 2 Heritage Review Volume 1 – [Findings Report Prepared for City of Port Phillip July 2023](#) (PDF 2.47MB)
- 13.3 Draft Elwood Stage 2 Heritage Review Volume 2 – [Citations Prepared for City of Port Phillip July 2023](#) (PDF 39.75MB)