

WHITEHORSE HERITAGE FRAMEWORK 2020

A Framework for the ongoing Assessment and Management of
Heritage Places in the City of Whitehorse

DRAFT

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Register

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1.0 INTRODUCTION

Historic buildings, places and objects are a critical part of the identity of the City of Whitehorse and contribute to the character and liveability of the municipality. Identifying and protecting historic buildings, landscapes and objects is therefore a vital function of Council for current and future generations.

Heritage Planning in the City of Whitehorse started with the *City of Box Hill Heritage and Conservation Study* in 1990 and since then, 265 places of individual significance and 16 precincts have been included in the Heritage Overlay of the Whitehorse Planning Scheme.

In 2008, the Strategic Planning Unit and HLCD Pty Ltd (Council's Heritage Advisor service at the time), prepared *The City of Whitehorse Potential Framework* to provide Council at the time, with a prioritised framework to guide further assessments of places of potential heritage value. With the tasks in the 2008 Framework completed, it is now deemed appropriate that a further review be undertaken and a new Framework developed to guide heritage planning in Whitehorse over the next ten years.

The City of Whitehorse has a well-developed heritage planning process by Victorian standards, but a properly conceived and supported program will both address the remaining 'gaps' in the identification and protection of heritage places in the municipality, and provide 'best practice' advice and management tools for property owners and Council staff.

The key recommendations of the Whitehorse Heritage Framework Plan 2020 include:

- Update the Whitehorse Thematic Environmental History
- Identify remaining places of heritage significance
- Review and update Heritage Citations
- Review and consolidate the Heritage Design Guidelines
- Improve access to heritage information and the promotion of heritage in Whitehorse
- Review and upgrade the Heritage Policy in the Whitehorse Planning Scheme and upgrade the Schedule to the Heritage Overlay in line with current State Government requirements.

2.0 PURPOSE OF THE WHITEHORSE HERITAGE FRAMEWORK 2020

The purpose of the Whitehorse Heritage Framework 2020 is to:

- Identify the current status of heritage planning in the City of Whitehorse including continuing gaps in protection
- Identify opportunities to improve the identification, protection, management and promotion of heritage assets in the City of Whitehorse
- To identify and prioritise future heritage work in the City of Whitehorse

3.0 FRAMEWORK CONTEXT

3.1 POLICIES AND STRATEGIES

The Whitehorse Heritage Framework 2020 has been informed by the following policies and strategies:

- *Australia ICOMOS Charter for Places of Cultural Significance 2013 (The Burra Charter)*.
- Victorian Heritage Act 1995
- Aboriginal Heritage Act 2006
- *Planning and Environment Act 1987*
- *Planning Practice Note 1: Applying the Heritage Overlay (August 2018)*
- Whitehorse Planning Scheme:
 - State Planning Policy Framework, particularly Clause 15 – Built Environment and Heritage.

- Local Planning Policy Framework, particularly Clause 22.01 – Heritage Buildings and Precincts
- Clause 43.01 – Heritage Overlay and Schedule to the Heritage Overlay
- Whitehorse City Council Arts and Cultural Strategy 2014-2022.

3.2 BACKGROUND

Heritage Planning commenced in the City of Whitehorse in 1990 when Andrew Ward & Associates undertook the *City of Box Hill Heritage and Conservation Study* for the former City of Box Hill, followed in 1994 by the *City of Nunawading Survey Project* prepared for the City of Nunawading by Context Pty Ltd. In the fourteen years to 2008, the City of Whitehorse commissioned a further six heritage studies and a small number of individual assessments, resulting in 197 individual places and 9 precincts being included in the Heritage Overlay of the Whitehorse Planning Scheme.

In 2008, recognising the need for a planned approach to identifying remaining gaps in heritage protection in the City of Whitehorse, HLCD Pty Ltd, who provided heritage advisory services to the municipality at the time, prepared the *City of Whitehorse Potential Heritage Framework*, which provided a prioritised framework to undertake further assessments of places of potential heritage value. Four further Heritage Studies ensued, resulting in an additional 66 individual places and 7 precincts being added to the Heritage Overlay.

Along with another two individual places added, or currently being considered via individual amendments, there are now 265 individual places and 16 precincts in the Heritage Overlay of the Whitehorse Planning Scheme.

With the tasks identified in the 2008 Potential Heritage Framework complete, and there being still a significant number of places of potential heritage significance in the municipality that have not been assessed, it was considered an appropriate time to undertake a further review, and to develop a new framework for heritage planning in the City of Whitehorse over the next ten years. This framework identifies the key issues and matters arising from a review of existing heritage planning in the City of Whitehorse, and outlines measures to improve the resources and processes associated with the management of the Heritage Overlay.

3.3 THE POTENTIAL HERITAGE FRAMEWORK 2008

The principal focus of the *City of Whitehorse Potential Heritage Framework 2008* was to provide a prioritised framework to undertake further assessments of places of potential heritage significance in the City of Whitehorse. The starting point for review was the list of over 400 places of potential heritage significance identified by Andrew Ward & Associates as part of the *City of Whitehorse Heritage Review 2001*, supplemented by an additional 250 places identified by the community and heritage and planning staff since 2001.

Four principal tasks were recommended to address the perceived shortfall in heritage protection in the municipality at the time:

1. Review the Potential Heritage List to provide clear briefs for 3 Heritage Studies and report in more detail about the anticipated costs and timeframes for assessment of each category.
2. Undertake a Heritage Study of Places of High Potential, the assessment and preparation of citations for places identified to be of clear local significance.
3. Undertake a Post-1930 Heritage Study assessing individual places and precincts for the Heritage Overlay and preparation of citations for the recommended properties.
4. Undertake a Precinct Heritage Study – an assessment of former precinct properties for individual and smaller precinct potential and preparation of citations for the recommended properties.

Subsequently, Task 1 was completed by the Strategic Planning Unit with the assistance of the Heritage Advisor, and in 2010, the *City of Whitehorse Heritage Assessments 2010* and the *William Street Precinct Report 2010* were undertaken by HLCD Pty Ltd to complete Task 2.

The *City of Whitehorse Heritage Review 2012* by Coleman Architects Pty Ltd addressed part of Tasks 3 and 4, while the *City of Whitehorse Post-1945 Heritage Study (2016)* by Built Heritage Pty Ltd assessed a number of Post-WW2 dwellings and precincts and undertook a further desk-top survey of potential post-1945 heritage places for further investigation.

3.4 HERITAGE STUDIES

Twelve heritage studies have been completed in the Whitehorse local government area over the past 30 years. While the earlier studies focused on relatively small areas, encouraged by the growing awareness of the significance of cultural heritage in the municipality, the later studies have progressively expanded the scope of investigation of heritage places in the City of Whitehorse as budgets allowed.

The studies completed to date are:

1. *(City of Box Hill) Heritage and Conservation Study 1990* (Andrew Ward & Associates)
2. *City of Nunawading Survey Project 1994* (Context Pty Ltd)
3. *City of Whitehorse Thematic Study and City of Whitehorse Heritage Review 1999* (Allom Lovell & Associates)
4. *Whitehorse Heritage Review 2001: Part 1* (Andrew Ward & Associates)
5. *Whitehorse Heritage Review 2001: Part 2* (Graeme Butler)
6. *Heritage Precincts Report 2004* (J Dalrymple & S. Westbrook)
7. *City of Whitehorse Individual Properties Review 2006: Gem of Box Hill, Courthouse Estate & Mates Housing Estate, and Windsor Park Estate* (HLCD Pty Ltd)
8. *City of Whitehorse Individual Properties Review 2006: Elmore Houses, Blackburn* (HLCD Pty Ltd)
9. *William Street Precinct Report 2010* (HLCD Pty Ltd)
10. *City of Whitehorse Heritage Assessments 2010* (HLCD Pty Ltd)
11. *City of Whitehorse Heritage Review 2012* (Coleman Architects Pty Ltd)
12. *City of Whitehorse Post-1945 Heritage Study 2016* (Built Heritage Pty Ltd)

From the studies listed above, and two further individual assessments, there are now 256 individual places and 16 precincts in the heritage Overlay of the Whitehorse Planning Scheme.

A summary of the number of places identified in each study and of those subsequently included in the Heritage Overlay is provided in Attachment A.

3.5 THE HERITAGE OVERLAY

The total number of places included in the Heritage Overlay now totals 281, comprising 265 places of individual significance and 16 precincts.

The individually listed places and precincts are both dominated by residential buildings, a reflection of the predominately suburban character of Whitehorse, but there is also a reasonable representation of other building types and places as summarised below.

INDIVIDUALLY LISTED HERITAGE PLACES BY TYPE (INCLUDING THOSE LOCATED IN PRECINCTS)

Type	Number
Residential	197
Religious	18
Civic	8
Institutional	15
Commercial	10
Industrial	3
Others (infrastructure, parks, cemeteries, memorials)	14
TOTAL	265

The precincts currently included in the Heritage Overlay collectively contain approximately 733 properties, some of which are also identified as individually significant. The precincts generally represent the Victorian, Edwardian and Inter-war periods, with only three (the Vermont Park Estate in Vermont, the AV Jennings Estate Precinct in Box Hill North, and the Concept Constructions Display Homes Precinct in Forest Hill) representing the increasingly recognised post-WW2 period.

NUMBER OF PROPERTIES IN PRECINCTS

HO No.	Name	Type	Number of places in precinct (Inc. Individually listed and non-contributory places)
100	Churchill Street Precinct, Mont Albert	Residential	29
101	Combarton Street Precinct, Box Hill	Residential	140
102	Mont Albert Residential Precinct	Residential	126
103	Mont Albert Commercial Precinct	Commercial	30
118	Vermont Park Precinct, Vermont	Residential	43
178	Black's Estate, Mont Albert	Residential	87
179	Thomas Street Precinct, Mitcham	Residential	49
180	Mount View Court, Burwood	Residential	5
191	Mates Housing Development, Box Hill	Residential	8
212	William Street Precinct, Box Hill	Residential	9
228	Tyne Street & Watts Street, Box Hill	Residential	5
242	Alexander Street Precinct, Box Hill	Residential	34
243	Windsor Park Estate, Surrey Hills	Residential	135
244	Box Hill Commercial Precinct	Commercial	18
280	AV Jennings Estate (Spencer St), Nunawading	Residential	12
282	Concept Constructions Display Homes, Forest Hill	Residential	3
16	TOTALS		733

Victorian Heritage Register

Included in the Heritage Overlay are 10 places also on the Victorian Heritage Register (VHR). These are places recognized as being of cultural significance to the State of Victoria. The assessment and management of permits relating to these places is undertaken by Heritage Victoria.

Heritage place	VHR No.	HO No.
Former Burwood Primary School, Burwood	H975	HO1
Former Standard Brickworks, Box Hill	H720	HO3
Wattle Park, Burwood	H904	HO4
Wunderlich/Monier Terracotta Roof Tiles Complex	H1008	HO5
Box Hill Cemetery Columbarium & Myer Memorial	H2045	HO58
All Saints Anglican Church, Mitcham	H2302	HO96
Former Wesleyan Chapel, Box Hill North	H2010	HO99
Former Chapel of St Joseph, Mont Albert North	H2351	HO263
Willis Pipe Organ (in Wesley Uniting Church Box Hill)	H2156	-
Stone Pipe Organ (in The Avenue Uniting Church, Blackburn)	H2166	-

There may be other places in the Heritage Overlay considered worthy of inclusion on the VHR and nomination can be made by Council or any member of the public subject to satisfying the criteria set out by Heritage Victoria.

4.0 IDENTIFIED ISSUES AND RECOMMENDED ACTIONS

Council's Strategic Planning Unit and Heritage Advisor have identified the following areas and issues to be addressed in order to complete the assessment and protection of places of cultural significance in the City of Whitehorse, and to improve the management of heritage planning for both property owners and Council staff.

4.1 THEMATIC ENVIRONMENTAL HISTORY

Issues

Contemporary heritage planning requires the preparation of a Thematic Environmental History to provide the underlying framework to assist in the identification and classification of heritage places. A Thematic Environmental History assists in the comparative analysis of places of similar type and how they demonstrate particular aspects of the historical growth and development of the municipality.

Two Thematic Histories have been prepared for the City of Whitehorse, one by Allom Lovell in 1999 for the *City of Whitehorse Heritage Review*, and another covering the post-WW2 period, by Built Heritage for the *City of Whitehorse Post-1945 Heritage Study*.

The earlier Thematic Study sets out the themes in a format developed by the consultants specifically for the municipality. It covers the broad themes from first European settlement through to the Post-War Building Boom. The Thematic Environmental History prepared by Built Heritage, is more focused on the Post-1945 period, and is based on the themes set out in *Victoria's Framework of Historical Themes*, prepared by Heritage Victoria in 2010. It is now an expectation of Panels Victoria that assessments of heritage places be prepared with regard to the context set out in *Victoria's Framework of Historical Themes*.

It would be desirable therefore, before any further assessments are undertaken, for an updated Thematic Environmental History to be prepared in accordance with *Victoria's Framework of Historical Themes*.

Recommended Action

In order to create a common document for the ongoing assessment and evaluation of heritage places in the City of Whitehorse, it is recommended that an integrated Thematic Environmental History to be completed in accordance with the *Framework of Historical Themes* prepared by Heritage Victoria bringing together the municipality's 1999 and 2016 thematic studies. This will involve updating and re-structuring the pre-1945 period and integrating it into the Thematic History prepared for the *City of Whitehorse Post-1945 Heritage Study*.

4.2 REMAINING PLACES OF POTENTIAL HERITAGE SIGNIFICANCE

Issues

The cumulative effect of the studies noted above has been to identify a broad range of places of heritage significance in the City of Whitehorse. However, there are 394 places remaining from the Potential Heritage List that require assessment. A comprehensive review and assessment process will both ensure that Whitehorse fulfills its obligations under the *Planning and Environment Act 1987* to identify and protect its cultural heritage and enable clarification of the number of places worthy of heritage protection.

The current list of Places of Potential Heritage Significance is based on the analysis undertaken during the *City of Whitehorse Heritage Review 2012* and the *Post-1945 Heritage Study*. (A more detailed summary can be found in Attachment B).

City of Whitehorse Heritage Review 2012

The *City of Whitehorse Heritage Review 2012* reviewed the Potential Heritage List maintained by Council's Strategic Planning Unit and, after an assessment process that confirmed that a number:

- Were of a type already well represented in the Heritage Overlay,
- had been previously assessed and not proceeded with, or
- had been demolished or significantly altered,

Following the preliminary assessment, 128 places of potential heritage significance constructed in the Victorian to Inter-war period remained, along with a further 192 places constructed post-1945.

It was recommended that the Post-WW2 places be the subject of a separate study while the 128 pre-WW2 places were prioritised as follows:

- 27 Priority 'A' places, being those regarded as being potentially of a high level of significance and most likely to meet the thresholds for inclusion in the Heritage Overlay.
- 46 Priority 'B' places, being those regarded as being of sufficient significance to warrant assessment as future budgets allow, and
- 55 Priority 'C' places, which were mostly residential, being good examples of their type and would warrant assessment if funds allowed, but are currently reasonably well represented in the Heritage Overlay.

The budget for the study allowed for the investigation of 19 of the pre-WW2 places along with 11 of the non-residential post-WW2 places which were undertaken due to concerns about their future if unprotected.

The updated list of Places for Potential Investigation from the *Whitehorse Heritage Review 2012* following this process is:

• Priority A places:	8
• Priority B places:	46
• Priority C places:	55
Total:	109

City of Whitehorse Post-1945 Heritage Study

In 2015, Council engaged Built Heritage Pty Ltd to undertake the *City of Whitehorse Post-1945 Heritage Study* and to identify, prioritise and assess as many of the dwellings of potential heritage value constructed in the period 1945 to 1990, as the allocated budget allowed. Subsequently, 25 individual places and 5 precincts were recommended for inclusion in the Heritage Overlay. This study constituted one of the very few (only 3 are known at this time) municipal heritage studies tasked with investigating the post-World War 2 period, and placed the City of Whitehorse at the forefront of investigation into this increasingly important period.

The consultants also prepared a Master List of Post-WW2 Places of Potential Heritage Significance to assist in the study, identified from a review of earlier studies, desktop research, engagement with stakeholder groups, and a limited amount of fieldwork. Almost 400 individual sites and 12 precincts of potential significance were identified. The master list was prioritized to guide further research in this area. For convenience in this report, the scores have been grouped to align with the 3-tier approach used in the *Whitehorse Heritage Review 2012*, as follows:

• Priority A places (scores 8-10):	52
• Priority B places (scores 5-7):	169
• Priority C places (scores 1-4):	89
Sub Total:	310
• Places noted as demolished, not visible, constructed after 1990 or were already included in the HO:	83
Total:	393

Of the Priority A Places, 25 were assessed, and of these, 15 were subsequently included in the Heritage Overlay. The updated list of Places for Potential Investigation from the *City of Whitehorse Post-1945 Heritage Study* following this process is:

• Priority A places:	27
• Priority B places:	169
• Priority C places:	89
Total:	285

Combined totals of individual Places of Potential Heritage

The number of places remaining on the Potential Heritage List derived from the *City of Whitehorse Heritage Review 2012* and the *City of Whitehorse Post-1945 Heritage Study* are:

• Priority A places:	35
• Priority B places:	215
• Priority C places:	144
Total:	394

It is clear that the list is dominated by places constructed between 1945 and 1990, which is a reflection of both the significant development that occurred in the municipality in this period and of the relatively limited amount of assessment undertaken into the period to this time. However, most of the significant non-residential places have been identified and assessed which should limit future assessments to almost exclusively residential buildings.

Recommended Actions

Individual places

A preliminary desktop review of the Potential Heritage List derived from the *City of Whitehorse Heritage Review 2012* and the *City of Whitehorse Post-1945 Heritage Study* indicates that:

- The 35 places identified as Priority A should be assessed as a matter of priority in order to determine their potential for inclusion in the Heritage Overlay. They remain on the list principally due to budget limitations precluding their assessment in previous studies.
- The 215 places identified as Priority B display characteristics typical of their building style. Those from the pre-WW2 period are generally Victorian or Edwardian villas of a type already well represented in the Heritage Overlay, either individually, or as contributory buildings in precincts. A number of these are scattered throughout the central and eastern parts of the municipality, potentially indicating the rural development of these areas.

The post-WW2 examples are also relatively widespread types, although there is the potential for some to demonstrate particular aspects of residential design of this period. It is recommended that a further desktop-style review of these places be undertaken to determine whether any warrant further investigation and elevation to the Priority A list. Otherwise, given that it may be difficult to substantiate whether even the most intact of these buildings would achieve the threshold for inclusion in the Heritage Overlay, it would be appropriate to investigate the potential and/or desirability for a significant number of places that exhibit similar historical and/or architectural characteristics, to be included in the Heritage Overlay as a group listing, e.g. as representative of the rural development of the area, or of a particular aspect of post-WW2 suburban development.

It is not expected that all 215 Post-WW2 Priority B places identified would require a detailed assessment. An initial scoping study involving a combination of basic desktop research and a 'drive-by' inspection would refine the number of places to be assessed. It would reasonably be expected that approximately 25% to 30% of the places would warrant detailed investigation.

- Very few, if any, of the 144 places identified as Priority C would be of sufficient merit to achieve the threshold required for inclusion in the Heritage Overlay and it is therefore recommended that they be removed from the primary Potential Heritage List. While there may be limited individual cases that come to the fore as or when additional material is discovered, it is recommended that they be treated on an 'as need' basis. They should be maintained however on a supplementary list to provide some background in the future should they be nominated by members of the public or others, as places for potential inclusion in the Heritage Overlay.

Precincts

The *City of Whitehorse Heritage Review 2012*, the *City of Whitehorse Post-1945 Heritage Study* and the *Neighbourhood Character Study 2014* identified potential precincts for inclusion in the Heritage Overlay. These include some that have been subject to preliminary investigation and not proceeded with but should remain on the list for future investigation. The potential precincts include:

- Graham and Pendle Streets, Box Hill
- Blue Flame Project Precinct, Vermont South
- Currie/Galt/Inglis Street Precinct, Box Hill North
- Mall Court Precinct, Box Hill North
- Menin Road Precinct, Nunawading
- Pin Oak Court Precinct, Vermont South (Ramsay Street for TV series *Neighbours*)

These potential precincts all represent development (or in the case of Pin Oak Court, of a particular cultural phenomenon) in the City of Whitehorse in the post-WW2 period, and are considered worthy of further, more detailed investigation.

Recommended Process

An initial in-house desktop study of the Potential Heritage List would be undertaken to establish the nature of the places remaining on the list. Through this process, consideration can be given to:

- Refining the prioritised listings for both the Pre-1945 and Post-1945 buildings included in the Potential heritage List.
- The representation of particular building types relative to those already included in the Heritage Overlay
- The representation of the remaining places throughout the municipality, particularly with respect to their ability to demonstrate the historical develop of Whitehorse.
- The potential to delete or otherwise downgrade places on the Potential Heritage List, particularly those accorded Priority C status.

A brief can then be prepared for undertaking a study to assess the remaining Priority A and B individual places and the identified potential precincts. The investigation and assessment of individual places and precincts could be undertaken jointly or separately.

4.3 HERITAGE CITATIONS

Issues

The citations prepared as part of the various Heritage Studies undertaken for the City of Whitehorse and its antecedents, provide the basis, not only for the initial inclusion of the place in the Heritage Overlay, but also as the primary reference document for property owners and consultants considering change to the heritage place, and for planning staff when considering the impact of those changes. As noted above, some of the citations applying to heritage places in the City of Whitehorse, date back to 1999 and are extremely limited in the information they provide compared to more recent examples. Over time the assessment process has become more rigorous and the scrutiny applied at the Planning Permit stage and particularly at VCAT, has become more intense. There are 170 citations from the earlier studies that ideally should be reviewed and updated, and a further 28 from the early 2000s that require limited updating to reflect the current format.

In addition, since July 2018, it is a requirement of the Department of Environment, Land, Water and Planning (DELWP) that a Statement of Significance for each new heritage place included in the Heritage Overlay, should be included in the Schedule to the Heritage Overlay.¹ While the administrative and practical implications of this requirement are still being tested, it is clear that a broad and inconsistent range of assessment criteria and detail apply to the citations for heritage places in the City of Whitehorse. It would be desirable for effective planning, that the earlier citations be reviewed and upgraded to the new format.

Another identified issue that at times causes concern for property owners and planning staff, is inconsistency and, in some cases, ambiguity, in the identification of contributory and non-contributory places in heritage precincts. In some earlier precincts, the contributory places have been mapped on the plan included in the citation while in others they haven't. There are also potential errors in the classification of contributory buildings in some precincts. Council's Heritage Advisor has undertaken a review of all the precincts to clarify the contributory and non-contributory buildings in anticipation to updating the relevant maps as a priority.

Recommended Actions

In order to provide a level of consistency to the format, detail and assessment criteria of all places included in the Heritage Overlay, it is recommended that a review of the earlier citations be undertaken in order to standardise the format of citations, and to clarify and update both the detail applicable to the place, and the assessment criteria that apply to it. While it would be desirable, if funding allowed, to fully review all places to current standards, it is recommended that only the minimum work required be undertaken in the short term. The minimum requirements would be to clarify the extent of significant elements associated with the heritage place, and to update the statement of significant to a format similar to the more recent examples and as set out in Planning Practice Note 1 (August 2018).

It is also recommended that the maps associated with the earlier precincts, be formally updated subject to DELWP requirements in the new Planning Policy Framework translation, for

¹ As described in *Planning Practice Note 1 (August 2018)*.

inclusion in the Heritage Policy of the Whitehorse Planning Scheme in order to provide clarity and consistency across all precincts. The process is in progress and includes clarification of contributory and non-contributory buildings in the precincts.

4.4 HERITAGE DESIGN GUIDELINES

Issues

The City of Whitehorse currently has individually "tailored" Heritage Design Guidelines for the following (mostly earlier) heritage precincts:

- Black's Estate Precinct
- Churchill Street Precinct
- Combarton Street Precinct
- Mont Albert Residential Precinct
- Mont Albert Shopping Centre Precinct
- Thomas Street Precinct

There is also a separate set of Guidelines for Individually Listed Buildings, but there have been no precinct-specific Design Guidelines prepared for the later precincts, namely:

- Vermont Park Estate
- Mount View Court, Burwood
- Mates Housing Development
- William Street Precinct
- Tyne Street and Watts Street Precinct
- Alexander Street Precinct
- Windsor Park Estate Precinct
- Box Hill Commercial Precinct
- AV Jennings Estate Precinct
- Concept Constructions, Forest Hill Precinct

The existing Heritage design guidelines are available via the Planning page on the City of Whitehorse website.

As a result of the "incomplete" set of guidelines, applicants and planning staff can refer to the relevant Design Guidelines for the precincts noted above, but for those precincts for which there are currently no specific guidelines, they effectively have to "extrapolate" the nearest similar set. Particularly problematic areas are the Box Hill Commercial Precinct and post-WW2 precincts such as the Vermont Park Estate, the AV Jennings Estate Precinct and the Concept Constructions, Forest Hill Precinct, which have characteristics distinct from the earlier precincts.

Recommended Actions

While one approach to improving the effectiveness of the Heritage Design Guidelines would be to create additional specific Guidelines for the later precincts, it is now more common practice to prepare a single set of Heritage Design Guidelines that sets out design principles common to all precincts. This would be a more efficient approach that would dispense with the necessity to prepare guidelines for new precincts on an ongoing basis. It would form a single document also incorporating guidelines applicable to individually listed buildings and could become an incorporated document in the Whitehorse Planning Scheme.

4.5 HERITAGE RESOURCES & PROMOTION OF HERITAGE

Issues

As noted above, the City of Whitehorse's heritage assets have been identified over an extensive period through numerous studies and individual reports. Recently, the heritage citations for properties included in the Heritage Overlay have become publicly available through a link in Whitehorse maps. As a result, it is now significantly easier for consultants and

property owners to identify the cultural significance of properties, although it is not clear to the uninitiated that the resource exists or how to access it.

Access to the source Heritage Studies, and therefore the background and context that influenced the assessment of the significance of each property, is also currently difficult as they are not included on the Council website. It would be a significant and transparent aid to effective heritage planning in the City of Whitehorse to make all Heritage Studies publicly and easily accessible.

Further, only those heritage places in Whitehorse that are included in the Victorian Heritage Register, have been uploaded to the Victorian Heritage Database, a central database administered by Heritage Victoria that is ultimately intended to provide a single database for places of cultural significance throughout Victoria.

General heritage material and advice on council's website could benefit from a review and possible consolidation into a single and easy to find location.

Recommended Actions

To improve access to the material relevant to transparent and efficient heritage planning in the City of Whitehorse, and to assist in the promotion of heritage in Whitehorse, it is recommended that the "Heritage" button on the Planning page on the council website contains all relevant material including:

- An overview
- Heritage Policy,
- Heritage Overlay and Schedule,
- PDF copies of all the Heritage Studies,
- An explanation of the use of the Heritage Citation and how to access them on the Whitehorse maps website and/or a link to *Whitehorse Maps* (or directions to the link on the *Whitehorse Planning Scheme* page)
- The (updated) Heritage Design Guidelines.
- Information on the Heritage Assistance Fund.

Copies of all citations should also be provided to Heritage Victoria for inclusion in the Victorian Heritage Database (VHD).

5.0 CONCLUSION

The City of Whitehorse has a well-developed heritage planning process by Victorian standards, but a properly conceived and supported program will both address the remaining 'gaps' in the identification and protection of heritage places in the municipality, and provide 'best practice' advice and management tools for property owners and Council staff. This document proposes a framework to undertake the work to achieve this outcome.

The key recommendations of the Whitehorse Heritage Framework 2020 include:

- Update the Whitehorse Thematic Environmental History
- Identify remaining places of heritage significance
- Review and update Heritage Citations
- Review and consolidate the Heritage Design Guidelines
- Improve access to heritage information and the promotion of heritage in Whitehorse
- Review and upgrade the Heritage Policy in the Whitehorse Planning Scheme and upgrade the Schedule to the Heritage Overlay in line with current State Government requirements.

In order to effectively and economically address the issues identified in the document, it is recommended that the identified tasks be prioritised as follows. Priority has been determined by assessing the relative urgency of each task and the logical order in which they should be undertaken.

Task No.	Description	Facilitator	Indicative timeframe	Anticipated costs
1.	Finalise the review of heritage precinct maps	Heritage Advisor	2-4 weeks	Within operational budget
2.	Update Thematic Environmental History	Consultant	6-8 weeks	\$5,000 to \$10,000
3.	Undertake a desktop review of the Potential Heritage List to establish scope of further study.	Heritage Advisor and Strategic Planning	3-4 weeks	Within operational budget
4.	Heritage Study – Individual places			
	4A. Priority A places	Consultant	4-6 months	Approx. \$75,000 (35 x \$2,000 per place, plus report prepn.)
	4B. Priority B places (46 pre-WW2 and 50 post-WW2 places)	Consultant	6 – 8 months	Approx. \$210,000 (96 x \$2,000 per place, plus scoping and report preparation)
5.	Heritage Study – Precincts	Consultant	4-6 months	Approx. \$42,000 (6 x \$6,000 per citation, plus report compilation)
6.	Review and Upgrade Heritage Design Guidelines	Heritage Advisor	3-4 months	\$6,000 to \$10,000
7.	Website review including uploading reports and citations	Strategic Planning & Communications	Ongoing	Within operational budget
8.	Review Heritage Policy to reflect upgraded precinct maps, citations and Heritage Design Guidelines	Strategic Planning	Dependent on numbers of citations etc.	Within operational budget
9.	Update Heritage Overlay Schedule to new DELWP format	Heritage Advisor and Strategic Planning	Dependent on numbers of citations etc.	Within operational budget
10.	Review and upgrade 198 older Citations (and update Heritage Policy)	Heritage Advisor or Consultant	9-12 months	\$250,000 to \$300,000

ATTACHMENT A

Summary of outcomes of Heritage Studies completed to date.

- 1. (City of Box Hill) Heritage and Conservation Study 1990** (Andrew Ward & Associates)
 - Identified 45 individual places and 4 precincts in the former City of Box Hill municipal area.
 - No heritage overlays resulted at the time.

- 2. City of Nunawading Survey Project 1994** (Context Pty Ltd)
 - Identified 217 places in the former City of Nunawading municipal area.
 - No heritage overlays resulted at the time.

- 3. City of Whitehorse Thematic Study and City of Whitehorse Heritage Review 1999** (Allom Lovell & Associates)
 - Provided an environmental history of the City of Whitehorse and reviewed the 1990 and 1994 heritage studies.
 - Identified 103 individual places and 4 precincts along with 74 places of potential significance.
 - Resulted in 89 individual places and 5 precincts (Churchill Street, Mont Albert; Combarton Street, Box Hill; Mont Albert Residential; Mont Albert Shopping Centre and Vermont Park, Vermont) being incorporated in the first heritage overlays in the Whitehorse Planning Scheme through Amendment C3 in 2001.

- 4. Whitehorse Heritage Review 2001: Part 1** (Andrew Ward & Associates)
 - Reviewed the 74 places identified in the 1999 study resulting in a further 59 individual places being added to the heritage overlay through Amendment C43 in 2004.
 - A field survey of the city by the consultants identified a further 440 individual places and 14 precincts of potential heritage significance recommended for further investigation.

- 5. Whitehorse Heritage Review 2001: Part 2** (Graeme Butler)
 - Reviewed and undertook further assessment of the 14 potential precincts identified in the Whitehorse Heritage Review Part 1, recommending all 14 for addition to the heritage overlay.
 - After internal reviews and Council resolution, it was determined that only 5 of the precincts were of sufficient intactness to warrant inclusion in the heritage overlay, however Council ultimately resolved not to pursue any of them.

- 6. Heritage Precincts Report 2004** (J Dalrymple & S. Westbrook)
 - Examined the 5 precincts identified in the post study review of the Whitehorse Heritage Review 2001: Part 2, resulting in 3 precincts (Black's Estate, Mont Albert; Thomas Street, Mitcham and Mount View Court, Burwood) being added to the heritage overlay through Amendment C52 in 2005.

- 7. City of Whitehorse Individual Properties Review 2006: Gem of Box Hill, Courthouse Estate & Mates Housing Estate, and Windsor Park Estate** (HLCD Pty Ltd)
 - Identified 29 individual places within formerly abandoned precincts of heritage significance and 1 new precinct.
 - Through Amendment C74, Part 1 in 2006, 21 individual places and 1 precinct (Mates Housing Development, Box Hill) were added to the heritage overlay.

8. City of Whitehorse Individual Properties Review 2006: Elmore Houses, Blackburn (HLCD Pty Ltd)

- Investigated 13 properties associated with A. Elmore with 11 being added to the heritage overlay through Amendment C74, Part 2 in 2006.

9. William Street Precinct Report 2010 (HLCD Pty Ltd)

- Refined the William Street precinct initially identified in the *Whitehorse Heritage Review 2001: Part 2* resulting in its addition to the heritage overlay through Amendment C129 in 2011.

10. City of Whitehorse Heritage Assessments 2010 (HLCD Pty Ltd)

- Following the completion of the *City of Whitehorse Potential Heritage Framework of 2008* by HLCD Pty Ltd, 38 individual places and 1 precinct identified as being of high potential heritage significance were assessed.
- As a result, 28 individual places and 1 precinct (Tyne Street, Box Hill North) were recommended for addition to the heritage overlay through Amendment C140 in 2012

11. City of Whitehorse Heritage Review 2012 (Coleman Architects Pty Ltd)

- Commissioned to partly address Recommendations 3 & 4 of the *City of Whitehorse Potential Heritage Framework of 2008* by HLCD Pty Ltd, 29 individual places and 3 precincts identified as being of high potential heritage significance were assessed.
- Reviewed the Potential Heritage List, removed several that had been significantly altered or demolished since 2000, and prioritised those properties remaining on the list.
- Following review by a Planning Panel and Council 24 individual places and 3 precincts (Box Hill Commercial, Alexander Street, Box Hill and Windsor Park Estate, Surrey Hills) were recommended for addition to the Heritage Overlay through Amendments C157 Parts 1 and 2 in 2016.

12. City of Whitehorse Post-1945 Heritage Study 2016 (Built Heritage Pty Ltd)

- Arose from Task 3 of the 2008 Framework and the outcomes of the *City of Whitehorse Heritage Review 2012* that reinforced the necessity to undertake further urgent work on potential heritage places of the Post-1945 period.
- The Study recommended 25 individual places and 5 precincts for inclusion in the Heritage Overlay.
- Amendment C172 Parts 1 and 2 added 16 individual places and 2 precincts to the Heritage Overlay in 2017.

There have also been individual assessments undertaken arising from the identification of places at risk that had either not been identified in the earlier studies, or were included in the Potential Heritage List but had not been reviewed. These include:

- 65 Esdale St, Nunawading – subsequently included in the HO
- 42-48 Glenburnie Rd, Mitcham – approved by the Minister for Planning on 23 July 2020.

ATTACHMENT B

Summary of outcomes of the *City of Whitehorse Heritage Review 2012* and the *City of Whitehorse Post-1945 Heritage Study 2016*.

City of Whitehorse Heritage Review 2012

The *City of Whitehorse Heritage Review 2012* reviewed the Potential Heritage List maintained by Council's Strategic Planning Unit and, after an assessment process outlined in the report, sorted the 652 places on the list into the following broad categories:

• Places previously assessed (and not proceeded with):	139
• Post WW2 (1945) places:	192
• Places that had been demolished or significantly altered:	102
• Typical examples of type/style (already well represented in the HO):	91
• Places requiring further assessment as part of the study:	128

It was recommended that the Post-WW2 places be the subject of a separate study and that the consultants prioritise the 128 places requiring further assessment using the following criteria:

- Priority 'A' places, being those regarded as being potentially of a high level of significance and most likely to meet the thresholds for inclusion in the Heritage Overlay.
- Priority 'B' places, being those regarded as being of sufficient significance to warrant assessment as future budgets allow, and
- Priority 'C' places, which were mostly residential, being good examples of their type and would warrant assessment if funds allowed, but are currently reasonably well represented in the Heritage Overlay.

The following numbers resulted:

• Priority A places:	27
• Priority B places:	46
• Priority C places:	55
Total:	128

Of the 27 Priority A places identified, the budget for the study allowed for investigation of 19 places, for which citations were prepared and subsequently nominated for inclusion in the Heritage Overlay. The updated list of Places for Potential Investigation from the *Whitehorse Heritage Review 2012* following this process is:

• Priority A places:	8
• Priority B places:	46
• Priority C places:	55
Total:	109

Due to concerns about the potential threat to a number of Post WW2 places, it was also decided to undertake assessments of 11 non-residential Post-WW2 places as part of the *City of Whitehorse Heritage Review 2012*. Ten were subsequently included in the Heritage Overlay.

City of Whitehorse Post-1945 Heritage Study 2016

In 2015, Council engaged Built Heritage Pty Ltd to undertake the *City of Whitehorse Post-1945 Heritage Study* and to identify, prioritise and assess as many of the Post-WW2 dwellings as the allocated budget allowed. Subsequently, 25 individual places and 5 precincts were recommended for inclusion in the Heritage Overlay. This study constituted one of the very few (only 3 are known at this time) municipal heritage studies tasked with investigating the post-World War 2 period, and placed the City of Whitehorse at the forefront of investigation into this increasingly important period.

The consultants also prepared a Master List of Post-WW2 Places of Potential Heritage Significance to assist in the study, identified from a review of earlier studies, desktop research, engagement with stakeholder groups, and a limited amount of fieldwork. Almost 400 individual sites and 12 precincts of potential significance were identified. The master list was refined using a desktop-based scoring system of 1 to 10, where 10 represented the highest potential heritage value based on the information available and 1 the lowest. While by no means intended to be regarded as definitive, the scoring does allow for basic prioritisation of further research in this area. For convenience in this report, the scores have been grouped to align with the 3-tier approach used in the *Whitehorse Heritage Review 2012*, as follows:

• Priority A places (scores 8-10):	52
• Priority B places (scores 5-7):	169
• Priority C places (scores 1-4):	89
Sub Total:	310
• Places noted as demolished, not visible, constructed after 1990 or were already included in the HO:	83
Total:	393

Of the Priority A Places, 25 were assessed, and of these, 15 were subsequently included in the Heritage Overlay. There are therefore 27 remaining on the list of Post-WW2 Priority A places.

The updated list of Places for Potential Investigation derived from the *Post-1945 Heritage Study* is:

• Priority A places:	27
• Priority B places:	169
• Priority C places:	89
Total:	285

Combined totals of individual Places of Potential Heritage

The number of places remaining on the Potential Heritage List derived from the *City of Whitehorse Heritage Review 2012* and the *City of Whitehorse Post-1945 Heritage Study* are:

• Priority A places:	35
• Priority B places:	215
• Priority C places:	144
Total:	394