

SANDY BAY HERITAGE STUDY

REVIEW OF EXISTING PLANNING DOCUMENTS

and

RECOMMENDATIONS FOR IMPLEMENTATION OF THE HERITAGE STUDY

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EXECUTIVE SUMMARY

The review of the planning schemes has resulted in a number of recommendations for action. These are summarised as follows:

BATTERY POINT PLANNING SCHEME 1979

- 1 The Battery Point Planning Scheme be amended to remove Sandy Bay from the Scheme.
- 2 Controls be established for the new heritage areas and heritage items identified in the study as an extension of the provisions in the City of Hobart Planning Scheme
- 3 Several amendments be made to the Battery Point Planning Scheme to include heritage provisions in accordance with the Historic Cultural Heritage Act 1995.

CITY OF HOBART PLANNING SCHEME 1982

- 4 A consistent set of conservation and heritage controls should apply across the whole study area.
These controls should provide a model for the remaining heritage studies that are and are likely to be undertaken.
- 5 The broad approach in the planning scheme is appropriate and should be retained.
- 6 Heritage protection should be strengthened by the inclusion of specific requirements for planning applications and specific “heads of consideration” must be assessed before any work to a heritage item or place within a heritage area can commence.
- 7 The following subclause be added to subdivision controls:
c) ensure the adequate protection of places of heritage value by retaining their setting and providing an adequate curtilage
- 8 That the provisions currently under Schedule F and as amended below be placed under clause 20 rather than in the Heritage Schedule and that the schedule contain the lists and maps only.
- 9 A standard set of headings be used as Desired Future Character Statements to provide a consistent approach to each precinct and to ensure that key attributes are covered in character statements as these are the basis for the development of specific controls and assessments for these areas. These headings could be: history, topography, landscape, building form, urban design, heritage, etc

SCHEDULE F

- 10 The definitions be amended to conform with definitions used in the State and National heritage legislation. This will assist in consistency of understanding and approach. The changes required are minimal and should not change the intent of the Planning Scheme. They are not detailed here as they are included in the Historic Cultural heritage Act 1995.
- 11 An additional clause be added to allow the Corporation to require applicants to provide information on the heritage value of places where it considers that appropriate. This would be in the form of conservation plans and heritage impact statements as appropriate for the level of significance of the property as determined by Council.
- 12 Additional clauses be added to cover an expanded list of matters to be considered by the Corporation when making assessment of applications for work in a heritage area and to a heritage item.
- 13 An additional clause be added to allow the Corporation to specifically consider the impact of development in the vicinity of a heritage item that extends the present clause in the scheme.
- 14 An additional clause be added to specifically cover development of known or potential archaeological sites.
- 15 Schedule F has been rewritten to include the heritage provisions referred to above and in more detail in the text.

INTRODUCTION

This report concludes the Sandy Bay Heritage Study. The report:

- provides an overview of the present planning controls for historic cultural heritage across the study area
- sets out the basis for making the recommendations for conservation areas and heritage items
- looks at options for future protection of heritage assets in the area through Council planning schemes, and
- identifies ways of promoting heritage and conservation within the study area.

EXISTING PLANNING SCHEME PROVISIONS

The study area is covered by two planning schemes, the Battery Point Planning Scheme 1979 and the City of Hobart Planning Scheme 1982. While both schemes are examined below it is strongly recommended that that part of upper Sandy Bay falling within the control of the Battery Point Planning Scheme be excised and placed under the controls of the City of Hobart Planning Scheme.

Two reasons underly this recommendation. Firstly it places the entire study area, which is more connected to the remainder of Sandy Bay than to Battery Point both historically and physically, under the same set of controls. Secondly, the controls for the two areas are currently at variance. To ensure equity for owners of significant properties across the study area it is important to provide a consistent approach throughout the area. This will be difficult to achieve through the Battery Point Planning Scheme as it is specifically tailored for the unique setting and nature of Battery Point with its clear physical boundaries.

The discussion and recommendations below address both of these planning schemes.

BATTERY POINT PLANNING SCHEME 1979

This document covers the northern end of the study area defined by Sandy Bay Road to the west, Marieville Esplanade to the east and south and Quayle Street to the north. This precinct contains residential housing, a suburban shopping zone along Sandy Bay Road and a large amount of private and public open space related to the waterfront and bowling club.

The intent of the Battery Point Planning Scheme is to set standards for development in the interests of conservation, safety and convenience. The focus of the scheme is Battery Point with specific statements aimed at its distinctive nature with narrow streets and lanes. While some of this character can be seen in small areas of the Sandy Bay area, the character of the parts of upper Sandy Bay covered by this scheme is outside the intent of the planning scheme. The character of upper Sandy Bay is mixed, with early sub-divisions (not as early as Battery Point) interspersed with later suburban development. It is more

closely related to the neighbourhoods west of Sandy Bay Road which have a similar mix of housing, development and patterns of development and provide a link between the earlier development along the higher ground of Battery Point and Fitzroy Gardens and the gradual encroachment down the slopes towards the River Derwent.

The study area boundary reflects the change in character between the areas and is a suitable boundary for the change in Planning Schemes.

Recommendations: The Battery Point Planning Scheme be amended to remove Sandy Bay from the Scheme.

This recommendation will achieve more specific control for Battery Point with its unique setting and character. As most of the excised area has been included in heritage areas identified by this study it will retain equal or increased protection.

Controls be established for the new heritage areas and heritage items identified in the study as an extension of the provisions in the City of Hobart Planning Scheme

This will achieve a consistent level of heritage control across Sandy Bay (and Hobart in general) and place upper Sandy Bay in close relation to the surrounding neighbourhoods with which it is more closely aligned in character, history and type of development.

Several amendments be made to the Battery Point Planning Scheme to include heritage provisions in accordance with the Historic Cultural Heritage Act 1995.

CITY OF HOBART PLANNING SCHEME 1982

INTRODUCTION

This planning scheme covers most of the Hobart City Council area, including most of the study area of the Sandy Bay Heritage Study. It does not include the Battery Point Planning Scheme area. For the study area, as noted earlier, this results in two sets of controls applying to varying parts of Sandy Bay.

Recommendations: A consistent set of conservation and heritage controls should apply across the whole study area.

These controls should provide a model for the remaining heritage studies that are and are likely to be undertaken.

The planning scheme addresses heritage in two principal forms, heritage items and heritage areas. This is consistent with heritage assessments across Australia and provides levels of protection and control commensurate with the relative levels of significance that various places have. It is noted that under the planning scheme central Hobart has been considered as a heritage area and contains heritage items while suburban areas have mainly been assessed for heritage items which have been largely based on National Trust and National Estate listings. Specific provisions in the scheme allow incorporation of those lists into Schedule F. While this has clearly been of value, the systematic preparation of suburban heritage studies, now under way, will make this provision unnecessary.

The overall approach of the heritage provisions of the planning scheme is sound as it provides for the Corporation to consider a wide range of heritage considerations when assessing the impact of a particular application. The difficulty of providing such wide range assessment is that it gives the Corporation and its staff discretionary powers to exercise controls on a merit basis without requirements to assess all aspects of heritage value. Consequently, the level of heritage protection achieved rests with the will of the Corporation to undertake rigorous heritage assessments.

Recommendations The broad approach in the planning scheme is appropriate and should be retained.

Heritage protection should be strengthened by the inclusion of specific requirements for planning applications and specific “heads of consideration” must be assessed before any work to a heritage item or place within a heritage area can commence.

The second recommendation achieves several additional benefits apart from ensuring that the Corporation adequately assess heritage issues.

1. It gives certainty to applicants by identifying issues which need to be addressed in planning applications
2. It identifies the level of application required by the Corporation for particular places.

This approach is consistent with planning schemes in other states where litigation is an increasing issue and more matters that have a heritage component are being determined in court, often on the basis of the preciseness of planning controls.

Set out below is a detailed analysis followed by recommendations for changes to the various provisions of the Hobart Planning Scheme to address these ‘in principle’ issues.

HOBART PLANNING SCHEME - PRELIMINARY PROVISIONS

It is assumed that the Planning Scheme will be amended by the inclusion of the heritage items and areas recommended in this study and that the amended plan will include mapping and schedules reflecting those changes.

HOBART PLANNING SCHEME - ZONES AND PRECINCTS

The Hobart Planning Scheme divides Hobart into twenty-one zones of which four affect Sandy Bay. The zones within Sandy Bay are:

- | | |
|-----|------------------------------|
| 3.5 | The local service zone |
| 28 | Sandy Bay Village Precinct |
| 32 | The Sandy Bay Point Precinct |
| 3.6 | Residential 1 Zone |

The zones are further divided into precincts. The precincts within Sandy Bay area are:

- 27A + B The Sandy Bay/Dynnyrne Precincts
- 30A The lower Sandy Bay Precinct
- 3.7 Residential 2 Zone
- 27C The Sandy Bay Dynnyrne Precinct
- 30B The lower Sandy Bay Precinct
- 3.16 Special use Precinct
- 31 The Wrest Point Precinct

HOBART PLANNING SCHEME - PRINCIPLES OF DEVELOPMENT CONTROL

The Scheme sets out Principles of Development Control which are broad and divided into number of categories. The heritage principles are contained in section P20 and require the Corporation to prepare lists of both specific buildings and parts of the planning area that are of special significance. It then requires development to be controlled to require conservation and enhancement of the significant characteristics of the areas, buildings and sites to the maximum degree the Corporation considers practicable.

This gives the Corporation a high level of control, if it wishes to exercise it, over changes to heritage places. It also allows controls to be waived if other considerations are considered more important by providing a high level of discretionary power to the Corporation to conserve heritage. It depends on the commitment of the Corporation at any time to heritage issues to conserve heritage. The advantage of this non-prescriptive approach is that it allows the Corporation to determine heritage matters on a merit basis without the application of statutory regulations. It also places the onus on applicants to justify their proposals on a merit basis rather than by complying with a set of prescriptive rules related to heritage. The disadvantage of the approach is that if the Corporation wish to disregard heritage because of other factors, they have the ability to do so without adequate consideration of the heritage issues.

The Corporation has identified principles for development under several other headings. The areas specifically affecting heritage are:

Demolition:

The present provision allows the Corporation to consider the replacement building before determining a demolition application. It is recommended that an additional provision be included to require consent before any demolition. This is suggested as often it is only until an application for work is submitted and a site inspection made by heritage officers that heritage issues arise. This is because the nature of progressive change and development of sites covers up structures that have heritage value. Assessments made from the street, which form the basis of the current heritage study, and from overview historical research cannot locate every place or structure of heritage value. The ability to overview applications for demolition, prior to the place being lost, is essential to protect what may often be the earliest existing heritage structures in an area.

Subdivision:

It is recommended that an additional sub-clause be added to provide additional protection for heritage places, it would read:

Recommendation: The following subclause be added

- c) ensure the adequate protection of places of heritage value by retaining their setting and providing an adequate curtilage

Heritage:

Clause 20 provides the broad framework for heritage protection for Hobart. This is the section that requires the Corporation to list its heritage assets and to control development for the protection of heritage.

Recommendation: That the provisions currently under Schedule F and as amended below be placed under clause 20 rather than in the Heritage Schedule and that the schedule contain the lists and maps only.

PART 5 ZONE OBJECTIVES

This identifies Desired Future Character Statements for each zone. The statements deal with social issues related to use, environmental image of the area, pedestrian amenity and urban design features. There are also general statements about maintaining existing scale and bulk.

It is recommended that these statements be expanded to include, where appropriate, heritage issues. The zones do not overlay recommended heritage areas so the character statements prepared as part of the Sandy Bay Heritage Study (and other studies) are not appropriate to be inserted into Part 5.

Recommendation: A standard set of headings be used as Desired Future Character Statements to provide a consistent approach to each precinct and to ensure that key attributes are covered in character statements as these are the basis for the development of specific controls and assessments for these areas. These headings could be: history, topography, landscape, building form, urban design, heritage, etc

SCHEDULE F

Schedule F of the Planning Scheme is the Heritage Schedule. It contains definitions, some general clauses and specific clauses on heritage areas and places listed on the heritage register. It also includes maps of the schedule heritage areas and a list of schedule places.

In making recommendations in relation to heritage provisions we have referred to planning controls currently being developed in other states for a range of inner city council areas addressing a same range of sites as Hobart and specifically Sandy Bay.

These controls follow a consistent pattern. They provide sections that:

- establish aims and objectives
- contain definitions
- provide for the protection of heritage items and heritage areas

Generally these provisions are more prescriptive than is currently intended in the Hobart Planning Scheme.

Recommendations The definitions be amended to conform with definitions used in the State and National heritage legislation. This will assist in consistency of understanding and approach. The changes required are minimal and should not change the intent of the Planning Scheme. They are not detailed here as they are included in the Historic Cultural heritage Act 1995.

An additional clause be added to allow the Corporation to require applicants to provide information on the heritage value of places where it considers that appropriate. This would be in the form of conservation plans and heritage impact statements as appropriate for the level of significance of the property as determined by Council.

Additional clauses be added to cover an expanded list of matters to be considered by the Corporation when making assessment of applications for work in a heritage area and to a heritage item.

An additional clause be added to allow the Corporation to specifically consider the impact of development in the vicinity of a heritage item that extends the present clause in the scheme.

An additional clause be added to specifically cover development of known or potential archaeological sites.

If these clauses are added within the existing framework of Sections F2 to F4 the Corporation will continue to have the flexibility of approach that is currently within the Planning Scheme but with enhanced controls and requirements for dealing with heritage sites. The requirements for submission of heritage impact statements and conservation plans is particularly important as this notifies applicants at an early stage that the Corporation may require these documents and then provides a framework for the matters to be considered by the document.

In reviewing the heritage provisions of the plan we have provided some background material on the differences between places of National, State and Local significance and their recommended submission requirements.

Conservation Plans and Heritage Items of State or National significance

There are a number of individual properties that have state or national significance. They should be nominated for inclusion on the Tasmanian Heritage Register and any work to these places should be subject to development consent. We note that we have, after discussion with Brendan Lennard, not classified places with varying levels of significance on the data sheets.

Control should extend to:

- A requirement for any place of state significance is that a conservation plan or conservation assessment must be submitted with an application for work on all but the most minor of works. The form of this document can be assessed by the Corporation at the time based on the nature of the proposal and the importance of the place. For any major change which may include extensions or alterations a conservation plan should be required. This particularly applies to community and high profile buildings. Community buildings are singled out as they are subject to much work by volunteers and unskilled workers which traditionally has caused extensive and often irreparable damage to significant fabric.
- As part of the approval process, applicants should be required to consult with the Corporation prior to lodging an application to ascertain what report is required, to gain advice on the proposed work (if necessary from a heritage consultant working with the Corporation) and to look at the proposal within broader Corporation frameworks. This requirement can be written into application forms. A separate section of the application form should be included to deal with heritage items requiring statements and information about the heritage impact of the proposal. These requirements are set out later.
- the Corporation should refer any application in this category to the Tasmanian Heritage Council, as required by the *Historic Cultural Heritage Act 1995*, for comment prior to making a determination.

Where a conservation plan is required as part of an application the standard requirements of the "The Conservation Plan" by James Kerr and published by the National Trust of Australia should be followed in the preparation of the document.

Generally it is recognised that assistance would be needed to prepare a conservation plan as it is beyond the capacity of most owners and applicants. Conservation plans should only be required where the scale of development warrants the cost and input or where the issues are of major importance. It may be necessary for funding assistance to be made in some cases where Council considers the place is of such cultural value that the plan is required and is beyond the capacity of the owner to fund.

Statements of Heritage Impact

These are a more succinct document that will satisfy most of the assessment needs of places of heritage significance within Sandy Bay. These documents may vary from simple one page statements to more complex documents. They will need to contain basic information about the place, a brief historical background, a statement of the significance of the place using criteria set out in Section 16 of the *Historic Cultural Heritage Act 1995* and outline a conservation policy which conserves the place where that is warranted.

Where an assessment recommends demolition or removal of all or part of a place a detailed argument must be presented against the assessed heritage value of the place demonstrating that other options are not viable. Reference to the notes under heritage impact statements should be made in preparing such a document.

The reworked Section F could read:

F HERITAGE PROVISIONS

F.1 Definitions

(amend to accord with current definitions in *Historic Cultural Heritage Act 1995*)

F.2 General

F.2.1 This section of the Planning Scheme identifies those parts of the “Planning Area” that have specific heritage value as either “Heritage Areas” or Heritage Items” and sets out a framework for development control that affects those areas and places pursuant to Principle 20.

F.2.2 In its consideration of applications for development within Heritage Areas or to Heritage Items the Corporation must consider:

- the conservation principles, processes and practices set out in the Burra Charter as adopted on 23rd April 1988
- the provisions of the *Historic Cultural Heritage Act 1995*
- the specific requirements set out in sections F.3 and F.4 of this Planning Scheme.

F.2.3 These provisions aim to:

- a) ensure that any alterations and additions to Heritage Items or buildings within Heritage Areas are in scale and character with the surrounding land;
- b) ensure that new development in Heritage Areas is designed to take account of the scale and character of surrounding development;
- c) protect significant buildings and features of Heritage Areas, including their setting and context, from loss of significance through inappropriate changes; and
- d) control the demolition of Heritage Items and buildings within Heritage Areas.

F.3 Heritage Areas

F.3.1 Pursuant to Principle 20, those parts of the Planning Area shown as Heritage Areas on Maps 1-? in the attached schedule shall be conserved.

F.3.2 Pursuant to Principle 20, any existing building or structure within a Heritage Area shall be retained except where:

- i) The Corporation is satisfied that it detracts from the cultural and heritage significance of the Heritage Area
- ii) It is established to the Corporations’ satisfaction that there are overriding environmental, practical or safety reasons for its removal either wholly or in part.

F.3.3 The Corporation shall consider the impact of new development within or adjacent to a Heritage Area to ensure that it is in keeping with and does not detract from the characteristics of the area that contribute to its cultural heritage significance.

F.3.4 Within any Heritage Area new development shall be consistent and compatible with the height, bulk, setbacks, materials, colours and finishes of existing buildings of significance. The heritage significance of the area should not be distorted by attempting to imitate existing buildings or structures or by the use of “heritage styles” for new development.

F.4 Heritage Items

F.4.1 Schedule 1 lists those places within the Planning Area that are Heritage Items pursuant to Principle 20. Places on Schedule 1 shall be conserved.

F.4.2 The Corporation may take into account, in considering the heritage value of places on Schedule 1, information contained within listings prepared by the Tasmanian Heritage Council, the Australian Heritage Commission, the National Trust of Australia (Tasmania) or any other body or document it considers capable of providing authoritative statements of cultural significance for the place.

F.4.3 The Corporation shall, for places listed in Schedule 1 that are of State or National significance require a conservation management plan to be submitted with any application for work to the place. Conservation Management Plans are to be prepared to the satisfaction of the Corporation and in accordance with the requirements set out in “The Conservation Plan” by James Kerr, published by the National Trust of Australia.

F.4.4 The Corporation shall, for places listed in Schedule 1 that are not of State or National significance require the submission of a ‘Statement of Heritage Impact’ with any application for work to the place. This statement shall:

- a) describe the significance of the Heritage Item as part of the heritage of Hobart;
- b) demonstrate that consideration has been given to the conservation and heritage significance of the Heritage Item in the proposed work; and
- c) set out any steps to be taken to mitigate any adverse impact that may be caused by the proposed development.

The Corporation shall consider in making a determination on an application for work to Heritage Item:

- a) the significance of the Heritage Item;
- b) the extent to which carrying out the development, in accordance with the consent, would affect the significance of the Heritage Item and its heritage setting;
- c) whether the setting of the Heritage Item and , in particular, whether any stylistic horticultural or archaeological features of the setting should be retained; and
- d) whether the Heritage Item constitutes a danger to the users or occupiers of that item or to the public.

F.4.5 Pursuant to Principle 20, any existing building or structure or part of any existing building or structure listed on Schedule 1 shall be retained except where:

- i) it is demonstrated to the satisfaction of the Corporation that detracts from the cultural and heritage significance of the place; and
- ii) it is established to the Corporations' satisfaction that there are overriding environmental, practical or safety reasons for its removal either wholly or in part.

F.4.6 Any new development adjacent to a Heritage Item shall be in keeping with and shall not detract from those characteristics of the place which contribute to its cultural significance. The Corporation will consider the impact of any such development on the heritage significance of the Heritage Item and its setting.

F.5 Archaeology

The Corporation should not grant consent for development on land which, in its opinion, comprises an archaeological site or is of potential archaeological significance unless:

- a) an excavation permit has been obtained by the applicant; and
- b) where the proposed development may affect Aboriginal sites, the applicant has obtained a permit from the relevant Minister as required under the *Aboriginal Relics Act 1975*.

CRITERIA FOR INCLUSION OF PLACES WITHIN HERITAGE AREAS OR AS HERITAGE ITEMS

Heritage Items of State and National significance

There are a number of individual properties within the Sandy Bay area that have been nominated as having State or National significance. They should be nominated for inclusion on the State Heritage Register and any work to these places should be subject to development consent as discussed earlier in the report. Control should extend to:

- full or partial demolition,
- alterations and additions,
- new structures,
- changes of use,
- subdivision,
- minor facade changes,
- removal of significant vegetation,
- disturbance of relics or landscape and
- where significant interiors are involved, changes to the significant aspects of those interiors.

The items affected by these controls include some private houses, community buildings such as churches and halls and a number of early smaller buildings as well as precincts. The provisions for protection of interiors should largely apply to community buildings where the interior is as significant as the exterior appearance and has relatively high public access.

Controls placed on items in this category would be the most intrusive, but are considered necessary to protect the high value of the items. Incentives should also be offered for these properties. These would include a more flexible approach to use and zoning to allow the widest possible opportunities for successful re-use of places once they become redundant and flexibility in applying other development controls where it can be demonstrated that the significance can be enhanced by such action. In other words consent would be guided primarily by the assessed significance of the place and secondly by a merit argument on the benefit of planned work to allow the conservation of the place. This argument must not be dominated by cost constraints, but costs and financial hardship issues should be considered as part of the total assessment.

3.3 Heritage Items of local significance

These sites should be treated similarly to the above category except that the level of assessment required is less and the issues related to the place, while still of significance, are more flexible. The variations to the requirements for places of State significance are:

- applications do not need to be referred to the Heritage Council and should be assessed locally

- statements of heritage impact or conservation assessments only will generally be required to accompany applications for work, these would be at a lesser level of detail than for State items but will still require basic information as set out below
- applications are still required for any work to the place and may cover interiors where they are identified as significant
- incentives should still be offered including relaxation of zoning controls and assessment based on merit arguments as set out above

As the bulk of items will fall into this category and often appear in groups these buildings and places require development control plans to establish parameters for development. Ideally such a document should be applied to all development in the municipality, but this may not be possible.

Conservation Areas and Precincts

Conservation areas have been identified as they represent key development phases of the Sandy Bay area with groups of good representative buildings

It is important that all aspects of a conservation area are recognised and not just the major structures or elements. The make up of these areas comprises buildings, plantings, features such as fences, kerbs, pavements, etc. The loss of any of these items may reduce the value of the whole and should be considered within the broad aims for each area. The corollary is that the addition of any elements that are ill-considered or unsympathetic will also reduce significance. It will also allow The Corporation to provide input to the quality of design, selection of materials etc and to generally provide advice to owners in these areas to achieve a better overall result and consequently maximise values and appearance.

HERITAGE PROMOTION, EDUCATION AND GENERAL ISSUES

This report recommends that in addition to the proposed exhibition of the Heritage Study and its recommendations and consequent public feedback that the Corporation continue to promote heritage conservation throughout Hobart, and in particular Sandy Bay, through the preparation of material to assist in the conservation of heritage places.

A number of such publications have been prepared across Australia ranging from broad explanatory documents on why we retain and conserve places to specific 'how to' brochures and publications. A number of these are enclosed as examples of material that could be used, adapted or developed for the study area.

The management and control of the cultural heritage of the area needs to be approached at a number of levels and with a range of strategies. The most important aspects are the involvement of the community in the process of understanding why the items and precincts identified are of value and then providing statutory controls that allow the Corporation to make determinations that reflect that value.

The objectives for this can be summarised as:

- i informing the community about the heritage assets it has,
- ii implementing an education program to help the community understand what is important and why and how to manage these assets to conserve their value while allowing future use, amenity and development opportunities
- iii developing strategies for ongoing community involvement and participation in the recognition, management and protection of heritage assets.

Public participation involves public dissemination of information with workshops, meetings and displays, providing opportunities for public response on broader heritage issues as well as specific property based issues, involving various community groups in recording, conserving and identifying cultural heritage and participation in tourism and marketing opportunities related to the identified heritage assets.

The following specific recommendations are made:

1. Owners of heritage properties should receive with their notification of listing some explanatory material on what the heritage listing or inclusion in a heritage area means. This material should set out application requirements where they differ from existing arrangements, the material on their particular property and or conservation area setting out significance, a brief background to the study and how it fits into the overall planning of Hobart's heritage and a simple form encouraging owners to respond to the study, attend information evenings or seek further information.
2. The following are outline documents for the preparation of conservation plans and statements of heritage impact. They provide an example of explanatory material that could be provided to assist in the explanation of why places have significance and what is required in terms of submissions with conservation plans or statements of heritage impact.

2A WHAT IS A STATEMENT OF HERITAGE IMPACT?

A SOHI, together with supporting information, addresses:

- why the item is of heritage significance
- what impact the proposed works will have on that significance
- what measures are proposed to mitigate negative impacts
- why more sympathetic solutions are not viable.

A statement of heritage impact accompanies a proposal to alter a heritage item or carry out work within a heritage area. It analyses the proposed works in terms of a statement of heritage significance and, where they have been prepared, a conservation policy or conservation management plan for the item or area. Ideally, the impact work should be such that the heritage significance of the item is not compromised and hopefully enhanced by, for example, its stabilisation, repair and, where appropriate, restoration, reconstruction or sympathetic new development. The statement should also explain why alternative solutions which may be more sympathetic are not viable.

Where the proposed works depart from stated policies, or the impact is detrimental to the heritage significance of the item or area, the statement of heritage impact must clearly argue why such action is required for the future viability of the item or property.

A statement should be succinct - usually no more than one A4 page. Pertinent reports, such as physical condition reports, should be attached.

WHAT INFORMATION IS REQUIRED TO PREPARE A STATEMENT OF HERITAGE IMPACT?

Proposals need to be supported by information that will assist the council to make an informed decision. Where the work involved is minor, or involves an item of local significance, the SOHI can be based simply on a statement of significance or a conservation policy. However, for a complex proposal that affects an item of regional or state significance, a more detailed conservation management plan would be required to support the application. (The publications *Heritage Approvals and Conservation Management Documents* in the NSW Heritage Manual, explain what these various documents are and how to prepare them and could be used as guides for these.)

WHAT NEEDS TO BE EXPLAINED BY THE STATEMENT?

A SOHI needs to explain how the heritage value of any item is to be conserved, or preferably enhanced by the proposed development. This could involve stabilisation and repair work, restoration, reconstruction or redevelopment for a new use.

The reproduction of heritage forms and finishes is not encouraged, rather, quality new design that is sympathetic in form and finish and is respectful of its context is supported.

The steps to be taken should be noted and in doing this, it is helpful to refer to the standard criteria used to define significance (set out in Section 16 of the *Historic Cultural Heritage Act 1975*) in order to explain means of retaining the item's heritage value.

Where the affect of proposed work is likely to be detrimental to the heritage significance of the item or area, a SOHI needs to argue, clearly, why such action is the only viable solution and explain why alternatives are not. The works that will have a negative impact should e listed, with statements made under each point as to why the impact/s cannot be avoided, and what steps have been taken to minimise their effect/s.

HOW DO I PREPARE AN APPLICATION?

The key objective of your application is to provide clear information in text, drawings and photographs that will explain your intentions in the simplest way. In particular you should describe the impact that the proposed work will have on the heritage significance of the item or area. This is known as the statement of heritage impact (see below).

The first step is to establish the heritage significance of the item or area which will be affected by the proposed work. The following sources of information can be useful:

- the local history collection at your public library
- the heritage study carried out by the council which will identify the overall level of significance of the property (local State or National)
- Register of the National Trust of Australia (Tas)
- Register of the National Estate (Australian Heritage Commission)

The proposal should be related to a statement of significance, conservation policy or any recommendations contained in a conservation management plan of heritage study applying to the item or area.

A conservation management plan evaluates the heritage significance of the item or area, and makes recommendations on its future management. If there is no conservation management plan for an item or area that has State or National significance and the work proposed is extensive and complex, then one may be required.

In the case of heritage conservation areas, it is usual for the local council to analyse the significance of the area and give guidance on appropriate development which will maintain and enhance significance. These guidelines are often known as development control plans. Where large developments such as shopping centres are proposed, it is usual for the applicant to prepare an independent study to guide the development. Archaeological potential is often an issue to be considered in such studies.

It can help to discuss the work you propose with the planning staff or heritage officer at council before you start preparing plans and filling out forms.

If you are unsure about any matter, consult a professional. There are now a number of consultants who specialise in heritage work, including architects, town planners, engineers, historians, archaeologists (historical, industrial and maritime), builders and craftspeople.

Application Requirements

A Checklist of information required with applications is included as set out below:

Check with council to see which and how many copies of each document supporting your application is required and whether there are any special matters which you need to consider in making an application. The amount of documentation required will vary depending on the complexity of your proposal.

WRITTEN MATERIAL

The application should include a brief written summary of the following:

- The **statement of heritage significance or conservation plan** - the heritage significance of the item/s or area/s affected by the proposal
- A **schedule of work** listing the proposed work to the item or property
- The **future use** of the item or property
- The **statement of heritage impact** - the effect of the proposed work on the heritage significance of the item and its site or the conservation area
- Measures proposed to minimise any adverse effects of the work on the heritage significance of the item or area
- Consultants' reports as required and where applicable (e.g. by historians, archaeologists and engineers)
- A brief schedule of finishes

DRAWINGS

- A location plan and site plan, drawn to scale, showing the location of the heritage item or property and any other features which may be affected by the proposal (e.g. neighbouring structures, outbuildings, trees, significant landscape features, views and vistas). This should also define the title boundaries and, where appropriate, conservation order and/or conservation area boundaries. Include a north point. The Corporation may require the site plan to show levels across the site and adjoining sites - check with Council prior to making the application.
- **Measured drawings** of the item as "**existing drawings**." may be required for some places. A measured drawing is a technical or architectural record (drawn to scale) of the heritage item in its existing form which analyses its heritage significance. Clearly identify previous alterations, dates of construction, materials, etc. (not required for properties in conservation areas that are not of heritage significance).
- **Plans, sections and elevations**, drawn to scale, showing the proposed works by colour or hatching in accordance with standard architectural and technical drawing practice. These drawings should show how the works will affect existing buildings, structures and features. Fabric to be removed should be shown by dotted lines, new fabric by hatching or rendering.

The Corporation may of course reduce any of these requirements where it assesses that they are not warranted.

2B REQUIREMENTS FOR NEW DESIGN IN HERITAGE AREAS

The Planning Scheme and any supporting documents whether control plans or advice documents should clearly express the view that contemporary design solutions are the preferred option for new development. This needs to be qualified in that new design should be of a high quality and contextually based. It should also be recognised that extending buildings of significance in matching style is also an appropriate action but that new 'historically themed' design is not preferred or encouraged.

2C DEVELOPMENT CONTROL PLANS

Development control plans should be prepared for significant heritage precincts that extend the character statements for each precinct. These documents should address the following issues and should ideally be illustrated, contain clear mapping, recognise the need for development potential and be site and area specific. Issues to be considered include:

- set out the character of the area and identify its key characteristics
- discuss the predominant form, materials, style of the area
- identify areas that should remain as open space and areas that should be built upon
- identify significant buildings and places
- identify key sites for development
- establish site specific setbacks
- set out preferred building forms, including roof pitches, volume, massing, proportion of openings, etc.
- provide guidelines on material selection and colour
- provide guidelines on verandah forms and construction
- identify landscape opportunities with preferred plantings and detailing
- set out pavement details and urban design matters
- look at signage options

2D COMMUNITY BASED INITIATIVES

Local Community Participation & Interest

The recommendations in this section are predicated on the thesis that successful management of a suburb's heritage resources can only be achieved with the participation of an aware and interested community. The benefits of a program to develop community understanding and participation in the management of its cultural heritage can reach far beyond the narrow confines of heritage.

Community Education Program

The objectives of the community education program should be to give the community:

- a stake in the municipality's heritage arising from a sense of ownership of its own history and places of cultural significance,
- an understanding of the meaning of heritage and heritage listings,
- a knowledge of the rights and responsibilities of residents and Council regarding the community's heritage,
- an ongoing community involvement in and commitment to the heritage of the municipality.

Initiatives

Leaflets

A series of small folded A5 leaflets explaining the outcomes of the Sandy Bay Heritage Study should be prepared and distributed throughout the suburb. The leaflets should outline:

- the outcomes of the Sandy Bay Heritage Study,
- the Study's recommendations,
- the rights and responsibilities of residents and Council resulting from these recommendations,
- avenues of appeal available to residents with listed properties
- the constraints and opportunities arising from listing of properties.

Oral History Program

The residents of Sandy Bay are themselves a source of historical knowledge. Many residents can provide a rich store of information relating to the rapid change that has occurred in the region this century. An oral history program will tap into this store of knowledge and elicit stories reflecting the diversity of experiences that are a part of any region. It is noted that much work on local history has already been carried out by local groups.

It is recommended that the oral history program should be undertaken from within the community itself, with professional assistance as necessary. Ideally schools should be involved in the program, giving students a link to their past and older residents a link to the future of the municipality.

An oral history program is of the highest priority as the knowledge of older residents is quickly being lost. The following list is a starting point for a municipal oral history project.

Community Heritage Centres

A Community Heritage Centre should be established as a place of communal memory and expression. Existing community centres may be appropriate locations for this. A Heritage Centre would be a resource centre for the local community with maps, photographs, oral histories and memorabilia important and relevant to Sandy Bay. Displays and exhibitions featuring aspects of the suburb's heritage and life would be important services provided by the Heritage Centre. It could become a venue for local history interest groups sponsored through the Corporation. It would localise historical and cultural resources, making them accessible to the community. Management of the centre should be in the hands of the local community.

Community Arts Project

A community arts project should be undertaken on the theme of 'heritage' or 'values'. It may be undertaken as part of the 'mapping project'.

Schools Project

Encourage all local schools in the district to undertake historical research of their own district. This could include archival and photographic research and oral histories of older residents. Projects need to engage the interest of the students and so should be targeted to be relevant to their interests and experience. Appropriate projects might include;

- Holidays at the beach - research the history of the Nutgrove beaches this century and identify photographs and advertisements depicting those holiday times.
- Sport in the municipality - identifying social and community context of sports, the location of earlier sports grounds, teams, memorabilia, etc.
- Children's history - research the experiences and stories of children in different parts of the municipality over the years. Identify sites significant to children - eg child welfare clinics, places where kids have 'hung out' in the past and present.

Heritage Day

The Corporation should support the annual Heritage Day with activities being organised. They may include such things as heritage walks, a heritage award for a project undertaken (either in the built environment or in heritage gardens) within the suburb or an art award.

Travelling Display

A travelling display should be created depicting aspects of the suburb's heritage and explaining the Heritage Study. This could be taken to various community groups, schools, and community centres.

Publications

The Corporation should be encouraged to prepare broadsheets and pamphlets on aspects of the history and heritage of the area for public dissemination as a second stage to the initial information on the heritage study. These could extend to form advice sheets on how to extend a heritage house, how to select a colour scheme, how to work with a heritage garden, etc.