

DRAFT PLANNING AND DESIGN CODE

→ STATE
PLANNING
REFORM

HISTORIC AREA STATEMENTS AND CHARACTER AREA STATEMENTS PROPOSAL TO AMEND PHASE 3 (URBAN AREAS) PLANNING AND DESIGN CODE AMENDMENT

Alexandrina Council

Purpose

The State Planning Commission has released for public consultation the Urban Areas Planning and Design Code Amendment that applies to metropolitan Adelaide, regional cities and larger towns.

This new Code is the cornerstone of South Australia's new planning system and will become the state's single source of all planning zones and rules for assessing development applications. It will replace all 72 Development Plans by 1 July 2020.

The Code aims to make the development application process quicker, simpler and more equitable, giving people greater access to planning information that is consistent and clear, and available online.

With the introduction of the Code, some changes are proposed to the way we manage heritage in this State. This documents sets out what's new, and seeks your feedback on new historic area and character statements that will help guide development in areas of historic or character importance in South Australia.

What is proposed?

The State Planning Commission is required by legislation to set up a new planning system that makes heritage policy and rules clearer, fairer and easier for all. Heritage in South Australia is protected by heritage specific legislation (the *Heritage Places Act 1993*) and through the planning legislation (the *Development Act 1993* and its successor, the *Planning, Development and Infrastructure Act 2016*). The *Heritage Places Act 1993* provides for a listing process for heritage that is judged to be of state significance. The planning legislation provides for a parallel system to list heritage that is deemed to be of local significance.

State Heritage Places and Areas

In the new planning system, all current State Heritage Areas (17) and State Heritage Places (approx. 2,300) will transfer directly into the new Planning and Design Code under a State Heritage Areas Overlay and a State Heritage Places Overlay. They will continue to be protected under the *Heritage Places Act 1993* and continue to be listed in the South Australian Heritage Register.

State heritage protections have been further strengthened with the Minister for Heritage given greater authority to direct decisions (at present the Minister is only empowered to provide advice). Importantly, the Minister cannot direct approval of demolition.

Demolition controls will apply in both State Heritage Areas and State Heritage Places Overlays, with any proposal to demolish a building/structure to be assessed using a single set of criteria including:

- the building's existing heritage values
- the structural condition of the building and risk to safety.

The State Heritage Overlay could be complemented by State Heritage Statements that assist in describing the historical themes and elements that are important considerations in development assessment. Regardless, development within State Heritage Areas triggers a referral to the Heritage Minister and as such, will be assessed against the relevant Conservation Management Plans and guidelines.

Importantly, where a State Heritage Places Overlay applies, it takes precedence over any other planning requirements.

Local Heritage Places

In the new planning system, all Local Heritage Places (approx. 7,250) currently identified in council Development Plans will transfer directly into the new Planning and Design Code under a Local Heritage Places Overlay. They will continue to be listed in the South Australian Heritage Register, and will also be accurately mapped in the State Planning Atlas (currently under development).

Demolition controls will apply in the Local Heritage Places Overlay, with any proposal to demolish a building/structure to be assessed using a single set of criteria including:

- the building's existing heritage values
- the structural condition of the building and risk to safety.

The important elements of a local heritage place are to be included as part of the listing and assist in assessing any alterations or additions to these places.

It is acknowledge that at the current time, different Council development plans have different rules applying to Local Heritage Places. The Commission has proposed an approach to heritage protection which is consistent across council boundaries.

Historic Areas

A new Historic Areas Overlay

In the new planning system, all Historic Conservation Zones (over 140 are currently in development plans) and the similarly named zones, plus the 11,810 contributory items within these zones will transition into the new Planning and Design Code under a new Historic Area Overlay. The Overlay will apply to local areas that exhibit discernible historic character worthy of retention.

Demolition controls will apply in the Historic Area Overlay, with any proposal to demolish a building/structure to be assessed using a single set of criteria including:

- the building's historic characteristics and the ability to reasonably, economically restore it
- the contribution the building makes to the historic character of the streetscape
- the structural integrity/condition and the ability to economically restore it.

Some councils (25 of 68) have used 'contributory items' to identify specific buildings that contribute to the character of an area. However, not all councils with Historic Conservation Zones have included them, and there are vast differences in their demolition and public notification policies. No new contributory items have been listed since 2012.

In developing the Code, the Commission has proposed that contributory items not be individually identified in the new planning system because they have no statutory basis; have been applied inconsistently and processes to identify them have not afforded home owners the rights associated with the listing of state and local heritage.

The intention of the Historic Area Overlay is to ensure Historic Conservation Zones and the contributory items within them are subject to a consistent assessment process and the same level of protection. In this way, the Overlay will bring equality and fairness to land owners regardless of where they live.

New Historic Area Statements

At the time the draft Planning and Design Code for Urban Areas was released for public consultation, it was foreshadowed that historic statements could be drafted to support the Historic Area Overlay. The Historic Area Statements were proposed to be introduced in the Code to help clearly identify and articulate the key elements of historic importance in a particular area. These were intended to replace Desired Character Statements in existing Development Plans.

- The proposal to include Historic Statements has gained support through the consultation process, and 22 councils have participated in the drafting process. The work prepared by Councils has been edited where necessary to provide a level of consistency in drafting style. Key amendments to the statements include the removal of prescriptive numbers which are covered in other areas of the code, the removal of background information and words that talk about what development should do (this is the role of the Overlay).
- Over 200 Historic Area Statements have now been prepared, which will affect in the order of 40,000 properties across South Australia that are proposed to be transitioned into the new Historic Areas Overlay. Importantly, these statements are based on existing Development Plan content. The intent of these Statements is not to provide lengthy background statements, but to distil the critical information required to make an informed planning decision that results in development that complements the existing (historic) character of a particular location. The Statements should be used to determine the prevailing styles and patterns of development for the purposes of interpreting all policies within the Overlays. Councils will be able to evolve these statements over time.
- Importantly, the maps shown in the attached statements are illustrative only. These will be removed when the final Planning and Design Code becomes operational. At this time, you will be able to click on your property and pull up the statement that is relevant to you, as well as other planning information.

Landowners affected by this change will be directly notified by letter of the proposal in accordance with legislative requirements.

Character Areas

Character Area Overlay

All Character Areas, such as residential character zones in council Development Plans which capture a desired visual appearance that give a community its identity, will continue to be protected in the new planning system under a Character Area Overlay. They will be accurately mapped in the State Atlas, with special individual characteristics of these areas reflected in zones and subzone policies to allow for suburban differences and uniqueness.

As in the former planning system, demolition within Character Areas will not require planning approval, however proposals for replacement dwellings will undergo rigorous assessment to ensure that existing character is maintained or enhanced.

Character Area Statements

Character Area Statements will be introduced to help clearly identify and articulate the key elements of importance in a particular area. These will replace Desired Character Statements in existing Development Plans. A set of generic examples were released with the Code and have now been updated in the same way as the historic areas statement. Like the Historic Area Statements, several Councils have participated in the drafting process.

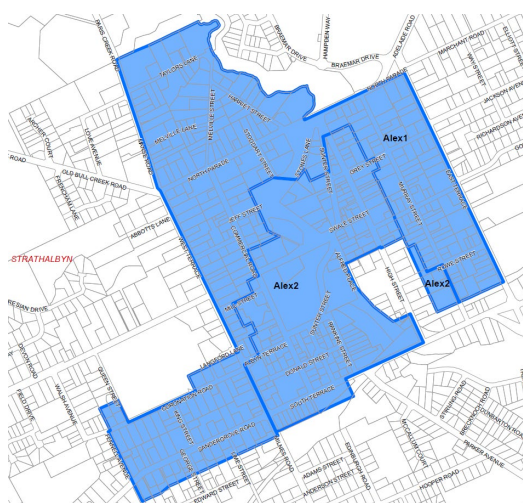
Historic Areas affecting Alexandrina Council

Strathalbyn Suburban Neighbourhood Historic Area Statement (Alex1)

Historic Area Overlays identify localities that comprise unified, consistent characteristics of an identifiable historic, economic and / or social theme of recognised importance. They can comprise land divisions, development patterns, built form characteristics and natural features that provide a legible connection to the historic development of a locality.

These attributes have been identified in the below table. In some cases State and / or Local Heritage Places within the locality contribute to the attributes of an Historic Area.

The preparation of a Heritage Impact Statement can assist in determining potential additional attributes of an Historic Area where these are not stated in the below table.



Eras and themes	Turn of century. Pre 1950s. 1860s settlement period 1910.
Allotments and subdivision patterns	Traditional land division pattern. Northern- north of North Parade irregular pattern of diagonal streets and narrow allotments. Western- irregular pattern of single modest dwellings on large allotments particularly along Sandergrove Road and the south side of Coronation Road
Architectural features	Northern: early settler residences dating from the 1860s –simple, humble workers’ accommodation, including single fronted cottages, the focal entry point into the subdivision through Melville Street of the State Heritage listed dollar cottage and butcher’s shop on the corner of Melville Street and North Parade. Western- more prosperous stone/masonry villas surrounding by gardens/landscaping. Consistent character of circa 1910 residences which display typical characteristics of tall ceilings, roofing, siting and shade verandahs. Central – early residences many of which date from the original period of settlement during the 1860s.
Building height	Predominantly single storey residential. Roof pitches reflect traditional styles in the area.

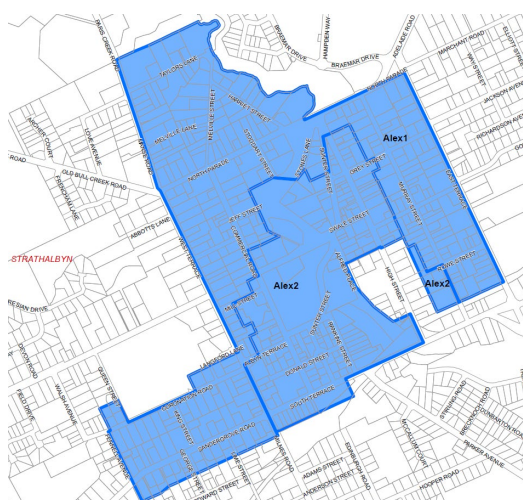
Materials	<p>Consistent with the materials associated with the architectural styles of the subject building and streetscape. CGI roofing. Original unpainted plaster, brickwork, stone work, and other masonry is unpainted.</p> <p>North - local stone/masonry, timber lintels and windows, Western- faced stone, brick quoins, timber framing, verandahs with cast iron trim and other elements.</p> <p>Central: local stone and masonry, bricks, timber, plaster, and corrugated iron.</p>
Fencing	<p>Front fencing no more than 1.2m in height. Side and rear fences no more than 1.8 m.in height. Low open fencing reflective of the architectural style of the subject building, inclusive of a Post and rail, Post and wire or vegetative nature. Low stone and Rendered walls reflective of the architectural style of the subject building.</p>
Setting and public realm	<p>Stone and Terracotta kerbing. Wide streets in original layout.</p> <p>Traditional parks/gardens - rural character and scenic views.</p> <p>Street footpath treatments, verandahs, bollards seating and kerbing</p> <p>Traditional street tree planting, mature trees in front and backyards.</p> <p>Northern-Narrow land formation without kerbing north of North Parade. Presence of a large amount of native vegetation in gardens in sections of the subdivision creating a densely planted, well-treed environment.</p> <p>Western-association of the subdivision with the open spaces of the show grounds and the entrance gates to Coronation Road.</p>

Strathalbyn Centre – Township Main Street and Community Facilities Historic Area Statement (Alex2)

Historic Area Overlays identify localities that comprise unified, consistent characteristics of an identifiable historic, economic and / or social theme of recognised importance. They can comprise land divisions, development patterns, built form characteristics and natural features that provide a legible connection to the historic development of a locality.

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Eras and themes	1860's settlement period
Allotments and subdivision patterns	Traditional pattern and scale of allotments in the area
Architectural features	Within the main street/town centre, distinctive built form reflecting mix of civic, commercial and retail activities Verandah and parapets, or visible roof lines with pitches that match historical buildings of a similar scale and bulk
Building height	Low scale development in the centre of High Street with buildings of greater bulk and scale at the corners creating landmarks such as the hotels and London House Two story buildings
Materials	Consistent with the materials associated with the architectural styles of the subject building and streetscape. CGI roofing. Local quarry face stone. Original unpainted plaster, brickwork, stonework, or other masonry is unpainted.
Fencing	Traditional profile timber fencing and bollards
Setting and public realm features	Retained Stone Terracotta kerbing. Wide streets in original layout. Traditional parks/gardens - rural character and scenic views. Street foot path treatments, verandas, bollards, seating and kerbing. Traditional street tree planting mature trees in front and backyards. Limited signage incorporating simple fonts consistent with the era. Traditional street tree planting and the use of timber bollards and fencing

Middleton Historic Area Statement (Alex3)

Historic Area Overlays identify localities that comprise unified, consistent characteristics of an identifiable historic, economic and / or social theme of recognised importance. They can comprise land divisions, development patterns, built form characteristics and natural features that provide a legible connection to the historic development of a locality.

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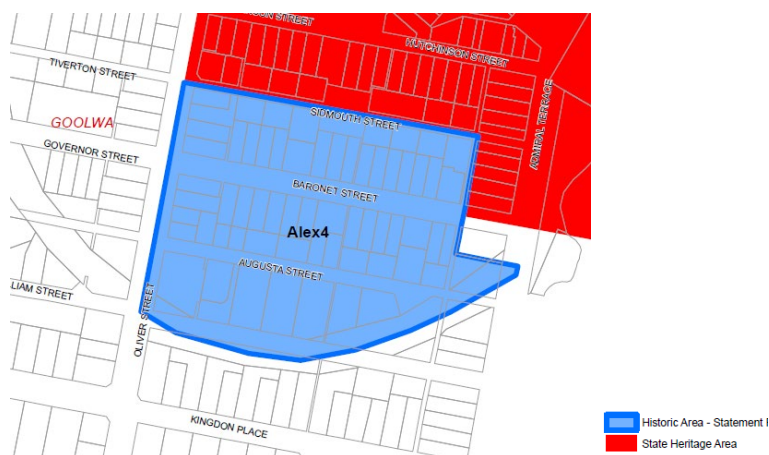
Eras and themes	1855- Flour Mill established, Middleton township 1856
Allotments and subdivision patterns	Original patterns of land division
Architectural features	Associated with original style of buildings
Building height	Single storey dwellings
Materials	Local stone, brick, corrugated iron, rendered walling or rammed earth walling red brick, walling with earthen or neutral colour finishes, CI roofing, timber
Fencing	Fencing reflective of the architectural style of the subject building
Setting and public realm features	Existing mature vegetation and boundary structures, such as walls and fences form an important landscape element. Open landscape surrounding the mill complex.

Goolwa Historic Area Statement (Alex4)

Historic Area Overlays identify localities that comprise unified, consistent characteristics of an identifiable historic, economic and / or social theme of recognised importance. They can comprise land divisions, development patterns, built form characteristics and natural features that provide a legible connection to the historic development of a locality.

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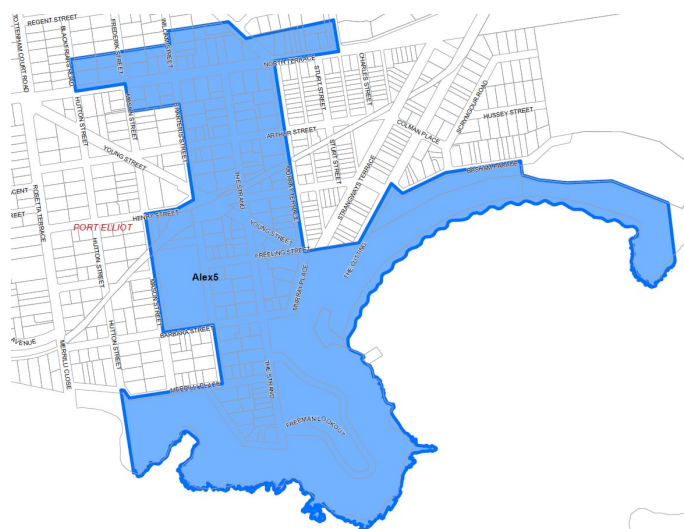
Eras and themes	Settlement period 1850s-to early 1900's
Allotments and subdivision patterns	Small narrow allotments in 'Little Scotland'. Consistent commercial, shop and office setbacks and strong building alignment to street frontages. Width is less than depth of allotments
Architectural features	Small humble workers' accommodation, including single fronted cottages. Single storey, single fronted cottages on small narrow frontages. Single storey, detached and semi-detached dwellings.
Building height	Single storey residential. Roof pitches between 30-45 degrees, reflecting traditional styles.
Materials	Consistent with materials, textures and colours associated with the architectural styles of the subject building and streetscape context. CGI roofing. Local stone/masonry, timber framed windows and doors
Fencing	Rural style fencing- post and rail, twisted wire low fencing, wire and timber railing. Low open fencing reflective of the architectural style
Setting and public realm features	Wide streets in original layout. Narrow lanes. Little Scotland has allotments with narrow frontages and deep side boundaries. Wharf area open space and public amenities areas. Historic buildings within retained spatial setting and mature trees. Advertisements consistent with the era.

Port Elliot Township Main Street and Suburban Neighbourhood Historic Area Statement (Alex5)

Historic Area Overlays identify localities that comprise unified, consistent characteristics of an identifiable historic, economic and / or social theme of recognised importance. They can comprise land divisions, development patterns, built form characteristics and natural features that provide a legible connection to the historic development of a locality.

These attributes have been identified in the below table. In some cases State and / or Local Heritage Places within the locality contribute to the attributes of an Historic Area.

The preparation of a Heritage Impact Statement can assist in determining potential additional attributes of an Historic Area where these are not stated in the below table.



Eras and themes	1850s-1920s
Allotments and subdivision patterns	Traditional pattern and scale of allotments. Within the main street/town centre, consistent setbacks and strong building line with little interruption except where civic open space is provided.
Architectural features	<p>Within the main street/town centre, single storey distinctive built form reflecting a mix of civic, commercial and retail activities.</p> <p>Historic 2 storey buildings reflect architectural style of civic, commercial and retail activities, dominant presence in the streetscape.</p> <p>Emphasis on square or rectangle ground plans, gabled, hipped or pitched roofs and verandahs.</p> <p>Established pattern of spaces around and between historic buildings.</p> <p>Murray Terrace area – single storey bungalow style of dwelling</p>
Building height	<p>Predominantly single storey where residential or commercial.</p> <p>Two storeys associated with grand, civic or commercial activities.</p> <p>Roof pitches reflect traditional styles.</p>
Materials	Consistent with the materials associated with the architectural styles of the subject building and streetscape, including but not limited to limestone, bluestone or rendered masonry walling and corrugated galvanised iron roofing.

Fencing	Low, open fencing reflective of the architectural style of the subject building and era of the dwelling.
Setting and public realm features	Stone kerbing - Concrete kerbing. Wide streets in original layout with maintenance of existing mature trees. Traditional parks/gardens - rural character and scenic views.