



Built Heritage Strategy

2022–2027



City of
Norwood
Payneham
& St Peters

Kurna Acknowledgement

The City of Norwood Payneham & St Peters acknowledges that this land is the traditional land of the Kurna people and that we respect their spiritual connection with their country.

We also acknowledge the Kurna people as the custodians of the greater Adelaide region and that their cultural and heritage beliefs are still important to the living Kurna people today.





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Mayor's Message



The City of Norwood Payneham & St Peters is home to some of the most stunning heritage buildings in South Australia.

People who live and visit our City universally acknowledge the high quality of our built heritage and the contribution it makes to the history of our State, as well as the value it provides to local streetscapes and how it defines our City.

From the majestic Norwood Town Hall on The Parade, to the bluestone villas in the tree-lined avenues of St Peters, to single-fronted workers' cottages in Stepney and iconic shops such as the former Mario's Store at the Glynde Corner, our City's history, culture and community has been shaped and influenced by its built heritage.

Over the past three decades, the Council, in partnership with the community, has been committed to recognising this heritage and increasing the level of protection of historic buildings that are important to our City which began with three separate entities in the mid-to-late 19th century.

This effort has resulted in 73 State Heritage Listed properties, 661 Local Heritage Listed properties and more

than 1464 Representative Buildings (formerly known as Contributory Items) in our City, representing approximately 10 percent of the local housing stock.

In recent times, changes to planning laws in South Australia, combined with increased development pressures within inner urban suburbs has increased the urgency for the Council to reduce the risk of seeing the character of its suburbs potentially changing forever, particularly in areas where a number of valuable buildings have been demolished in recent years.

This dynamic environment has led the Council to review and renew its efforts to protect its local built heritage.

This is particularly important where there is a real risk of losing historical homes and buildings—the very structures that define our City.

With this in mind, the Council has developed its first ever Built Heritage Strategy for the City of Norwood Payneham & St Peters.

The Strategy is designed to ensure the community can look to the future with greater confidence, certainty and clarity about the Council's work in this area, based on a clear framework with short, long-term and ongoing actions.

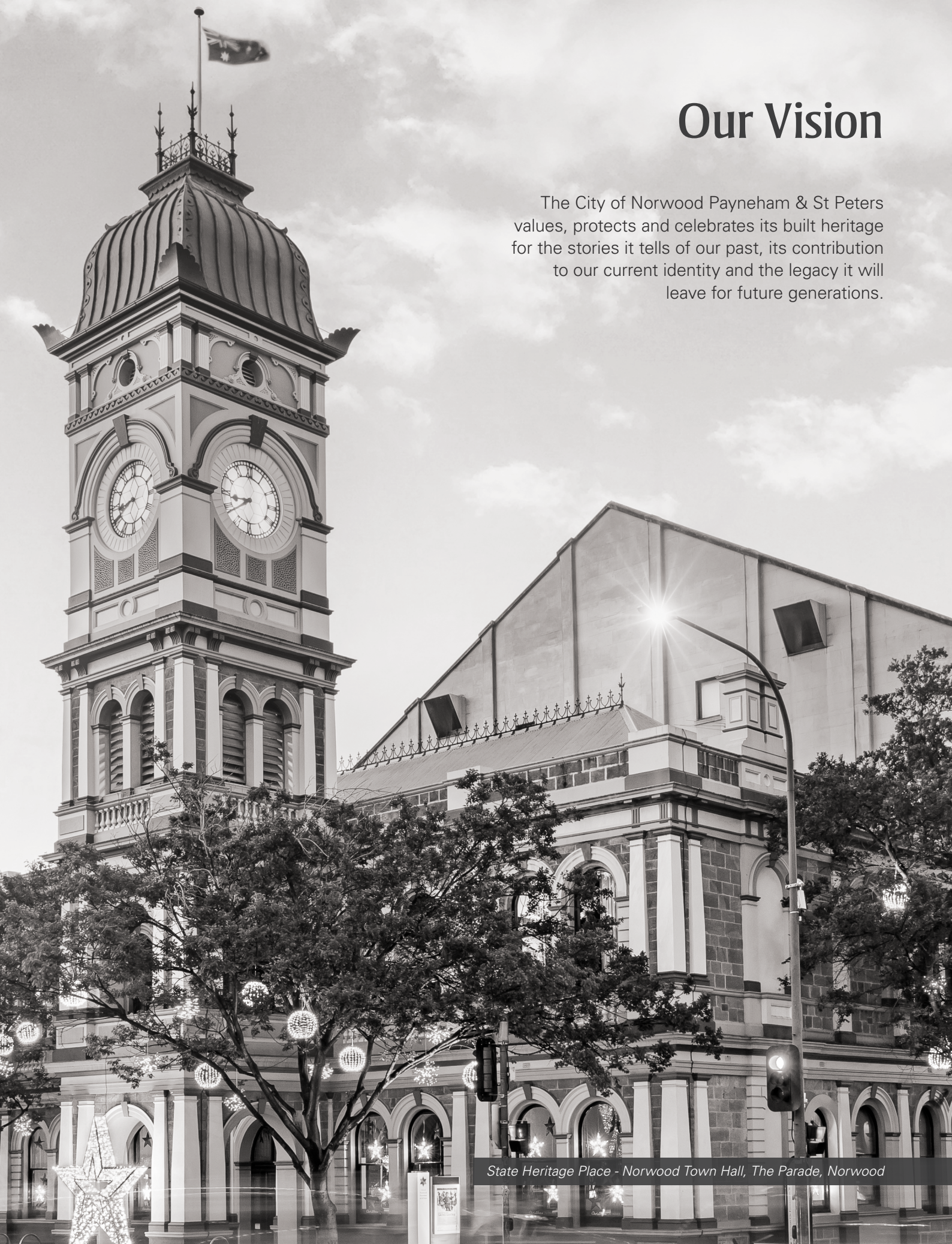
The City of Norwood Payneham & St Peters is committed to conserving its built heritage for current and future generations and invites the local community and other key stakeholders to join us in that important agenda.

Robert Bria
Mayor



Our Vision

The City of Norwood Payneham & St Peters values, protects and celebrates its built heritage for the stories it tells of our past, its contribution to our current identity and the legacy it will leave for future generations.



State Heritage Place - Norwood Town Hall, The Parade, Norwood

Scope and Aim of this Strategy

This Strategy is applicable to all elements of built heritage as recognised in the *Planning Development & Infrastructure Act 2016*, *Heritage Places Act 1993* and the *Planning & Design Code*, including:

- State Heritage Places
- Local Heritage Places
- Representative Buildings
(formerly known as Contributory Items)
- Buildings and streetscapes within the Historic Area Overlay
- Buildings, places and areas which are being considered for inclusion in one of the above categories

This Strategy builds upon the strong legacy of a Council that values its rich built heritage and sets out the Council's desired outcomes and intended actions for the next five years, to ensure that the City's built heritage continues to be valued and protected. Some of the proposed actions will be ongoing and extend beyond the timeframe of this Strategy (i.e. 2027). Progress of the actions will be reported annually and the Strategy will be reviewed after five years, to reassess the priorities, particularly as the State's legislative or policy frameworks change.

In addition to setting out the strategic direction of the Council's heritage actions and initiatives, the Strategy intends to publicly express what the Council values and recognises with respect to built heritage and provide information to the community regarding heritage and historic area protection in the context of the State's planning framework.

The aim of this Strategy is to provide a clear framework for guiding the Council's actions, resources and budget to achieve the following outcomes:

Celebrate, Promote and Support Built Heritage

Celebrate and promote the City's built heritage and the contribution which it makes to the cultural identity, community sense of place, amenity and economy of the City of Norwood Payneham & St Peters.

Protect Built Heritage

Ensure the retention and conservation of heritage buildings and historic areas, while allowing these buildings to meet modern needs through ongoing and adaptive reuse and sensitive and appropriate new developments.

Advise, Influence and Advocate for Built Heritage

Collaborate, inform and build positive relationships with all stakeholders involved in managing built heritage.

Advocate for, contribute to and participate in a strong and transparent planning system which supports clear and comprehensive policies for built heritage protection.

Lead by Example on Built Heritage

Lead by example through protecting and honouring buildings, streetscapes and assets under the care and control of the Council.

What we value

Built heritage comes in various forms, all of which are valued by the Council, including:



Landmark Buildings

Buildings which are a key feature of the local area that are easily seen and recognised. Many of these buildings have played a significant role in the development of the community, such as the St Peters Town Hall.



Everyday Life Buildings

Buildings which represent everyday life of members of the community throughout history, such as humble workers' cottages, grand villas and local corner shops.



Notable Buildings

Buildings which represent notable architectural styles and eras, people or events. Protecting these buildings assists in conserving the stories of the past.



Historic Streetscapes and Areas

Historic streetscapes are a highly valued feature of the Council area. Historic area planning policy allows for the protection of buildings which, although individually may not meet heritage place criteria, collectively contribute to the historic character of the area.



Unique Structures and Places

Heritage is not limited to cottages, churches and town halls. It is also important to protect unique structures and places, such as the Koster Park Kiln.



Strategic Context

A key challenge for the Council is balancing the protection of heritage buildings and historic areas from demolition, with projected population growth, changing community needs and the associated development pressures resulting from these factors.

This requires careful consideration of the buildings and areas that warrant protection, the areas where sensitive infill development can occur and how this can be achieved through planning policy and zoning. In managing and assessing development, which could affect heritage and historic areas, the Council is guided by five key strategic documents.

City Plan 2030: Shaping Our Future

The Council's priorities are outlined in its Strategic Management Plan, *CityPlan 2030: Shaping Our Future*, and includes strategies specifically relevant to the protection of built heritage.

Objective 2.2 A community embracing and celebrating its social and cultural diversity

2.2.3 Promote understanding of, and respect for, our cultures and heritage.

Objective 2.3 A City which values and promotes its rich cultural and built heritage

2.3.1 Protect and enhance places, streetscapes, precincts and landmarks which reflect the built and cultural history of our City.

2.3.2 Reflect our City's history through cultural heritage programs and initiatives.

2.3.3 Promote the value of heritage protection.

Objective 2.4 Pleasant, well designed, and sustainable urban environments

2.4.1 Encourage development that complements our City's built heritage and character areas.

The conservation of heritage buildings is also guided by:

The Burra Charter

A document published by the Australian International Council on Monuments and Sites which outlines theory and leading practices associated with heritage management.

State Planning Policies

The highest level of policy in the South Australian planning system, outlining the economic, environmental and social planning priorities for South Australia. The two State planning policies most relevant to this Strategy are:

- **State Planning Policy 3: Adaptive Reuse**
The adaptive reuse of existing buildings that enhance areas of cultural or heritage value, capitalise on existing investment and/or contribute to vibrant and livable places.
- **State Planning Policy 7: Cultural Heritage**
To protect and conserve heritage places and areas for the benefit of our present and future generations.

30 Year Plan for Greater Adelaide

The Regional Plan for Greater Adelaide which sets out the plan for how Adelaide should grow to become more liveable, competitive and sustainable.

State Planning and Design Code

The Code provides the planning policy used in the assessment of development applications under the *Planning, Development and Infrastructure Act 2016*. It has replaced the 72 former Council Development Plans.

Preserving our Historic Legacy



The management of built heritage has long been of importance to the City of Norwood Payneham & St Peters.

The City of Norwood Payneham & St Peters was formed in November 1997, unifying the three former local government areas of City of Kensington and Norwood, the City of Payneham and the Town of St Peters. Each of these original jurisdictions evolved from land first purchased in early colonial settlement during the 1830s,

represented in building styles from simple workers' cottages to grand mansions. In areas close to the City (in parts of former St Peters and Kensington and Norwood local government areas) land was subdivided for residential settlement while large land holdings around Payneham were used mainly for agricultural purposes and market gardening, with residential subdivision not occurring until much later in the 1880s. A common theme, reflected in the buildings of the time,

was the construction of important places of community gathering (be it churches or community buildings), along with produce growing, flour mills and other factories.

The influence of the horse drawn tram, established in the 1870s, can be seen in all three councils, but particularly in Payneham and St Peters where settlement patterns intensified around these important transit routes.

The legacy of the East Adelaide Investment Company remains today



with the layout of St Peters' 'Avenues' and the construction of stone villas in the 1880s, often in groups of similar style buildings, resulting in a strong architectural consistency.

At the turn of the century, infill development occurred in existing suburbs and included new buildings styles such as Arts and Crafts. Development after World War 1 expanded the pattern of settlement into Stepney, Joslin, Maylands and Evandale. The subsequent period of post-World War 2 migration resulted in a population boom in Kensington and Norwood with the arrival of migrants

from southern Europe. This era also saw substantial development of previously vacant or agricultural land in Payneham.

These communities share a rich common history and today come together as the City of Norwood Payneham & St Peters, with its main administration centre of the Norwood Town Hall, a State Heritage listed building, constructed in 1883.

As a result of this development over time, the Council contains a rich and varied heritage character and

in recognition of this, the City of Norwood Payneham & St Peters is the only Local Government Authority in South Australia, and one of only three in Australia, which has been admitted as a member of the International League of Historical Cities; an organisation which aims to strengthen affiliations between historic cities to exchange knowledge and experience. This heritage character has been preserved through conscious efforts in identifying and protecting buildings and places through planning controls.

Regulatory Framework for Buildings of Heritage Value in South Australia

The planning framework in South Australia contains different types of heritage places, historic area protections and different governance and assessment pathways.

The City of Norwood Payneham & St Peters area proudly contains:

- 73 State Heritage Places
- 661 Local Heritage Places
- 1464 Representative Buildings (formerly referred to as Contributory Items)
- Historic Area Overlay (formerly Historic (Conservation) Zone) applying to 25 areas

The identification of these places and areas has evolved over time under various planning legislation and policy frameworks. As such, there is some variation in the nature and number of heritage properties which have been identified in different areas across the City of Norwood Payneham & St Peters.



Norwood Town Hall

State Heritage Place

Governance

State Government
Heritage SA
South Australian Heritage Council

Regulatory Tool

Heritage Places Act 1993
Planning, Development and Infrastructure Act 2016

What is a State Heritage Place?

A place entered in the South Australian Heritage Register which reflects important aspects of South Australia's history and culture.

Places recommended for State Heritage listing must satisfy one or more of the criteria set out under Section 16 of the *Heritage Places Act 1993*.

State Heritage Places are given statutory protection under both the *Heritage Place Act 1993* and the *Planning, Development and Infrastructure Act 2016*. Development controls extend to anything which may materially affect a State Heritage Place.



St Peters Soldiers Memorial

Local Heritage Place

Governance

Local Government
City of Norwood Payneham & St Peters

Regulatory Tool

Planning and Design Code operating under the
Planning, Development and Infrastructure Act 2016

What is a Local Heritage Place?

A place that is designated in the Planning and Design Code (and formerly the Development Plan), which is considered to have heritage value to the local area or region because it plays an important role in identifying and preserving the community's collective identity.

Places recommended for Local Heritage listing must satisfy one or more criteria set out under Section 67 of the *Planning, Development and Infrastructure Act 2016*.

Local Heritage Places are given statutory protection under the *Planning, Development and Infrastructure Act 2016*. Development controls extend to anything specified by the Planning and Design Code which may materially affect a Local Heritage Place, however some specific types of work (such as installation of solar panels in certain circumstances) are exempt from requiring a development approval.



Norwood Historic Area Overlay

Historic Area Overlay and Representative Buildings

Governance

Local Government
City of Norwood Payneham & St Peters

Regulatory Tool

Planning and Design Code operating under the
Planning, Development and Infrastructure Act 2016

What is the Historic Area Overlay?

An overlay in the Planning and Design Code which applies to areas with distinct historic character contributed by the buildings, spaces, topography or general street pattern. The application of the Historic Area Overlay can be altered through a Planning and Design Code Amendment.

The establishment of the Historic Area Overlay applies additional policies to ensure the integrity and character of the area is not compromised through uncontrolled demolition and unsympathetic development.

What is a Representative Building?

Buildings which display characteristics of importance in a particular area, typically (but not exclusively) in the Historic Area Overlay. Buildings which were formerly identified as Contributory Items in Council Development Plans were transitioned to the new planning system as Representative Buildings.

Timeline of the Council's Heritage Initiatives

1997

Local Heritage Places (Built Heritage) Plan Amendment Reports in progress (Approved in 2000 & 2001)

2001

Historic Signs Trail initiated

2004

Heritage (Payneham) and Heritage (St Peters, Kensington & Norwood) Plan Amendment Reports initiated (Approved 2006)

2010

Urban Design Award recognising: Best Heritage Development

2013

Urban Design Award recognising: Best Heritage Development

2014

Heritage Information Sessions initiated
Heritage Advisory Service expanded

2021

Renewed Local Heritage Place Plaques program
The Community identified 'Preserving heritage buildings and character areas' as a key issue for the Council to focus on in the next three years

2022

Built Heritage Strategy adopted by the Council

2005

Heritage Advisory Service initiated

2006

Heritage Grant Scheme initiated (2006–2014)

2007

Urban Design Award recognising: Best Heritage Development

Council admitted as a member of The League of Historical Cities

2016

Submission in response to State Government Local Heritage Reform Paper

2018

Advocacy for strong heritage protections during the Parliamentary Inquiry into Heritage Reform (2018–2020)

Advocacy to the State Government for inclusion of Contributory Items in new planning system (2018–2020)

2019

Influencing heritage policies in the Planning and Design Code

Community Survey - Owners of Contributory Items (82% of respondents felt the demolition controls for Contributory Items were satisfactory or should be strengthened)

Heritage Challenges and Responses

The City of Norwood Payneham & St Peters' approach to addressing key heritage challenges is outlined below:

| The Challenge | Our Response |
|--|---|
| Balancing development opportunities with conserving heritage buildings and historic areas. | <p>The Council will work to enhance state-wide planning policies and facilitate appropriate development opportunities in historic areas to cater for the demographic make up of the City's future population and employment growth, whilst ensuring development opportunities affecting historic buildings are mainly restricted to sensitive alterations and additions and adaptive re-use of buildings.</p> |
| Reaching community consensus on how much, and what type of built heritage to protect. | <p>Undertake periodic reviews of development opportunities across the City, seeking input from the community and keeping the community informed about the value of protecting heritage listed buildings.</p> |
| Budgeting for the cost of conservation and maintenance work on Council owned buildings of historic significance. | <p>The Council will keep up-to-date Asset Management Plans to ensure expenditure is available when required, to conserve and maintain Council owned buildings of heritage significance. The Council will also proactively seek grants and other funding opportunities to assist with heritage conservation.</p> |
| Community desire for immediate heritage protection of un-listed buildings which are at imminent risk of demolition. | <p>The Council will work to maintain a comprehensive and proactive approach to identifying heritage places. However, where there is an imminent risk to an un-listed building, the Council will provide clear and consistent advice about the extent of development control which applies to buildings and what heritage protection pathways are available, as well as liaising with the property owner to seek alternative design outcomes, where practical and without prejudice.</p> |





Maid and Magpie, Stepney, State Heritage Place

Building on Strong Foundations

Actions and Initiatives

The Council is seeking to continue strengthening and supporting a consistent and comprehensive heritage policy framework through the following actions and initiatives to further identify, conserve and promote the City's built heritage.


| 1. CELEBRATE, PROMOTE, SUPPORT | | | |
|---|---|--|-----------------|
| Objective | Initiative | How will we do this? | Timeframe |
| 1.1 Support owners of heritage places and buildings in historic areas | 1.1.1 Heritage Advisory Service | Provide owners of Local Heritage Place buildings, buildings in an Historic Area Overlay and applicants proposing new dwellings in an Historic Area Overlay, access to free specialist in-house heritage architectural services and advice. | Ongoing |
| | 1.1.2 Heritage information sessions | Host heritage information sessions for owners of heritage and historic buildings on specialist conservation topics such as roofing, stonework, fencing and verandahs. | Ongoing |
| | 1.1.3 Historical information available through the Council's Cultural Heritage Centre | Provide information and archival records through the Council's Cultural Heritage Staff to property owners and community members seeking information on the history of a property. | Ongoing |
| | 1.1.4 Facilitate appropriate and sensitive building improvements and adaptive reuse | Planning staff collaborating and engaging with applicants to achieve good design and flexible land use outcomes that complement the heritage or historic value of the building or the broader locality, within the confines of South Australia's development assessment system. Also recognising and encouraging the environmental benefits of the retention and re-use of buildings, where appropriate. | Ongoing |
| 1.2 Celebrate and promote the value of heritage conservation | 1.2.1 SA History Festival | Run activities to increase public awareness and appreciation of built heritage such as: <ul style="list-style-type: none"> • Information sessions/talks; • Practical workshops; and • Guided tours. | Annually in May |
| | 1.2.2 Heritage Plaques | Through the Heritage Plaques Program the Council will progressively install recognition plaques to Local Heritage Places to provide information and historical context of the Place (Minimum of 6 plaques to be installed in each financial year). | Commenced 2022 |
| | 1.2.3 Council membership in the International League of Historical Cities | Maintain membership of the League of Historic Cities. (member since 2007). | Ongoing |
| 1.3 Educate and raise awareness of heritage within the planning framework | 1.3.1 Provide educational opportunities to the community | Council staff to take up opportunities for presentations, information sessions and provide educational material for community groups and students. | Ongoing |
| | | Information articles in the Council's quarterly publication, Look East and other publications such as website and digital media platforms, where practicable. | Ongoing |

The following outcomes and actions have been developed under four key themes:

 Celebrate, Promote, Support

 Advise, Influence and Advocate

 Protect

 Lead by Example

| 2. PROTECT | | | |
|---|--|--|---|
| Objective | Initiative | How will we do this? | Timeframe |
| 2.1 Protect key examples of Interwar heritage | 2.1.1 Expand the protection of buildings constructed between WW1 and WW2 | Identify additional Interwar era buildings that may be worthy of heritage listing or additional protection. Engage and work collaboratively with the State Government to explore amendments to the Planning and Design Code to facilitate policy change that will enhance the protection of Interwar heritage buildings. | Ongoing |
| 2.2 Protect Historic Areas | 2.2.1 Expand application of Planning and Design Code Overlays | Investigate areas containing vulnerable, at-risk buildings that have historic value but do not currently have any demolition protection that may warrant additional protections under the Planning and Design Code. Work collaboratively with the State Government to explore amendments to the Planning and Design Code to facilitate policy change to further protect historic areas. | Ongoing |
| 2.3 Clarify extent of Local Heritage Place listings | 2.3.1 Progressively review descriptions of Local Heritage Places contained in the Planning and Design Code | Work collaboratively with PlanSA to amend current descriptions and mapping for Local Heritage Places contained in the Planning and Design Code to provide clarity on the extent of the listings and what aspects are considered to be of heritage value, in turn, providing greater clarity for planners, owners, and applicants. | Following State Government Heritage Reform implementation |
| 2.4 Appropriate and sensitive development outcomes | 2.4.1 Development assessment decisions and policy development which seek to conserve heritage places and areas | Working within the Planning and Design Code policy framework, Council's Planning Staff collaborate with the Council's Heritage Advisor to ensure original historic building fabric is retained where possible and demolition is pursued as a last resort, and to ensure new development does not detrimentally affect surrounding heritage places and historic streetscapes. The Council will also, where practicable, ensure that planning policies reflect the importance of maintaining a substantial curtilage and sense of open space around heritage buildings, so as to preserve the visual amenity and context of the protected building. | Ongoing |
| 2.5 Recognise new State Heritage Places | 2.5.1 Nominate, or support nominations for buildings worthy of State Heritage protection | Where buildings are identified (by the Council or by others) as being worthy of State Heritage Place status due to meeting State Heritage Place criteria, prepare or support nominations of these buildings to the South Australian Heritage Council. | Ongoing |

Building on Strong Foundations

Continued

| 3. ADVISE, INFLUENCE AND ADVOCATE | | | |
|--|---|--|-----------|
| Objective | Initiative | How will we do this? | Timeframe |
| 3.1 Inform owners and prospective owners of heritage listed or historic properties | 3.1.1 Provide advice on impacts of heritage and planning policy and legislation | Provide advice to property owners, prospective purchasers and applicants on the potential implications of heritage and historic area policy and legislation. | Ongoing |
| 3.2 Advocate and influence good legislation and planning policy | 3.2.1 Advocate to the State Government, for a strong, consistent and transparent legislative framework for State and Local Heritage Places | As part of State Government Heritage Reform program, identify opportunities for improvement in heritage protection legislation, advocate in writing and present information. | Ongoing |
| | | Participate in consultation on draft changes to legislation and advocate for appropriate changes when legislation is being amended. | Ongoing |
| | 3.2.2 Advocate to the State Government, Members of Parliament and the Local Government Association (SA) for good policy outcomes with respect to heritage places and historic areas | Proactively identify opportunities for improvement in the planning framework, advocate and present information to the State Government. | Ongoing |
| | | Participate in consultation on strategic documents, policy amendments and discussion papers. | Ongoing |
| 3.3 Collaboration with special interest groups | 3.3.1 Work with interest groups and other organisations to support, encourage and advocate for heritage protection | Liaise and work with groups such as community organisations where the Council's strategic outcomes align with the advocacy aims of these groups. | Ongoing |

4. LEAD BY EXAMPLE

| Objective | Initiative | How will we do this? | Timeframe |
|--|---|---|-----------|
| 4.1 Retain and enhance historic features of the public realm | 4.1.1 The Council proactively conserves and enhances historic features of the public realm under its care and control | The Council will ensure that any public works seek to conserve and restore historic features such as bluestone kerbing, bridges and parapets (when old bluestone kerbing is removed, the Council retains the bluestone for future use wherever possible). Historic areas are enhanced, where possible, by appropriately designed features such as street lighting. | Ongoing |
| 4.2 Council owned heritage buildings are conserved and celebrated | 4.2.1 The Council proactively conserves and celebrates its heritage buildings | The Council will ensure the heritage buildings under its care and control are appropriately conserved through ongoing maintenance and restoration and adaptive reuse of buildings is supported wherever possible. | Ongoing |
| | | Feature lighting to highlight heritage buildings installed as part of The Parade Masterplan. | Long term |
| 4.3 Council owned heritage buildings are accessible to the community | 4.3.1 Council owned buildings are open and accessible to the community wherever possible | Where appropriate, the Council's heritage buildings will be available for hire and to visit to ensure heritage buildings are accessible and enjoyed by all. | Ongoing |

What does success look like?

This Strategy contains a range of actions and initiatives which vary in timeframe and deliverables. The indicators of success for these initiatives will therefore also vary. Some initiatives will have clear indicators, such as the number of heritage plaques installed, while the success of other initiatives will be harder to quantify, such as planning staff collaborating and engaging with applicants to achieve good design outcomes. With respect to timeframes, many initiatives are ongoing services to the community delivered on a regular or as-needs basis, while others are specific projects which are dependent on other bodies such as the State Government.

For example, amendments to the Planning and Design Code require State Government approval at various stages in the process.

The progress and outcomes of the initiatives will be reported annually to the Council to allow an analysis of success commensurate to each initiative and could include a range of reporting methods such as percentage of project completion or project outcomes when completed, levels of community satisfaction as indicated by the community survey, or take up rates of the Council's services.



Felixstow Reserve - Cultural Marker - WITU (Common Reed)

Looking Forward

The scope of this Strategy is limited to built heritage in the context of the planning framework. However, built heritage is only one element of the broader cultural heritage of the community.

Opportunities exist in the future for the Council to explore and produce similar aims and strategies encompassing other elements of cultural heritage, including:

Natural heritage;

Indigenous heritage;

Intangible cultural heritage; and

Buildings and streetscapes in character areas.

Further information

For information on the Built Heritage Strategy 2022–2027, please visit www.npsp.sa.gov.au or phone 8366 4555.

You can also visit the Council's Citizen Service Centre at the Norwood Town Hall, 175 The Parade, Norwood.

Additional copies

The Built Heritage Strategy 2022–2027 can be viewed online at www.npsp.sa.gov.au

Copies may also be obtained by:

- visiting any of the Council's Libraries
- emailing townhall@npsp.sa.gov.au
- contacting the Council on 8366 4555
- writing to the Council at PO Box 204, Kent Town SA 5074



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Thinking of the environment

This document is printed on certified carbon neutral recycled stock, manufactured in Australia.



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City of
**Norwood
Payneham
& St Peters**