

Final Report

Stage 2c of the Surf Coast Shire Heritage Study, Barrabool, Torquay, Bellbrae and Winchelsea, Victoria.

Volume 1: The Report

Volume 1 of 2

Client

Surf Coast Shire Council

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Ecology and Heritage Partners Pty Ltd

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Cover Photo: St Thomas Anglican Church, Winchelsea, Victoria.

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ABBREVIATIONS

Acronym	Description
Act, the	<i>Heritage Act 2017</i>
CHL	Commonwealth Heritage List
CMP	Conservation Management Plan
CMA	Catchment Management Authority
DELWP	Department of Environment, Land, Water and Planning (Victoria)
DoEE	Department of the Environment and Energy (Commonwealth)
EPBC Act	<i>Environment Protection and Biodiversity Conservation Act 1999</i>
HA	Heritage Advisor
HHA	Historical Heritage Assessment
HO	Heritage Overlay
HV	Heritage Victoria
NHL	National Heritage List
NTR	National Trust Register (Victoria)
RNE	Register of the National Estate
SLV	State Library of Victoria
VHI	Victorian Heritage Inventory
VHR	Victorian Heritage Register
VWHI	Victorian War Heritage Inventory
WHL	World Heritage List

EXECUTIVE SUMMARY

Introduction

Ecology and Heritage Partners Pty Ltd was commissioned by the Surf Coast Shire to prepare Stage 2C of the Surf Coast Shire Heritage Study. The primary focus of this project was to undertake cultural heritage assessments for 15 places – 14 that are included in the Schedule to the Heritage Overlay of the Surf Coast planning scheme and one additional place.

This report documents information regarding the methodology, significance assessment, criteria and thresholds adopted and recommendations arising from the study.

Background

The 14 places included in the schedule to the Heritage Overlay did not have best-practice heritage citations or statements of significance. Heritage assessments will provide an understanding of the significance of each of these places and inform appropriate heritage planning permit decisions.

The Study Area and Places

The fifteen places are located within the regional areas of Barrabool, Torquay, Bellbrae and Winchelsea, in the Surf Coast Shire.

1. Bellbrae Cemetery Monumental Masonry, 65 School Road (HO6)
2. Ballanlea / Ballinlea Homestead, 250 Ballanlea Road (HO7)
3. Berramongo, 100 Crooks Road (HO8)
4. Foymount Homestead, 795 Barrabool Road (HO9)
5. Merrawarp Homestead, 50 Honeys Road (HO10)
6. Stanbury Barn, 130 Devon Road (HO12)
7. Tasman Homestead, 755 Barrabool Road (HO13)
8. Wescott's Stable, 850 Barrabool Road (HO14)
9. Scammell, 24 Pride Street (HO16)
10. Colonial Bank, 33 Main Street (HO19)
11. St Thomas Anglican Church and School Room, 31 Barwon Terrace (HO20)
12. Winchelsea Uniting Church and Manse, 30-34 Hesse St (HO21)
13. Murdeduke Homestead, 730 Cressy Road (HO24)
14. Wormbete Homestead including outbuildings and Gardens, 565 Winchelsea-Deans Marsh Road (HO25)
15. Pollocksford Bridge

Method

This Heritage Study was underpinned by historical research which consisted of reviews of relevant heritage registers and databases, previous heritage studies, and online repositories.

The site inspections consisted of a physical survey of the 15 places to evaluate the current condition and intactness of the places.

An assessment of the cultural heritage significance of these places was carried out and citations prepared.

Results and recommendations

Of the 15 places assessed in this study, 14 are already included in the Heritage Overlay. Complete citations have been prepared for the following places:

Barrabool

- Berramongo, 100 Crooks Road (HO8)
- Foymount Homestead, 795 Barrabool Road (HO9)
- Stanbury Barn, 130 Devon Road (HO12)
- Tasman Homestead, 755 Barrabool Road (HO13)
- Wescott's Stable, 850 Barrabool Road (HO14)

Bellbrae

- Bellbrae Cemetery Monumental Masonry, 65 School Road (HO6)

Winchelsea

- Colonial Bank, 33 Main Street (HO19)
- St Thomas Anglican Church and School Room, 31 Barwon Terrace (HO20)
- Winchelsea Uniting Church and Manse, 30-34 Hesse St (HO21)
- Wormbete Homestead including outbuildings and Gardens, 565 Winchelsea-Deans Marsh Road (HO25)

Torquay

- Scammell House, 24 Pride Street (HO16)

Recommendation 1: Further site inspections

Unfortunately, access was not provided to inspect three properties, so it is recommended that this be pursued in the future and the citations updated accordingly for:

Barrabool

- Ballanlea / Ballinlea Homestead, 250 Ballanlea Road (HO7)
- Merrawarp Homestead, 50 Honeys Road (HO10)

Winchelsea

- Murdeduke Homestead, 730 Cressy Road (HO24)

Recommendation 2: New Heritage Overlay

The Pollocksford Bridge has been assessed as meeting the threshold for local cultural heritage significance the Surf Coast municipality and is recommended for inclusion in a Heritage Overlay in the Surf Coast Planning Scheme and the Golden Plains Planning Scheme (it is in joint ownership). A citation has been prepared for:

Gnarwarre

- Pollocksford Bridge, Pollocksford Road.

Recommendation 3: VHR Nominations

Of the 15 places assessed in this study, 12 places were found to meet the threshold for local heritage significance and thus their current heritage overlays in the Surf Coast Planning Scheme are deemed appropriate. However, two places have been assessed as meeting the threshold for State significance to Victoria. The following places require nomination to Heritage Victoria for inclusion in the Victorian Heritage Register (VHR) by the Heritage Council:

Torquay

- Scammell, 24 Pride Street (HO16); and

Winchelsea

- Wormbete Homestead including outbuildings and Gardens, 565 Winchelsea-Deans Marsh Road (HO25).

Recommendation 4: Incorporated Document

The document 'Surf Coast Heritage Study Stage 2C: Volume 2: The Heritage Citations, July 2020 should become an Incorporated Document within the Surf Coast Planning Scheme.

The Surf Coast Shire Schedule to the Heritage Overlay will need to be updated to reference the 'Surf Coast Heritage Study Stage 2C: Volume 2: The Heritage Citations, July 2020'.

Recommendation 5: Amend the Schedule to the Heritage Overlay

The application of the Heritage Overlay (HO) is considered appropriate for individual places as they have fabric that requires protection and conservation. The schedule to the Heritage Overlay should be amended to reflect the new controls (internal and external) proposed in the citations prepared for the existing Heritage Overlay places (see Citations in Volume 2). Specifically, additional internal controls apply to:

Barrabool

- Wescott's Stable, 850 Barrabool Road (HO14); and

Torquay

- Scammell, 24 Pride Street (HO16).

External controls apply to:

Winchelsea

- Colonial Bank, 33 Main Street (HO19); and

Barrabool

- Berramongo, 100 Crooks Road (HO8).

Recommendation 6: Victorian Framework of Historic Themes

The historic themes applied to these places were those applied in the Thematic History written for Stage 2B in 2009. Since then the Heritage Council of Victoria published the *Victoria's Framework of Historic Themes*. There may be some work needed to align the themes identified in this study with those in the Victorian *Framework*. Several of the properties, particularly those in the Barrabool area, could have more comprehensive histories written if title searches were available.

Recommendation 7: Local Heritage Policy

A specific local heritage policy should be prepared for inclusion in the Surf Coast Planning Scheme. This is particularly important given the Surf Coast Planning Scheme will be translated into themes. The themes are specific to the Surf Coast area and are therefore more relevant than a generic State Policy would be.

Recommendation 8: Hermes

Individual heritage citations for each of the places will be provided to Surf Coast Shire in Microsoft Word format so that all relevant information can be uploaded into the HERMES database managed by Heritage Victoria.

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1 INTRODUCTION

1.1 Background

Ecology and Heritage Partners Pty Ltd was commissioned by the Surf Coast Shire to prepare Stage 2C of the Surf Coast Shire Heritage Study. This entailed cultural heritage assessments for 15 places – 14 that are already included in the Schedule to the Heritage Overlay of the Surf Coast Planning Scheme and one additional place – ‘Pollocksford Bridge’. Pollocksford Bridge is due for renewal and has therefore been identified as being a priority for assessment.

This will build on work previously undertaken in Stage 1, Stage 2A and Stage 2B. Stage 1 was completed in 1998 and involved the identification of places of potential post-contact cultural significance across the study area (this being all land within the Surf Coast Shire Municipality), resulting in an inventory of 502 places based on a basic documentation and assessment of heritage places. It also involved the preparation of a Thematic Environmental History ‘Farmland, Forest and Surf – Environmental History of Surf Coast Shire’.

Stage 2 involved the assessment and documentation of post-contact places of cultural heritage significance that were identified to be of potential cultural significance in Stage 1.

Stage 2A involved assessment and documentation of places in Lorne and Deans Marsh and was completed in 2003. Places of local significance in these areas have been added to the Heritage Overlay of the Surf Coast Planning Scheme. This also included the preparation of a Heritage Plan which was adopted by Council in 2002.

Stage 2B was undertaken between October 2007 and October 2008. This involved the assessment of 80 places from a priority list of 140 places that were identified from the Stage 1 Inventory, as well as from consultation with key stakeholders. Seventy six of these places were recommended for inclusion within individual Heritage Overlays in the Surf Coast Planning Scheme; seventy one of these were assessed as of Local Significance and five of these were of possible State significance and recommended for possible inclusion in the Victorian Heritage Register. Following this recommendation, the seventy one places of local significance were included within the Schedule to Clause 43.01 through the approval of Amendment C50 in July 2010. The ‘Surf Coast Heritage Study Stage 2b: The Report, July 2009’ identified further opportunities for additional heritage assessment. This identified that there are a number of heritage places that are subject to existing Heritage Overlays with little or no documentation and it was recommended that heritage citations that included statements of significance be prepared for these places.

Following on from the ‘Surf Coast Heritage Study Stage 2b: The Report, July 2009’ the following fifteen heritage places that are subject to an existing Heritage Overlay that do not currently have a Heritage Citation will be assessed in the Surf Coast Heritage Study Stage 2C:

1.2 Heritage Places for Assessment

Barrabool

- Ballanlea / Ballinlea Homestead, 250 Ballanlea Road (HO7)
- Berramongo, 100 Crooks Road (HO8)
- Foymount Homestead, 795 Barrabool Road (HO9)
- Merrawarp Homestead, 50 Honeys Road (HO10)
- Stanbury Barn, 130 Devon Road (HO12)
- Tasman Homestead, 755 Barrabool Road (HO13)
- Wescott's Stable, 850 Barrabool Road (HO14)

Bellbrae

- Bellbrae Cemetery Monumental Masonry, 65 School Road (HO6)

Winchelsea

- Colonial Bank, 33 Main Street (HO19)
- St Thomas Anglican Church and School Room, 31 Barwon Terrace (HO20)
- Winchelsea Uniting Church and Manse, 30-34 Hesse St (HO21)
- Murdeduke Homestead, 730 Cressy Road (HO24)
- Wormbete Homestead including outbuildings and Gardens, 565 Winchelsea-Deans Marsh Road (HO25)

Torquay

- Scammell, 24 Pride Street (HO16)

The project brief initially identified the Barrabool Presbyterian Church, 1135 Barrabool Road (HO3) for assessment, however an existing assessment and citation was subsequently discovered. This study will not address this place.

The Pollocksford Bridge was not initially identified in the project brief for assessment and does not have an existing Heritage Overlay. However, the Surf Coast Shire subsequently decided that this place should be given priority for assessment due to a need for renewal and so this place has been assessed as part of this study.

1.3 Project Brief

The Surf Coast Shire commissioned Stage 2C of the Surf Coast Shire Heritage Study in February 2019 to deliver the following outputs:

- A report on the Surf Coast Heritage Study – stage 2 C which details the results of the assessments of the identified places;
- A heritage citation for each place which includes a statement of significance including a photograph (s), where appropriate;
- Any appropriate heritage design guidelines for each place;

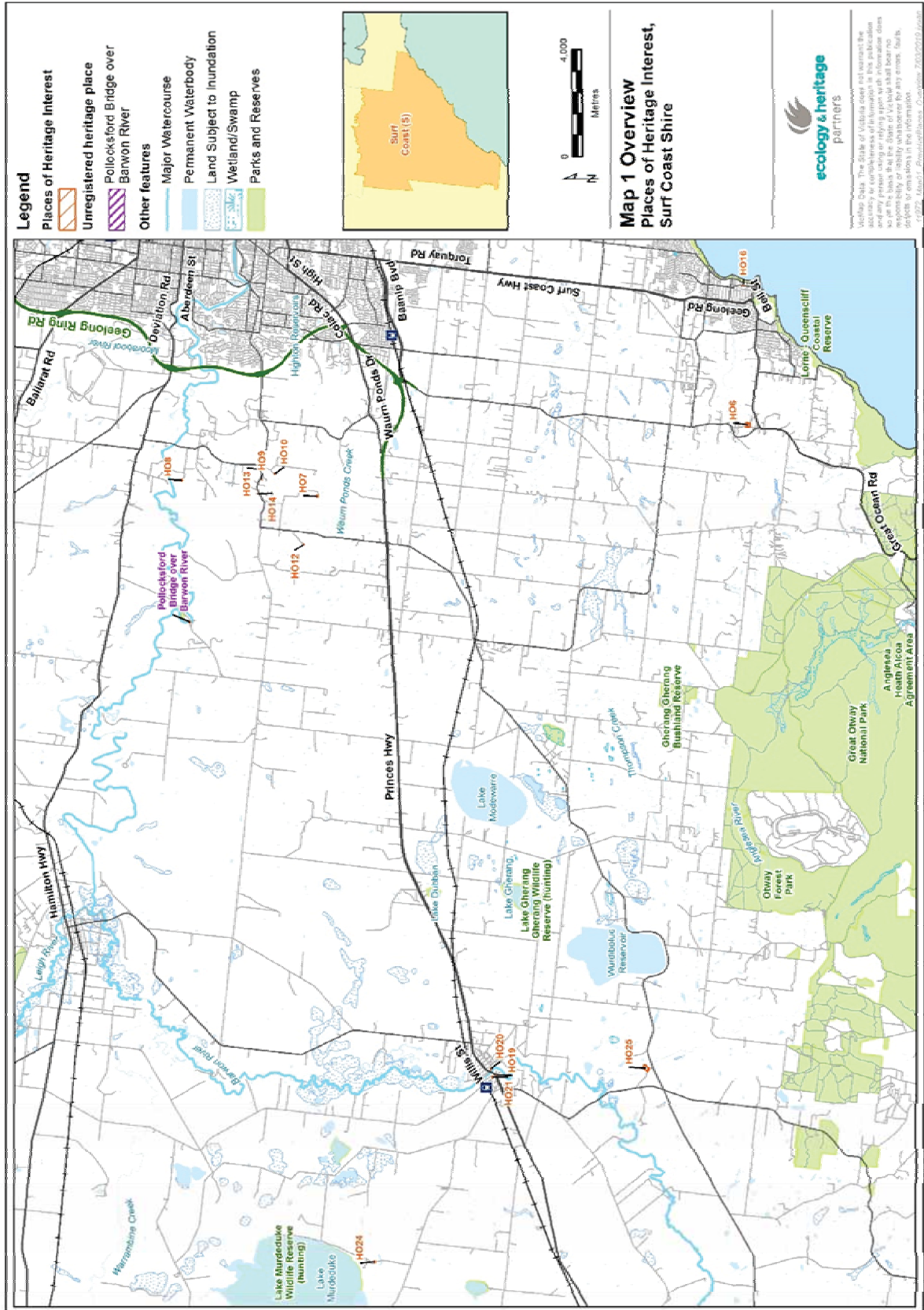
- Identification of any works that could be exempt from a planning permit and the preparation of an Incorporated Plan if appropriate;
- An updated draft Schedule to the Heritage Overlay;
- Provision of the information in a database (e.g. Microsoft Word) that is compatible with the HERMES database.

1.4 Name of Heritage Advisors

This report was prepared by Giselle Harris (Senior Built Heritage Advisor), Michelle Knehans (Senior Heritage Advisor) and Oona Nicolson (Director/Principal Heritage Advisor). The quality assurance review was undertaken by Oona Nicolson. Site inspections were undertaken by Giselle Harris, Michelle Knehans and Vicki McLean (Heritage Architect), whom also subsequently contributed to the heritage citations. Historical research was conducted by Emma Russell (Historian). Mapping was provided by Julian Yuan (GIS Officer).

1.5 Location of Study Area

The study area is the municipality of Surf Coast Shire. The Surf Coast Shire is located in the south-west region of Victoria, 21 kilometres south of Geelong, and has some 55 kilometres of coastline defining its south-eastern boundary. The southern part of the Shire is characterized by nodes of coastal townships dotted along the Great Ocean Road comprising Torquay, Jan Juc, Anglesea, Airey's Inlet, Fairhaven, Moggs Creek and Lorne, with the Great Otway's National Park as a backdrop. North of the Otways is a large and distinctive rural community that includes the townships of Winchelsea, Deans Marsh and Moriac. Torquay is the main administrative and population centre and is located at the eastern end of the Shire.



2 HERITAGE LEGISLATION

2.1 Environment Protection and Biodiversity Conservation Act 1999 (Commonwealth)

The *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) provides a national framework for the protection of heritage and the environment and the conservation of biodiversity. The EPBC Act is administered by the Australian Government Department of Environment and Energy (DoEE). The Australian Heritage Council assesses whether a nominated place is appropriate for listing on either the National or Commonwealth Heritage Lists and makes a recommendation to the Minister on that basis. The Minister for the Environment, Water, Heritage and the Arts makes the final decision on listing. DoE also administers the Register of the National Estate.

The objectives of the EPBC Act are:

- To provide for the protection of the environment, especially those aspects of the environment that are matters of national environmental significance;
- To promote ecologically sustainable development through the conservation and ecologically sustainable use of natural resources;
- To promote the conservation of biodiversity;
- To provide for the protection and conservation of heritage;
- To promote a cooperative approach to the protection and management of the environment involving governments, the community, land-holders and indigenous peoples;
- To assist in the cooperative implementation of Australia's international environmental responsibilities;
- To recognise the role of indigenous people in the conservation and ecologically sustainable use of Australia's biodiversity; and
- To promote the use of indigenous peoples' knowledge of biodiversity with the involvement of, and in cooperation with, the owners of the knowledge.

2.2 Heritage Act 2017 (State)

The Victorian *Heritage Act 2017* (the Act) is administered by Heritage Victoria (HV) and provides the highest level of statutory protection for heritage places in Victoria.

The Victorian Heritage Register (VHR), established under the act, lists the State's most significant heritage places and objects. These can be searched on the Victorian Heritage Database.

The Heritage Council determines what places and objects are included and only those places and objects of significance to the State of Victoria are added.

The Act identifies and protects heritage places and objects that are of significance to the State of Victoria including:

- Historic archaeological sites and artefacts;
- Historic buildings, structures and precincts;
- Gardens, trees and cemeteries;
- Cultural landscapes;
- Shipwrecks and relics; and
- Significant objects.

2.3 Planning and Environment Act 1987 (State)

All municipalities in Victoria are covered by land use planning controls which are prepared and administered by State and local government authorities. The legislation governing such controls is the *Planning and Environment Act 1987*. Places of cultural heritage significance to a locality can be listed on a local planning scheme and protected by a Heritage Overlay.

The study area is located within the Surf Coast Shire and is governed by the Surf Coast Planning Scheme. Planning schemes set out policies and provisions for the use, development and protection of land.

The relevant heritage policies and provisions within the Surf Coast Shire Planning Scheme include the following:

- Clause 15.031S of the Surf Coast Planning Scheme (VPP)
- Clause 21.02 of the Surf Coast Planning Scheme (LPP)
- Clause 43.1 of the Surf Coast Planning Scheme (VPP)

2.3.1 Clause 15.03-1S of Surf Coast Planning Scheme

The objective of this Victorian Planning Provision ‘Heritage conservation’ is: *‘To ensure the conservation of places of heritage significance.*

Strategies identified to achieve this objective are as follows:

- *Identify, assess and document places of natural and cultural heritage significance as a basis for their inclusion in the planning scheme.*
- *Provide for the protection of natural heritage sites and man-made resources.*
- *Provide for the conservation and enhancement of those places that are of aesthetic, archaeological, architectural, cultural, scientific or social significance.*
- *Encourage appropriate development that respects places with identified heritage values.*
- *Retain those elements that contribute to the importance of the heritage place.*
- *Encourage the conservation and restoration of contributory elements of a heritage place.*

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- *Ensure an appropriate setting and context for heritage places is maintained or enhanced.*
- *Support adaptive reuse of heritage buildings where their use has become redundant.*
- *Consider whether it is appropriate to require the restoration or reconstruction of a heritage building in a Heritage Overlay that has been unlawfully or unintentionally demolished in order to retain or interpret the cultural heritage significance of the building, streetscape or area.*

2.3.2 Clause 21.02 of the Surf Coast Planning Scheme

There is no local planning policy specifically dedicated to heritage within the Surf Coast planning scheme. The only reference to heritage is found at Clause 21.02 ‘SETTLEMENT, BUILT ENVIRONMENT, HERITAGE AND HOUSING.’ This clause includes as its objective *‘To conserve the cultural heritage of the Shire to enhance the community’s appreciation of the history and development of this region.’*

The relevant heritage strategies identified to achieve this, outlined at Clause 21.02-3 is to *‘Promote the preparation of conservation management plans for key or complex heritage places prior to seeking planning and building approvals and the commencement of works.’*

At Clause 21.02-4, it is noted that the implementation of this strategy can be achieved by *“Requiring new development and external alterations of existing buildings to be consistent with the Statement of Significance of the relevant heritage place as listed in the Surf Coast Shire Heritage Study Stage 2B – Statements of Significance, July 2009 incorporated document.”*

2.3.3 Clause 43.01 of the Surf Coast Planning Scheme

The requirements of Clause 43.01 ‘HERITAGE OVERLAY’ apply to heritage places specified in the schedule to this overlay. The purpose of this clause is as follows:

- *To implement the Municipal Planning Strategy and the Planning Policy Framework.*
- *To conserve and enhance heritage places of natural or cultural significance.*
- *To conserve and enhance those elements which contribute to the significance of heritage places.*
- *To ensure that development does not adversely affect the significance of heritage places.*
- *To conserve specified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably assist with the conservation of the significance of the heritage place.*

Clause 43.01-5 explains that *“The schedule to this overlay must specify a statement of significance for each heritage place included in the schedule after the commencement of Amendment VC148. This does not apply to a heritage place included in the schedule to this overlay by an amendment prepared or authorised by the Minister under section 8(1)(b) or section 8A(4) of the Act before or within three months after the commencement of Amendment VC148.”*

The Decision guidelines at Clause 43.01-8 state that:

Before deciding on an application, in addition to the decision guidelines in Clause 65, the responsible authority must consider, as appropriate:

- *The Municipal Planning Strategy and the Planning Policy Framework.*

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- *The significance of the heritage place and whether the proposal will adversely affect the natural or cultural significance of the place.*
- *Any applicable statement of significance (whether or not specified in the schedule to this overlay), heritage study and any applicable conservation policy.*
- *Any applicable heritage design guideline specified in the schedule to this overlay.*
- *Whether the location, bulk, form or appearance of the proposed building will adversely affect the significance of the heritage place.*
- *Whether the location, bulk, form and appearance of the proposed building is in keeping with the character and appearance of adjacent buildings and the heritage place.*
- *Whether the demolition, removal or external alteration will adversely affect the significance of the heritage place.*
- *Whether the proposed works will adversely affect the significance, character or appearance of the heritage place.*
- *Whether the proposed subdivision will adversely affect the significance of the heritage place.*
- *Whether the proposed subdivision may result in development which will adversely affect the significance, character or appearance of the heritage place.*
- *Whether the proposed sign will adversely affect the significance, character or appearance of the heritage place.*
- *Whether the lopping or development will adversely affect the health, appearance or significance of the tree.*
- *Whether the location, style, size, colour and materials of the proposed solar energy facility will adversely affect the significance, character or appearance of the heritage place.*

3 METHODOLOGY

3.1 Historical Research

Historical research was entirely desk-top based, using material provided by the client including Surf Coast Shire Heritage Studies; scanned or photographed documents obtained by Ecology and Heritage Partners during a visit to the Geelong Heritage Centre; and digitized materials found online through repositories such as Trove, the State Library Victoria, National Library Australia, Royal Historical Society of Victoria, Parliament of Victoria, University of Melbourne, cultural heritage databases such as the Victorian Heritage Register and Inventory, National Heritage List, National Trust, Victorian War Heritage Inventory, the local historical societies, and the Geelong Regional Library Corporation.

3.2 Site Inspections

Council wrote letters to the relevant landowners requesting permission to access their properties for a site inspection of the heritage places.

A site inspection was undertaken for 12 of the 15 places, involving an external physical analysis and photographic documentation of the contributory heritage elements of each site.

3.3 Heritage Significance Assessment

3.3.1 Australia ICOMOS Burra Charter

The heritage study has been prepared in accordance with the *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance (2013)*. The values to be used in the identification and assessment of places are historic, scientific, aesthetic, social and spiritual values (as articulated in the Burra Charter). Thresholds applied in the assessment of places shall be either 'State Significance' to Victoria or 'Local Significance' to the Surf Coast municipality.

3.3.2 Comparative Analyses

A threshold of 'State Significance' or 'Local Significance' was applied with justification arising from a comparative analysis which substantiated the relative significance of each place. This included the recommended level of significance; either as a new level or to reinforce the existing level.

3.3.3 Heritage Criteria

Heritage criteria are used to help structure and organise the heritage assessment process. The following recognised heritage criteria shall be used for the assessment of the heritage values of each heritage place. These model criteria have been broadly adopted by jurisdictions across Australia:

A. Importance to the course, or pattern of our cultural or natural history (historical significance).

B. Possession of uncommon, rare or endangered aspects of our cultural or natural history (rarity).

C. Potential to yield information that will contribute to an understanding of our cultural or natural history (research potential).

D. Important in demonstrating the principal characteristics of a class of cultural or natural places or environments (representativeness).

E. Importance in exhibiting particular aesthetic characteristics (aesthetic significance).

F. Importance in demonstrating a high degree of creative or technical achievement at a particular period (technical significance).

G. Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons. This includes the significance of a place to Indigenous peoples as part of their continuing and developing cultural traditions (social significance).

H. Special association with the life or works of a person, or groups of persons, of importance in our history (associative significance).

3.3.4 Statements of Significance

A Statement of Significance describes what is important about a place and is a succinct evaluation of its cultural heritage significance. The cultural heritage significance was assessed against the following four categories:

- Aesthetic significance;
- Historical significance;
- Scientific significance; and
- Social or spiritual significance.

Statement of Significance were prepared utilising the following format:

- What is significant?
- How is it significant?
- Why is it significant?

3.3.5 Condition

This refers to the physical state of the place with regard to its appearance, quality, or working order. The condition of the places assessed in this study has been graded poor, fair or good.

3.3.6 Integrity

This refers to the degree to which the heritage values of the place are still evident and can be understood and appreciated (for example, the degree to which the original design or use of a place or object can still be discerned). If considerable change to a place or object has occurred (through encroaching development, changes to the fabric, physical deterioration of the fabric etc) the significant values may not be readily identifiable and the place or object may have low-level integrity. The integrity of the places assessed in this study has been graded poor, fair or good.

4 ASSESSMENT OF CULTURAL HERITAGE SIGNIFICANCE

4.1 Contextual History

This summary is mostly adapted from the environmental history *Farmland, Forest & Surf* by Dr Carlotta Kellaway with Context Pty Ltd in 1998, and since revised and updated by Dr David Rowe, Authentic Heritage Services Pty Ltd in July 2009. It was written for the Surf Coast Shire Heritage Study Stage 2B.

Surf Coast Shire was one of 78 new councils formed in 1994 from the statewide amalgamation of what had been 210 local councils across the state. It was formed from the amalgamation of the Shire of Barrabool (1853-1994), the Shire of Winchelsea (1860-1994), and part of the City of South Barwon (1863-1994).

All three were originally formed as road districts, with Barrabool being only the second to be incorporated in the colony, and over time became shires as their populations increased. South Barwon grew to become a borough, a town, and eventually a city in 1974.

The Surf Coast Shire is almost three quite separate environments: the northern area around Winchelsea and the Barrabool Hills, where the first land sales were held, and the soil and grasslands were described as ‘exceedingly rich, surpassing... that of any other part of the country.’ This was an area in which the pastoralism of the mid nineteenth century flourished and gave rise to equally flourishing farming and agricultural activities in the nineteenth and twentieth centuries. The area has been described as ‘the Granary of Victoria’ with wheat grown around Winchelsea, and barley and linseed at Deans Marsh and Bambra.

Rainforests and woodlands stretched from the Otway Ranges to the coastline and much of this area was deliberately kept in public ownership, giving rise to places such as the Angahook-Lorne State Park (1987), the Forest Road Floral Reserve for native plants that is north-east of Anglesea and the Jan Juc Flora Reserve, also for native plants. Significant environmental features of the Shire include the environs of the Great Otway National Park and a range of coastal features such as the Bells Beach Coastal Reserve and places such as the Aireys Inlet lighthouse.

Along the coast, known as the ‘South-West Riviera of Victoria’, stretches the Great Ocean Road that was constructed from 1922 after World War One to provide employment for returned servicemen. The Great Ocean Road also made areas all along the coast line more accessible and townships developed quite quickly, many of them becoming ‘resorts’ and places for holiday homes. In Torquay, the large number of easily accessible beaches ‘are so orientated that they enable the ocean swells to break in the correct formation for a surfer to ride’, and so Torquay’s reputation as a surfer’s haven with the close-by internationally renowned Bells Beach Surf Classic competition was developed.

4.2 Historical Themes

Themes identified as pertinent to the Surf Coast Shire region in the environmental history written for Stage 2B of the heritage study include:

The natural environment

- ‘The granary of Victoria’ (agriculture and farming around Winchelsea and the Barrabool Hills)
- Forest, woodlands and native vegetation (Otway Ranges, land in public ownership, reserves)
- ‘South-west Riviera of Victoria’ (coastal region, Great Ocean Road, Torquay and the ocean)
- Conservation issues (agro-forestry, Greening Australia, creating wildlife corridors)

Arrival and settlement

- Aboriginal occupation (this theme was acknowledged but not described as it was out of scope)
- Explorers, surveyors and settlers
- The squatting and pastoral era (earliest runs; pre-emptive right properties; remaining pastoral era structures; first land sales; closer settlement; migration)

Economic development

- Natural resources (the timber industry; quarrying; gravel pits; stone; coal mining; jarosite works)
- Fishing
- Manufacturing (the surfing industry)
- Primary production
- Farming and agriculture; dairying; poultry farming; orchards; vineyards; new farming; flax mill)
- Commerce and retail
- Building and construction

Transport and communications

- Early Tracks
- Road Boards
- Country Roads Board
- Great Ocean Road
- Fords and bridges
- Coaches to cars
- The motor car
- Bus services
- Forest tramways
- The railway network
- Coastal shipping
- Post and telegraph services

Towns

- Farming towns (Winchelsea; Mount Moriac; Moriac; Modewarre; Freshwater Creek)
- Forest towns (Bambra; Deans Marsh; Wensleydale)
- Coastal towns (Torquay; Anglesea; Aireys Inlet; Lorne)
- Water supply in the townships (Wurdee Boluc Inlet channel system; Allenvale Reservoir)
- Struggling with hardship (Black Friday – 13 January 1939; Ash Wednesday – 16 February 1983)

Governing

- Barrabool Shire District
- South Barwon Shire
- Winchelsea Shire District
- Surf Coast Shire
- Defence (Volunteer Air Observers’ Corps observation posts; Gherang Army Camp;)

Holidaying

- Foreshores (northern foreshores; Addiscot (Bells) Beach; southern foreshores)
- Recreation (fishing; beach; Anglesea Regatta; surfing; Bells Beach; surfing names; bowling and croquet; horse racing at Torquay; the Pier to Pub event)
- Entertainments (picnics, sight-seeing & dances; moving pictures)
- Beauty spots (Lorne; Anglesea & Torquay)
- Walking tracks
- Township services
- Tourist accommodation (hotels; guesthouses; seaside camping)

Community life

- Spiritual life
- Community organisations (friendly societies; fire brigades; returned services organisations)
- Education (schools; public libraries & mechanics institutes)
- Health and welfare
- Law and order
- Sport (cricket & football; tennis; golf)
- Commemoration (cemeteries; memorials)

Housing

- Pastoralists' & farmers' homes (Ingleby Homestead, Barwon Park, Murdeduke Homestead, Mountside and Wormbete in Winchelsea)
- Houses in townships for permanent residents (early Victorian era; mid-late Victorian era; Federation era; Interwar era; Postwar era)
- Holiday houses (Lorne; Anglesea; Torquay)
- Housing Commission houses (Winchelsea)

4.3 Individual Heritage Citations

Each of the fifteen individual heritage citations have been included in Volume 2 of the Surf Coast Heritage Study Stage 2C.

5 MANAGEMENT RECOMMENDATIONS

Of the 15 places assessed in this study, 14 are already included in the heritage overlay. Complete citations have been prepared for the following places:

Barrabool

- Tasman Homestead, 755 Barrabool Road (HO13)
- Wescott's Stable, 850 Barrabool Road (HO14)
- Foymount Homestead, 795 Barrabool Road (HO9)
- Berramongo, 100 Crooks Road (HO8)
- Stanbury Barn, 130 Devon Road (HO12)

Bellbrae

- Bellbrae Cemetery Monumental Masonry, 65 School Road (HO6)

Winchelsea

- Colonial Bank, 33 Main Street (HO19)
- St Thomas Anglican Church and School Room, 31 Barwon Terrace (HO20)
- Winchelsea Uniting Church and Manse, 30-34 Hesse St (HO21)
- Wormbete Homestead including outbuildings and Gardens, 565 Winchelsea-Deans Marsh Road (HO25)

Torquay

- Scammell, 24 Pride Street (HO16)

5.1 Recommendation 1: Further site inspections

Unfortunately, access was not provided to inspect three properties, so it is recommended that this be pursued in the future and the citations updated accordingly for:

Barrabool

- Ballanlea / Ballinlea Homestead, 250 Ballanlea Road (HO7)
- Merrawarp Homestead, 50 Honeys Road (HO10)

Winchelsea

- Murdeduke Homestead, 730 Cressy Road (HO24)

5.2 Recommendation 2: New Heritage Overlay

The Pollocksford Bridge has been assessed as meeting the threshold for local cultural heritage significance the Surf Coast municipality and is recommended for inclusion in a heritage overlay in the Surf Coast Planning Scheme and the Golden Plains Planning Scheme (it is in joint ownership). A citation has been prepared for:

Gnarwarre

- Pollocksford Bridge, Pollocksford Road.

5.3 Recommendation 3: VHR Nominations

Of the 15 places assessed in this study, 12 places were found to meet the threshold for local heritage significance and thus their current heritage overlays in the Surf Coast Planning Scheme are deemed appropriate. However, two places have been assessed as meeting the threshold for State significance to Victoria. The following places require nomination to Heritage Victoria for inclusion in the Victorian Heritage Register (VHR) by the Heritage Council:

Torquay

- Scammell, 24 Pride Street (HO16); and

Winchelsea

- Wormbete Homestead including outbuildings and Gardens, 565 Winchelsea-Deans Marsh Road (HO25).

5.4 Recommendation 4: Incorporated Document

The document 'Surf Coast Heritage Study Stage 2C: Volume 2: The Heritage Citations, July 2020' should become an Incorporated Document within the Surf Coast Planning Scheme.

The Surf Coast Shire Schedule to the Heritage Overlay will need to be updated to reference the 'Surf Coast Heritage Study Stage 2C: Volume 2: The Heritage Citations, July 2020'.

5.5 Recommendation 5: Amend the Schedule to the Heritage Overlay

The application of the Heritage Overlay (HO) is considered appropriate for all individual places as they have fabric that requires protection and conservation. The schedule to the Heritage Overlay should be amended to reflect the new controls (internal and /or external) proposed in the citations prepared for the existing Heritage Overlay places (see Citations in Volume 2). Specifically, additional internal controls apply to:

Barrabool

- Wescott's Stable, 850 Barrabool Road (HO14); and

Torquay

- Scammell, 24 Pride Street (HO16)

External paint controls apply to:

Winchelsea

- Colonial Bank, 33 Main Street (HO19); and

Barrabool

- Berramongo, 100 Crooks Road (HO8).

5.6 Recommendation 6: Victorian Framework of Historic Themes

The historic themes applied to these places were those applied in the Thematic History written for Stage 2B in 2009. Since then the Heritage Council of Victoria published the *Victoria's Framework of Historic Themes*. There may be some work needed to align the themes identified in this study with those in the Victorian *Framework*.

Several of the properties, particularly those in the Barrabool area, could have more comprehensive histories written if title searches were available.

5.7 Recommendation 7: Local Heritage Policy

A specific local heritage policy should be prepared for inclusion in the Surf Coast Planning Scheme. This is particularly important given the Surf Coast Planning Scheme will be translated into themes. The themes are specific to the Surf Coast area and are therefore more relevant than a generic State Policy would be.

5.8 Recommendation 8: Hermes

Individual heritage citations for each of the places will be provided to Surf Coast Shire in Microsoft Word format so that all relevant information can be uploaded into the HERMES database managed by Heritage Victoria.

6 SCHEDULE TO THE HERITAGE OVERLAY

An updated draft Schedule to the Heritage Overlay which reflects the requirements of Planning Scheme Amendment VC148. The revised format of the Schedule to Clause 43.01 removes the column headed “Name of Incorporated Plan under Clause 43.01-3” and introduces an option to list Incorporated Plans, Statements of Significance and Heritage Design Guidelines under each place entry within the schedule table (see below). For those places with an existing Heritage Overlay, these amendments will require incorporation into the schedule. In the case of Pollocksford Bridge which does not have an existing Heritage Overlay, a formal amendment process will be required to introduce this place into the Schedule of the Heritage Overlay of the Surf Coast Planning Scheme and the Golden Plains Planning Scheme as it is in joint ownership

The places requiring amendments to include internal alteration controls include Wescott’s Stable, 850 Barrabool Road (HO14) and Scammell, 24 Pride Street (HO16). Internal controls are necessary for Wescott’s Stable, 850 Barrabool Road (HO14) due to its architectural significance and exposed Barrabool stone work on the interior including floors and walls. Scammell, 24 Pride Street (HO16) contains significant internal features especially the lower floor of the house, significant for being constructed from the deckhouse of the shipwreck.

External paint controls are required for Colonial Bank, 33 Main Street (HO19) and Berramongo, 100 Crooks Road (HO8). The external controls are considered necessary to enhance the appearance and understanding of the places and contribute to their cultural heritage significance. In the case of the Colonial Bank, 33 Main Street (HO19) the external controls assist in retaining its significance as a good representative example of a rural bank in the classical Victorian style. In the case of Berramongo, 100 Crooks Road (HO8) the exposed Barrabool stone masonry is significant for its architectural importance and unusual vernacular style.

SURF COAST PLANNING SCHEME

SCHEDULE TO CLAUSE 43.01 HERITAGE OVERLAY

1.0 Application requirements

Where no requirements are specified insert “None specified.”

Where application requirements are specified insert “The following application requirements apply to an application under Clause 43.01, in addition to those specified elsewhere in the planning scheme and must accompany an application, as appropriate, to the satisfaction of the responsible authority.”

2.0 Heritage places

The requirements of this overlay apply to both the heritage place and its associated land.

PS-map-ref	Heritage place	External-paint-controls-apply?	Internal-alteration-controls-apply?	Tree-controls-apply?	Outbuildings-or-fences-not-exempt-under-Clause-43.01-4	Included-on-the-Victorian-Heritage-Register-under-the-Heritage-Act-2017?	Prohibited-uses-permitted?	Aboriginal-heritage-place?
HO16	Pollocksford Bridge Incorporated plan: Surf Coast Heritage Study Stage 2C (list the incorporated plan in the schedule to Clause 72.04) Statement of significance: “Pollocksford Bridge” (list the statement of significance in the schedule to Clause 72.04)	No	No	No	No	No	No	No

OVERLAYS - CLAUSE 43.01 - SCHEDULE → → → → → → → → → → PAGE 1 OF 1

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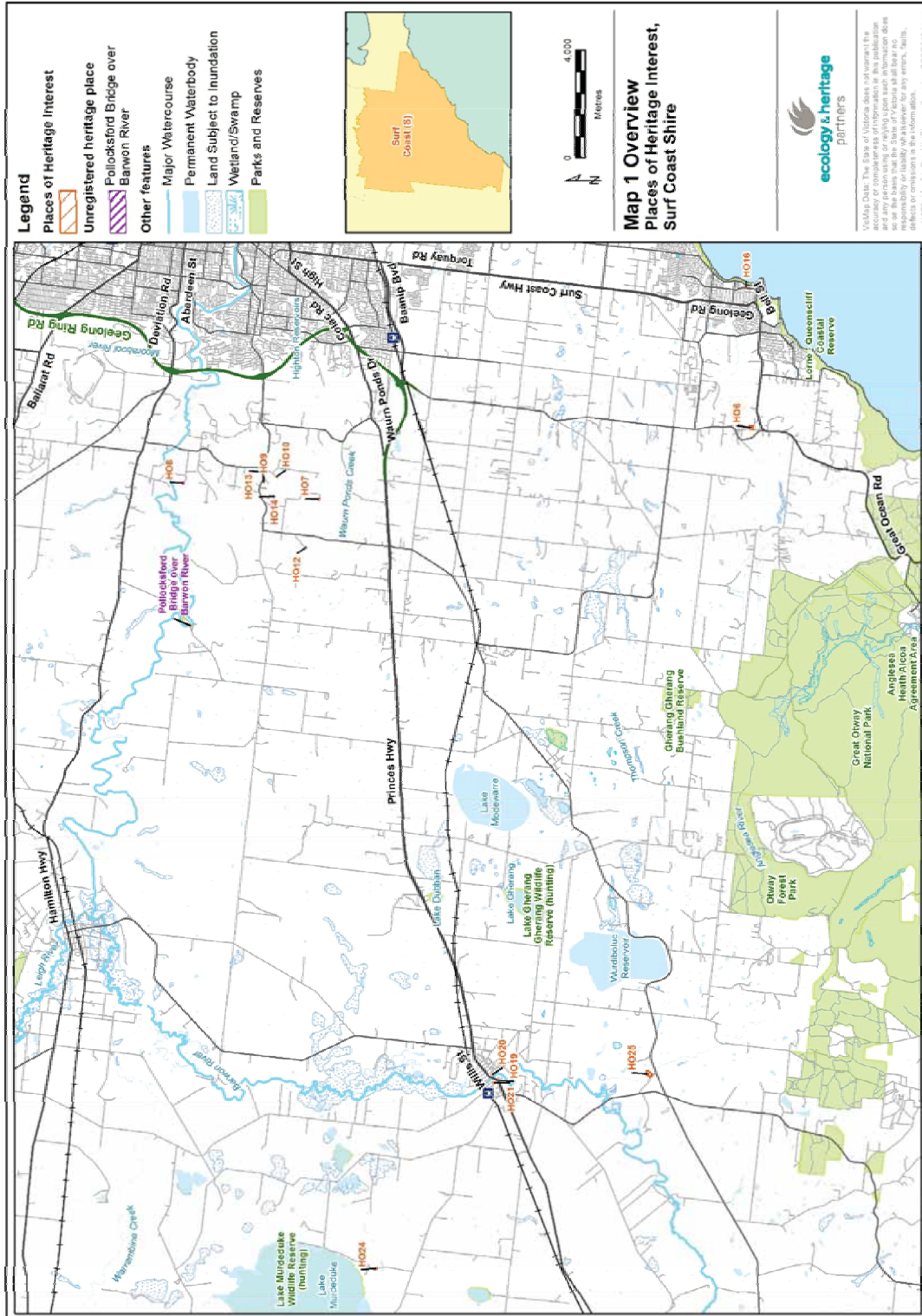
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8 APPENDICES

Appendix 1: Location of Study Area



Appendix 2: Significance Assessment

A2.1. The ICOMOS Burra Charter

The standard for determining significance of places is derived from an international formula developed by ICOMOS (International Council on Monuments and Sites). In Australia, the Burra Charter has been developed by ICOMOS which is a Charter for the Conservation of Cultural Significance (Australia ICOMOS 1999).

The Burra Charter defines cultural significance as “aesthetic, historic, scientific, social or spiritual value for past, present or future generations” (Australia ICOMOS 1999: Section 1.2). Cultural significance is a concept which helps in estimating the value of places. The Burra Charter Cultural Significance Guidelines definitions of the values implicit in assessing cultural significance are as follows (Australia ICOMOS 1999):

Aesthetic value: Aesthetic value includes aspects of sensory perception for which criteria can and should be stated. Such criteria may include consideration of the form, scale, colour, texture and material of the fabric; the smells and sounds associated with its place and use.

Historic value: historic value encompasses the history of aesthetics, science and society, and therefore to a large extent underlies all the terms set out in this section.

A place may have historic value because it has influenced, or has been influenced by, an historic figure, event, phase or activity. It may also have historic value as the site of an important event. For any given place the significance will be greater where evidence of the association or event survives in situ, or where the settings are substantially intact, than where it has been changed or evidence does not survive. However, some events or associations may be so important that the place retains significance regardless of subsequent treatment.

Scientific value: The scientific or research value of a place will depend upon the importance of the data involved, on its rarity, quality or representativeness, and on the degree to which the place may contribute further substantial information.

Social value: Social value embraces the qualities for which a place has become a focus of spiritual, political, national or other cultural sentiment to a majority or minority group.

National Historic Themes

It is noted that when assessing historic values that the use of historic themes is of benefit. Historic themes are used by heritage professionals to assist in understanding the meanings and connections that historic places may have in addition to the physical fabric of a place. Themes can help explain how particular elements of a place are significant because of their ability to illustrate important aspects of its history (Australian Heritage Commission 2001). The nine theme groups that are most commonly used nationally are:

Theme 1	Tracing the evolution of the Australian environment
Theme 2	Peopling Australia
Theme 3	Developing Local, Regional and National economies
Theme 4	Building settlements, towns and cities
Theme 5	Working
Theme 6	Educating
Theme 7	Governing
Theme 8	Developing Australia's cultural life
Theme 9	Marking the phases of life

These theme groups are further expanded into more focussed sub-themes which will not be expanded on here. The themes are intended to be non-hierarchical and a historic place may have a number of themes, which reflects how we look at the past, allowing for an integrated, diverse and complex human experience (Australian Heritage Commission 2001).

A2.2. Criteria

Heritage criteria are used to help structure and organise the heritage assessment process. The following recognised heritage criteria shall be used for the assessment of the heritage values of each heritage place. These model criteria have been broadly adopted by jurisdictions across Australia:

- A. Importance to the course, or pattern of our cultural or natural history (historical significance).*
- B. Possession of uncommon, rare or endangered aspects of our cultural or natural history (rarity).*
- C. Potential to yield information that will contribute to an understanding of our cultural or natural history (research potential).*
- D. Important in demonstrating the principal characteristics of a class of cultural or natural places or environments (representativeness).*
- E. Importance in exhibiting particular aesthetic characteristics (aesthetic significance).*
- F. Importance in demonstrating a high degree of creative or technical achievement at a particular period (technical significance).*
- G. Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons. This includes the significance of a place to Indigenous peoples as part of their continuing and developing cultural traditions (social significance).*
- H. Special association with the life or works of a person, or groups of persons, of importance in our history (associative significance).*

Appendix 3: Criteria and Thresholds Guidelines



Assessing the cultural heritage significance
of places and objects for possible state heritage listing:

The Victorian Heritage Register Criteria and Threshold Guidelines

Endorsed by Heritage Council 6 December 2012
Reviewed and updated 5 June 2014

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Criterion F	15
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1. INTRODUCTION

Who is this guide for?

This guide outlines key considerations in determining whether a place or object is of state level cultural heritage significance and could be included in the Victorian Heritage Register (VHR).

It is intended to assist:

- **members of the community** who are nominating a place or object for inclusion in the VHR;
- **heritage assessors and advisors** who assess the cultural heritage significance of places and objects; and
- **statutory decision-makers** who determine whether places and objects should be included in the VHR.

The purpose of this guide

The act of determining whether a place is of cultural heritage significance is often criticised as being a subjective exercise. Views on cultural heritage significance can vary between individuals and also evolve over time. This variance reflects personal experience, values and history.

However, the process of assessing cultural heritage significance is a rigorous and objective one that is guided by the principles of *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance (2013)* and has been developed and refined over many years of heritage practice in Victoria and Australia more broadly. This guide supports that evolving practice by assisting people who engage with the State's heritage system to have an understanding of how the Heritage Council exercises its discretion when determining to include – or not include – a place or object in the VHR.

The purpose of this guide is to identify the key matters that the Heritage Council – Victoria's peak heritage body – consider when determining if a place or object is of state level cultural heritage significance. Additional guidance for determining the cultural heritage significance of particular types of places or objects may be issued by the Heritage Council from time to time and should be considered alongside this guide.

This guide focuses on providing clarity and consistency with respect to the following:

- **the terminology** used to explain cultural heritage significance within the state heritage registration process;
- **the approach** used to assess the cultural heritage significance of a place or object; and
- **the decision** as to whether a place or object should be included in the VHR.

Reviewing the guide

The Heritage Council has undertaken to review this guide every three (3) years. Your feedback on the usefulness of the guide is welcome at any time by emailing the Heritage Council at: heritage.council@dtpli.vic.gov.au.

2. ASSESSING STATE LEVEL CULTURAL HERITAGE SIGNIFICANCE

The heritage assessment criteria

The *Heritage Act 1995* (the Act) requires criteria to be used when assessing the cultural heritage significance of places and objects and determining whether those places or objects warrant inclusion in the VHR (refer to s.8(1)(c) of the Act).

In 2008 the Heritage Council of Victoria adopted the heritage assessment criteria set out in Figure 1. This guide will help users determine whether a criterion is applicable when considering the significance of a particular place or object.

Figure 1: Heritage Assessment Criteria (2008)

Criterion:

- (a) *Importance to the course, or pattern, of Victoria's cultural history.*
- (b) *Possession of uncommon, rare or endangered aspects of Victoria's cultural history.*
- (c) *Potential to yield information that will contribute to an understanding of Victoria's cultural history.*
- (d) *Importance in demonstrating the principal characteristics of a class of cultural places and objects.*
- (e) *Importance in exhibiting particular aesthetic characteristics.*
- (f) *Importance in demonstrating a high degree of creative or technical achievement at a particular period.*
- (g) *Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons. This includes the significance of a place to Indigenous peoples as part of their continuing and developing cultural traditions.*
- (h) *Special association with the life or works of a person, or group of persons, of importance in Victoria's history.*

The role of thresholds in heritage assessment

In Victoria, places and objects of cultural heritage significance can be protected and managed through one or more of four statutory mechanisms. The mechanism that protects the largest number of places of cultural heritage significance is the Heritage Overlay under a local planning scheme (estimated to cover in excess of 150 000 places). At the other end of the spectrum, one place in Victoria (the Royal Exhibition Building & Carlton Gardens) is inscribed in the World Heritage List for its outstanding universal value. The *significance threshold* determines the level of cultural heritage significance a place or object has and what mechanisms can therefore be used to protect and manage it. The significance threshold can be defined as:

the minimum level of cultural heritage significance that a place or object must possess to justify its inclusion on the relevant local, state, national or world heritage list.

As a general principle:

- a place that is of heritage value to a **locality or municipality** has the potential to be recognised as being of **local** cultural heritage significance (and may be included in the Heritage Overlay of the local planning scheme);
- a place or object that is of heritage value to **wider Victoria** has the potential to be recognised as being of **state** level cultural heritage significance (and may be included in the VHR). Further discussion of how state level cultural heritage significance can be determined is explored under each heritage assessment criterion in Part 4 of this guide;
- a place with outstanding heritage value **to the nation** has the potential to be recognised as being of **national** heritage significance (and may be included in the National Heritage List); and
- a place that is of **outstanding universal value** has the potential to be recognised as being of **world** heritage significance (and may be inscribed on the World Heritage List).

It is important to note that a place or object may, for example, be of **local, state and national** heritage significance and be subject to multiple statutory mechanisms.

This guide will help users determine whether a place or object is of *state level* cultural heritage significance.

As a general principle, a generation (or approximately 25-30 years) should pass after the creation of a place or object before that place or object is considered for heritage listing at any level. The passing of time allows the enduring cultural heritage values of a place or object to be more rigorously and objectively assessed.

Further resources

When considering the cultural heritage significance of a place or object at the state level, the following resources can assist:

- *Heritage Act 1995*
- *Guidelines for Nominators to the Victorian Heritage Register*, Heritage Council & Heritage Victoria
- *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance* (2013)
- *Victoria's Framework of Historical Themes*, Heritage Council 2010
- Victorian Heritage Database: <http://vhd.heritage.vic.gov.au/vhd/heritagevic>

3. APPLYING THE CRITERIA AND THRESHOLDS GUIDELINES

Structure and application of the guidelines

The following approach is employed to help users of the guide determine whether a place or object is likely to satisfy the state level threshold for each heritage assessment criterion:

- **STEP 1: A basic test for satisfying the criterion.** If the test is not met, the criterion is unlikely to be satisfied and the assessment can move to the next criterion.
- **STEP 2: A basic test for determining state level significance.** If the test is not met, the criterion is unlikely to be satisfied at the state level and the assessment can move to the next criterion.
- **STEP 3: A list of exclusion guidelines** by which a place/object will generally be disqualified from being able to satisfy the criterion at the state level. If one of the exclusion guidelines is triggered, the criterion is unlikely to be satisfied at the required threshold and the assessment can move to the next criterion.
- **Illustrative examples** of places/objects that satisfy the criterion at the state level are provided against which the place/object can be compared. To accurately corroborate a criterion and threshold finding, the place/object should be compared against a broad range of relevant examples that are of state significance (for example, by using the Victorian Heritage Database and available thematic studies). The illustrative examples provided in this guide, as for most places/objects, will also often satisfy other criteria.
- **Reference tools** with further information are included for some criteria.

Having followed this approach, if a place/object **appears to meet the state threshold for one or more criterion** then the place/object may, at the discretion of the Heritage Council, be included in the VHR.

A note on the guidelines

These guidelines will be applicable to the bulk of places and objects nominated to the VHR. However, there will be instances where the guidelines are not easily applied. In these circumstances the nominator should contact Heritage Victoria for further guidance prior to lodging a nomination.

Definitions

The following terms are used throughout the guidelines. For clarity, they are explained below.

Class (in relation to a class of cultural place): generally refers to a sub-category of a broad place type, such as 'WWI memorials' (within the broad 'war memorials' place type) or 'grammar schools' (within the broad 'schools' place type). A class is generally defined by a specific purpose or use, era, design characteristic, construction technique, materials used or some other recognisable quality. A class should be readily discernible as a sub-category of a broad place type and should not be narrowed by multiple qualifiers (for example, timber constructed, Edwardian era, rural theatres).

Fabric: means all the physical material of a place or object, including components, fixtures and contents (taken from *The Burra Charter*). It may also include living material such as trees and other plants.

Intactness: refers to the degree to which a place or object retains its significant fabric. Note: Intactness should not be confused with condition – a place may be highly intact but the fabric may be in a very fragile condition.

Integrity: refers to the degree to which the heritage values of the place or object are still evident and can be understood and appreciated (for example, the degree to which the original design or use of a place or object can still be discerned). If considerable change to a place or object has occurred (through encroaching development, changes to the fabric, physical deterioration of the fabric etc) the significant values may not be readily identifiable and the place or object may have low-level integrity.

4. GUIDELINES FOR THE HERITAGE ASSESSMENT CRITERIA

CRITERION A: IMPORTANCE TO THE COURSE OR PATTERN OF VICTORIA'S CULTURAL HISTORY

A place or object is likely to satisfy this criterion at the state level only if **all** of the following requisites are met:

STEP 1: A BASIC TEST FOR SATISFYING CRITERION A

The place/object has a *CLEAR ASSOCIATION* with an event, phase, period, process, function, movement, custom or way of life in Victoria's cultural history.

+

The association of the place/object to the event, phase, etc *IS EVIDENT* in the physical fabric of the place/object and/or in documentary resources or oral history.

+

The *EVENT, PHASE, etc* is of *HISTORICAL IMPORTANCE*, having made a strong or influential contribution to Victoria.

=

CRITERION A IS LIKELY TO BE SATISFIED

+

The place/object allows the clear association with the event, phase etc. of historical importance to be *UNDERSTOOD BETTER THAN MOST OTHER PLACES OR OBJECTS IN VICTORIA WITH SUBSTANTIALLY THE SAME ASSOCIATION.*

=

CRITERION A IS LIKELY TO BE RELEVANT AT THE STATE LEVEL

STEP 2: A BASIC TEST FOR DETERMINING STATE LEVEL SIGNIFICANCE

Note: the sub-themes in *Victoria's Framework of Historical Themes* will assist in understanding the events, phases, periods, processes, functions, movements, customs and ways of life in Victoria's history.

STEP 3: EXCLUSION GUIDELINES FOR CRITERION A

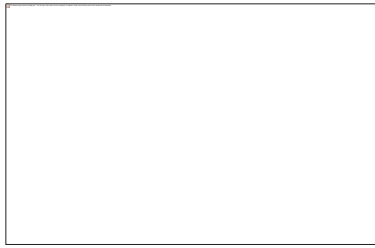
The place or object is unlikely to satisfy this criterion at the state level if any of the following conditions apply:

XA1 Poor, indirect or unproven association	The association of the place/object to the historically important event, phase etc is either incidental (minor, secondary) or cannot be substantiated . For instance, every rural property is not important in demonstrating the spread of European settlement or pastoral land use across Victoria and a 'legend' relating to a place or object needs to be backed up by strong documentary or other evidence if the place/object is to be registered on the basis of that story.
XA2 Low or questionable historical importance	The place/object has an association with, or demonstrates evidence of, an historical event, phase etc that is of low or questionable historical importance , i.e. the event, phase etc has not made a strong or influential contribution to Victoria. For example, the recreational pursuit of table tennis is considered to be a niche activity that has not made a strong or influential contribution to the state.
XA3 Poor evidence	No reliable or verifiable physical, documentary or oral history evidence remains to demonstrate the association of the place/object with an historical event, phase etc.

ILLUSTRATIVE EXAMPLES OF CRITERION A BEING SATISFIED



The Miner's Rights Collection, Ballarat (VHR H2112) is a significant collection associated with the Eureka uprising and the subsequent improvement to miner's rights and conditions on the goldfields through the development of an administrative system that remained substantially unchanged from the 1850s to the 1970s.



The Collins Settlement Site, Sorrento (VHR H1050) is significant as the site of the British Government's first official settlement in southern Australia (in 1803).



Big Lizzie, Red Cliffs (VHR H1919) is a tractor and two trailers significant for their association with land clearing in the Mallee and Mildura regions for agriculture and the establishment of soldier settlement schemes following World War I.



The Murndal Homestead, Tahara (VHR H0289) is significant as a particularly fine and highly intact example of a large-scale pastoral enterprise in Victoria. The place exemplifies the pattern of land settlement during the nineteenth century.



The Sewerage Pumping Station, Spotswood (VHR H1555) is significant as the key component of Melbourne's first centralised sewerage system which began operations in 1897. The station is unique in Australia as an intact ensemble of buildings, sewage pumping machinery and objects.



The State Library of Victoria, Melbourne (VHR H1497) is significant as the principal educational and cultural centre for the people of Victoria for more than 150 years. The early buildings are significant as the first purpose built, free public library in Australia and one of the first in the world.



The wreck of the Clonmel (VHR S129) is significant for its role in the discovery of Port Albert and the subsequent development of Gippsland. The site is the earliest located steamship wreck in Australian waters. The Clonmel demonstrates the period of transition between sail and steam and between wooden and iron shipbuilding.



The Ballarat Botanical Gardens, Ballarat (VHR H2252) is significant as a particularly fine and highly intact botanic garden in Victoria. The gardens clearly demonstrate the acclimatisation and zoological gardens movements in Victoria.



Station Pier (southern section), Port Melbourne (VHR H0985) is significant for its association with Australia's involvement in the World War II, both as an embarkation and arrival point for Australian troops and an embarkation point for US troops. It is also associated with the Australian Government's post-war migration program, which transformed Victoria's society in the 1950s and 1960s.

CRITERION B: POSSESSION OF UNCOMMON, RARE OR ENDANGERED ASPECTS OF VICTORIA'S CULTURAL HISTORY

A place or object is likely to satisfy this criterion at the state level only if **all** of the following requisites are met:

STEP 1: A BASIC TEST FOR SATISFYING CRITERION B

The place/object has a *CLEAR ASSOCIATION* with an event, phase, period, process, function, movement, custom or way of life of importance in Victoria's cultural history.

+

The association of the place/object to the event, phase, etc *IS EVIDENT* in the physical fabric of the place/object and/or in documentary resources or oral history.

+

The place/object is *RARE OR UNCOMMON*, being one of a small number of places/objects remaining that demonstrates the important event, phase etc.

OR

The place/object is *RARE OR UNCOMMON*, containing unusual features of note that were not widely replicated

OR

The existence of the *CLASS** of place/object that demonstrates the important event, phase etc is *ENDANGERED* to the point of rarity due to threats and pressures on such places/objects.

=

CRITERION B IS LIKELY TO BE SATISFIED

+

The place/object is *RARE, UNCOMMON OR ENDANGERED* within Victoria.

=

CRITERION B IS LIKELY TO BE RELEVANT AT THE STATE LEVEL

STEP 2: A BASIC TEST FOR DETERMINING STATE LEVEL SIGNIFICANCE

Note: the sub-themes in *Victoria's Framework of Historical Themes* will assist in understanding the events, phases, periods, processes, functions, movements, customs and ways of life in Victoria's history.

* Refer to p4 for definition of "class".

STEP 3: EXCLUSION GUIDELINES FOR CRITERION B

The place or object is unlikely to satisfy this criterion at the state level if any of the following conditions apply:

XB1	Low or questionable importance of attribute linked to the place/object	The place/object is rare, or is even the only one of its type, but the attribute(s) of claimed rarity is of questionable importance . For example, the only 2-storey potting shed or bandstand with fitted windows etc.
XB2	Dependence on too many qualifiers	The claimed rarity is dependent upon numerous qualifiers being strung together. For example, the place is the <i>only</i> stone house ... <i>with</i> a slate roof... <i>in</i> the Federation style... <i>designed by</i> the architect...
XB3	Place/object is 'endangered' only because of an imminent demolition threat	For the purpose of this criterion, 'endangered' should generally relate to a class of place/object that has become so rare over time that there is a risk that in the short to medium term no such place/object will remain.
XB4	Poor evidence	No reliable or verifiable physical, documentary or oral history evidence remains to demonstrate the association of the place/object with an historical event, phase etc. or to the rarity/endangered status being claimed.

ILLUSTRATIVE EXAMPLES OF CRITERION B BEING SATISFIED



The **Cab Building and House**, Maryborough (VHR H2151) is a rare surviving example of a 19th century horse cab building and associated residence. It demonstrates a means of transport and industry that was essential until the twentieth century and has now completely disappeared.



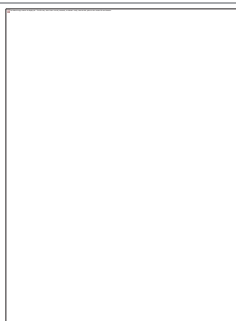
The **Portland Inn**, Portland (VHR H2071), built c1841, is significant as one of relatively few surviving pre-1851 structures in Victoria and for its association with the earliest officially sanctioned settlement of Portland, the first permanent post-contact settlement in Victoria.



The **Bellhouse Iron House**, South Melbourne (VHR H1888) is significant as one of the few surviving examples of prefabricated, portable iron housing imported from England in the 1850s due to the rapid increase in population and scarcity of materials and labour during the gold rush.



The **Nylex Sign**, Cremorne (VHR H2049) erected in 1961, is significant as a rare surviving example of illuminated signage that used to be a prominent feature of the Melbourne skyline, and for its rare inclusion of a range of lighting media.



The **Shot Tower**, Clifton Hill (VHR H0709) is a rare as one of two surviving shot towers in Victoria. Its form reflects the shot production process: the shot was produced by dropping molten lead through sieves at the top of the tower into water at the bottom. The height of the tower allowed the shot to form before reaching the bottom.



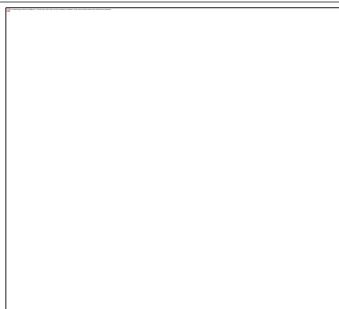
The **Carousel**, Royal Melbourne Zoological Gardens (VHR H1064) is significant as a rare and intact example of a nineteenth century Carousel in Victoria – fewer than 200 Carousels survive world-wide.



The **Stock Selling Ring**, Casterton (VHR H0314) is one of the few remaining examples of a stock selling ring in Victoria – a building type that was once common in Victoria.



The snow brig **Cheviot** (VHR S114), built in 1827 is significant as one of only a handful of shipwreck sites relating to the whaling industry in Victoria.



The **Archbold Gold Treatments Works**, Chewton (VHR1351) is a rare example of a gold assaying and treatment works. It contains relics and machinery used to treat gold bearing ore, from the mid 1880s to the 1950s.

CRITERION C: POTENTIAL TO YIELD INFORMATION THAT WILL CONTRIBUTE TO AN UNDERSTANDING OF VICTORIA'S CULTURAL HISTORY

A place or object is likely to satisfy this criterion at the state level only if **all** of the following requisites are met:

STEP 1: A BASIC TEST FOR SATISFYING CRITERION C

The:

- visible physical fabric; &/or
- documentary evidence; &/or
 - oral history,

relating to the place/object indicates a likelihood that the place/object contains *PHYSICAL EVIDENCE* of *HISTORICAL INTEREST* that is *NOT CURRENTLY VISIBLE OR UNDERSTOOD*.

+

From what we know of the place/object, the physical evidence is likely to be of an *INTEGRITY* and/or *CONDITION* that it *COULD YIELD INFORMATION* through detailed investigation.

=

CRITERION C IS LIKELY TO BE SATISFIED

+

STEP 2: A BASIC TEST FOR DETERMINING STATE LEVEL SIGNIFICANCE

The knowledge that might be obtained through investigation is likely to *MEANINGFULLY CONTRIBUTE* to an understanding of Victoria's cultural history.

+

The information likely to be yielded from the place/object is *NOT* already *WELL DOCUMENTED* or *READILY AVAILABLE* from other sources.

=

CRITERION C IS LIKELY TO BE RELEVANT AT THE STATE LEVEL

This criterion will normally apply to archaeological sites (land-based and maritime archaeology) and sites that develop over time through the layering of fabric.

A likelihood exists that the place/object contains *PHYSICAL EVIDENCE* of archaeological or research interest - derived from the visible fabric of the place/object, &/or in documents relating to the place/object, &/or in the living memory of our community.

+

From what we know of the history of the place/object, the physical evidence is likely to be of a *NATURE*, *SIZE/EXTENT*, and *INTACTNESS* (lack of disturbance) - that it *MAY YIELD INFORMATION* through detailed investigation (often archaeological).

+

The knowledge that might be obtained through investigation is likely to make a *REASONABLE CONTRIBUTION* to our understanding of Victoria's past.

=

CRITERION IS RELEVANT
The place/object should be considered against the following significance and threshold indicators

STEP 3: EXCLUSION GUIDELINES FOR CRITERION C

The place or object is unlikely to satisfy this criterion at the state level if any of the following conditions apply:

XC1	Poor evidence	No reliable or verifiable physical, documentary or oral history evidence exists to provide a reasonable indication that physical evidence of investigative potential may be present OR insufficient information exists to locate the likely physical evidence with sufficient accuracy.
XC2	Dubious importance of information to be yielded	The information likely to be yielded is of low or questionable historical importance , i.e. the information is unlikely to contribute to an understanding or appreciation of important aspects of Victoria's cultural history.
XC3	High degree of disturbance	The physical evidence has been, or is likely to have been, so disturbed by subsequent activity that any research potential is compromised.

ILLUSTRATIVE EXAMPLES OF CRITERION C BEING SATISFIED



Refuge Cove, on the eastern side of Wilsons Promontory (VHR H1729) is significant for its potential to yield information relating to the bay whaling industry that operated there from 1841 and other nineteenth century activities including quarrying and timber getting.



The Chinese Kiln and Market Garden, North Bendigo (VHR H2106) is the only known surviving Chinese brick kiln in Victoria and has a high potential to yield information about the processes and technology of brick manufacture and market garden operations that Chinese migrants brought to Australia in the nineteenth century.



Eureka Historic Precinct, Ballarat (VHR H1874) is significant because of its potential to yield archaeological evidence of events and individual participants in the rebellion of 1854 through subsurface deposits or artefacts, and for the presence of the Eureka Lead, the auriferous deposit being worked by the miners at the time.



The Cable Tram Track Formation, North Melbourne (VHR H0988) is the only known cable tram track to survive intact in Melbourne and has the potential to contain subsurface evidence of the connection between the engine house and the underground cable tunnels and the track arrangement for the shunting operations.



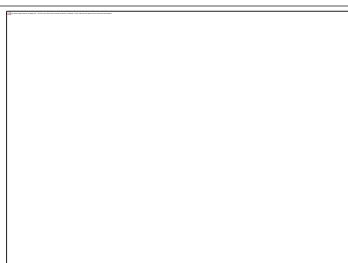
The Bessiebelle Sheepwashes and Yards, Bessiebelle (VHR H2033) is significant for their potential to inform our knowledge of nineteenth century sheep washing processes and technologies on a large scale.



The Steampacket Hotel, Portland (VHR H0239) is significant for its potential to reveal information about interior finishes over time through the accumulations of wallpaper in the upstairs attic rooms dating from the 1850s and the linoleum laid on the floor in several rooms over various different periods.



The schooner **Clarence** (VHR S127) was built in 1841 and was wrecked in Port Phillip Bay in 1850. It has the potential to provide information on ship construction in Australia at the time as most ships were constructed by rule of thumb, without using models and plans.



The Convincing Ground, Allestree (VHR H2079) was the location of one of Victoria's first whaling stations. It contains historical archaeological remains that have the potential to provide information about the establishment and development of the whaling industry from the mid-late 1830s onwards.



The **Cottage**, 14 William Street, Port Fairy (VHR H2078) is significant as an intact example of a simple timber dwelling from the late 1840s or early 1850s and its potential, due to its good condition and lack of modifications since completed, to inform our knowledge of construction methods, timbers, hardware, materials and decorative finishes from the mid nineteenth century.

CRITERION D: IMPORTANCE IN DEMONSTRATING THE PRINCIPAL CHARACTERISTICS OF A CLASS OF CULTURAL PLACES/OBJECTS

A place or object is likely to satisfy this criterion at the state level only if **all** of the following requisites are met:

STEP 1: A BASIC TEST FOR SATISFYING CRITERION D

The place/object is one of a *CLASS** of places/objects that has a *CLEAR ASSOCIATION* with an event, phase, period, process, function, movement, important person(s), custom or way of life in Victoria's history.

+

The *EVENT, PHASE, etc* is of *HISTORICAL IMPORTANCE*, having made a strong or influential contribution to Victoria.

+

The principal characteristics of the class are *EVIDENT* in the physical fabric of the place/object.

=

CRITERION D IS LIKELY TO BE SATISFIED

+

STEP 2: A BASIC TEST FOR DETERMINING STATE LEVEL SIGNIFICANCE

The place/object is a *NOTABLE EXAMPLE* of the class in Victoria (refer to Reference Tool D).

=

CRITERION D IS LIKELY TO BE RELEVANT AT THE STATE LEVEL

Note: the sub-themes in *Victoria's Framework of Historical Themes* will assist in understanding the events, phases, periods, processes, functions, movements, customs and ways of life in Victoria's history.

* Refer to p4 for definition of "class".

Reference Tool D: What is a 'notable example' of a class?

The term *notable example* is used to encompass any of the following:

- **A fine example** – the place/object displays a large number or range of characteristics that is typical of the class; the place/object displays characteristics that are of a higher quality or historical relevance than are typical of places/objects in the class; or the place/object displays the principal characteristics of the class in a way that allows the class to be easily understood/appreciated.
- **A highly intact example** – the place/object displays characteristics of the class that remain mostly unchanged from the historically important period of development or use of the place/object.
- **An influential example** – the place/object contains physical characteristics of design, technology or materials that were copied in subsequent places/objects of the class (direct physical influence), or other places/objects were created, altered or used in response to the characteristics of this place/object.
- **A pivotal example** - the place/object encapsulates a key evolutionary stage in the development of the class.

STEP 3: EXCLUSION GUIDELINES FOR CRITERION D

The place or object is unlikely to satisfy this criterion at the state level if any of the following conditions apply:

XD1	Demonstrates few characteristics of the class	The place/object does not exhibit the principal characteristics that define the class, either having never possessed them or having lost them through subsequent development, activity or disturbance.
XD2	Poor evidence	There is a lack of reliable or verifiable physical, documentary or other evidence to indicate the place/object clearly belongs to a specific class of place/object and is a notable example within that class.
XD3	Low or questionable historical importance of class	The class itself is not associated with an event, phase etc of historical importance in the Victorian context or the association is incidental or cannot be substantiated . For example, not every fine or intact example of a road culvert or fowl house warrants inclusion in the VHR.

ILLUSTRATIVE EXAMPLES OF CRITERION D BEING SATISFIED



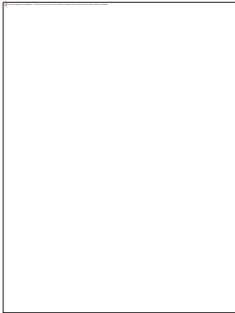
Stawell Court House, Stawell (VHR H1997) built in 1878-79 is significant as a particularly fine and highly intact example of a large court house in the Victorian Free Classical style. It incorporates the key features of a recessed entry, arcade, gallery and hipped roof.



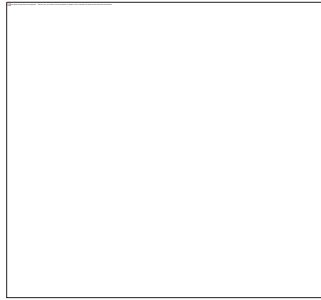
Glass Terrace, Fitzroy (VHR H446), a two storey terrace of eight houses in the Colonial Regency style, is significant as a particularly intact early surviving terrace house design, which was to become a distinctive Melbourne building type.



Warracknabeal Town Hall, Warracknabeal (VHR H2223) is significant as a particularly fine and intact representative example of an interwar town hall in the Moderne style.



Georgie's Hut (Chinese Market Garden) objects, Donald (VHR H0873) are significant as a fine collection of objects that demonstrate a particular way of life. They are surviving objects relating to the Chinese market garden industry, once widespread in Victoria, and provide information about the market garden operations and domestic life.



Heathcote Powder Magazine (VHR H1402), located within the McIvor Diggings, is a notable example of a powder magazine, a class of building which played an important role in the development of deep alluvial and quartz mining activities in the goldfields of Victoria in the late 1850s and the 1860s.



The **South Channel and West Channel Pile Lights** (VHR H1518 & H1519) are examples of the four manned pile lights that originally serviced ships entering Port Phillip Bay. These were integral to navigational operations along the South and West channels of Port Phillip Bay at a time of heavy traffic in shipping and when passage by sea represented the major form of transport to Melbourne from overseas and interstate.



Rail Bridge over Stony Creek, Nowa Nowa (VHR H1436) is significant as a fine example of a timber trestle railway bridge, demonstrating the ingenuity and skill involved in constructing a railway line over a long distance, through difficult terrain and utilising local timber resources.



The Former Common School No. 1124, Muckleford South (VHR H1380) was built in 1871 and was an influential example for subsequent school designs. The plan, elevation and classroom layout were all typical of 'Common Schools', which were developed in the period of rural expansion following the gold rushes and the Selection Acts.



The **Andersons Mill Complex**, Smeaton (VHR1521) is significant as a highly intact representative example of a rural industrial complex associated with the early period of wheat growing in Victoria.

CRITERION E: IMPORTANCE IN EXHIBITING PARTICULAR AESTHETIC CHARACTERISTICS

A place or object is likely to satisfy this criterion at the state level only if **all** of the following requisites are met:

STEP 1: A BASIC TEST FOR SATISFYING CRITERION E

The *PHYSICAL FABRIC* of the place/object clearly exhibits particular aesthetic characteristics (refer to Reference Tool E below).

=

CRITERION E IS LIKELY TO BE SATISFIED

+

STEP 2: A BASIC TEST FOR DETERMINING STATE LEVEL SIGNIFICANCE

The aesthetic characteristics are *APPRECIATED OR VALUED* by the wider community or an appropriately-related discipline as evidenced, for example, by:

- *CRITICAL RECOGNITION* of the aesthetic characteristics of the place/object within a relevant art, design, architectural or related discipline as an outstanding example within Victoria; or
- wide public *ACKNOWLEDGEMENT OF EXCEPTIONAL MERIT* in Victoria in medium such as songs, poetry, literature, painting, sculpture, publications, print media etc.

=

CRITERION E IS LIKELY TO BE RELEVANT AT THE STATE LEVEL

Reference Tool E: What is meant by 'aesthetic characteristics'?

The *Macquarie Dictionary Online* 2012 defines **aesthetic** and **aesthetics** as:

Aesthetic *adjective* 1. relating to the sense of the beautiful or the science of aesthetics. 2. having a sense of the beautiful; characterised by a love of beauty. *noun* 3. a philosophical theory as to what is aesthetically valid at a given time. 4. an artistic expression, viewed as reflective of a personal or cultural ideal of what is aesthetically valid.

Aesthetics *noun* 1. *Philosophy* the science which deduces from nature and taste the rules and principles of art; the theory of the fine arts; the science of the beautiful, or that branch of philosophy which deals with its principles or effects; the doctrines of taste. 2. *Psychology* the study of the mind and emotions in relation to the sense of beauty.

These definitions do not suggest that 'aesthetic' is synonymous with 'beauty'. Instead they imply a judgement against various qualities that may include beauty. To assume that 'aesthetic' and 'beauty' are interchangeable terms limits an understanding of aesthetic and aesthetics.

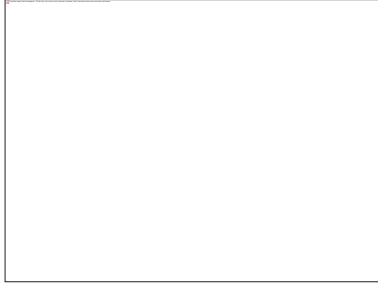
Aesthetic characteristics are the visual qualities of a place or object that invite judgement against the ideals of beauty, picturesqueness, evocativeness, expressiveness, grotesqueness, sublimeness and other descriptors of aesthetic judgement. The visual qualities of a place or object lie in the form, scale, setting, unity, contrast, colour, texture and material of the fabric of a place or object.

STEP 3: EXCLUSION GUIDELINES FOR CRITERION E

The place or object is unlikely to satisfy this criterion at the state level if any of the following conditions apply:

XE1	Lacks distinctiveness	The place/object has aesthetic qualities but they do not exceed those of the general class to which the place/object belongs.
XE2	Poor, indirect or unproven recognition	The aesthetic qualities of the place/object have only received limited public or disciplinary recognition (as appropriate).
XE3	Degraded aesthetic qualities	The aesthetic characteristics of the place/object have been irreversibly degraded through changes to the fabric of the place/object, changes to the setting of the place/object; or the degraded condition of significant elements of the place/object (in some instances).
XE4	No clearly definable aesthetic characteristics	Being "pretty" or "attractive" or popular is insufficient for the purposes of satisfying this criterion.

ILLUSTRATIVE EXAMPLES OF CRITERION E BEING SATISFIED



The **Royal Botanic Gardens, Melbourne (VHR H1459)** (above and below) is significant for the design and planting established by William Guilfoyle between 1873 and 1909 that combines both picturesque and gardenesque landscape features, structures, botanical collections and the extensive use of subtropical species and bold foliage. The internationally acclaimed landscape, with sweeping paths, lawns, dense shrubberies, beds and specimen trees, internal and external vistas, and the location and design of buildings and structures, are of the highest quality.



The **Clyde Cameron College, Wodonga (VHR H2192)** (above and below) is a highly creative and largely intact example of the late twentieth century Brutalist style. It was the subject of high professional acclaim in 2008 when it was given the 25 Year-Award for Enduring Architecture from the Australian Institute of Architects Victorian chapter.



The **Marmalake/Murtoa Grain Store (VHR 791)** (left and right) was constructed in 1941 for the temporary storage of wheat during wartime. It is of aesthetic significance as a building which stimulates poetic responses, and which is valued for its impressive external presence in the surrounding plain and for the aesthetic qualities of its vast internal space which has been compared to both cathedrals and forests.



The **Marianne Gibson Quilt, Wangaratta (VHR H2297)** (above and below), created from 1890-1896, has aesthetic significance as an outstanding example of the craft of crazy quilting. The quilt has been the subject of acclaim in several books written by Margaret Rolfe, one of the foremost quilt scholars in Australia, and by Patricia Cox Crews, Professor of Textiles, Clothing and Design and the Director of the International Quilt Study Center at the University of Nebraska-Lincoln. The quilt was displayed in the National Exhibition of Historic Quilts in Sydney in 1988 and was put onto the online National Quilt Register in 1996.



CRITERION F: *IMPORTANCE IN DEMONSTRATING A HIGH DEGREE OF CREATIVE OR TECHNICAL ACHIEVEMENT AT A PARTICULAR PERIOD*

A place or object is likely to satisfy this criterion at the state level only if **all** of the following requisites are met:

STEP 1: A BASIC TEST FOR SATISFYING CRITERION F

The place/object contains *PHYSICAL EVIDENCE* that clearly demonstrates creative or technical *ACHIEVEMENT* for the time in which it was created.

+

The physical evidence demonstrates a *HIGH DEGREE OF INTEGRITY*.

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CRITERION F IS LIKELY TO BE SATISFIED

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STEP 2: A BASIC TEST FOR DETERMINING STATE LEVEL SIGNIFICANCE

The nature &/or scale of the achievement is *OF A HIGH DEGREE* or 'beyond the ordinary' for *THE PERIOD IN WHICH IT WAS UNDERTAKEN* as evidenced by:

- *CRITICAL ACCLAIM* of the place/object within the relevant creative or technological discipline as an outstanding example in Victoria; or
- wide *ACKNOWLEDGEMENT OF EXCEPTIONAL MERIT* in Victoria in medium such as publications and print media; or
- recognition of the place/object as a *BREAKTHROUGH* in terms of design, fabrication or construction techniques; or
- recognition of the place/object as a successful solution to a technical problem that *EXTENDED THE LIMITS* of existing technology; or
- recognition of the place/object as an outstanding example of the *CREATIVE ADAPTATION* of available materials and technology of the period.

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CRITERION F IS LIKELY TO BE RELEVANT AT THE STATE LEVEL

STEP 3: EXCLUSION GUIDELINES FOR CRITERION F

The place or object is unlikely to satisfy this criterion at the state level if any of the following conditions apply:

XF1	High degree of achievement unproven or unsubstantiated	The available documentary or technical evidence indicates the creative or technical achievements of the place/object are unlikely to be of a high degree or 'beyond the ordinary'.
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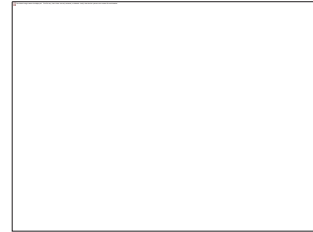
ILLUSTRATIVE EXAMPLES OF CRITERION F BEING SATISFIED



Morell Bridge over the Yarra River at Anderson Street, South Yarra (VHR H1440) is significant as the first reinforced concrete bridge built in Victoria (1899) - only two years after the first reinforced concrete bridge in the world - and the first in Victoria to use the innovative Monier construction technique patented by Joseph Monier, a French manufacturer of garden ware.



The **Commercial Travellers Association Building**, Melbourne (VHR H0934) is of architectural significance for a number of innovations, such as the use of welded wire reinforcing mesh, perhaps the first use of such material in Victoria, and 'Mack' slab cement partitions, the only known use of this technology in Victoria. It was also one of Australia's earliest steel framed buildings.



Essendon Incinerator Complex, Essendon (VHR H0434), built in 1929-1930, is significant for its distinctive design by the Walter Burley Griffin architectural practice. The design set a new standard in Australia for industrial buildings that could be accommodated within developed municipal areas.



The **Solar House**, Templestowe (VHR H1312) is significant as the first commercially available solar energy project house in Australia. The integrated building and equipment system was designed to provide approximately 60 percent of the annual heating requirements for the house.



ICI House, Melbourne (VHR H0786) is significant for its considerable advancements in local construction techniques, including framed glazed curtain walls and innovative use of concrete, including precast reinforced units in structural members and flooring. The division of the glazed office space from the solidly clad service tower predates similar developments overseas.



The **Church of the Resurrection**, Keysborough (VHR H2293) is one of the most influential, well-recognised, discussed and published Australian post-war church designs and continues to be valued by the architectural profession for its originality and polemical value.



The **Ovoid Sewer Aqueduct** over Barwon River, Geelong (VHR H0895) is significant as an outstanding application of the Considerie system of concrete reinforcement in a design derived from the steel Firth of Forth Bridge in Scotland. It enabled an overall length and span which exceeded any other reinforced concrete structure at the time of construction.



CSIRAC (Commonwealth Scientific and Industrial Research Organisation Computer), held at the Melbourne Museum (VHR H2217) is highly significant as Australia's first programmable digital computer and the only surviving intact first generation computer in the world.



The **New Works Historic Complex**, Lakes Entrance (VHR H1532) is significant as the site of a major nineteenth century engineering achievement in Victoria. The New Works addressed the unreliable natural entrance from the sea to the Gippsland lakes, encouraging further development in this relatively isolated part of the colony.

CRITERION G: STRONG OR SPECIAL ASSOCIATION WITH A PARTICULAR COMMUNITY OR CULTURAL GROUP FOR SOCIAL, CULTURAL OR SPIRITUAL REASONS. THIS INCLUDES THE SIGNIFICANCE OF A PLACE TO INDIGENOUS PEOPLE AS PART OF THEIR CONTINUING AND DEVELOPING CULTURAL TRADITIONS

Note: the *Heritage Act 1995* does not apply to a place or object that is of cultural heritage significance only on the ground of its association with Aboriginal tradition or Aboriginal traditional use.

A place or object is likely to satisfy this criterion at the state level only if **all** of the following requisites are met:

STEP 1: A BASIC TEST FOR SATISFYING CRITERION G

Evidence exists of a *DIRECT ASSOCIATION* between the place/object and a *PARTICULAR COMMUNITY OR CULTURAL GROUP*.
(For the purpose of these guidelines, '*COMMUNITY* or '*CULTURAL GROUP*' is defined as a sizable group of persons who share a common and long-standing interest or identity).

+

The *ASSOCIATION* between the place/object and the community or cultural group is *STRONG OR SPECIAL*, as evidenced by the regular or long-term use of/engagement with the place/object or the enduring ceremonial, ritual, commemorative, spiritual or celebratory use of the place/object.

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CRITERION G IS LIKELY TO BE SATISFIED

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STEP 2: A BASIC TEST FOR DETERMINING STATE LEVEL SIGNIFICANCE

The place/object represents a *PARTICULARLY STRONG EXAMPLE* of the association between it and the community or cultural group by reason of its *RELATIONSHIP TO IMPORTANT HISTORICAL EVENTS* in Victoria and/or its *ABILITY TO INTERPRET EXPERIENCES* to the broader Victorian community.

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CRITERION G IS LIKELY TO BE RELEVANT AT THE STATE LEVEL

Reference Tool G: Types of places/objects that may satisfy Criterion G

What is Social Value?: A discussion paper (Australian Heritage Commission, Technical Publications Series Number 3, 1992) may be of assistance when considering Criterion G. It points out that examples of places of "social value" can be grouped into the following categories (see pages 7-10): public places, places of 'meeting', places of 'resort' and public entertainment, 'communities', places associated with recent significant events, commemorative places and places with special meaning for particular communities.

STEP 3: EXCLUSION GUIDELINES FOR CRITERION G

The place or object is unlikely to satisfy this criterion at the state level if any of the following conditions apply:

XG1	Enduring attachment not substantiated	The attachment to the place/object is a short-term response to an event at, or a proposed change to, the place or object.
XG2	Community or cultural group lacks definition or has a poor association	The community or cultural group does not have a clearly defined common interest (i.e. is a group with a loose sense of identity or purpose) OR the community or cultural group is unable to demonstrate a strong and enduring cultural association with the place/object.
XG3	Attachment does not relate to the current generation	The place/object was an important point of interaction for past communities but that attachment no longer exists. In such circumstances, the place/object may of significance under criterion A.
XG4	Association is of local significance only	The attachment to the place/object does not have the ability to resonate beyond the local community.

ILLUSTRATIVE EXAMPLES OF CRITERION G BEING SATISFIED



The **Salvation Army Temple**, Melbourne (VHR H0436) is significant for its enduring association with the Salvation Army, one of the most recognised religious and charitable groups in Australia. The Temple continues to serve as a centre for worship, meetings and the administration of service delivery by 'the Salvos'.



Loong, Chinese Dragon (VHR H2120) is a ceremonial dragon held by the Golden Dragon Museum, Bendigo. It is a rare surviving artefact associated with the customary practice of Chinese performances and processions and has been used over a long period of time in the Bendigo Easter Fair Procession.



The former **Cockatoo Kindergarten** (VHR2303) was used as a refuge for residents of Cockatoo during the devastating Ash Wednesday bushfires of 1983. It has significance for its ability to resonate with other fire-affected communities and the wider Victorian public and interpret to them the experience of 'seeking refuge from fires'.



The **East Melbourne Synagogue**, East Melbourne (VHR H0495) is significant for its long and continuous association with Melbourne's Jewish community. It is the oldest and largest functioning Synagogue in Victoria.



The **Bangerang Cultural Centre**, Shepparton (VHR H1082) is significant for the important role it has played for Bangerang people in preserving their identity and raising awareness of indigenous culture more broadly.



Central Park, Stawell (VHR H2284) is significant for its long and enduring association with the Stawell Athletic Club, who established the now internationally famous Stawell Gift footrace in 1878.



The **Victorian Artists Society**, East Melbourne (VHR H0634) is significant as an academy for painters and sculptors for over 120 years. Many of Victoria's prominent artists have also been associated with the Society including Chevalier, von Guerard, Buvelot, Streeton, Roberts and Conder.



Bells Beach Surfing Recreation Reserve (VHR H2032) is significant for its long association with the Victorian and Australian surfing community and as the location of the world's longest continuous running surf competition.



The **Ballarat Trades Hall** (VHR H0657) is significant for its enduring association with the labour and trade union movement since the construction of the building in 1887-88.

CRITERION H: *SPECIAL ASSOCIATION WITH THE LIFE OR WORKS OF A PERSON, OR GROUP OF PERSONS, OF IMPORTANCE IN VICTORIA'S HISTORY*

A place or object is likely to satisfy this criterion at the state level only if **all** of the following requisites are met:

STEP 1: A BASIC TEST FOR SATISFYING CRITERION H

The place/object has a *DIRECT ASSOCIATION* with a person or group of persons who have made a strong or influential *CONTRIBUTION* to the course of Victoria's history.

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The *ASSOCIATION* of the place/object to the person(s) *IS EVIDENT* in the physical fabric of the place/object and/or in documentary resources and/or oral history.

+

The *ASSOCIATION*:

- directly relates to *ACHIEVEMENTS* of the person(s) at, or relating to, the place/object; or
- relates to an *ENDURING* and/or *CLOSE INTERACTION* between the person(s) and the place/object.

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CRITERION H IS LIKELY TO BE SATISFIED

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The place/object allows the clear association with the person or group of persons to be *READILY APPRECIATED BETTER THAN MOST OTHER PLACES OR OBJECTS IN VICTORIA*.

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CRITERION H IS LIKELY TO BE RELEVANT AT THE STATE LEVEL

STEP 2: A BASIC TEST FOR DETERMINING STATE LEVEL SIGNIFICANCE

STEP 3: EXCLUSION GUIDELINES FOR CRITERION H

The place or object is unlikely to satisfy this criterion at the state level if any of the following conditions apply:

XH1	Poor, indirect or unproven association	The association of the person(s) with the place/object is tenuous or cannot be substantiated or verified. For example, the person spent a brief, transitory or incidental time at the place without leaving evidence or achieving anything there that is relevant to their importance.
XH2	Inability to demonstrate association	No evidence remains to demonstrate the association of the place/object with the person(s) or, in the case of physical evidence, the remaining physical fabric has been so altered that it no longer demonstrates reasonable evidence of the association.
XH3	Person(s) is of local significance only	There is insufficient reliable or verifying information available to support a claim that the person(s) is of more than local importance.

ILLUSTRATIVE EXAMPLES OF CRITERION H BEING SATISFIED



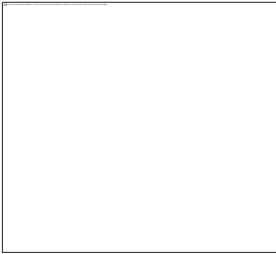
Mary MacKillop House, East Melbourne (H1062) is significant for its association with Mother Mary MacKillop, now St. Mary of the Cross, co-founder of the Order of the Sisters of Saint Joseph and beatified by Pope John Paul II in 1995. MacKillop founded the first Providence in the East Melbourne area in 1901-2. She remained involved in the work carried out there until her death in 1909.



The Grainger Museum, Parkville (VHR H0875) is significant for being founded by Percy Grainger, an internationally acclaimed musician and composer. It contains a significant collection of Grainger's work.



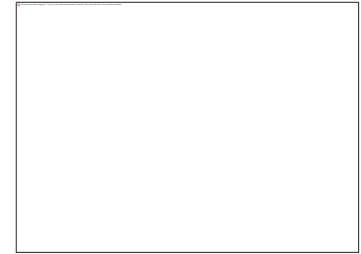
Longacres, Olinda (VHR H1876) is significant for being established and used by the prominent artist (Sir) Arthur Streeton, who had the house built for his own use in 1923-24. He created most of the garden himself, all of which remains much as it was during Streeton's occupation.



The Fletcher Jones Factory and Gardens, Warrnambool (VHR H2101) were established in 1948 by clothing manufacturer David Fletcher Jones who provided innovative benefits for his employees. The company's distinctive ethos is reflected in the extensive gardens established for the enjoyment of staff and local residents.



Menlo, Templestowe (VHR H2294) is significant for its association with Edna Walling, one of Australia's most important and influential garden designers of the twentieth century. Menlo is one of the finest and most intact Walling-designed structural gardens.



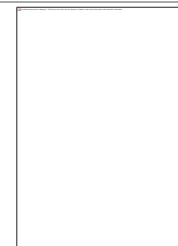
The Stringybark Creek Site, Archerton (VHR H2205) is strongly associated with the members of the Kelly Gang (Ned Kelly, Dan Kelly, Joe Byrne and Steve Hart), and with the four police officers (Thomas Lonigan, Michael Scanlon, Michael Kennedy and Thomas McIntyre) who fought the bushrangers at the site, in the events that precipitated the Kelly Outbreak.



Ballara, Point Lonsdale (VHR H1126) is significant for its association with Alfred Deakin, Prime Minister of Australia on three occasions. He developed Ballara both as a place of relaxation and contemplation while in his second term as Prime Minister.



The Women's Suffrage Petition, held in the Public Records Office of Victoria (H2121) is significant for its association with the Woman's Christian Temperance Union and the Victorian Temperance Alliance and their role in fighting for – and obtaining – Victorian women's right to vote.



The Robin Boyd House II, South Yarra (VHR H2105) is significant for its direct association with nationally-acclaimed architect and architectural critic, Robin Boyd, a member of a well known Melbourne family of artists and writers. Designed by Boyd as his family home, it exemplifies many of the theories espoused in his writings and he lived there from 1959 until his death in 1971.

Acknowledgements:

Under an information-sharing agreement between the Heritage Chairs and Officials of Australia and New Zealand, this guideline draws heavily upon the work in developing assessment methodologies and thresholds undertaken by heritage jurisdictions across Australia in the last 5 years, including:

- the Queensland Heritage Council's 2006 publication: *Using the Criteria: a Methodology*;
- the NSW Heritage Office's publications *Assessing Heritage Significance* 2001, *Levels of Heritage Significance* 2008 and *Assessing Significance for Archaeological Sites and Relics* 2009;
- the Australian Heritage Council's publications *A Guide to Heritage Listing in Australia: Thresholds for Different Levels of Heritage Listing* 2008 and *Guidelines for the Assessment of Places for the National Heritage List* 2009;
- Heritage Tasmania's draft report *Assessing Historic Heritage Significance: Criteria and Threshold Guidelines* 2011;
- the ACT Heritage Council and Chief Minister's Department draft report *Guidelines for Assessing Places and Objects Against the Criteria of the Heritage Act 2004* 2011; and
- the Heritage Council of Western Australia's publication *Criteria for the Assessment of Local heritage Places and Areas* 2007;

and draws upon a number of recent Victorian reports including previous drafts by A Cahir, C Gribbin and D Scott, plus:

- *Review of Criteria and Thresholds for Inclusion of Places on the Heritage Overlay*, Ian Wight, Heritage Victoria 2007;
- *Assessing Heritage Places of Local Significance Using Criteria and Thresholds*, Dr David Rowe for Planning Panels Victoria 2011;
- *Assessing Historical Archaeological Significance*, Heritage Victoria and Heritage Council of Victoria 2004.

Appendix 4: Practice Note 1: Applying the Heritage Overlay

Applying the Heritage Overlay

Planning Practice Note 1

AUGUST 2018

This practice note provides guidance about the use of the Heritage Overlay.

What places should be included in the Heritage Overlay?

- Any place that has been listed on the Australian Heritage Council's now closed Register of the National Estate.
- Any place that has been referred by the Heritage Council for consideration for an amendment to the planning scheme.
- Places listed on the National Trust Heritage Register of the National Trust of Australia (Victoria), provided the significance of the place can be shown to justify the application of the overlay.
- Places identified in a local heritage study, provided the significance of the place can be shown to justify the application of the overlay.

Places listed on the former *Register of the National Estate* or on the *National Trust Heritage Register* of the National Trust of Australia (Victoria) do not have statutory protection unless they are protected in the planning scheme.

The heritage process leading to the identification of the place needs to clearly justify the significance of the place as a basis for its inclusion in the Heritage Overlay. The documentation for each place shall include a statement of significance that clearly establishes the importance of the place and addresses the heritage criteria.

What are recognised heritage criteria?

The following recognised heritage criteria shall be used for the assessment of the heritage value of the heritage place. These model criteria have been broadly adopted by heritage jurisdictions across Australia and should be used for all new heritage assessment work.

Criterion A: Importance to the course or pattern of our cultural or natural history (historical significance).

Criterion B: Possession of uncommon, rare or endangered aspects of our cultural or natural history (rarity).

Criterion C: Potential to yield information that will contribute to understanding our cultural or natural history (research potential).

Criterion D: Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments (representativeness).

Criterion E: Importance in exhibiting particular aesthetic characteristics (aesthetic significance).

Criterion F: Importance in demonstrating a high degree of creative or technical achievement at a particular period (technical significance).



Criterion G: Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons. This includes the significance of a place to Indigenous peoples as part of their continuing and developing cultural traditions (social significance).

Criterion H: Special association with the life or works of a person, or group of persons, of importance in our history (associative significance).

The adoption of the above criteria does not diminish heritage assessment work undertaken before 2012 using older versions of criteria.

The thresholds to be applied in the assessment of significance shall be 'State Significance' and 'Local Significance'. 'Local Significance' includes those places that are important to a particular community or locality. Letter gradings (for example, "A", "B", "C") should not be used.

To apply a threshold, some comparative analysis will be required to substantiate the significance of each place. The comparative analysis should draw on other similar places within the study area, including those previously included in a heritage register or overlay. Places identified to be of potential state significance should undergo analysis on a broader (statewide) comparative basis.

Places of significance for historical or social reasons

Planning is about managing the environment and its changes. An appropriate test for a potential heritage place to pass in order to apply the Heritage Overlay is that it has 'something' to be managed. This 'something' is usually tangible but it may, for example, be an absence of built form or the presence of some other special characteristic. If such things are present, there will be something to manage and the Heritage Overlay may be applied.

If not, a commemorative plaque is an appropriate way of signifying the importance of the place to the local community.

Group, thematic and serial listings

Places that share a common history and/or significance, but which do not adjoin each other or form a geographical grouping may be considered for treatment as a single heritage place. Each place that forms part of the group might share a common statement of significance; a single entry in the Heritage Overlay Schedule and a single Heritage Overlay number.

This approach has been taken to the listing of Chicory Kilns on Phillip Island in the Bass Coast Planning Scheme. The kilns are dispersed across the island but share a common significance. Group listing of the kilns also draws attention to the fact that the kilns are not just important on an individual basis but are collectively significant as a group.

The group approach has also been used for the former Rosella Factory Complex in the Yarra Planning Scheme. This important factory complex had become fragmented through replacement development making it hard to justify a precinct listing. The group listing, with a single Heritage Overlay number, has meant that the extent and significance of the complex can still be appreciated.

Writing a statement of significance

For every heritage place (that is, a precinct or individual place) a statement of significance must be prepared using the format of 'What is significant?'; 'How is it significant?' and 'Why is it significant?'

What is significant? – This section should be brief, usually no more than one paragraph or a series of dot points. There should be no doubt about the elements of the place that are under discussion. The paragraph should identify features or elements that are significant about the place, for example, house, outbuildings, garden, plantings, ruins, archaeological sites, interiors as a guide to future decision makers. Clarification could also be made of elements that are not significant. This may guide or provide the basis for an incorporated plan which identifies works that may be exempt from the need for a planning permit.

How is it significant? – Using the heritage criteria above, a sentence should be included to the effect that the place is important. This could be because of its historical significance, its rarity, its research potential, its representativeness, its aesthetic significance, its technical significance and/or its associative significance. The sentence should indicate the threshold for which the place is considered important.

Why is it significant? – The importance of the place needs to be justified against the heritage criteria listed above. A separate point or paragraph should be used for each criterion satisfied. The relevant criterion reference should be inserted in brackets after each point or paragraph, for example "(Criterion G)". An example statement of significance has been prepared for guidance, see Appendix A.



The explanatory report for an amendment that includes a place in the Heritage Overlay (or other supporting documentation accompanying a planning scheme amendment) should:

- state whether the place is a precinct or an individual place
- identify if further controls allowed by the schedule to the overlay are required such as external paint controls or tree controls (the identification of further controls should be based on the explanation of why a heritage place is significant).

Incorporating, saving and displaying statements of significance

A statement of significance must be incorporated in the planning scheme for each heritage place included in the schedule to the Heritage Overlay after 31 July 2018. This requirement does not apply to a heritage place included in the schedule by an amendment prepared or authorised by the Minister for Planning under section 8(1)(b) or section 8A(4) of the *Planning and Environment Act 1987* before 31 October 2018.

However, a statement of significance may be incorporated for any heritage place included in the schedule before 31 July 2018 or by an amendment that the exemption applies to.

If a statement of significance is incorporated in the planning scheme, the name of the statement must be specified in the schedule to the overlay.

All statements of significance (incorporated or otherwise) should be securely stored in the HERMES heritage database.

Where a planning scheme amendment has resulted in the inclusion of, or amendments to, places in the Heritage Overlay, the strategic justification (that is, the heritage study documentation and statements of significance) needs to be updated. A statement of significance that has been incorporated into the planning scheme can only be changed by an amendment to the planning scheme. If the heritage place does not have a statement of significance that has been incorporated, then any changes should be entered into the department's HERMES heritage database.

Where a place (either a precinct or individual place) is included in the Heritage Overlay, the statement of significance for that place should be publicly viewable through the department's Victorian Heritage Database.

Additional resources may be required

When introducing the Heritage Overlay, a council should consider the resources required to administer the heritage controls and to provide assistance and advice to affected property owners. This might include providing community access to a heritage adviser or other technical or financial assistance.

Drafting the Heritage Overlay schedule

What is a heritage place?

A heritage place could include a site, area, building, group of buildings, structure, archaeological site, tree, garden, geological formation, fossil site, habitat or other place of natural or cultural significance and its associated land. It cannot include movable or portable objects such as machinery within a factory or furniture within a house.

What is the planning scheme map reference number?

In column one of the schedule, the Planning Scheme Map Reference prefix should read HO1, HO2, HO3 and so on. Each heritage place in the schedule will have its own identifying number. The planning scheme maps should also record these numbers as a cross reference between the maps and the schedule.

Street numbers and location descriptions

Street numbers and locality addresses should be included for properties wherever possible. Where a street address is not available, plan of subdivision details (for example, Lot 1 of PS12345) should be used. Avoid using Crown Allotment details, Certificate of Title details or obscure location descriptions if possible.

How should the Heritage Overlay schedule be arranged?

There are three preferred options for arranging the schedule:

- Heritage places may be arranged in ascending numerical order by their planning scheme map reference number (eg HO1, HO2, HO3 and so on).
- Heritage places may be grouped according to their suburb, town or location and then arranged alphabetically by street address within each grouping.
- All places may be listed alphabetically by their street address irrespective of their location.

Use the method which most assists users of the planning scheme to find the relevant property by a simple search through the schedule.



An example of a schedule to the Heritage Overlay is included at **Appendix B**.

Application requirements

The schedule allows for application requirements to be specified.

Incorporated plan

Clause 43.01-3 of the Heritage Overlay allows an incorporated plan to be prepared to identify works to a heritage place that are exempt from the need for a planning permit. To do so, the plan must be specified in the schedule to the overlay and must also be listed in the schedule to Clause 72.04.

Statements of significance

Where a statement of significance is incorporated in the planning scheme, it must be given a title which includes the name of the heritage place or if there is no name specified, the full address of the heritage place. The title of the statement of significance must be specified in the schedule to the overlay. The title of the statement must also be listed in the schedule to Clause 72.04.

Heritage design guidelines

Where detailed heritage design guidelines have been prepared for a heritage place, they may be incorporated into the planning scheme. The title of the incorporated document must be specified in the schedule to the overlay and must also be listed in the schedule to Clause 72.04.

Applying external painting controls

External painting controls over particular heritage places can be applied in the schedule by including a 'yes' in the External Paint Controls Apply? column.

Applying internal alterations controls

Internal alteration controls over specified buildings can be applied in the schedule by including a 'yes' in the Internal Alteration Controls Apply? column. This provision should be applied sparingly and on a selective basis to special interiors of high significance. The statement of significance for the heritage place should explain what is significant about the interior and why it is important.

Applying tree controls

The schedule can apply tree controls over heritage places. The tree controls could apply to the whole of a heritage place (for example, over a house site or an area) or a tree or group of trees could be specifically nominated as the heritage place.

Tree controls are applied by including a 'yes' in the Tree Controls Apply? column. Tree controls should only be applied where there has been a proper

assessment. The statement of significance for the heritage place should identify the particular trees that are significant (under "What is significant?") and why the tree or trees are important.

If only one, or a few trees within a large property are considered significant, the 'Tree Controls Apply' column can be qualified with the relevant details. A planning permit would then only be required to remove, destroy or lop the trees that were specifically identified in the column.

This control is designed to protect trees that are of intrinsic significance (such as trees that are included on the National Trust Heritage Register), or trees that contribute to the significance of a heritage place (for example, trees that contribute to the significance of a garden or area). The control is not meant to protect trees for their amenity value. See *Planning Practice Note 7 – Vegetation Protection in Urban Areas* for alternative methods of vegetation protection.

Outbuildings and fences

Councils may consider that certain outbuildings and/or fences on heritage sites are significant and can therefore require that these be subject to the notice and review requirements of the *Planning and Environment Act 1987*. This is achieved by including the word 'yes' in the column headed 'Outbuildings or fences which are not exempt under Clause 43.01-4?'

It is helpful to landowners and users of the planning scheme if the column in the schedule identifies the particular outbuildings and/or fences that are considered to be significant. The statement of significance for the heritage place should also identify the particular outbuildings and/or fences that are significant (under "What is significant?") and why they are important.

How should places in the Victorian Heritage Register be treated in the schedule and map?

Section 56 of the *Heritage Act 2017* (Heritage Act) requires that the Minister for Planning must 'prepare and approve an amendment to any planning scheme applying to a place which is included or amended in the Heritage Register to identify the inclusion or amendment of that place in the Heritage Register'. This is intended as an alert to planning scheme users of restrictions that might apply to land under the Heritage Act.

Planning authorities should not amend the schedule or maps as they relate to places in the Victorian Heritage Register and certainly not without the prior approval of Heritage Victoria. This is to ensure that



planning schemes accurately reflect the Heritage Register as required by the Heritage Act.

Under Clause 43.01-2, places on the Victorian Heritage Register are subject to the requirements of the Heritage Act and not the planning provisions of the Heritage Overlay. Where Places included in the Victorian Heritage Register are listed in the schedule, a dash should be recorded in columns three (external paint controls), four (internal alteration controls), five (tree controls) and six (outbuildings and fences) to avoid any possible confusion as to whether planning provisions apply to these properties. In column seven ('Included on the Victorian Heritage Register ...') the reference number of the property on the Victorian Heritage Register should be included as an aid to users of the planning scheme.

Allowing a prohibited use of a heritage place

It is possible to make a prohibited use permissible at a specific place by including a 'yes' in the Prohibited uses may be permitted? column.

This provision should not be applied to significant areas because it might result in the de facto rezoning of a large area. The provision should only be applied to specific places. For example, the provision might be used for a redundant church, warehouse or other large building complex where it is considered that the normally available range of permissible uses is insufficient to provide for the future conservation of the building. Currently this provision applies in the metropolitan area of Melbourne to places that are included on the Victorian Heritage Register.

Aboriginal heritage places

Scarred trees, stone arrangements and other places significant for their Aboriginal associations can be identified by including a 'yes' in the Aboriginal Heritage Place? column. As with any place listed in the Schedule to the Heritage Overlay, supporting justification is expected to apply this provision.

The standard permit requirements of Clause 43.01-1 of the Heritage Overlay apply to Aboriginal heritage places included in the schedule. Clause 43.01-10 reminds a responsible authority that the requirements of the *Aboriginal Heritage Act 2006* apply to these places.

How are heritage precincts and areas treated?

Significant precincts and areas should be identified in the schedule and be mapped.

How are individual buildings, trees or properties of significance located within significant areas treated?

The provisions applying to individual buildings and structures are the same as the provisions applying to areas, so there is no need to separately schedule and map a significant building, feature or property located within a significant area.

The only instance where an individual property within a significant area should be scheduled and mapped is where it is proposed that a different requirement should apply. For example, external painting controls may be justified for an individual building of significance but not over the heritage precinct surrounding the building.

Alternatively, tree controls may be justified for a specific tree or property within a significant precinct but not over the whole precinct. In such situations the individual property or tree should be both scheduled and mapped.

Significant buildings or structures within a significant precinct can be identified through a local planning policy.

Curtilages and Heritage Overlay polygons

The Heritage Overlay applies to both the listed heritage item and its associated land. It is usually important to include land surrounding a building, structure, tree or feature of importance to ensure that any development, including subdivision, does not adversely affect the setting, context or significance of the heritage item. The land surrounding the heritage item is known as a 'curtilage' and will be shown as a polygon on the Heritage Overlay map. In many cases, particularly in urban areas and townships, the extent of the curtilage will be the whole of the property (for example, a suburban dwelling and its allotment).

However, there will be occasions where the curtilage and the Heritage Overlay polygon should be reduced in size as the land is of no significance. Reducing the curtilage and the polygon will have the potential benefit of lessening the number of planning permits that are required with advantages to both the landowner and the responsible authority. Examples of situations where a reduction in the curtilage and polygon may be appropriate include:

- A homestead on a large farm or pastoral property where it is only the house and/or outbuildings that is important. In most cases with large rural properties, the inclusion of large areas of surrounding farmland is unlikely to have any positive heritage benefits or outcomes.



- A significant tree on an otherwise unimportant property.
- A horse trough, fountain or monument in a road reservation.
- A grandstand or shelter in a large but otherwise unimportant public park.

Suggested steps in establishing a curtilage and polygon include:

1. Review the heritage study documentation and ask the question 'What is significant?'. The polygon should capture those elements of the place that are significant. If there are multiple elements that are widely dispersed on the property, one option may be to have multiple polygons which share the same Heritage Overlay number.
2. In addition to capturing the elements that are significant, it is almost always necessary to include a curtilage (see definition above) to:
 - retain the setting or context of the significant building, structure, tree or feature
 - regulate development (including subdivision) in proximity to the significant building, tree or feature.
3. Where possible, uncomplicated and easily recognised boundaries (such as a fence line) leave little room for potential dispute in terms of the land affected by any future Overlay.
4. Use aerial photos where they exist to assist in identifying a reduced curtilage.
5. Where access is possible, 'ground truthing' may be of assistance.

6. Explain the basis for the reduced curtilage polygon in the heritage study documentation
7. Where questions might arise in the future as to the extent of the polygon shown on the planning scheme map, use the entry in the Schedule to the Heritage Overlay (i.e. column two) to specify the area covered by the polygon. For example:

"The heritage place is the Moreton Bay Fig Tree and land beneath and beyond the canopy of the tree and extending for a distance of five metres from the canopy edge."

Mapping heritage places

All heritage places must be both scheduled and mapped.

In each case, care should be taken to ensure that there is an accurate correlation between the Heritage Overlay schedule and the Heritage Overlay map.

The need for care is exemplified by the fact that the Heritage Overlay map will be the determining factor in any dispute as to whether a control applies (for example, in cases where there is conflict between the Heritage Overlay map and the property description or address in the Heritage Overlay schedule).

Councils are encouraged to review their planning schemes to ensure that all heritage places are correctly mapped and that there are no discrepancies between how places are identified in the Heritage Overlay schedule and Heritage Overlay maps.

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APPENDIX A. Example statement of significance

GUMNUT PLANNING SCHEME

Wombat Flats Precinct Statement of Significance

Heritage Place: Wombat Flats Precinct	PS ref no: HO26
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[Insert photo and or map, if applicable]

What is significant?

The following features contribute to the significance of the precinct:

The houses constructed from c.1855 to c.1910, as shown on the precinct map.

- The overall consistency of housing form (hipped roofs, single storey wall heights), materials and detailing (weatherboard, face brick or stucco external cladding, corrugated metal roofs, wide verandahs facing the street, brick chimneys), and siting (generous and consistent front and side setbacks).
- Streetscape materials such as bluestone kerb and channel and concrete footpaths. Features that do not contribute to the significance of this place include non-original alterations and additions to the contributory buildings shown on the precinct map and the houses at 32, 24 & 36 Wattle Avenue.

Contributory buildings:

Wattle Avenue: 3,5,7,9,11,13,15,17,19

Myrtle Street: 7,11,12

Features that do not contribute to the significance of this place include non-original alterations and additions to the contributory buildings shown on the precinct map and the houses at 32, 24 & 36 Wattle Avenue.

How is it significant?

The Wombat Flats Precinct is of local, historic and aesthetic significance to Gumnut Shire.

Why is it significant?

Historically, the precinct demonstrates how the gold rush encouraged the residential development of this area in the mid-nineteenth century. The later Victorian and Edwardian housing demonstrates the next stage of development, which resulted from the establishment of improved transport links and industries such as the Butterscotch Factory in near-by Lilly Pilly Street. (Criterion A)

The precinct is significant for the way it demonstrates the key phases of development prior to World War I, characterised by mid to late Victorian era housing, supplemented by Edwardian infill, set within a nineteenth century subdivision with a regular allotment pattern. It is representative of the way residential areas in Gumnut developed during this era. (Criterion D)

The mid to late Victorian and Federation/Edwardian houses with characteristic form, materials and detailing are complemented by traditional public realm materials such as concrete footpaths and bluestone kerb and channel. (Criterion E)

Primary source

[Insert applicable study and/or citation, if applicable]

[Insert grading table for large precincts]

Number	Address	Grade
7	Wattle Avenue	Contributory

This document is an incorporated document in the Gumnut Planning Scheme pursuant to section 6(2)(j) of the Planning and Environment Act 1987



APPENDIX B. Example schedule to the Heritage Overlay

GUMNUT PLANNING SCHEME

SCHEDULE TO CLAUSE 43.01 HERITAGE OVERLAY

1.0 Application requirements

None specified.

2.0 Heritage places

The requirements of this overlay apply to both the heritage place and its associated land.

PS map ref	Heritage Place	External paint controls apply?	Internal alteration controls apply?	Tree controls apply?	Outbuildings or fences not exempt under Clause 43.01-4	Included on the Victorian Heritage Register under the Heritage Act 2017?	Prohibited uses permitted?	Aboriginal heritage place?
HO1	House 1 Albert Street, Belmont	Yes	No	No	Yes, front fence	No	No	No
HO2	Althol House 57 Albert Street, Belmont	-	-	-	-	Yes Ref No H456	Yes	No
HO3	Moreton Bay Fig Tree 26 Bryant Street, Ceres The heritage place is the Moreton Bay Fig Tree and land beneath the canopy edge of the tree for a distance of five metres from the canopy edge	No	No	Yes	No	No	No	No
HO4	Barwon River Bridge Station Street, Geelong	-	-	-	-	Yes Ref No H789	No	No
HO5	William Street Precinct William Street, Geelong Incorporated plan: William Street Precinct permit exemptions Statement of significance:	Yes	No	No	No	No	No	No

Heritage places listed in the schedule before 31 July 2018 are not required to include a statement of significance

An incorporated plan, statement of significance and design guidelines are listed in column 2, under the relevant heritage place name



GUMNUT PLANNING SCHEME

PS map ref	Heritage Place	External paint controls apply?	Internal alteration controls apply?	Tree controls apply?	Outbuildings or fences not exempt under Clause 43.01-4	Included on the Victorian Heritage Register under the Heritage Act 2017?	Prohibited uses permitted?	Aboriginal heritage place?
	Williams Street Precinct Statement of Significance Heritage design guidelines: William Street Precinct streetscape design guidelines							
HO6	Wombat Flats Precinct 1-35 & 2-36 Wattle Avenue and 1-29 & 2-30 Blue Gum Statement of significance: Wombat Flats Precinct Statement of Significance	No	No	No	No	No	No	No
HO7	Mount Rothwell Stone Arrangement Mount Rothwell Station Little River-Ripley, Little River Statement of significance: Mount Rothwell Stone Arrangement Statement of Significance	No	No	No	No	No	No	Yes

A statement of significance is listed in column 2, under the relevant heritage place name

Appendix 5: The Burra Charter 2013

THE BURRA CHARTER

The Australia ICOMOS Charter for
Places of Cultural Significance 2013



Australia ICOMOS Incorporated
International Council on Monuments and Sites

ICOMOS

ICOMOS (International Council on Monuments and Sites) is a non-governmental professional organisation formed in 1965, with headquarters in Paris. ICOMOS is primarily concerned with the philosophy, terminology, methodology and techniques of cultural heritage conservation. It is closely linked to UNESCO, particularly in its role under the World Heritage Convention 1972 as UNESCO's principal adviser on cultural matters related to World Heritage. The 11,000 members of ICOMOS include architects, town planners, demographers, archaeologists, geographers, historians, conservators, anthropologists, scientists, engineers and heritage administrators. Members in the 103 countries belonging to ICOMOS are formed into National Committees and participate in a range of conservation projects, research work, intercultural exchanges and cooperative activities. ICOMOS also has 27 International Scientific Committees that focus on particular aspects of the conservation field. ICOMOS members meet triennially in a General Assembly.

Australia ICOMOS

The Australian National Committee of ICOMOS (Australia ICOMOS) was formed in 1976. It elects an Executive Committee of 15 members, which is responsible for carrying out national programs and participating in decisions of ICOMOS as an international organisation. It provides expert advice as required by ICOMOS, especially in its relationship with the World Heritage Committee. Australia ICOMOS acts as a national and international link between public authorities, institutions and individuals involved in the study and conservation of all places of cultural significance. Australia ICOMOS members participate in a range of conservation activities including site visits, training, conferences and meetings.

Revision of the Burra Charter

The Burra Charter was first adopted in 1979 at the historic South Australian mining town of Burra. Minor revisions were made in 1981 and 1988, with more substantial changes in 1999.

Following a review this version was adopted by Australia ICOMOS in October 2013.

The review process included replacement of the 1988 Guidelines to the Burra Charter with Practice Notes which are available at: australia.icomos.org

Australia ICOMOS documents are periodically reviewed and we welcome any comments.

Citing the Burra Charter

The full reference is *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013*. Initial textual references should be in the form of the *Australia ICOMOS Burra Charter, 2013* and later references in the short form (*Burra Charter*).

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The Burra Charter consists of the Preamble, Articles, Explanatory Notes and the flow chart.

This publication may be reproduced, but only in its entirety including the front cover and this page. Formatting must remain unaltered. Parts of the Burra Charter may be quoted with appropriate citing and acknowledgement.

Cover photograph by Ian Stapleton.

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<http://australia.icomos.org/>

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The Burra Charter

(The Australia ICOMOS Charter for Places of Cultural Significance, 2013)

Preamble

Considering the International Charter for the Conservation and Restoration of Monuments and Sites (Venice 1964), and the Resolutions of the 5th General Assembly of the International Council on Monuments and Sites (ICOMOS) (Moscow 1978), the Burra Charter was adopted by Australia ICOMOS (the Australian National Committee of ICOMOS) on 19 August 1979 at Burra, South Australia. Revisions were adopted on 23 February 1981, 23 April 1988, 26 November 1999 and 31 October 2013.

The Burra Charter provides guidance for the conservation and management of places of cultural significance (cultural heritage places), and is based on the knowledge and experience of Australia ICOMOS members.

Conservation is an integral part of the management of places of cultural significance and is an ongoing responsibility.

Who is the Charter for?

The Charter sets a standard of practice for those who provide advice, make decisions about, or undertake works to places of cultural significance, including owners, managers and custodians.

Using the Charter

The Charter should be read as a whole. Many articles are interdependent.

The Charter consists of:

- Definitions Article 1
- Conservation Principles Articles 2–13
- Conservation Processes Articles 14–25
- Conservation Practices Articles 26–34
- The Burra Charter Process flow chart.

The key concepts are included in the Conservation Principles section and these are further developed in the Conservation Processes and Conservation Practice sections. The flow chart explains the Burra Charter Process (Article 6) and is an integral part of

the Charter. Explanatory Notes also form part of the Charter.

The Charter is self-contained, but aspects of its use and application are further explained, in a series of Australia ICOMOS Practice Notes, in *The Illustrated Burra Charter*, and in other guiding documents available from the Australia ICOMOS web site: australia.icomos.org.

What places does the Charter apply to?

The Charter can be applied to all types of places of cultural significance including natural, Indigenous and historic places with cultural values.

The standards of other organisations may also be relevant. These include the *Australian Natural Heritage Charter*, *Ask First: a guide to respecting Indigenous heritage places and values* and *Significance 2.0: a guide to assessing the significance of collections*.

National and international charters and other doctrine may be relevant. See australia.icomos.org.

Why conserve?

Places of cultural significance enrich people's lives, often providing a deep and inspirational sense of connection to community and landscape, to the past and to lived experiences. They are historical records, that are important expressions of Australian identity and experience. Places of cultural significance reflect the diversity of our communities, telling us about who we are and the past that has formed us and the Australian landscape. They are irreplaceable and precious.

These places of cultural significance must be conserved for present and future generations in accordance with the principle of inter-generational equity.

The Burra Charter advocates a cautious approach to change: do as much as necessary to care for the place and to make it useable, but otherwise change it as little as possible so that its cultural significance is retained.

Articles

Article 1. Definitions

For the purposes of this Charter:

- 1.1 *Place* means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.
- 1.2 *Cultural significance* means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.
- Cultural significance is embodied in the *place* itself, its *fabric*, *setting*, *use*, *associations*, *meanings*, records, *related places* and *related objects*.
- Places may have a range of values for different individuals or groups.
- 1.3 *Fabric* means all the physical material of the *place* including elements, fixtures, contents and objects.
- 1.4 *Conservation* means all the processes of looking after a *place* so as to retain its *cultural significance*.
- 1.5 *Maintenance* means the continuous protective care of a *place*, and its *setting*.
- Maintenance is to be distinguished from repair which involves *restoration* or *reconstruction*.
- 1.6 *Preservation* means maintaining a *place* in its existing state and retarding deterioration.
- 1.7 *Restoration* means returning a *place* to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material.
- 1.8 *Reconstruction* means returning a *place* to a known earlier state and is distinguished from *restoration* by the introduction of new material.
- 1.9 *Adaptation* means changing a *place* to suit the existing *use* or a proposed use.
- 1.10 *Use* means the functions of a *place*, including the activities and traditional and customary practices that may occur at the place or are dependent on the place.

Explanatory Notes

Place has a broad scope and includes natural and cultural features. Place can be large or small: for example, a memorial, a tree, an individual building or group of buildings, the location of an historical event, an urban area or town, a cultural landscape, a garden, an industrial plant, a shipwreck, a site with in situ remains, a stone arrangement, a road or travel route, a community meeting place, a site with spiritual or religious connections.

The term cultural significance is synonymous with cultural heritage significance and cultural heritage value.

Cultural significance may change over time and with use.

Understanding of cultural significance may change as a result of new information.

Fabric includes building interiors and sub-surface remains, as well as excavated material.

Natural elements of a place may also constitute fabric. For example the rocks that signify a Dreaming place.

Fabric may define spaces and views and these may be part of the significance of the place.

See also Article 14.

Examples of protective care include:

- maintenance — regular inspection and cleaning of a place, e.g. mowing and pruning in a garden;
- repair involving restoration — returning dislodged or relocated fabric to its original location e.g. loose roof gutters on a building or displaced rocks in a stone bora ring;
- repair involving reconstruction — replacing decayed fabric with new fabric

It is recognised that all places and their elements change over time at varying rates.

New material may include recycled material salvaged from other places. This should not be to the detriment of any place of cultural significance.

Use includes for example cultural practices commonly associated with Indigenous peoples such as ceremonies, hunting and fishing, and fulfillment of traditional obligations. Exercising a right of access may be a use.

Articles

- 1.11 *Compatible use* means a *use* which respects the *cultural significance* of a *place*. Such a use involves no, or minimal, impact on cultural significance.
- 1.12 *Setting* means the immediate and extended environment of a *place* that is part of or contributes to its *cultural significance* and distinctive character.
- 1.13 *Related place* means a *place* that contributes to the *cultural significance* of another place.
- 1.14 *Related object* means an object that contributes to the *cultural significance* of a *place* but is not at the place.
- 1.15 *Associations* mean the connections that exist between people and a *place*.
- 1.16 *Meanings* denote what a *place* signifies, indicates, evokes or expresses to people.
- 1.17 *Interpretation* means all the ways of presenting the *cultural significance* of a *place*.

Conservation Principles

Article 2. Conservation and management

- 2.1 *Places of cultural significance* should be conserved.
- 2.2 The aim of *conservation* is to retain the *cultural significance* of a *place*.
- 2.3 *Conservation* is an integral part of good management of *places of cultural significance*.
- 2.4 *Places of cultural significance* should be safeguarded and not put at risk or left in a vulnerable state.

Article 3. Cautious approach

- 3.1 *Conservation* is based on a respect for the existing *fabric, use, associations* and *meanings*. It requires a cautious approach of changing as much as necessary but as little as possible.
- 3.2 Changes to a *place* should not distort the physical or other evidence it provides, nor be based on conjecture.

Article 4. Knowledge, skills and techniques

- 4.1 *Conservation* should make use of all the knowledge, skills and disciplines which can contribute to the study and care of the *place*.

Explanatory Notes

Setting may include: structures, spaces, land, water and sky; the visual setting including views to and from the place, and along a cultural route; and other sensory aspects of the setting such as smells and sounds. Setting may also include historical and contemporary relationships, such as use and activities, social and spiritual practices, and relationships with other places, both tangible and intangible.

Objects at a place are encompassed by the definition of place, and may or may not contribute to its cultural significance.

Associations may include social or spiritual values and cultural responsibilities for a place.

Meanings generally relate to intangible dimensions such as symbolic qualities and memories.

Interpretation may be a combination of the treatment of the fabric (e.g. maintenance, restoration, reconstruction); the use of and activities at the place; and the use of introduced explanatory material.

The traces of additions, alterations and earlier treatments to the fabric of a place are evidence of its history and uses which may be part of its significance. Conservation action should assist and not impede their understanding.

Articles

- 4.2 Traditional techniques and materials are preferred for the *conservation* of significant *fabric*. In some circumstances modern techniques and materials which offer substantial conservation benefits may be appropriate.

Article 5. Values

- 5.1 *Conservation of a place* should identify and take into consideration all aspects of cultural and natural significance without unwarranted emphasis on any one value at the expense of others.

- 5.2 Relative degrees of *cultural significance* may lead to different *conservation* actions at a place.

Article 6. Burra Charter Process

- 6.1 The *cultural significance* of a *place* and other issues affecting its future are best understood by a sequence of collecting and analysing information before making decisions. Understanding cultural significance comes first, then development of policy and finally management of the place in accordance with the policy. This is the Burra Charter Process.
- 6.2 Policy for managing a *place* must be based on an understanding of its *cultural significance*.
- 6.3 Policy development should also include consideration of other factors affecting the future of a *place* such as the owner's needs, resources, external constraints and its physical condition.
- 6.4 In developing an effective policy, different ways to retain *cultural significance* and address other factors may need to be explored.
- 6.5 Changes in circumstances, or new information or perspectives, may require reiteration of part or all of the Burra Charter Process.

Article 7. Use

- 7.1 Where the *use* of a *place* is of *cultural significance* it should be retained.
- 7.2 A *place* should have a *compatible use*.

Explanatory Notes

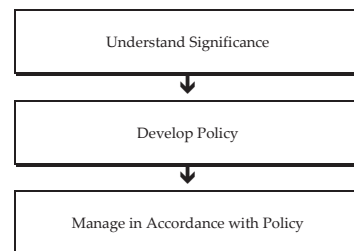
The use of modern materials and techniques must be supported by firm scientific evidence or by a body of experience.

Conservation of places with natural significance is explained in the Australian Natural Heritage Charter. This Charter defines natural significance to mean the importance of ecosystems, biodiversity and geodiversity for their existence value or for present or future generations, in terms of their scientific, social, aesthetic and life-support value.

In some cultures, natural and cultural values are indivisible.

A cautious approach is needed, as understanding of cultural significance may change. This article should not be used to justify actions which do not retain cultural significance.

The Burra Charter Process, or sequence of investigations, decisions and actions, is illustrated below and in more detail in the accompanying flow chart which forms part of the Charter.



Options considered may include a range of uses and changes (e.g. adaptation) to a place.

The policy should identify a use or combination of uses or constraints on uses that retain the cultural significance of the place. New use of a place should involve minimal change to significant fabric and use; should respect associations and meanings; and where appropriate should provide for continuation of activities and practices which contribute to the cultural significance of the place.

Articles

Article 8. Setting

Conservation requires the retention of an appropriate *setting*. This includes retention of the visual and sensory setting, as well as the retention of spiritual and other cultural relationships that contribute to the *cultural significance* of the *place*.

New construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate.

Article 9. Location

9.1 The physical location of a *place* is part of its *cultural significance*. A building, work or other element of a place should remain in its historical location. Relocation is generally unacceptable unless this is the sole practical means of ensuring its survival.

9.2 Some buildings, works or other elements of *places* were designed to be readily removable or already have a history of relocation. Provided such buildings, works or other elements do not have significant links with their present location, removal may be appropriate.

9.3 If any building, work or other element is moved, it should be moved to an appropriate location and given an appropriate *use*. Such action should not be to the detriment of any *place* of *cultural significance*.

Article 10. Contents

Contents, fixtures and objects which contribute to the *cultural significance* of a *place* should be retained at that place. Their removal is unacceptable unless it is: the sole means of ensuring their security and *preservation*; on a temporary basis for treatment or exhibition; for cultural reasons; for health and safety; or to protect the place. Such contents, fixtures and objects should be returned where circumstances permit and it is culturally appropriate.

Article 11. Related places and objects

The contribution which *related places* and *related objects* make to the *cultural significance* of the *place* should be retained.

Article 12. Participation

Conservation, *interpretation* and management of a *place* should provide for the participation of people for whom the place has significant *associations* and *meanings*, or who have social, spiritual or other cultural responsibilities for the place.

Article 13. Co-existence of cultural values

Co-existence of cultural values should always be recognised, respected and encouraged. This is especially important in cases where they conflict.

Explanatory Notes

Setting is explained in Article 1.12.

For example, the repatriation (returning) of an object or element to a place may be important to Indigenous cultures, and may be essential to the retention of its cultural significance.

Article 28 covers the circumstances where significant fabric might be disturbed, for example, during archaeological excavation.

Article 33 deals with significant fabric that has been removed from a place.

For some places, conflicting cultural values may affect policy development and management decisions. In Article 13, the term cultural values refers to those beliefs which are important to a cultural group, including but not limited to political, religious, spiritual and moral beliefs. This is broader than values associated with cultural significance.

Conservation Processes

Article 14. Conservation processes

Conservation may, according to circumstance, include the processes of: retention or reintroduction of a *use*; retention of *associations* and *meanings*; *maintenance*, *preservation*, *restoration*, *reconstruction*, *adaptation* and *interpretation*; and will commonly include a combination of more than one of these. Conservation may also include retention of the contribution that *related places* and *related objects* make to the *cultural significance* of a *place*.

Article 15. Change

15.1 Change may be necessary to retain *cultural significance*, but is undesirable where it reduces cultural significance. The amount of change to a *place* and its *use* should be guided by the *cultural significance* of the place and its appropriate *interpretation*.

15.2 Changes which reduce *cultural significance* should be reversible, and be reversed when circumstances permit.

15.3 Demolition of significant *fabric* of a *place* is generally not acceptable. However, in some cases minor demolition may be appropriate as part of *conservation*. Removed significant fabric should be reinstated when circumstances permit.

15.4 The contributions of all aspects of *cultural significance* of a *place* should be respected. If a place includes *fabric*, *uses*, *associations* or *meanings* of different periods, or different aspects of cultural significance, emphasising or interpreting one period or aspect at the expense of another can only be justified when what is left out, removed or diminished is of slight cultural significance and that which is emphasised or interpreted is of much greater cultural significance.

Article 16. Maintenance

Maintenance is fundamental to *conservation*. Maintenance should be undertaken where *fabric* is of *cultural significance* and its maintenance is necessary to retain that *cultural significance*.

Article 17. Preservation

Preservation is appropriate where the existing *fabric* or its condition constitutes evidence of *cultural significance*, or where insufficient evidence is available to allow other *conservation* processes to be carried out.

Conservation normally seeks to slow deterioration unless the significance of the place dictates otherwise. There may be circumstances where no action is required to achieve conservation.

When change is being considered, including for a temporary use, a range of options should be explored to seek the option which minimises any reduction to its cultural significance.

It may be appropriate to change a place where this reflects a change in cultural meanings or practices at the place, but the significance of the place should always be respected.

Reversible changes should be considered temporary. Non-reversible change should only be used as a last resort and should not prevent future conservation action.

Maintaining a place may be important to the fulfilment of traditional laws and customs in some Indigenous communities and other cultural groups.

Preservation protects fabric without obscuring evidence of its construction and use. The process should always be applied:

- where the evidence of the fabric is of such significance that it should not be altered; or
- where insufficient investigation has been carried out to permit policy decisions to be taken in accord with Articles 26 to 28.

New work (e.g. stabilisation) may be carried out in association with preservation when its purpose is the physical protection of the fabric and when it is consistent with Article 22.

Articles

Article 18. Restoration and reconstruction

Restoration and *reconstruction* should reveal culturally significant aspects of the *place*.

Article 19. Restoration

Restoration is appropriate only if there is sufficient evidence of an earlier state of the *fabric*.

Article 20. Reconstruction

20.1 *Reconstruction* is appropriate only where a *place* is incomplete through damage or alteration, and only where there is sufficient evidence to reproduce an earlier state of the *fabric*. In some cases, reconstruction may also be appropriate as part of a *use* or practice that retains the *cultural significance* of the place.

20.2 *Reconstruction* should be identifiable on close inspection or through additional *interpretation*.

Article 21. Adaptation

21.1 *Adaptation* is acceptable only where the adaptation has minimal impact on the *cultural significance* of the *place*.

21.2 *Adaptation* should involve minimal change to significant *fabric*, achieved only after considering alternatives.

Article 22. New work

22.1 New work such as additions or other changes to the *place* may be acceptable where it respects and does not distort or obscure the *cultural significance* of the place, or detract from its *interpretation* and appreciation.

22.2 New work should be readily identifiable as such, but must respect and have minimal impact on the *cultural significance* of the *place*.

Article 23. Retaining or reintroducing use

Retaining, modifying or reintroducing a significant *use* may be appropriate and preferred forms of *conservation*.

Article 24. Retaining associations and meanings

24.1 Significant *associations* between people and a *place* should be respected, retained and not obscured. Opportunities for the *interpretation*, commemoration and celebration of these associations should be investigated and implemented.

24.2 Significant *meanings*, including spiritual values, of a *place* should be respected. Opportunities for the continuation or revival of these meanings should be investigated and implemented.

Explanatory Notes

Places with social or spiritual value may warrant reconstruction, even though very little may remain (e.g. only building footings or tree stumps following fire, flood or storm). The requirement for sufficient evidence to reproduce an earlier state still applies.

Adaptation may involve additions to the place, the introduction of new services, or a new use, or changes to safeguard the place. Adaptation of a place for a new use is often referred to as 'adaptive re-use' and should be consistent with Article 7.2.

New work should respect the significance of a place through consideration of its siting, bulk, form, scale, character, colour, texture and material. Imitation should generally be avoided.

New work should be consistent with Articles 3, 5, 8, 15, 21 and 22.1.

These may require changes to significant fabric but they should be minimised. In some cases, continuing a significant use, activity or practice may involve substantial new work.

For many places associations will be linked to aspects of use, including activities and practices.

Some associations and meanings may not be apparent and will require research.

Articles

Article 25. Interpretation

The *cultural significance* of many *places* is not readily apparent, and should be explained by *interpretation*. Interpretation should enhance understanding and engagement, and be culturally appropriate.

Conservation Practice

Article 26. Applying the Burra Charter Process

- 26.1 Work on a *place* should be preceded by studies to understand the place which should include analysis of physical, documentary, oral and other evidence, drawing on appropriate knowledge, skills and disciplines.
- 26.2 Written statements of *cultural significance* and policy for the *place* should be prepared, justified and accompanied by supporting evidence. The statements of significance and policy should be incorporated into a management plan for the place.
- 26.3 Groups and individuals with *associations* with the *place* as well as those involved in its management should be provided with opportunities to contribute to and participate in identifying and understanding the *cultural significance* of the place. Where appropriate they should also have opportunities to participate in its *conservation* and management.
- 26.4 Statements of *cultural significance* and policy for the *place* should be periodically reviewed, and actions and their consequences monitored to ensure continuing appropriateness and effectiveness.

Article 27. Managing change

- 27.1 The impact of proposed changes, including incremental changes, on the *cultural significance* of a *place* should be assessed with reference to the statement of significance and the policy for managing the place. It may be necessary to modify proposed changes to better retain cultural significance.
- 27.2 Existing *fabric*, *use*, *associations* and *meanings* should be adequately recorded before and after any changes are made to the *place*.

Article 28. Disturbance of fabric

- 28.1 Disturbance of significant *fabric* for study, or to obtain evidence, should be minimised. Study of a *place* by any disturbance of the fabric, including archaeological excavation, should only be undertaken to provide data essential for decisions on the *conservation* of the place, or to obtain important evidence about to be lost or made inaccessible.

Explanatory Notes

In some circumstances any form of interpretation may be culturally inappropriate.

The results of studies should be kept up to date, regularly reviewed and revised as necessary.

Policy should address all relevant issues, e.g. use, interpretation, management and change.

A management plan is a useful document for recording the Burra Charter Process, i.e. the steps in planning for and managing a place of cultural significance (Article 6.1 and flow chart). Such plans are often called conservation management plans and sometimes have other names.

The management plan may deal with other matters related to the management of the place.

Monitor actions taken in case there are also unintended consequences.

Articles

28.2 Investigation of a *place* which requires disturbance of the *fabric*, apart from that necessary to make decisions, may be appropriate provided that it is consistent with the policy for the place. Such investigation should be based on important research questions which have potential to substantially add to knowledge, which cannot be answered in other ways and which minimises disturbance of significant fabric.

Article 29. Responsibility

The organisations and individuals responsible for management and decisions should be named and specific responsibility taken for each decision.

Article 30. Direction, supervision and implementation

Competent direction and supervision should be maintained at all stages, and any changes should be implemented by people with appropriate knowledge and skills.

Article 31. Keeping a log

New evidence may come to light while implementing policy or a plan for a *place*. Other factors may arise and require new decisions. A log of new evidence and additional decisions should be kept.

Article 32. Records

32.1 The records associated with the *conservation* of a *place* should be placed in a permanent archive and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

32.2 Records about the history of a *place* should be protected and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

Article 33. Removed fabric

Significant *fabric* which has been removed from a *place* including contents, fixtures and objects, should be catalogued, and protected in accordance with its *cultural significance*.

Where possible and culturally appropriate, removed significant fabric including contents, fixtures and objects, should be kept at the place.

Article 34. Resources

Adequate resources should be provided for *conservation*.

Words in italics are defined in Article 1.

Explanatory Notes

New decisions should respect and have minimal impact on the cultural significance of the place.

The best conservation often involves the least work and can be inexpensive.

The Burra Charter Process

Steps in planning for and managing a place of cultural significance

The Burra Charter should be read as a whole.

Key articles relevant to each step are shown in the boxes. Article 6 summarises the Burra Charter Process.

