



TOWN PLANNING  
URBAN DESIGN AND HERITAGE



# Report *for the* City of Swan Heritage Strategic Plan

712-214  
JUNE 2013



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# 1.0

## INTRODUCTION

The City of Swan (the City) covers an area of 1,043 square kilometres of urban and rural land in the outer eastern Perth metropolitan region of Western Australia. It has a rich and multifaceted history, which first begins with the Aboriginal Nyoongar heritage and the people of the Wadjuk tribe.<sup>1</sup> Settlement dates back to 1829 when Guildford was established as one of three nodes of urban settlement for the new Swan River Colony.

From this beginning the establishment of agriculture and then viticulture in the Swan Valley, the adaptation of the Middle Swan Airfield to a motor racing circuit and the evolution of the Midland Railway Workshops are just some of the places and stories that weave together to form the City's unique heritage.

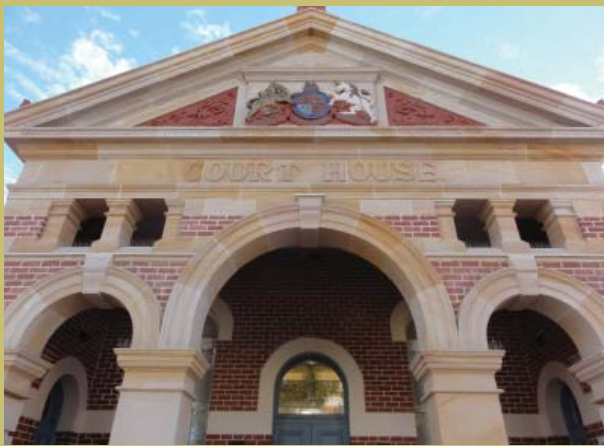
This heritage is one of the City's most important assets as it contributes to the richness of the environment and as it helps provide a sense place, identity and belonging. It is recognised however, that the management of heritage can sometimes be complex and is often subject to close scrutiny from homeowners, special interest groups, developers and the broader community. Therefore it is essential that

the City has a clear and robust heritage management framework, which provides clarity on its commitment and approach to the conservation of its heritage.

Accordingly, in March 2012, the City commissioned TPG Heritage to assist with the development of a Heritage Strategic Plan (the Strategic Plan) for the City. The Request for Tender outlined that the Strategic Plan must define strategies and actions for the development of projects, policies, procedures, programs and other initiatives that will contribute to preserving and enhancing the City's historic heritage. The City recognises the need to also respect and protect the Aboriginal history and heritage of the area, however, this is not the subject of this Strategy.

To encourage a wide understanding and use of the document it is important that the Strategic Plan be as clear and concise as possible. Therefore this Report has been prepared to accompany the Strategic Plan and to explain in detail the project methodology and to document the outcomes of investigations which have resulted in the proposed actions and strategies of the Plan.

<sup>1</sup> Wilkes, R (2009) Welcome to Nyoongar Country in the Swan Valley Region, cited in City of Swan and Swan Valley Tourism Council, Swan Valley Perth's Valley of Taste, p. 3



### 1.1 WHAT IS HERITAGE?

Heritage is what we inherit from previous generations and recognise as something that we want to pass on to future generations. Heritage can encompass tangible and intangible elements as outlined below:

- Tangible cultural heritage includes artefacts, buildings, records and cultural landscapes.
- Intangible cultural heritage includes, oral history, language, traditions, skills and stories.

This Strategic Plan sets out a framework for the identification, promotion and protection of the City's tangible and intangible historic heritage. It is in line with the objectives of the State Planning Policy 3.5 Historic Heritage Conservation, which sets out the principles of sound and responsible planning for the conservation and protection of Western Australia's historic heritage.

This Strategic Plan does not apply to the conservation of natural or Aboriginal heritage except in cases where they form part of a place of historic cultural heritage significance or a cultural landscape. This is because natural and Aboriginal heritage are protected by other Acts and is outside the scope of this Strategy. Notwithstanding this, opportunities to develop partnerships with Aboriginal and natural heritage stakeholders are encouraged in the Strategy to share knowledge and to improve an understanding on these important aspects.

Top: Midland Court House (fmr), Midland (TPG 2012)

Middle: Train crossing Great Eastern Highway/Helena Street intersection (source: City of Swan Local History Collection P70)

Bottom: Vineyards along West Swan Road, Swan Valley (TPG 2012)





Top: Woodbridge House (1987) (source: City of Swan Local History Collection P649)

Bottom: Currant and sultana drying at Beus Vineyard (1946) (source: City of Swan Local History Collection P675)

## 1.2 WHAT ARE THE BENEFITS OF HERITAGE?

As identified below, heritage is an important asset and for these reasons it is important that heritage considerations/management be integrated into planning for the future:

Heritage places contribute to the quality of life and cultural identity of our communities

Many heritage places, such as halls, churches, gardens, schools, and hotels, are the focal point for community gatherings

Privately-owned heritage places, both individually and as part of an area contribute to streetscapes and our sense of place

Utilising and conserving our heritage places can also assist local economies through employment opportunities and by generating additional revenue, particularly through tourism

Heritage places can excite curiosity about the past; they can be important sources of classroom learning; and they can also generate interest for tourism and can encourage return visits

Sensitive adaptations of heritage buildings for new purposes can also avoid or reduce demolition waste, having economic and environmental benefits

*“The strategies seek to build on existing strengths, fill in any gaps, harness weaknesses and reflect the City’s aspirations.”*

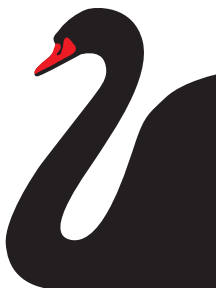
### 1.3 WHAT IS A HERITAGE STRATEGIC PLAN?

The range and diversity of stakeholders involved in the City’s heritage is substantial. Stakeholders range from the Local Studies Librarian who collects, records and promotes the City’s heritage; Statutory Planners who assess development applications for heritage places; the City’s Construction and Maintenance Business Unit who undertaken maintenance works to heritage places/areas; Elected Members; State Government Agencies; homeowners; developers; and special interest groups.

A Heritage Strategic Plan is a useful document that provides clarity for these stakeholders and for the integration of heritage conservation and management within a Local Government’s overall property, planning and administrative framework, for both public and private places. It is an extremely important document that enables a Local Government to:

- Co-ordinate and align its approach to heritage management to ensure that everyone is working in the same direction and provides for the efficient use of resources.

- Provide clarity on both the City’s commitment and approach to the management of its heritage assets in a manner that is both easily understood and accessed.
- Build on the provisions of the City’s Corporate Strategic Plan, which has one of the key objectives to ensure ‘*heritage assets are protected.*’
- Identify positive heritage measures already employed by the City.
- Identify and prioritise work to be done in the future and budget for these.
- Appropriately manage and monitor the heritage assets of their community.



1.4 CURRENT ROLES AND RESPONSIBILITIES

This section provides an overview of the current roles and responsibilities of both the Elected Members and the City’s Administration in relation to the management of the City’s heritage.

ELECTED MEMBERS	CITY ADMINISTRATION	
<ul style="list-style-type: none"><li>• Decision makers for Development Applications and Budget Allocation</li><li>• Policy makers for future activities</li><li>• Community leaders</li></ul>	CUSTOMER SERVICES	PLANNING
	MANAGING PUBLIC RELATIONS	MANAGING THE BUILT ENVIRONMENT
	<ul style="list-style-type: none"><li>• First point of contact</li><li>• Directs enquiries relating to heritage matters</li></ul>	<div>STATUTORY SERVICES</div> <ul style="list-style-type: none"><li>• Assesses and determines development applications</li><li>• Applies policies</li><li>• Manages scheme heritage incentives</li><li>• Provides advice on the development of heritage places</li></ul>
		<div>STRATEGIC SERVICES</div> <ul style="list-style-type: none"><li>• Identifies/defines heritage places and areas</li><li>• Develops heritage management policies</li></ul>



## LIBRARY

### MANAGING RECORDS

- Local Studies Librarian
- Collects and catalogues relevant resources including but not limited to books, images, Conservation Plans, Oral Histories
- Promotes the City's heritage through displays
- Assists students and the general public with research
- Undertakes presentations on the City's heritage

## ASSET MANAGEMENT AND CONSTRUCTION AND MAINTENANCE

### MANAGING THE CITY'S HERITAGE ASSETS

- Manages the capital works program within the heritage renewal program
- Maintains the City's heritage assets including parks, verges, buildings
- Seeks funding for work to the City's Heritage Assets
- Obtains relevant approvals for planning works to the City's heritage assets

## BUSINESS AND TOURISM

### PROMOTING THE CITY'S HERITAGE ASSETS

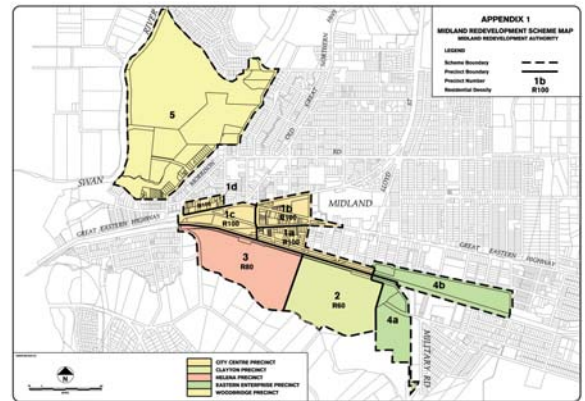
- Developed the heritage walk trail in Guildford
- Manages heritage projects in Guildford that have tourism elements
- Implements the Interpretation Plan for Guildford
- Manages promotional material displays, brochures etc for the Guildford and Swan Valley areas

## 1.5 OTHER STAKEHOLDERS

The City of Swan are not the only decision makers in relation to land in the district. Other authorities that either have approval of advisory roles include:

- Metropolitan Redevelopment Authority - see next page.
- Western Australian Planning Commission – roles include determining all subdivision applications; administering regional planning schemes like the Metropolitan Region Scheme; as well as recommendations to the Minister on local planning schemes.
- Department of Planning –provides professional and technical expertise, administrative services, and resources to the WAPC and implements its decisions.
- State Administrative Tribunal - review decisions made by Government regarding planning, development and resources.
- Swan River Trust - is responsible for determining applications for development in the Swan River Trust Development Control Area, which includes the waters of the Swan and Canning rivers and adjoining parks and recreation reservations.
- Department of Environment and Conservation - advise on environmental planning issues relating to nature conservation.
- Heritage Council of Western Australia - determines the organisation's strategy, policies and makes key decisions on places to be entered into the State Register of Heritage Places and development referrals. It is supported by the State Heritage Office who have delegation to also provide advice on development applications.
- Department of Aboriginal Affairs - maintains a Register of Aboriginal Sites as a record of places and objects of significance. Authorisation of the Registrar of Aboriginal sites and/or consent of the Minister for Indigenous Affairs is required before the alteration of any Aboriginal site. This is facilitated through the Department.

It is important that there is an open dialogue and partnership with these State Government and Public Agencies to ensure the appropriate and sympathetic development of government-owned heritage assets in the district. The City's Heritage Strategic Plan should be sent to these stakeholders to demonstrate the importance and value placed on the district's heritage.



## METROPOLITAN REDEVELOPMENT AUTHORITY

The Metropolitan Redevelopment Authority (MRA) was established as a result of the *Metropolitan Redevelopment Authority Act 2011* to undertake redevelopment projects in suitable areas within the Perth metropolitan area. It combines the responsibilities and projects formerly undertaken by the East Perth, Subiaco, Midland and Armadale redevelopment authorities and the Elizabeth Quay project.

The MRA's functions are to control these developments and to prepare and keep under review the Redevelopment Schemes for those areas. Under the Act, the MRA has the power to resume land, undertake environmental rehabilitation and plan, implement, promote and coordinate urban regeneration projects. Each redevelopment area has a Land Redevelopment Committee enabling community and local government involvement in the development and delivery of redevelopment projects.

The relevant planning scheme for the Midland area is the Midland Redevelopment Scheme (MRS) gazetted on 8 February 2005. The Midland redevelopment area encompasses a series of connected zones, each with its own distinctive character, structure and style (refer to inset above).

The City of Swan is therefore not the determining/regulatory planning authority for developments in these zones. However all development applications for land in the MRA's jurisdiction will be referred to the City for comment. In time however, the land will be normalised,

which means planning control will be returned to the City of Swan. Essentially, after normalisation the MRA will no longer be the Planning Authority for the area.

Clause 5.4 of the MRS requires that the 'authority shall prepare and maintain a heritage strategy which shall identify those places within the redevelopment area considered to be of cultural heritage significance and worthy of conservation under the provisions of this Scheme.'

A Heritage Strategy has been prepared and covers the four precincts in the Midland Central Redevelopment Area – Helena (incorporating the Railway Workshops), City Centre, Clayton and Eastern Enterprise. The aim of the Strategy is to ensure that there is a balance between heritage values and sustainable future development. Buildings, site features and areas are assessed as being of exceptional, considerable, some or little significance.

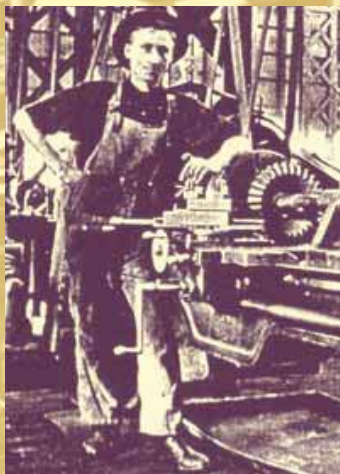
A key focus of the Heritage Strategy is the Railway Workshops, one of many cultural heritage sites in the Midland redevelopment area. It holds a special place in the State's industrial, economic and social history. The Midland Redevelopment Authority's strategy to conserve the heritage values of the Railway Workshops is one of the most significant undertakings by the Western Australian Government in this field.

As a key stakeholder in the City's heritage it is important that partnerships with the MRA are fully explored and capitalised upon. Sharing historic resources and opportunities for promotion are key.

# EXTRACT FROM THE MRA'S HERITAGE STRATEGIC PLAN

## Guiding Principles

The Midland  
Redevelopment  
Authority has  
adopted the  
following guiding  
principles for the  
conservation  
of the Midland  
Railway  
Workshops



### 1. Heritage value

Heritage significance will be a fundamental consideration in all future decisions on the planning and development of Helena Precinct, the area included in the Heritage Council of Western Australia's Registered Area.

### 2. Heritage Council of Western Australia (HCWA) approval

Approval will be sought from the Development Committee of HCWA before the start of all development in the registered area. This includes development associated with new and existing buildings, areas around buildings, roads,

landscaping and servicing of the area generally.

### 3. Existing significant buildings

The redevelopment of the Railway Workshops will have regard to the heritage value of the existing building stock and ensure that all buildings of exceptional and considerable significance are retained and conserved. Where possible buildings of some significance will be retained and conserved. All conservation works to buildings of exceptional and considerable significance will be carried out in accordance with the principles of the Burra Charter.





#### 4. Archival recording before demolition or change

An archival record will be prepared to HCWA requirements before removing buildings identified as being of little heritage value, and before works commence to adapt retained buildings.

#### 5. Existing significant site features

The site will be redeveloped with regard to the heritage value of the existing site features, and all site features of exceptional and considerable significance will be retained and conserved.

#### 6. Significant areas

The redevelopment will have regard to the heritage value of the existing site features and ensure that all areas of exceptional or considerable significance are retained as open space. Areas of some or little significance will be developed in accordance with recommended guidelines in a way that does not impact negatively on adjacent significant buildings or spaces.

#### 7. Machinery

Detailed recommendations will be followed for machinery associated with Workshops use. Where possible and appropriate, machines will be kept for interpretation purposes.

#### 8. Tools and furniture

Detailed recommendations will be followed for tool collections, furniture, signs and other items of movable heritage associated with Workshops use. Where possible and appropriate, items will be kept for interpretation purposes.

#### 9. Labour and social history

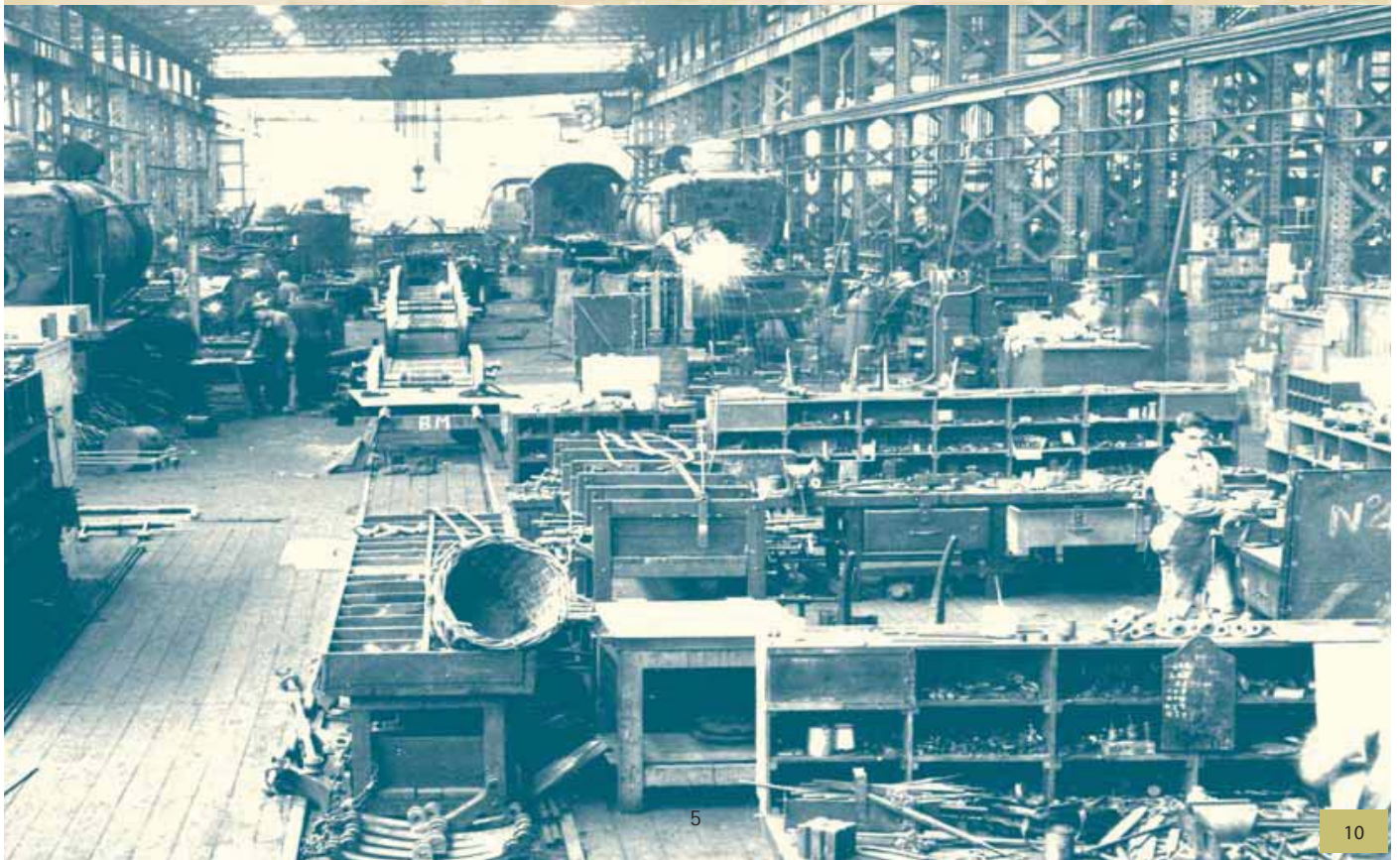
The redevelopment of the Workshops will take account of the labour and social history of the place. History will be interpreted on the site so that it is accessible to the community, and where possible will involve former Workshops employees.

#### 10. Heritage Agreements

Formal Heritage Agreements with HCWA will ensure that all future owners or users of existing or new buildings, site features and areas understand the heritage significance of the place and that all development is in accordance with that significance.

#### 11. Heritage opportunities

The heritage significance of the Railway Workshops is an opportunity to encourage appropriate redevelopment, not a constraint. Heritage conservation will enhance the value of the place and encourage new uses and appropriate redevelopment.







## 1.6 HOW DOES THE HERITAGE STRATEGIC PLAN FIT WITHIN THE CITY'S CORPORATE AND PLANNING FRAMEWORK?

The City of Swan's commitment to protecting its heritage assets for future generations is established in its corporate *Strategic Community Plan 2012-2022*. This high level strategic planning document outlines priority areas and objectives for improving the quality of life, environment and organisational capability within the City. Key strategies of the plan relating to heritage include:

- *Maintain and protect heritage; and*
- *Support our heritage tourism hubs for future generations.*

To implement the objectives and strategies of the *Strategic Community Plan 2012-2022* and to meet various statutory obligations the City has developed a number of supporting Strategic Plans. The plans are designed to cascade so that high-level objectives in the *Strategic Community Plan 2012-2022* are translated into more specific actions in the lower order plans – such as this Heritage Strategic Plan. The suite of integrated plans provides a comprehensive road map for understanding the City's approach for planning for the future.

The management of heritage conservation also sits within a broader statutory framework, as set out in the *Planning and Development Act 2005* and the *Heritage of Western Australia Act 1990*. The Heritage Strategic Plan does not affect or replace relevant statutory requirements; rather it seeks to ensure that obligations arising from the statutory framework are pro actively addressed.

### 1.7 PROJECT SCOPE AND METHODOLOGY FOR THE CITY'S HERITAGE STRATEGIC PLAN

The Heritage Strategic Plan provides an overall framework for the management of Heritage in the City over the next 4 years and has been developed using the four step methodology outlined in the Burra Charter<sup>1</sup>:

**Identify** – A desktop survey of the City's existing heritage management framework was undertaken and strengths and weaknesses were identified.

**Understand** – Interviews with key stakeholders and an Elected Member Workshop enabled a clear understanding of the needs and aspirations of the City, with regards to the future of its heritage management. An over arching vision and project objectives were developed, with input from Elected Members, to underpin the Plan.

**Develop** – Key strategies that are intrinsically linked to the vision and objectives of the stakeholders were developed. The strategies seek to build on existing strengths, fill in any gaps, harness weaknesses and reflect the City's aspirations.

The following themes, have been adopted to help group common goals and strategic priorities to enable the broad spectrum of heritage management issues to be addressed:

- **Knowing** - identifying, assessing and documenting heritage places.
- **Protecting** - securing statutory protection for significant places, developing policy/guidelines to assist decision making, appropriate management.
- **Supporting** - incentives, advisory services, financial assistance.
- **Promoting** - measures to raise awareness and appreciation of the heritage of the area.<sup>2</sup>

**Manage** – The Strategic Plan is implementation-oriented and aims to facilitate action. Mechanisms to enable the City to monitor and review its effectiveness have also been developed.

The Draft Heritage Strategic Plan will also be advertised to the Community for input.



<sup>1</sup> Produced by Australia ICOMOS, the Burra Charter and its accompanying guidelines are considered the best practice standard for the conservation and management of places of cultural heritage significance in Australia.

<sup>2</sup> Heritage Victoria (2012) Information Guide - Local Government Heritage Strategies, p.4

# 2.0

## IDENTIFY (STRENGTHS AND KEY ISSUES)

The brief sets out that the Heritage Strategic Plan must firstly identify the strengths and weaknesses of the City's current heritage management framework (including its policies procedures, programs and practices). To gain a thorough understanding of the strengths and weaknesses of the framework the following actions were undertaken:

- A desktop survey of all the City's readily available resources (including policies procedures, programs and practices) relating to heritage management was undertaken;
- A series of interviews with the City's Administration were undertaken on 26 April 2012. The interviews built on the findings of the desktop survey of the strengths and weaknesses. Interviews with representatives from the Guildford Association and Swan Guildford Historical Society were also undertaken; and
- An Elected Member Workshop was undertaken on 17 May 2012.

A number of strengths and key issues emerged from the desktop survey, interviews and workshop, which are identified in summary below. A full listing of the City's strengths and weaknesses can be found in Appendix A.

### STRENGTHS

*The City has a rich and diverse heritage and as a result has a wealth of stories to transmit*

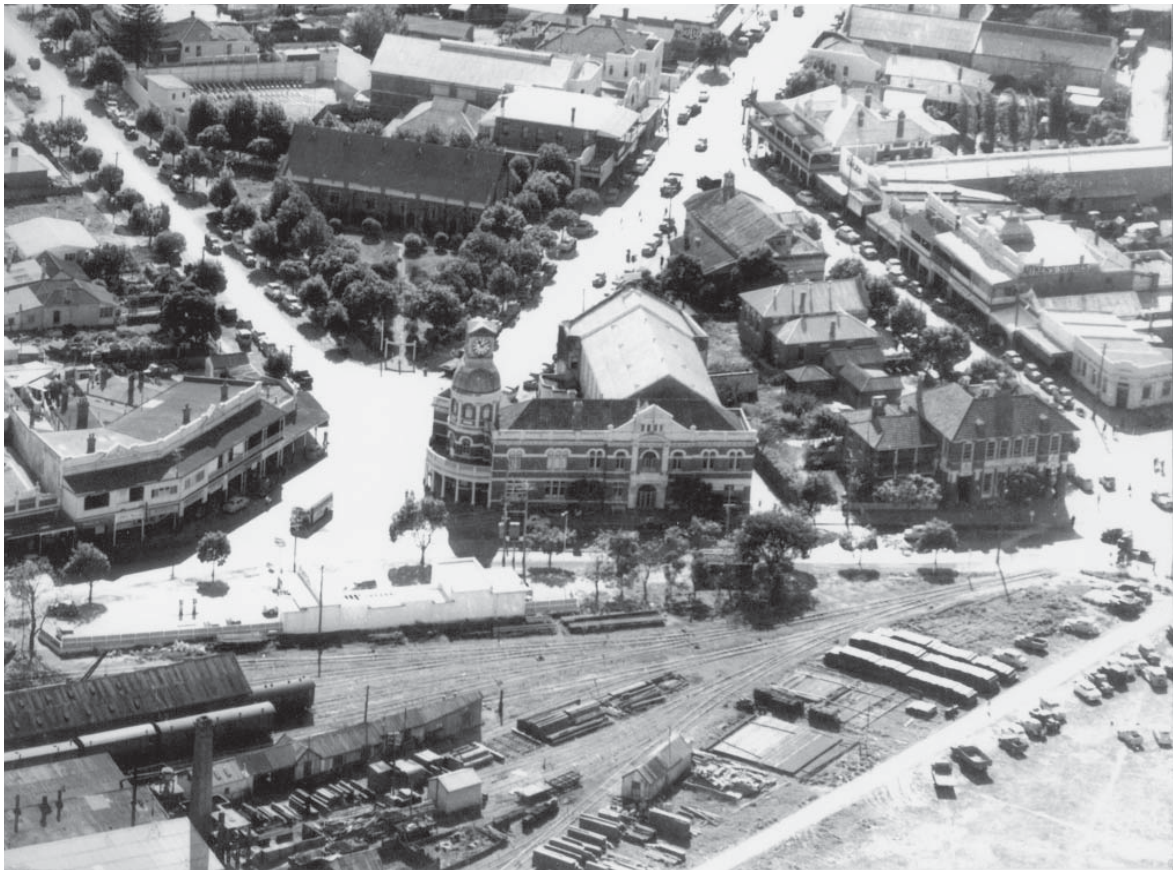
*The City has a large range of unique heritage assets, both tangible and intangible*

*The City's various business units have management measures in place that genuinely seek to care for and promote the City's heritage assets*

*The City has a number of volunteers and special interest groups that are committed to the stewardship of the City's heritage assets*

*The City has existing statutory mechanisms to protect and encourage the retention of heritage places and heritage areas*

*The City's heritage assets are promoted in a number different ways, including heritage trails, the Swan Valley Visitors Centre and through displays undertaken by the Local History Library*



Top: Aerial photograph of central Midland Junction circa 1955 (source: City of Swan Local History Collection P403)

Left: Chief Mechanical Engineer's Office, Midland Railway Workshops (TPG 2012)

Right: Midland Junction Lotteries House, Midland (2012)



## KEY ISSUES

It is evident that the City has many heritage achievements, however, a number of key issues emerged during our investigations, which will be addressed in the Heritage Strategic Plan. These key issues are:

**Key Issue 1** – *the roles played by business units with heritage responsibilities is unclear and need to be aligned, co-ordinated and communicated to ensure a system, which effectively protects the City's heritage assets, whilst ensuring an efficient use of resources.*

**Key Issue 2** – *there is a perception that heritage management is subjective, overly complex and not transparent. This perception creates confusion and may be a disincentive for owners to either purchase and/or conserve heritage-listed places. Notably, the following items may contribute to this perception:*

- *The differences and implications of the Heritage List, Local Government Inventory (previously referred to as Municipal Heritage Inventory) and Heritage Areas are not articulated in an easily accessed form*
- *There is no Local Planning Policy to guide the development of heritage places outside the City's Heritage Areas.*
- *The existing Local Planning Policies relating to the City's Heritage Areas may be overly complex and may not be achieving the outcomes desired by the community.*

**Key Issue 3** – *efforts to protect the City's heritage can be challenging and controversial, as the City must try to balance the community's desire to preserve heritage buildings, with the owners' wishes to redevelop or to respond to commercial realities. There is a need for a strong and robust heritage management framework to assist in decision-making in a clear and transparent manner.*

**Key Issue 4** – *there is a need to broaden the public's understanding of the importance and diversity of the City's heritage. Particularly, there is a need to promote that the heritage of the district is not just the important historic town of Guildford, and that it includes other significant tangible and intangible elements.*

**Key Issue 5** – *there is a need to further promote and protect the importance and significance of Guildford, which is not widely appreciated or understood amongst the City's heritage stakeholders or amongst the wider community.*



**Key Issue 6** – educational and promotional programs are important and can assist the community and other stakeholders to accept that heritage is an asset as opposed to a burden and liability. Particularly the economic benefits, through tourism and the social benefits, through cultural activities need to be actively publicised.

**Key Issue 7** – there appear to be gaps in identifying, understanding and documenting the City's heritage and its associated significance. There is a need for more time and research with residents and relevant experts to adequately address this.

**Key Issue 8** – the degree of intervention to adapt and upgrade heritage buildings for public use, to comply with the Building Code of Australia and the costs associated with it is often substantial. Obtaining appropriate funding is challenging, as heritage conservation is only one of many activities competing for funds. There is a need to coordinate and align the efforts of the City to ensure an efficient use of resources and to ensure the City is in the most advantageous position to be eligible for funding.

**Key Issue 9** – there is a need to improve partnerships with the State Government and Public Agencies to ensure the appropriate and sympathetic development of government-owned heritage assets in the district.

**Key Issue 10** – the City has no dedicated personnel to advocate, advance, monitor, enforce and coordinate its diverse range of heritage.

**Key Issue 11** - there are high community expectations with limited funding and resources available to the City.

# 3.0

## VISION AND OBJECTIVES

The opportunity to interview a number of key stakeholders and undertaking an Elected Member workshop provided a valuable insight into the aspirations and goals of the City in relation to the management of its heritage. It also provided the opportunity to discuss and define a vision and objectives for the Heritage Strategic Plan.

Based on the research undertaken to date, the initial feedback from the interviews and workshop the following matters were identified as integral considerations in the development of the vision and objectives:

- The vision needs to be short and sharp
- The vision needs to align with the City's motto 'One City - Diverse Places'
- The vision and objectives need to ensure an inclusive approach – to eradicate a 'them' and 'us' stigma
- The vision and objectives need to promote that the City strives for consistency and fairness
- The vision and objectives need to encompass an integrated approach to heritage
- The vision and objectives should seek to recognise that heritage is an important asset
- The vision and objectives should encourage all stakeholders to look after the district's heritage

In considering the above, the following vision and set of objectives were proposed for the City's Heritage Strategic Plan, to help guide the development of strategies and actions.



### 3.1 A VISION

*The City of Swan is a place where people can experience, appreciate and value the heritage that shapes our district. Our vision is to enable the full potential of our diverse heritage to flourish so that it can continue to contribute to the prosperity and identity of our City.*

### 3.2 OBJECTIVES

#### KNOWING

to ensure the City comprehensively identifies and records the places, stories and objects that represent the unique and diverse history of the district

#### PROTECTING

to embed heritage in policy and planning to ensure the sound conservation, successful adaptation and harmonious development of the district's heritage places in a fair and consistent manner

to better co-ordinate the efforts of those who share the responsibility to conserve, protect and promote the City's heritage

#### SUPPORTING

to facilitate and encourage the proactive conservation and management of heritage in the district

#### PROMOTING

to increase the awareness and appreciation amongst all stakeholders of the district's unique diverse heritage

to raise awareness and understanding of the social, environmental and economic benefits of heritage

Left: Stirling Square, Guildford (TPG 2012)

Bottom Right: Council Chambers (fmr), Guildford (TPG 2012)

Top Right: House, Guildford (TPG 2012)

# 4.0

## STRATEGY

To achieve the vision and objectives a range of strategies, with detailed actions have been recommended and incorporated into the City' Heritage Strategic Plan. This section provides a discussion on the recommended strategies based on the information obtained from the desktop survey, interviews and best practice heritage management principles.



Top Left: All Saints Church, Swan Valley (TPG 2012)

Bottom Left: Garrick Theatre, Guildford (TPG 2012)

Right: Guildford Post Office, Guildford (TPG 2012)

#### 4.1 KNOWING

OBJECTIVE: TO ENSURE THE CITY COMPREHENSIVELY IDENTIFIES AND RECORDS THE PLACES, STORIES AND OBJECTS THAT REPRESENT THE UNIQUE AND DIVERSE HISTORY OF THE DISTRICT

The following strategies have been developed to assist the City achieve the above objective:

- Provide an accurate and thorough record of the City's Heritage
- Identify, record and promote information about the City's historic heritage
- Ensure information pertaining to the City's heritage is readily available to all stakeholders
- Develop partnerships to assist in the identification, documentation and care of the City's heritage

As already established in this report, heritage can be cultural landscapes, buildings, structures, relics, objects, places or works. They are valued not simply because they are old, but because they are associated with phases of history, or people and events of importance. They may be exceptional for their aesthetic qualities, they may give a community a sense of identity and spiritual connection to place, or they may have the potential to inform us about our cultural history.<sup>3</sup> For these reasons, the City has an important role to play in ensuring that the heritage of the district is identified and recorded for future generations.

The first step in the heritage process is to identify those stories, places and objects that appear to be of heritage significance. This is usually done in the form of a heritage study of a local government area or through a thematic study, which focuses on a historical process or theme, and assesses the significance of the remaining evidence of that theme or process.<sup>4</sup>

The City has already undertaken a Thematic History of the area and a recent review of its Local Government Inventory in order to identify those places, which are of cultural heritage value; and to identify themes, which represent the history of the district. These studies however, should not be static; rather they should be continually updated to ensure they are inclusive and encapsulate all periods in the history and development of the district, including the most recent phases of the twenty first century. These studies/themes should also be used to target further research and/or oral

<sup>3</sup> New South Wales Heritage Office (2004) Investigating Heritage Significance Draft Guideline, p 5

<sup>4</sup> ibid



history projects, which can be undertaken by the City or with assistance from education providers.

The next important step is to ensure thorough investigation and research has been undertaken to document provenance, physical context, associations and ownership as part of the City's heritage legacy to future generations.

Resourcing (funding and human resources) for research may not currently be a priority budget item, therefore other ways to procure assistance for researching needs to be sought. A number of education providers could assist the City in its endeavour to comprehensively record its history. As identified below, there are a number of courses in cultural heritage, history, museum studies, planning and architecture, which as part of their curriculum have a heritage component. Students could undertake heritage assessments, oral histories and/or research as a means to keep costs down and to encourage students to engage with and explore the City's heritage.

#### Curtin University

- Bachelor of Arts (History)
- Bachelor of Applied Science (Architectural Science) notably the Architecture and Culture units
- Bachelor of Arts (Urban and Regional Planning) notably the Landscape and Culture unit

#### University of Western Australia

- Bachelor of Arts (History) or (Archaeology)
- Bachelor of Arts (Human Geography and Planning)
- Bachelor of Design (Architecture) or (Landscape Architecture)

#### Edith Cowan University

- Museum Studies

Following this research phase, the significance of the place should be assessed and a succinct Statement of Significance should be prepared to summarise a place/item's heritage values. The statement is the basis for policies and management structures that will affect the place and therefore must be reliable, detailed and robust. This process of research and developing a Statement of Significance is relevant to all aspects of the City's heritage including cultural landscapes, buildings and collections.

Concern was raised during our investigations that the existing Statements of Significance for places on the MHI are not detailed and do not clearly articulate the nature and extent of significance of the place. The statement of significance is akin, in planning terms, to the objectives of the relevant zone as the statement identifies the elements of the place that conservation is trying to maintain.<sup>5</sup> Therefore, any proposed developments or action to an item should be assessed against their impacts on the values as identified in the statement of significance. A lack of such a statement gives rise to several problems, particularly in the planning system, as the absence of a comprehensive statement of significance, results in there being no rigorous basis for a place to be subject to local heritage controls and as it creates uncertainty as to why a place has been listed in the first place.<sup>6</sup> Therefore it is vitally important that the City ensures that each place on its heritage list, and any important collection, has a comprehensive statement of significance.

<sup>5</sup> Productivity Commission (2006) Inquiry Report into the Conservation of Australia's Historic Heritage Places.

<sup>6</sup> *ibid*

## 4.2 SUPPORTING

OBJECTIVE: TO FACILITATE AND ENCOURAGE THE PROACTIVE CONSERVATION AND MANAGEMENT OF HERITAGE IN THE DISTRICT

The following strategies have been developed to assist the City achieve the above objective:

- Ensure adequate budgeting and targeted resourcing for heritage
- Establish good processes, communication and partnerships with the other government agencies to align expectations and support heritage
- Foster positive perceptions about the City's Heritage
- Identify opportunities for funding and strategically plan to ensure capacity and resources to conserve the City's heritage
- Provide opportunities to increase knowledge of heritage management amongst Elected Members and Staff
- Progressively implement the City's Strategic heritage program and Heritage Strategic Plan



Statutory listing is an important means of protecting historic heritage places. However, this approach needs to be complemented with other initiatives to secure a valuable portfolio of heritage assets over the longer term. The City needs to look at other means to encourage and facilitate proactive and co-ordinated conservation amongst the various stakeholders.

Almost all the City's Business Units have direct involvement in the identification, protection and/or promotion of the City's publicly and privately owned heritage places. However, there is no one dedicated point of contact within the City to help manage and link the heritage activities across all Business Units; nor to be a consistent point of contact for external stakeholders. The appointment of a Heritage Officer or Coordinator for heritage would greatly assist in this regard and contribute significantly to the successful delivery of the strategies and actions in this Strategic Plan.

There are many factors to consider with regard to the appointment of a Heritage Officer within the existing organisational structure. A survey into a number of metropolitan local governments, who have appointed a designated Heritage Officer, has been undertaken to assist in this regard:

Local Government	Department	Days per week	Tasks / Responsibilities	Task where an External Consultant may be engaged
City of Fremantle	Planning and Development division in the Planning Projects & Policy section	Full time Heritage Planner and full time Coordinator of Heritage	<p>Assess development applications in relation to heritage</p> <p>Provision of advice to landowners / stakeholders on the development of heritage places</p> <p>Various promotional activities including input into the City's Heritage Festival; and coordinating the City's Heritage Awards</p> <p>Co-ordinate the LGI review</p> <p>Provide input into the management and development of the City's buildings</p> <p>Liaise with State Heritage Office</p>	<p>Expert Witness at the State Administrative Tribunal</p> <p>Prepare Heritage Assessments in relation to difficult/ contentious development applications</p>
City of Subiaco	Planning	Full time Heritage Officer  New position, created about 4 months ago	<p>Review and update the City's Municipal Heritage Inventory</p> <p>Assess development applications in relation to heritage</p> <p>Prepare and review of heritage policies</p> <p>Various promotional activities</p> <p>Liaise with State Heritage Office</p>	<p>Expert Witness at the State Administrative Tribunal</p> <p>Prepare Heritage Assessments in relation to difficult/ contentious development applications</p>
City of Vincent	Planning division in the Strategic Planning, Sustainability & Heritage Services section	Part time Heritage Officer (4 days a week)	<p>Assess development applications in relation to heritage</p> <p>Provision of advice to landowners / stakeholders on the development of heritage places</p> <p>Assist in matters of compliance</p> <p>Referrals to State Heritage Office,</p> <p>Various promotional activities such as coordinating the City's Heritage Assistance Fund; undertaking information talks/heritage walks; preparing the City's annual Heritage Calendar and coordinating the City's Heritage Awards</p> <p>Provide input into the management and development of the City's buildings</p> <p>Liaise with State Heritage Office</p>	<p>To review the Municipal Heritage Inventory</p> <p>Expert Witness at the State Administrative Tribunal</p>

Local Government	Department	Days per week	Tasks / Responsibilities	Task where an External Consultant may be engaged
City of Stirling	Planning and Development division and City Planning section	No dedicated Heritage Officer. Rather a Senior Strategic Planner who has been given the responsibility of the heritage portfolio, which takes up 90 per cent of the working week	<p>Does not assess development applications</p> <p>Provision of advice to landowners / stakeholders on the development of heritage places</p> <p>Various promotional activities such as coordinating the City's Heritage Awards; and coordinating heritage walks</p> <p>Provide input into the management and development of the City's buildings</p> <p>Liaise with State Heritage Office</p>	<p>Expert Witness at the State Administrative Tribunal</p> <p>Preparation of Heritage Assessments in relation to difficult/ contentious development applications</p> <p>To assist with reviewing Heritage Policies and Scheme Amendments relating to heritage.</p>

As explored above, the appointment of a Heritage Officer/Coordinator would support the delivery of the City's heritage aspirations. However, some of the other strategies and actions proposed can be addressed by changes to administration procedures, re-thinking of priorities and careful attention to process, whilst others will be dependant on funding. Funding is required to conserve the City's own heritage assets but also needs to be available for projects which seek to foster positive perceptions and diffuse negative opinions about heritage.

Local governments can run funding programs and can also apply for assistance from State/National governments, for instance, to undertake a heritage study or heritage collections management and interpretation. However, mechanisms need to be put in place to ensure that the City is in the best position to receive the available funding such as strategically identifying grant rounds and projects eligible for funding; ensuring in-kind resources are budgeted for and ensuring that internal resources are allocated for the preparation of Grant Applications. Innovative ways to obtain funding for other heritage projects should also be explored, including but not limited to revolving funds; seeking gold coin donations for entry into heritage places; and the encouragement of heritage philanthropy.

In addition to the above, a key role of the City should be to provide increased support to all stakeholders to protect its valuable heritage assets and to foster a culture which values heritage. Capacity should be built amongst existing staff and Council Members and relationships built with external stakeholders to enable negotiated and balanced outcomes and to ensure everyone is working towards achieving the City's heritage visions.

### 4.3 PROTECTING

OBJECTIVE: TO EMBED HERITAGE IN POLICY AND PLANNING TO ENSURE THE SOUND CONSERVATION, SUCCESSFUL ADAPTATION AND HARMONIOUS DEVELOPMENT OF THE DISTRICT'S HERITAGE PLACES IN A FAIR AND CONSISTENT MANNER

The following strategies have been developed to assist the City achieve the above objective:

- Ensure that the City's heritage management framework is easily understood by all stakeholders and results in informed and appropriate conservation outcomes
- Reduce the instances of demolition by neglect
- Build capacity in-house in heritage planning and assessment

As identified in the desktop survey the City already has established heritage management policies and Scheme provisions. However, the existing policies to guide its heritage areas are complex and could appear too complicated for owners. This may result in varying interpretations of Policy controls by both landowners, developers, the City's Administration and Elected Members. Furthermore, there are no associated Policy/Design guidelines for individually heritage listed properties, which may result in inconsistent decisions being made in relation to these places.

There is a need to create and update existing policies in line with best practice heritage principles, to improve their clarity; to ensure all stakeholders are working towards common goals; and to address items identified in Appendix A of this Report. Policies should seek to improve overall heritage outcomes that are responsive to the identified values and significance of a particular place or area.

In addition to the above, a particular area of concern identified during our investigations is 'demolition by neglect'. The City needs to implement actions to firstly monitor instances of neglect and secondly to encourage owners directly to take active and pre-emptive steps to ensure the conservation of these places.

The City of Fremantle and the City of Stirling have each proposed an amendment to their Local Planning Schemes to introduce new 'demolition by neglect' clauses into part 7, heritage and conservation protection.

The new clauses will give the Local Government the power to issue a written notice on the owner, occupier or other person in control of a heritage listed place or place in a heritage area which is in a state of neglect, and require the repair of the place.

The Amendments set out that if the required repairs are not carried out the Local Government may enter the place and undertake the repairs. The scheme amendments include a provision to recover any costs through legal means.

It would certainly be worth investigating a similar approach to address demolition by neglect through Scheme Provisions.



## PROTECTING (CONT)

OBJECTIVE: TO BETTER CO-ORDINATE THE EFFORTS OF THOSE WHO SHARE THE RESPONSIBILITY TO CONSERVE, PROTECT AND PROMOTE THE CITY'S HERITAGE

The following strategies have been developed to assist the City achieve the above objective:

- Promote high quality workmanship in all works to heritage places
- Apply good heritage management practice and procedures for City identified, owned/managed heritage places
- Develop and Implement programs that aim to achieve pro-active heritage conservation

The City owns and manages a variety and diverse range of significant heritage places. It is essential that the City seeks to set a good example in the management of its own heritage assets to demonstrably achieve the standards expected of other private heritage property owners. The success and imaginative re-use of a heritage asset, resulting in its retention and continued use will also generate good publicity, and thus increased credibility, for the City.<sup>7</sup>

However, it is acknowledged that leading by example is often a difficult responsibility as heritage management costs are largely funded from the City's general budget, which results in heritage conservation competing against funding demands put forward by other Business Units. As a result, as gauged from our interviews, maintenance strategies are often governed by circumstances and include a combination of "fix when fail," general maintenance and preventative maintenance. Finding appropriate uses and upgrading the facility to meet relevant Building Code of Australia (BCA) and Australian Standards is also challenging.

The success of the City's heritage management will be evident if heritage values are conserved and extended, and will be seen in outcomes such as:

- the quality of conservation and maintenance works and the standard of finishes
- the on-going use of a heritage place and the extent to which functional requirements are met
- successful integration of old and new elements to address functional requirements
- whether innovative solutions are found to accommodate service delivery needs within heritage constraints

7 English Heritage (2003) English Heritage 2003, Managing Local Authority Heritage Assets: Some Guiding Principles for Decision-Makers, <http://www.english-heritage.org.uk/publications/managing-local-authority-heritage-assets-document/> (accessed on August 2012).

- the quality of the interaction between the parties involved
- the extent of community satisfaction with the processes and outcomes<sup>8</sup>

It is acknowledged that, considerable work has already been done by the City's Asset Management Business Unit to proactively manage, to plan for the City's heritage assets and to address the above. Specifically, Conservation Plans have been prepared for almost all the City's own heritage assets and Asset Management Plans are currently being prepared. The City should continue to develop Asset Management Plans to help guide the conservation and management of the City's Assets. However, this is just one step of the process and must not be viewed in isolation, rather emphasis should be placed on making the most out of the City's heritage assets and developing management options that maintain heritage values as an integral part of the broader asset management process. To achieve this, the following steps for the identification, strategic planning and management of the City's heritage assets are highlighted for consideration:

#### STEP 1 - KNOWING THE CITY'S HERITAGE ASSETS – ASSET REGISTER

This step involves identifying and assessing heritage items under the City's ownership or control; nominating them for inclusion onto the City's Heritage List (if warranted); and surveying them and completing condition assessments to provide information for strategic and detailed planning for short and long-term management of the heritage assets in the portfolio.

#### STEP 2 - STRATEGIC PLANNING

This step is to determine management strategies for the City's heritage assets, which may involve continued use of the asset in its current role, to adapt it to a new role or to transfer the asset to a new owner. Key Factors for consideration include:

- What are the statutory requirements relating to the asset?
- What performance is required from the asset, and what contribution should it make to service outcomes?
- What are the needs of the community?
- Which is the preferred option for use?
- What is required to achieve the selected option (works to be undertaken and technical, financial and any specialist resources)?<sup>9</sup>

<sup>8</sup> New South Wales Treasury (2004) Total Asset Management – Heritage Asset Management Guideline, p. 16 [http://www.treasury.nsw.gov.au/\\_\\_data/assets/pdf\\_file/0004/5098/heritage\\_asset.pdf](http://www.treasury.nsw.gov.au/__data/assets/pdf_file/0004/5098/heritage_asset.pdf) (accessed on June 2012).

<sup>9</sup> *ibid*, p. 14

### STEP 3 - PLAN WHAT HAS TO BE DONE - ASSET MANAGEMENT PLANS

Having determined how to use an asset, detailed planning at asset level is the next step and must incorporate whatever is necessary to protect, conserve, reveal and explain the heritage significance of the asset. Key steps during this phase include:

- Identifying and prioritising tasks, to generate a work plan for each asset. This may include:
  - » breakdown maintenance
  - » preventative maintenance
  - » servicing maintenance
  - » cyclic maintenance
  - » condition-based maintenance
  - » specialist heritage requirements
  - » guidelines for building managers about the protection of heritage
  - » significance on a day to day basis and for future owners/occupiers
  - » capital investment plan that includes medium and long term
  - » maintenance plans
  - » annual program to implement the maintenance program.
- Prioritising and scheduling this work in relation to the City's other asset management projects.

It is acknowledged that maintenance and restoration costs can be substantial, however, it is important that the City recognise heritage as an 'asset' not the source of maintenance liabilities.<sup>10</sup> When considering work plans and budgets, heritage assets should be accounted for separately



Midland Town Hall Clock Tower undergoing restoration works (TPG 2012)

from operating costs. Providing a more rigorous system for accounting for the costs of public heritage conservation will enable a more efficient allocation of scarce resources to their most valued use and improve transparency and accountability of the City's conservation decisions. It will also better inform the Council when deciding on how much funding, in aggregate, should be allocated to the public conservation task.<sup>11</sup> This should be kept in mind when preparing the above mentioned work plans and seeking funding.

<sup>10</sup> op cit, Productivity Commission (2006) p. 186

<sup>11</sup> ibid, p. 206

STEP 4 - IMPLEMENTATION

This involves securing approvals, resources and funding and implementing the program to the extent of the available funds and other resources. Refer to the section on ‘Supporting’ for a discussion on funding strategies.

Processes need to be put in place at this stage to ensure contractors who undertake works to a place respond to its specific heritage values and that they are made aware of any special conservation treatments, statutory requirements and opportunities and constraints associated with a place. A Place Record Form for each asset should be prepared, as an appendix to the City’s Asset Management Plans, which succinctly provides this detail. Contact details of a relevant officer should be documented to assist in the clarification of any heritage concerns. Forms should be copied and circulated to all employees, contractors and consultants and companies employed to manage and undertake works to the City’s Heritage Assets, so that they can ensure their work is in line with both the City’s and communities expectations.

STEP 5 - MONITORING

The City should monitor and review the relevance, effectiveness and efficiency of the assets under its control and the implementation of their management programs. Monitoring should also ensure that the heritage values associated with a place have not been diminished or eroded by inappropriate works or management. Therefore this stage involves developing indicators to monitor performance, including:

- Heritage conservation outcomes
- Business outcomes
- Service delivery obligations
- Asset portfolio performance requirements
- Community satisfaction

#### 4.4 PROMOTING

OBJECTIVES: TO INCREASE THE AWARENESS AND APPRECIATION AMONGST ALL STAKEHOLDERS OF THE DISTRICT'S UNIQUE DIVERSE HERITAGE

TO RAISE AWARENESS AND UNDERSTANDING OF THE SOCIAL, ENVIRONMENTAL AND ECONOMIC BENEFITS OF HERITAGE

The following strategies have been developed to assist the City achieve the above objective:

- Ensure information about the City's heritage is proactively packaged and presented to all stakeholders in a variety of mediums
- Develop opportunities to raise awareness and foster positive perceptions about the City's heritage and its benefits
- Communicate the City's heritage to a wide audience
- Improve recognition of the outstanding cultural heritage value of Guildford
- Develop partnerships with other organisations to strengthen efforts to promote the City's heritage and to share knowledge held amongst stakeholders



One of over 50 interpretative signs featured along four heritage walk trails in Guildford (TPG 2012)

As outlined in the Burra Charter, places of cultural heritage significance are '*tangible expressions of Australian identity and experience*' and therefore promoting, interpreting and/or explaining their significance is integral to their long-term appreciation and conservation.

There are a full range of potential ways/activities that can heighten public awareness and enhance understanding of heritage and its benefits. In the first instance ensuring public access to existing heritage information and promotional material is paramount. Accessing information on the web is now expected as most people will look to the City's website for heritage information. This is a highly important, easy and accessible way for the City to promote its heritage and it provides a one-stop source for heritage information. A large number of local governments have dedicated heritage websites or heritage portals, which provide a diverse range of information about their relevant heritage, including policies, promotional and educational brochures, heritage assessments and details of heritage listing. Some websites, which we consider provide a good heritage interface, include:

- The City of Vincent  
[www.vincentheritage.com.au](http://www.vincentheritage.com.au)
- The City of Gosnells  
[www.gosnells.wa.gov.au/scripts/viewoverview\\_contact.asp?NID=9180](http://www.gosnells.wa.gov.au/scripts/viewoverview_contact.asp?NID=9180)
- The City of Port Philip  
<http://www.portphilip.vic.gov.au/heritage.htm>
- The City of Boroondara  
[http://www.boroondara.vic.gov.au/your\\_council/building-planning/heritage](http://www.boroondara.vic.gov.au/your_council/building-planning/heritage)





Tourism is an example of a use benefit arising from historic heritage places. Heritage tourism initiatives are already being explored by the City, however, these efforts largely promote Guildford and the Swan Valley. The heritage tourism potential is considerably under-realised and the profile largely absent in the remainder of the district. The City needs to investigate opportunities to stimulate and nurture heritage tourism in the remainder of the district to complement and build up on the work already being undertaken in Guildford and the Swan Valley. It would be beneficial to prepare an Interpretation Plan to inform, develop linkages and assist in the development of future tourism initiatives. An Interpretation Plan is a management tool that provides an integrated strategy for transmitting messages about tangible and intangible cultural heritage values to a wide audience. It identifies the most significant stories and the media most suited to exploring them and would provide helpful guidance.



Other activities that can be employed to heighten public awareness and enhance understanding of heritage and its benefits include print and electronic publications, public lectures, on-site and directly related off-site signage/installations, educational programs, award programs, community activities, and ongoing research and training. Many of these are being undertaken by the City or are recommended in the City's Heritage Strategic Plan.



Top: Gaol (fmr), Guildford (TPG 2012)

Middle: The Rose and Crown Hotel, Guildford (TPG 2012)

Bottom: Midland Railway Workshops, Midland (TPG 2012)

# 5.0

## IMPLEMENTATION

The City of Swan Heritage Strategic Plan responds to the key issues identified through the strengths and weaknesses analysis and to those raised by the consulted stakeholders. It provides clarity on the City's commitment to identify, protect, support and promote its heritage assets and also provides direction (strategies and actions) on how the City will effectively administer its heritage program.

The Action Plan contained at the rear of the Strategic Plan outlines which Business Unit will be responsible for implementing each action (in many cases more than one Business Unit will be responsible). It also prioritises the implementation of actions, based on the following levels:

High Priority – to be implemented within 1 year

Medium Priority – to be implemented within 2-3 years

Long Term– to be implemented within 4 years

The implementation of City of Swan Heritage Strategic Plan requires:

- adoption of the Heritage Strategy by Council to establish the future direction for all stakeholders on heritage matters.
- the nomination of an Officer from each Business Unit and the appointment of a Heritage Officer/ Heritage Coordinator to assist in co-ordination to oversee the implementation of actions identified in the Heritage Strategy.
- allocation of resources to effectively undertake policy actions.

The ongoing implementation and effectiveness of the Heritage Strategic Plan shall be monitored to ensure that the objectives, strategies and actions are being achieved. Specifically, a report shall be prepared and presented to the Council annually that details how actions within the Strategy have been implemented. The Heritage Strategic Plan is to be reviewed and updated every four years of being implemented.

# A

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## APPENDIX A

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Appendix A provides a full analysis of the strengths and weaknesses of the City's heritage management framework as identified through the desktop survey, interviews and workshop. The Appendix is divided into following four chapters:

-  Knowing
-  Protecting
-  Supporting
-  Promoting

## KNOWING

Local governments have an important role to play in ensuring that the heritage of their district is identified and recorded for future generations. This section investigates the existing mechanisms/processes that identify and document the history of the City of Swan and its various heritage places. Specifically it investigates the following:

1. Identifying Intangible Heritage - the Local History Collection and the City's Thematic History
2. Identifying Tangible Heritage - the Municipal Heritage Inventory, Heritage Lists and Heritage Areas
3. Identifying Natural heritage

### 1. IDENTIFYING INTANGIBLE HERITAGE

#### 1.1 LOCAL HISTORY COLLECTION

The City of Swan has a Local History Collection housed at the Midland Public Library. The collection includes a large number of books, conservation plans, newspaper articles, reports, photographs, maps and oral history tapes and transcripts all relating to the City of Swan. The motto of the Library is 'engage, empower, enrich excite.'

#### STRENGTHS

The City has a dedicated Local Studies Librarian to co-ordinate the collection of resources, cataloguing and promoting.

The Local Studies Librarian, with assistance from a volunteer prepares displays on various historical topics, which are exhibited in the library.

The Local History Studies Librarian often presents talks at the library and at other off site venues, on various topics relating to the history of the area.

The library has over 2500 historic photographs, some of which have been digitised and are available online.

The City has a comprehensive text on the history of the district - *On the Swan: a history of Swan District, Western Australia*, written by Bourke, Michael J. (1987). This book is held within the Local History Studies collection.

#### WEAKNESSES

Unfortunately all Building Licences prior to 1980 were discarded and are therefore not available. This represents a loss of a very important resource.

There is no process in place to record and archive Heritage Assessments commissioned by the City, in relation to the development of heritage listed places.

#### 1.2 THEMATIC HISTORY

A Thematic History is a document, which provides a broad overview of historical developments that have occurred in an area. A Thematic History can assist in the preparation of an MHI, as an MHI will generally aim to include places illustrative of all themes (where possible) identified in the Thematic History.

The City has prepared a Thematic History, which was prepared by an external consultant in 1993, and updated in 1997. The History provides a chronological investigation into the history and development of the district, which spans from Aboriginal Prehistory through to 1993.

## STRENGTHS

A Thematic History has been prepared and was reviewed in 1997. It will assist the City identify key stories and places for future interpretation.

## WEAKNESSES

The Thematic History is not available online. A Thematic History is a good resource as a consolidated history of the area, which should be kept and presented with the MHI.

Given the document has not been reviewed/updated since 1997; it omits some more recent aspects of the development of the district, including the emerging tourism industry in the Swan Valley, the redevelopment and adaptive reuse of the Midland Railway Workshops and the redevelopment of the Caversham Airfield.

Beyond the requirement for the MHI to be reviewed every four years, the *Heritage Act*, does not specify what form the Inventory should take. The publication entitled *Basic Principles for Local Government Inventories*, prepared by the Heritage Council of Western Australia (HCWA), seeks to guide local governments in the fundamentals of modern best practice in local government inventories. The main principles of this publication are:

- » A thematic history of the local district should be prepared as an aid to assessment. The inclusion or exclusion of places in the inventory should be on the basis of cultural heritage significance, in accordance with the standard assessment criteria.
- » Documentation of each place or precinct should be in accordance with, or substantially in accordance with, the minimum requirements for documentation set out HCWA's publication entitled *Criteria for the Assessment of Local Heritage Places and Areas*
- » The findings of the inventory must be made publicly available, either in printed or electronic form.

## 2. IDENTIFYING TANGIBLE HERITAGE

### 2.1 MUNICIPAL HERITAGE INVENTORY, HERITAGE LISTS AND HERITAGE AREAS

The *Heritage of Western Australia Act 1990* requires each local government to identify buildings of cultural heritage significance in its district through a Local Government Inventory. This is commonly referred to as a Municipal Heritage Inventory or MHI. The MHI is an information source of places of local heritage value, however inclusion on the MHI has no statutory implications/protection.

For a local government to have statutory authority and influence to manage the development of a heritage place, a place needs to be identified within the Heritage List.

The City of Swan's first MHI was adopted in 1995 and subsequently partially reviewed in 1999 and 2004. At the Ordinary Meeting of Council held on 15 December 2010, the Council adopted a revised MHI and Heritage List. The recently adopted MHI comprises 461 places and the Heritage List comprised 105 heritage places. The Heritage List comprised the highest two management categories identified in the MHI and will be discussed in the section entitled Protection.

In addition to the above, the City has designated two Heritage Areas in order to conserve and enhance its cultural heritage significance and character of parts of Guildford and Woodbridge.



## STRENGTHS

The recent review of the MHI, has provided a more easily understood management category system. The previous MHI was overly complex and difficult to understand (the Management Categories were previously: retain, medium, low, highest, high and significant).

The City is working with the State Heritage Office to upload the new MHI onto the State database.

## WEAKNESSES

The 1995 MHI remains available for public access at <http://heritage.swan.wa.gov.au/>. This version of the MHI has been superseded and its publication could cause confusion.

The Statement of Significance for those places on the 2010 Heritage List, as noted on an excel spreadsheet provided by the City's Administration, are not detailed and do not clearly articulate the nature and extent of significance of the place.

There is no policy, pamphlet, dedicated heritage portal on the City's website or other readily available resources which outlines:

- » The difference between the Heritage List and the MHI.
- » How a place has been assessed for entry onto the MHI and/or Heritage List and what criteria were used to determine the level of significance.

HCWA's publication entitled Criteria for the Assessment of Local Heritage Places and Areas outlines that a place or area will be of significance to the locality if it meets one or more of the criteria in section 2 under the headings of Aesthetic, Historic, Research or Social value.

These criteria adhere to well-established 'best practice' in the identification and assessment of heritage places in WA and throughout Australia, both at the State and local levels. A review of the City's Minutes indicates that this publication may have been used, however this needs to be articulated to all stakeholders.

### 3. IDENTIFYING NATURAL HERITAGE

#### 3.1 NATURAL HERITAGE

The City also contains many natural assets. These include many high valued natural lands, wetlands and waterways, including:<sup>1</sup>

The Avon/Helena/Swan River system

Parks and reserves and natural bush settings, including:

- A portion of the Avon Valley National Park
- Bells Rapids
- Wandoo Heights
- Whiteman Park
- Walyunga National Park

However, not all of these natural assets are necessarily 'heritage' assets and as such are not the focus of this Strategy, except in cases where they form part of a place of historic cultural heritage significance or a cultural landscape. This is because natural assets are protected by other Acts.

The Operational Guidelines for the Implementation of the World Heritage Convention defines cultural landscapes as the *'combined works of nature and of man... They are illustrative of the evolution of human society and settlement over time, under the influence of the physical constraints and/or opportunities presented by their natural environment and of successive social, economic and cultural forces, both external and internal.'*

Cultural landscapes are assessed in the same manner as historic heritage by considering various values identified in the Burra Charter, which include: aesthetic, historic, scientific or social value.

#### STRENGTHS

The City can identify and protect its cultural landscapes in a similar manner as its historic heritage.

The important environment and rural character of the Swan Valley is recognised through the Swan Valley Planning Act 1995.

#### WEAKNESSES

Cultural landscapes do not appear to be well represented on the City's Heritage List.

<sup>1</sup> City of Swan (2012) Draft Sustainable Environment Strategy

## PROTECTING

This section looks at those local government mechanisms that secure statutory protection for places of cultural heritage value and it also looks at the various policy/guidelines in place to assist in guiding appropriate development and consistent decision - making, as follows:

- City of Swan Local Planning Strategy
- City of Swan Local planning Scheme No. 17
- City of Swan Policies
- Asset Management

### 1. CITY OF SWAN LOCAL PLANNING STRATEGY

The *Planning and Development Act (2005)* requires local governments to prepare a Local Planning Strategy as the basis for any new local planning scheme. The City of Swan prepared a Local Planning Strategy to provide guidance for the future development of the city and a basis for the development requirements of Local Planning Scheme No. 17, which was gazetted on 18 February 2008.

In September 2001, the City of Swan endorsed its strategic community plan, *"Foundations for the Future: Quality of Life in the City of Swan"*. This document provided the strategic vision for the development and management of the City of Swan, and provided the strategic context for the future growth and development of the City under the following five theme areas:

- The Individual
- Social Environment
- Economic Environment
- Developed Environment
- Natural Environment

The goals and objectives for each of the themes guided the formulation of the Local Planning Strategy, and were summarised in Part 3 - Local Community Planning Strategy. The importance of Heritage was recognised in the 'Developed Environment' theme area, in the following strategic objective:

*'Places have a high level of amenity, comprising building and landscape elements that contribute to and reinforce local character and heritage.'*<sup>2</sup>

Based on the goals and objectives outlined in Part 3 - Local Community Planning Strategy, the following Aims and Strategies were derived for each of the principal land use and development sectors which make up the City of Swan.

#### 5.7 HERITAGE AND CHARACTER PROTECTION

##### Aim

*To promote the conservation of places of particular cultural significance.*

##### Strategies

1. *Establish a list of places and areas of particular cultural heritage significance, in which development will be subject to assessment in terms of its impact on the particular heritage values of the place or area.*
2. *Recognise and take into account sites of Aboriginal heritage significance in the consideration of subdivision and development in both the urban and rural sectors.*
3. *Apply design standards and guidelines to encourage retention and enhancement of local character that will contribute to a sense of place and community identity.*<sup>3</sup>

<sup>2</sup> City of Swan (2008) Local Planning Strategy, p.8

<sup>3</sup> City of Swan (2008) Local Planning Strategy, p.18

## STRENGTHS

In line with Strategy 1, the City has recently reviewed the list of places of particular cultural heritage significance. However, concern has been raised in relation to the thoroughness of the recent review process and that there is insufficient supporting documentation outlining why and how a place has been listed.

In line with Strategy 3, the City has developed guidelines to encourage retention and enhancement of local character for parts of Guildford and Woodbridge.

## WEAKNESSES

State Planning Policy No.3.5 Historic Heritage Conservation, which was gazetted on 29 May 2007, is not duly acknowledged in section 2.4 of the Local Planning Policy as having particular relevance to the City.

With regard to Strategy 1, the City has not assessed and listed places of natural heritage significance.

## 2. CITY OF SWAN LOCAL PLANNING SCHEME NO. 17

Part 7 of the Model Scheme Text includes an option for a Local Government to adopt a Heritage List and to designate a Heritage Area within its Local Planning Scheme. The City of Swan has made provisions for both a Heritage List and Heritage Areas under its current scheme, Local Planning Scheme No.17, which was gazetted on 18 February 2008, as explored below:

### • Heritage List

Part 7 of the City of Swan Local Planning Scheme No. 17 (LPS 17) sets out that the City is to 'establish and maintain a Heritage List to identify those places within the Scheme area which are of cultural heritage significance and worthy of conservation under the provisions of the Scheme, together with a description of each place and the reasons for its entry.'

At the Ordinary Meeting of Council held on 15 December 2010, the Council adopted a revised Heritage List. The Heritage List comprised 105 heritage places, which were from the highest two management categories identified in the MHI. Therefore in the City of Swan the MHI and the Heritage List are two separate registers with different meanings and implications.

Up until December 2010, LPS 17 operated under temporary arrangement facilitated by clause 7.1A, whereby the MHI was the Heritage List under the Scheme. The MHI comprised 595 places, prior to December 2010.

### • Heritage Area

Clause 7.2 of LPS 17 sets out that it may designate an area as a heritage area in order to conserve and enhance its cultural heritage significance and character. The City of Swan has designated two heritage areas:

» Woodbridge Conservation Precinct

» Guildford Conservation Precinct

Clause 7.2A sets out that 'where an area of land has been duly classified as a Conservation Precinct under the previous Town Planning Scheme, it shall be employed as the basis for heritage protection under this Scheme as if it were designated as a Heritage Area under clause 7.2.' It is understood that the two precincts were classified under the previous Town Planning Scheme No. 9.

## STRENGTHS

The Zonings for the Guildford Heritage Area are low (Residential R5) in order to prevent/preclude the subdivision of lots, which would impact on the cultural heritage value of the area, which has been defined in part as:

‘The historical development of Guildford was single houses on single lots regardless of whether the places were substantial residences or cottages, and this is an important aspect of the town’s development and this remains the predominant pattern of development to the present.’<sup>4</sup>

Residential zoned land in Woodbridge Heritage Area has generally been designated a residential density coding of R20. In a small number of locations in Woodbridge North, however, a higher density (R40 and R60) has been designated. This higher zoning recognizes that whilst conservation of the broad context is still important, there is potential for (appropriate) redevelopment.

The City has a number of incentives, under the scheme to facilitate the conservation of a heritage place, including the variation of scheme provisions to facilitate the conservation of a heritage place; granting of density bonuses; and the transfer from a place of cultural heritage significance or a conservation precinct to another place within the district of unused development rights.

The City has developed Local Planning Policies for the two Heritage Areas (Guildford and Woodbridge), with the intent that new development does not adversely impact on their associated cultural heritage values. These Policies will be discussed in detail in the following section.

Clause 1.6 of the Scheme sets out the Aims of the Scheme, one of which is to ‘protect objects and places of particular natural, historic, architectural, scientific and cultural significance.’

## WEAKNESSES

The objectives of the Residential Zone, identified in clause 4.2.13 do not outline the need to conserve and enhance areas of cultural heritage significance and character.

Clause 7.1.5 of the Scheme requires the ‘local government is to keep a copy of the Heritage List with the Scheme documents for public inspection.’ A copy of the Heritage List is not kept with the Scheme.

Clause 7.7.2 outlines that the Local Planning Policy for the Heritage area is to, amongst other things, comprise ‘a record of places of heritage significance’. The Local Planning Policies for Guildford and Woodbridge do not contain such a list. Therefore the Policy is inconsistent with the Scheme Provisions.



Clause 7.4 outlines that ‘despite any existing assessment on record, the local government may require a heritage assessment to be carried out prior to the approval of any development proposed in a heritage area or in respect of a heritage place listed on the Heritage List.’ There is no accompanying policy, which highlights what criteria the development will be assessed against to assist in the consistency of development assessment and the transparency of decision making.

There is no associated Policy/Design Guidelines for Heritage Listed Properties. It is understood that assessments are undertaken on a case-by-case basis and is reliant on the view of the City’s Heritage consultant. State Planning Policy No.3.5 Historic Heritage Conservation is not used for such purposes.

During the various interviews it was evident that there was uncertainty as to whether Woodbridge should remain as a Heritage Area under the Scheme.

During the various interviews concern was raised that heritage listing was a burden and imposed unfair costs and responsibility upon owners. There was some thought that the commercial viability of restoring a place should be a prime consideration when making decisions in relation to heritage-listed places.

During the various interviews concern was raised that there was not strong support from the Council and Administration in relation heritage and its appropriate protection, which resulted in inconsistent decision-making and sometimes-poor results. This emphasises the need for a strong policy framework to assist decision makers in considering applications.

There was concern that the cultural heritage value of Guildford was not sufficiently protected under the LPS and the question was posed as to whether there would be merit in nominating the Historic Town for entry in the National Heritage List.

### 3. CITY OF SWAN POLICIES

A Local Planning Policy (LPP) is one of the tools available for implementing the provisions of a Local Planning Scheme. It is a tool for day-to-day decision-making, giving guidance on how discretion under a scheme may be exercised. It also enables the local government to state its intentions for implementation of the scheme. It serves to:

- guide local government Elected Members and planners, as decision makers; and
- help proponents, property owners and the community understand how decisions are likely to be reached.

The City of Swan has adopted a Local Planning Policy for each of its Heritage Areas, as explored below:

1. Local Planning Policy Guildford Conservation Precinct (Policy 106), adopted 16 August 2006

The Policy sets out why Guildford is important and also general principles for development. Design Guidelines are contained in the Appendix to the Policy and set out Residential and Commercial Provisions for development, as summarised below:

#### Residential Provisions:

- Dwellings to reflect predominant scale, and should appear to be single storey when viewed from the street.
- New buildings should reinforce the existing form and architectural characteristics
- Street and side setbacks to reflect established setback of street
- Open Space to be at R20 standard (50%) as opposed to R5 standard (70%)
- Garages to be at rear and side of dwellings
- Materials and colours shall be in keeping with those which are historically prevalent

#### Commercial Provisions:

- Buildings are to reflect predominant scale, and may be up to two-storeys in height.
- Large frontages are to be treated in modules that are in keeping with the rhythm of the majority of shopfronts and have the effect of a small frontage character
- Buildings to be located parallel to the street and built up to the front boundary.
- Buildings to have an awning at first level
- Buildings with an articulated parapet are preferred
- Materials and colours shall be in keeping with those which are historically prevalent

The City has drafted a revised Guildford Heritage Policy. The amendments appear to largely relate to the layout of the document, however some subtle changes have been made to the development provisions.

#### STRENGTHS

The City has commenced a review of the Policy to ensure it is relevant and responds to best practice.

The current Policy attempts to define the significance of Guildford in the section entitled 'Why is Guildford Important?'

The current Policy provides some context into the different types of buildings that are original and valued in the section entitled 'Development Context'

#### WEAKNESSES

##### Current Policy:

The Policy and Design Guidelines, which combined are 59 Pages, are considered too long and could appear too complicated for owners. The Policy and Design Guidelines are considered an important tool, but they could be streamlined.

Concern was raised that there is dissatisfaction in the community about the way the Guidelines are interpreted and applied by the City. Adjustments may need to be made to the policies to improve their clarity and to ensure all stakeholders are working towards common goals.

Concerns were also raised that there was not enough transparency (community consultation) in the consideration and determination of development applications relating to places in Guildford.

The objectives of the Policy do not discuss that the 'retention' of buildings, is an important purpose of the Policy. Although this aspect is later discussed in Section 6 relating to General Principles, which states 'Conservation of Heritage Buildings is a Primary Objective.' Section 6.1.2 specifically states that 'Heritage buildings shall be retained and conserved wherever possible. This is a primary objective in a conservation precinct such as Guildford.'

In relation to the above, the Policy does not define what a 'Heritage Building' is. It has been clarified by the City's Administration that the Policy seeks to retain only those buildings, which are listed on the City's Heritage List. Concern was raised that this approach was not necessarily reflective of the community's wishes, who perhaps were seeking a policy where there is a general presumption against the demolition of all buildings in the Heritage Area, not just those that are heritage listed.

It was noted that the recent review of the City's heritage list had resulted in the removal of Category C and D places from the Scheme List and subsequent statutory protection. Category C place generally relate to streetscape value, which may have significant implications for the City's Heritage Areas.

The sections on 'Why is Guildford Important?' (Statement of Significance) and the 'Development Context' should be further developed to identify and address what architectural styles are represented and are considered important in the Heritage Area.

Clarity in this section would clearly highlight what characteristics are valued and considered important; and would serve to reinforce what character it is that the City seeks to protect. It is noted that some buildings in the precinct are not original and do not warrant the same protection.

The intent of the Policy is not clear. Clause 6.1.5 states 'new buildings in Guildford shall respect their historic context, and respond to the existing character, scale, form, siting, material and colours.' Yet clause 6.1.6 outlines that buildings shall not be direct copies of heritage buildings and that the distinction may be either 'subtle, or could be a marked contrast.'

The Policy as it currently stands does not contain provisions that would facilitate development that represents a marked contrast. Rather, it contains provisions to encourage development that replicates, albeit in a simplified manner, the existing built form.

If it is the intent for the Policy to maintain and reinforce the status quo and to replicate existing built form then this intent should be clearly stated and reference to marked contrast should be removed.

Section 6.1.4 states 'Heritage outbuildings shall be retained and conserved where significant.' There is no guidance what determines what is a 'Heritage Outbuilding'. It is assumed that this relates to a W.C.

Policy Provision 5.1.2 (c) relates to Large Buildings. There is no definition of a Large Building.

Section 7 relating to Subdivision refers to Appendix 1:4.2 of the 1992 Guildford Conservation Policy. The Policy shouldn't refer to a superseded Policy and one that is not easily accessible for the general public.

Proposed Policy:

The section on 'Why is Guildford Important?' (Statement of Significance) has not been included in the revised Policy. It is essential and a requirement of SPP 3.5 that a Statement of Significance is provided at the beginning of the Policy so owners, developers and City of Swan staff clearly understand why the area is given special development control provisions.

The General Principle relating to 'Conservation of Heritage Buildings is a Primary Objective' has not been included in the revised Policy, yet the principle relating to the retention of outbuildings has been kept. It is considered important that the City engage with the community to confirm their desires and wishes for the future of their Heritage Areas.

Section 2.1.2.2 states 'Heritage outbuildings shall be retained and conserved where significant.' There is no guidance what determines what is a Heritage Outbuilding'

Policy Provision 2.2.1 relates to Large Buildings. There is no definition of a Large Building.

Section 2.4 relating to Subdivision refers to Appendix 1:4.2 of the 1992 Guildford Conservation Policy. The Policy shouldn't refer to a superseded Policy and one that is not easily accessible for the general public.

Section 2.5 refers to the Demolition of Existing Buildings. The first paragraph refers to the demolition of a 'heritage building,' which has been defined on page 2 of the Policy as one that is 'recorded on the City of Swan's Local Government Inventory.' The second paragraph refers to the demolition of a house generally, not a historic building. This may be confusing to landowners and the City's administration. Clarification needs to be provided in the Policy on the City's position in relation to the acceptability of demolition of buildings in the Heritage Area.

2. Local Planning Policy Woodbridge Conservation Precinct (Policy 111), adopted 16 August 2006

The Local Planning Policy Woodbridge Conservation Precinct contains largely the same provisions as the Policy relating to Guildford and is also under review. Therefore the same strengths and weaknesses apply to the Woodbridge Conservation Precinct Policy.

#### 4. ASSET MANAGEMENT

Local governments have a range of heritage responsibilities in complying with State legislation to identify and protect heritage, as an approval authority and as an owner, manager or trustee of heritage places.

The City has 19 heritage places under its care control and management. These are:

1. Baskerville Memorial Hall
2. Bellevue Mechanics Hall
3. West Bullsbrook Hall
4. Gidgegannup Showgrounds
5. Garrick Theatre
6. Guildford Courthouse
7. Guildford Fire Station
8. Guildford Fire Station House
9. Guildford Gaol

10. Guildford Library
11. Guildford Mechanics Institute
12. Guildford Potters
13. Guildford Town Hall
14. Judy Hamersely House
15. Midland Lotteries House (Midland Post Office)
16. Midland Town Hall
17. Water Supply Office
18. Midland Courthouse
19. Midland Junction Arts Centre

#### STRENGTHS

14 of the City's heritage places have a Conservation Plan. A Conservation Plan is a key document, which outlines the significance of a place and provides strategies to guide to its future care and use. The Asset Management Business Unit, who co-ordinate works to the City's heritage assets hold copies of the Conservation Plans and regularly refer to them to guide works.

Asset Management staff appear to be aware of their heritage responsibilities and often meet with the representatives from the Heritage Council for advice on works to heritage places.

The City's staff are aware of the various grants available to assist in the care and conservation of the City's own heritage assets.

The City is currently preparing Asset Management Plans for all of its 200 properties.

The City has a Heritage Buildings Renewal Program line item in its Capital Works Schedule in the Annual Budget. There is \$350,000 allocated for the 2011/12 financial year.

The City has recently restored the Old Midland Court House and the Midland Junction Arts Centre (formerly Opera Studio).

## WEAKNESSES

There is no internal and/or publicly available policy, which outlines how the City manages work to its heritage assets and what best practice principles it adheres to.

There is little understanding amongst the community of the costs involved in conserving and maintaining heritage places. There was concern that the community has an expectation that the City should buy and manage every heritage place.

Whilst the City is proactive in the conservation of its heritage assets, it doesn't have the funding to lead by example.

Concern was raised that there are difficulties in securing good uses for the City's heritage assets. It was stressed throughout the interviews that when upgrading heritage buildings it is integral to know what are you going to use the building for so you can upgrade accordingly, whilst making the most of efficient use of resources.

Where external funding is secured it often restricts uses to community uses, which precludes other uses which may raise revenue for maintenance.

Concern was raised in the interviews that the Conservation Plans, where not as helpful as they could be. Specifically, whilst they provide a maintenance schedule they do not provide further advice on how to actually do the works. To get this understanding the City advised that they need to get a consultant to scope the works, which costs more money and time.

Concern was raised that corporate memory was impeded by the large turn over of staff. Objectives and agreed outcomes negotiated between the community and Council often-lose traction when staff move on.

Concern was raised that people working on the City's heritage places or in heritage areas did not have an understanding of the importance of such places, nor were they cognizant of existing heritage studies/strategies that had been put in place to guide works. There was concern that this lack of understanding resulted in inferior outcomes, particularly with regard to streetscaping and street furniture. Examples included the installation of white PVC pipes on heritage places; painting bus shelters as opposed to varnishing them and the installation of unsympathetic paving in Guildford.





## SUPPORTING

This section aims to investigate the existing assistance/support/incentives provided by the City to help conserve its heritage places and to support the delivery of its statutory mechanisms.

The City of Swan offers the following assistance/support/incentive programs:

**Heritage Loan Subsidy Scheme** - The City participates in a Heritage Loan Subsidy scheme managed by the Western Australian Local Government Association (WALGA) and Heritage Council of Western Australia. The Heritage Loan Subsidy Scheme has been established to encourage owners of heritage places to undertake conservation works by offering significant savings in the cost of a loan. It provides a subsidy of 4% on the interest rate of loans for conservation works to a heritage property.

**Heritage Consultant** - The City has appointed the services of a heritage consultant to provide heritage advice on development proposals as needed.

LPS 17 incentives – The City has a number of incentives, under the scheme to facilitate the conservation of a heritage place, including:

- » the variation of scheme provisions to facilitate the conservation of a heritage place;
- » granting of density bonuses (up to 50%); and
- » the transfer from a place of cultural heritage significance or a conservation precinct to another place within the district of unused development rights.

## STRENGTHS

The City has an existing suite of assistance/support/incentive programs.

The City's Strategic Plan 2008-2012 shows a corporate support and commitment to Heritage in the Priority Area relating to Planning for Land Use and Infrastructure, which states:

- » Objective: Heritage assets are protected
- » High Level Strategy: Protect, preserve and appropriately utilise heritage assets

The City supports the Swan Guildford Historical Society and the Guildford Association. Notably the City provides funds for a curator for the Swan Guildford Historical Society's Museum Collection.

## WEAKNESSES

A number of assistance/support/incentive programs have yet to be explored by the City, that may assist in the on going care and conservation of heritage places.

There is no place (online or otherwise) where owners can find out about the existing suite of incentives or which provides an explanation of Council's heritage services and statutory controls.

There is no Policy, which outlines how the incentives under LPS 17 are assessed and apportioned by the City.

The City's Fees and Charges outlines that the applicant is required to pay \$400 fee, if the City requires a Development Application to be referred to the City's Heritage Advisor for Assessment. Heritage is often seen as a burden. Having an additional fee to progress an application involving a Heritage Place may be seen as a disincentive and burden.

The City expressed concerns that there was not enough financial support from the State Government to protect and conserve the heritage assets under its care control and management. Generally, the issues of who pays for heritage conservation and who is responsible (the owner, community or government) was raised as an unresolved issue.



## PROMOTING

This section aims to investigate strengths and weaknesses of the existing actions undertaken by the City to promote its heritage places.

### STRENGTHS

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The City has a Local History section in its library and a dedicated Local History Librarian. The Local History Librarian looks at various ways to 'promote heritage and to push heritage', including: giving talks and preparing displays for the library on the history of the City.

The City has an Award winning Visitors Centre which details attractions and experiences of the Swan Valley.

Guildford Heritage Walk Trails – four self guided heritage trails, which start and finish at the Old Guildford Court House (Swan Valley Visitor Centre), have been set out to showcase this history and built environment within Guildford. Fifty interpretive panels have been recently installed and a brochure has been prepared to guide people through the trails.

The City has developed an Interpretation Plan for the Guildford Historic Precinct, which is currently the subject of a grant application.

The City has two community-based organisations, which actively promote the heritage and importance of Guildford (Swan Guildford Historical Society and the Guildford Association).

The City has developed a comprehensive Guide to the Swan Valley, which highlights the City's valuable heritage assets. 120,000 copies of the Guide are printed every year and they are distributed at the International Airport.

### WEAKNESSES

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Council's website is not currently used to its best advantage in providing information to the community about heritage generally, heritage services, statutory controls and incentives in the City of Swan.

A number of communication and promotional programs have yet to be explored by the City, that may assist in the promotion of the City's heritage places. Such programs will be identified in the Heritage Strategic Plan.

The City's Intramaps system does not identify the heritage status of a property. It does identify Heritage Areas.

Concern was raised in the interviews that there was a lack of awareness amongst the community and City of the importance and value of Guildford. It was considered that Guildford should have equal status as Fremantle and Perth.

Concern was raised in the interviews that the heritage of the district was more than Guildford. Existing promotion tends to focus on Guildford and does not extend beyond its boundaries.

Concern was raised in the interviews that the proximity of Guildford Town Centre to the river was not adequately promoted.

Concern was raised that the heritage of the area could be more actively promoted through the City's Place Plans.

Concern was raised that there was inadequate museum space to display the various heritage collections and general information relating to the City's heritage.