



HERITAGE
COUNCIL

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GUIDELINES FOR LOCAL HERITAGE SURVEYS

JULY 2019



INTRODUCTION

The *Heritage Act 2018* (the Act) requires each local government to identify places of cultural heritage significance in a local heritage survey (LHS). The Act identifies that the purposes of the LHS “include:

- a. *identifying and recording places that are, or may become, of cultural heritage significance in its district; and*
- b. *assisting the local government in making and implementing decisions that are in harmony with cultural heritage values; and*
- c. *providing a cultural and historical record of its district; and*
- d. *providing an accessible public record of places of cultural heritage significance to its district; and*
- e. *assisting the local government in preparing a heritage list or list of heritage areas under a local planning scheme.”*

Local government decisions that could be informed by the LHS might include activities to interpret or promote heritage places, or provide material for information or education. Examples are assembling a local history or archive; informing a thematic study of the area; providing educational material for school programs; or developing a heritage trail.

A key function, however, will be to inform the preparation of a heritage list and heritage areas under the local planning scheme, as detailed in (e) above.

The LHS itself is identified as having no direct statutory role in respect of the *Planning and Development Act 2005*, and in particular should not be used as the basis of decision-making for development or subdivision proposals. This function is served by a heritage list or heritage area.

Existing municipal inventories (MIs) are taken for the purposes of the *Heritage Act 2018* to be a local heritage survey. No specific action is required to amend existing MIs for this purpose.

Related material:

Guidelines for assessment of local heritage places (expected late 2019)

1. Definition of place

Under the *Heritage Act 2018*, **place** means “a defined or readily identifiable area of land and may include any of the following things that are in, on or over the land —


- (a) *archaeological remains;*
- (b) *buildings, structures, other built forms, and their surrounds;*
- (c) *equipment, furniture, fittings and other objects (whether fixed or not) that are historically or physically associated or connected with the land;*
- (d) *gardens and man-made parks or sites;*
- (e) *a tree or group of trees (whether planted or naturally occurring) in, or adjacent to, a man-made setting.”*

1.1 The LHS must contain sufficient information, whether in text, illustration, or link to electronic file, to clearly demonstrate the land area for each place.

1.1.1 Where practical, the place should be identified and defined in terms of cadastral lot boundaries as currently recognised by the State’s land information system.

1.1.2 A place can be a landscape, group or precinct over multiple lots, whether or not of individual cultural heritage significance, and whether contiguous or located apart. Any group or precinct should have an identified common value or theme.

1.2 A place may be included for its potential to contain archaeological remains, particularly sub-surface material, and/or in relation to archaeological remains already identified.

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- 1.3 Equipment, furniture, fittings and other objects must be defined in terms of the land area with which they are associated or connected.
 - 1.3.1 A place should not be included solely because it holds objects relating to another heritage place.
 - 1.4 The inclusion of trees in the LHS must be based on cultural heritage significance, rather than amenity or environmental value.
 - 1.5 Places of significance to Aboriginal communities may be included in the LHS where their cultural heritage significance is not solely connected with Aboriginal tradition or culture.
 - 1.5.1 Places that may be protected under the *Aboriginal Heritage Act 1972* should be identified as such in the LHS, noting that the provisions of that Act also apply.

2. Updates and reviews

Maintaining the relevance and currency of the LHS requires a range of options for adding and amending information. These are generally described as:

- Administrative updates – minor corrections and addition of file notes or other information for future consideration.
- Place-specific reviews – addition or more substantial amendment of a heritage assessment of an individual place.
- General review – open process inviting community participation to produce a new version or edition of the LHS.

- 2.1 Each local government should adopt a process for administrative update of the LHS to record minor changes, approved works, addition of images, or other information that does not impact on the cultural heritage value of the place.
 - 2.1.1 Administrative updates may be made without community consultation and, provided there is no change to the classification of a place or statement of significance, do not require formal adoption of a revised LHS.
- 2.2 Provision should be made for the ad hoc creation or review of one or more place records, including the commissioning of a heritage assessment where required.
 - 2.2.1 A heritage assessment for a new place should include consultation with relevant stakeholders.
 - 2.2.2 The addition or removal of a place from the LHS, or the amendment of a place record to the extent that the classification of the place or statement of significance is changed, requires formal adoption of the revisions.
- 2.3 A general review should ensure that the LHS reflects the views of local government and its community about its heritage, and that the LHS meets current standards and best practice.
 - 2.3.1 A general review should invite nominations from all sectors of the community for new places to be considered for inclusion in the LHS, and for new information that may give a better understanding of an existing place.

- 2.3.2 Heritage assessments and update of existing records should be undertaken in consultation with relevant stakeholders, and with reference to the thematic history.
- 2.3.3 At the conclusion of the review process, the LHS will require formal adoption by the local government. Changes to the LHS may also prompt updates to the heritage list or other material that draws information from the LHS.
- 2.4 A general review should take place at intervals consistent with the major review of a local planning strategy or strategic community plan, or at defined intervals nominated by the local government.
 - 2.4.1 The rate of review should reflect the rate of change within the local area, in relation to overall development and population.
 - 2.4.2 As an indication, the LHS of a remote or regional local government with few major development projects is likely to remain relevant for 10-15 years; the LHS of a local government with ongoing urban development is likely to require review within 5-8 years.
 - 2.4.3 The LHS should identify a target period for completion of the next review.

3. Consultation

- 3.1 The consultation process should be consistent with any relevant policy adopted by the local government, and appropriate for the size and nature of the stakeholder group.
 - 3.1.1 In the absence of an adopted policy, standards for community consultation should be guided by best practice as described by the International Association for Public Participation, or a similar body.
- 3.2 A general review of the LHS should invite nominations from the community for places to be assessed for their local heritage significance.
 - 3.2.1 Nominations must provide sufficient information to identify the place and the reason for its nomination.
- 3.3 All nominated places should be assessed for their cultural heritage significance.
 - 3.3.1 While property owners should be advised of the assessment process and invited to participate, the assessment of a place should not be conditional on owner support.
- 3.4 The assessment of a place may seek and consider input from any stakeholder likely to have information, knowledge or interest in its heritage values, which may include:
 - 3.4.1 past and present owners and occupants;
 - 3.4.2 local historical societies or similar community groups; and
 - 3.4.3 for a place open to the public, the general community.

- 3.5 A completed draft of each assessment should be made available to the property owner and any group or individual providing notable contribution to the assessment document.

4. Assessment processes

- 4.1 The assessment of a place should employ either:
 - 4.1.1 the factors relevant to cultural heritage significance as developed at the National Heritage Convention (HERCON) in Canberra, 1998; or
 - 4.1.2 the criteria defined under the Australia ICOMOS Charter for Places of Cultural Significance, 2013 (Burra Charter criteria);and be guided by a thematic history of the local district or region.
- 4.2 The assessment process may be assisted, or overseen, by an advisory committee or reference group convened for this purpose. This approach should acknowledge that the final determination on the content of the LHS lies with the council of the local government.
- 4.3 Assessment should include a classification identifying the contribution of a place to local cultural heritage.
 - 4.3.1 Classification, including determination as to whether a place meets the threshold for inclusion in the LHS, should be guided by a suitably qualified and experienced heritage professional.
 - 4.3.2 Classification adopted for each place should be consistent with Table 1.

- 4.3.3 Where relevant, a structure or element of a place may be noted as being intrusive in relation to the significance of a place.

- 4.4 Place records should be consistent with the data sheet provided in Table 2.

5. Criteria for inclusion

- 5.1 The inclusion or exclusion of places in the LHS should be on the basis of cultural heritage significance as identified through a recognised assessment process.
- 5.2 Objections unrelated to heritage significance should not be entertained as a reason for exclusion or removal of a place from the LHS.
- 5.3 The LHS should comprehensively identify the places and areas of cultural heritage significance in the local district including:
 - 5.3.1 Geographic coverage of all the district's towns, suburbs or other areas without arbitrary exclusions.
 - 5.3.2 Coverage of all place types (eg. public and private buildings; residential and commercial places), without arbitrary exclusions.

6. Public access

6.1 The adopted LHS must be made available in electronic format with open public access.

6.1.1 Place information should be uploaded to the inHerit online database, or made available for automated upload, to provide a central point of access to the State's heritage information.

6.1.2 Access to the LHS should be provided at nominated public offices within the subject area, in electronic and/or hard copy format.

Table 1 – Classification of significance

LEVEL OF SIGNIFICANCE TO THE LOCAL AREA	CLASSIFICATION	DESCRIPTION
Exceptional	Category 1	Essential to the heritage of the locality. Rare or outstanding example.
Considerable	Category 2	Very important to the heritage of the locality.
Some/moderate	Category 3	Contributes to the heritage of the locality.
Little	Category 4	Has elements or values worth noting for community interest but otherwise makes little contribution.

Table 2 – Data Sheet for Place Record

LOCATIONAL INFORMATION	
Place name	Primary reference name; relates to the reason for the place's significance.
Place number	The number assigned by the Heritage Council inHerit database. Leave blank if a new record.
Other reference numbers	Any internal reference number or code that will assist in locating or managing the inventory record.
Address	Verified address used by Landgate; use reserve or lot details if no street number is given.
Location description	Other information needed to identify location. e.g. boundary roads for a precinct or 'formerly 26 High Street' if address has changed.
Other names	Former names, or alternative spellings if relevant.
Place type	Select most relevant of pre-defined values (e.g. Individual Building or Group, Urban Park, Tree etc.).
Primary local government	The local government within which the place is located.
Titles	This section can be used to identify a site if it does not have a validated Landgate address. This will usually only apply to Crown land but can be necessary in some regional areas.
GIS coordinates / latitude, longitude	Mapping or locational data where necessary to identify a point or area not readily identified by address.

Table 2 continued next page

MINIMUM INFORMATION ILLUSTRATING SIGNIFICANCE	
Use (original/present)	General and specific use selected from pre-defined values (e.g. Residential - Flats/ Apartment Block; Commercial – Office).
Construction materials	Most relevant description(s) of material from pre-defined values. Assigned to each building element as appropriate.
Architectural style	Selected from pre-defined values based on the standard reference - Apperly, Irving & Reynolds 'Identifying Australian Architecture'.
Historic theme(s)	Relevant themes displayed by the place, as defined in the thematic history associated with the MI. Select one or more pre-defined values.
Values	Detail of values ascribed for the place, noting criteria used for assessment.
Statement of significance	A summary of the key values that contribute to the cultural heritage significance of the place.
History	Historical evidence providing background context and relating to the significance of the place. Detail the historical evolution of the place, including dates and events of importance.
Integrity / Authenticity	Statements of integrity and authenticity as defined in the guidelines for assessment.
Physical description	A brief description of the place, its component elements, any key features or points of specific interest, and comments on setting.
Condition	A statement on condition, noting the date of the survey on which the information is based.
Parent / child places	Associate the place with any larger precinct in which it sits, or precincts or groups with their individual components.
Listing type and status	As well as noting the date of adoption and category of the LHS entry, note whether the place is included in the heritage list, State Register or other data set.
Images	Provide at least one image to represent the place, although more images help to illustrate the place and its setting.
Construction dates / periods	This can be a single date or date range, or a series of different dates to represent the phases of construction.

ADDITIONAL INFORMATION	
Archaeology	Notes on finds or archaeological potential based on historical use of the site and subsequent disturbance.
Other keywords	Relevant words and phrases that may assist in locating the place via an online search.
Demolished	Confirm whether the place is demolished, lost to natural disaster or otherwise damaged beyond reasonable restoration, and if so, in which year.
Associations	Nominate any key associations that contribute to the significance of the place, selecting the category from a pre-defined list.
References	Identification of any written records, maps, plans, photographs or other source that has assisted in the assessment of the place.
Owners	Known current owners, including owner category (e.g. private, State Government etc). Note that this information is not published online and use is optional.



The Department of Planning, Lands and Heritage acknowledges the traditional owners and custodians of this land. We pay our respect to Elders past and present, their descendants who are with us today, and those who will follow in their footsteps.

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