



Culture and Heritage: Historic Environment

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Preface

Australia: State of the Environment 1996 (the first ever independent and comprehensive assessment of the state of Australia's environment) was presented to the Commonwealth Environment Minister in 1996. This landmark report, which draws upon the expertise of a broad section of the Australian scientific and technical community, was prepared by seven expert reference groups working under the broad direction of an independent State of the Environment Advisory Council. While preparing the report the former Department of the Environment, Sport and Territories, on behalf of the reference groups, commissioned a number of specialist technical papers. These have been refereed and are being published as the State of the Environment Technical Paper Series. Reflecting the theme chapters of the report, the papers relate to human settlements, biodiversity, the atmosphere, land resources, inland waters, estuaries and the sea, and natural and cultural heritage. The topics covered range from air and water quality to sea grasses and historic shipwrecks.

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Abstract

This paper examines a range of issues related to the state of the historic environment. Readily available quantifiable data related to the historic environment and applicable on a national scale have proved difficult to find.

The paper begins by establishing a definition of the historic environment. Subsequently, the paper deals with the following seven tasks:

- identification of significant pressures
- development of indicative measures of the state of the historic environment
- assessment of heritage legislation
- analysis of local government involvement
- identification of the extent of cultural mapping
- assessment of adaptive re-use
- establish the number of practising conservation architects.

There are a large number of pressures which have positive and/or negative impacts on the historic environment. An analysis is provided which recommends certain pressures be further researched to establish their significance. Possible indicators are suggested for these latter pressures.

A number of recommendations are made about the development and use of measures and indicators.

The remaining five tasks deal with specific aspects of the historic environment. Similarities and some differences are noted, and comments are offered about the implications for SoE reporting.

Three aspects of local government involvement are considered including incorporating heritage. Local government activity and processes vary considerably across the States and Territories, making national SoE reporting based on them difficult to achieve at the present time.

The roles of cultural mapping and main street programs in heritage conservation are assessed. It was found that the cultural mapping methodology is still being developed and there are few actual examples.

The extent and effectiveness of adaptive re-use as an environmental indicator is considered in the report.

Finally, details on the number of conservation practitioners are provided based on a range of sources.

Summary

This paper examines a range of issues related to the state of the historic environment. This paper provided background material for the chapter on natural and cultural heritage of the 1996 SoE report.

This paper does not provide a clear picture of the state of the historic environment. It does provide:

- an overview of the complexity of the historic environment
- a framework for analysing and assessing the state of the historic environment
- a summary of the readily available, but limited, quantifiable data relating to a number of key aspects of the historic environment
- a range of qualitative comments about the state of the historic environment.

State of the environment reporting is meant to rely on quantifiable measures. However, readily available quantifiable data related to the historic environment have proved difficult to find. Even where some data are available, they are in several cases subject to a range of interpretations.

The paper begins by establishing a definition of the historic environment. Subsequently, the paper deals with the following seven tasks:

- identification of significant pressures
- development of indicative measures of the state of the historic environment
- assessment of heritage legislation
- analysis of local government involvement
- identification of the extent of cultural mapping
- assessment of adaptive re-use
- establish the number of practising conservation architects.

There are a large number of pressures which have positive and/or negative impacts on the historic environment. These are described in the body of the paper. However, the general lack of quantitative data makes it impossible to clearly identify which of these pressures are the most significant. An analysis is provided which recommends certain pressures be further researched to establish their significance. Possible indicators are suggested for these latter pressures.

The second major task in the paper is the discussion of indicative measures of the state of the historic environment. The discussion provides a framework which distinguishes between SoE measures and environmental indicators. SoE measures are the issues or questions used to establish the state of the environment. Environmental indicators are the specific data sets which, when variously combined, provide the basis for assessing the measures. In addition, there are two sorts of SoE measures. There are measures that deal with our level of fundamental knowledge about the historic environment such as the number of places and the values of those places. Then there are a series of measures which relate to the state of the historic environment such as condition and use. A number of recommendations are made about the development and use of measures and indicators.

The remaining five tasks deal with specific aspects of the historic environment. An analysis is provided of the existing range of heritage legislation. Similarities and some differences are noted, and comments are offered about the implications for SoE reporting.

Three aspects of local government involvement are considered including heritage advisers, heritage studies and local planning instruments incorporating heritage. The extent of these aspects varies considerably across the States and Territories. In the case of advisers and studies, there is not sufficient readily available information to enable these aspects to be used as indicators of local government involvement in heritage conservation. Suggestions are made about the further information needed to enable them to be used as indicators. With regard to local planning instruments, it is concluded that this aspect is not currently a useful indicator and given certain trends it is not likely to be useful in the future.

The roles of cultural mapping and main street programs in heritage conservation are assessed. It was found that the cultural mapping methodology is still being developed and there are few actual examples. Cultural mapping has the potential to contribute to heritage conservation but this has yet to be realised. Main street programs are operating in a moderate number of cases in several States. However, such programs are focussed on economic revitalisation and heritage conservation is a subsidiary goal.

The extent and effectiveness of adaptive re-use is also considered in the paper. There appears to be no quantitative information, which would give an overview of the extent or effectiveness of adaptive re-use in achieving heritage conservation. Anecdotal evidence suggests there is considerable variation between the States and

Territories regarding both extent and effectiveness. Suggestions are made about how adaptive re-use may be used as an indicator. A range of examples of adaptive re-use is provided.

Finally, details on the number of conservation practitioners are provided based on a range of sources.

1 Introduction

1.1 Background to the project

This project was one of a number which provided key information to enable the Natural and Cultural Heritage Reference Group prepare its chapter of the 1996 State of the Environment (SoE) Report. This project aimed to provide key information about the historic environment.

Throughout this paper, where the term 'State' is used, read 'State or Territory'.

1.2 Conduct of the project

The project was undertaken in three stages corresponding to: the preparation of a preliminary paper on the scope of the project; completion of a draft project report; and finalisation of the project report.

A key part of the first stage was to assess the scope of the project, especially the usefulness of available information sources and what could be achieved within the resource and time constraints. It was anticipated that some information either might not exist or be in a form which would require more resources than were available for the project. The findings of the first stage were provided to the Department in a preliminary or scoping report.

The second stage built upon the framework developed as part of the scoping stage. The framework was agreed with the Department. As far as possible information was sought for the financial year 1993-94. The second stage involved further research and the preparation of a draft report covering all tasks.

While the project comprised seven tasks, there were a number of general activities undertaken which relate to several of the tasks. These general activities are described below.

- (a) Contact with State heritage agencies, including the preparation and use of a standard questionnaire. The questionnaire and responses are reproduced at Appendix 3.
- (b) Interrogation of the Heritage Australia Information System (HERA) bibliographic database. The general results of this activity are provided in Appendix 4.

The third stage involved revision of the draft report in the light of comments made by Reference Group members.

Throughout the project close contact was maintained with the Natural and Cultural Heritage Reference Group chair, Dr Rosemary Purdie, and member, Ms Alex Marsden.

2 Definition of the historic environment

2.1 Brief for the task

The brief for the task was as follows.

‘Define the scope and definition of places in the historic environment for agreement by the Natural and Cultural Heritage Focus Group.’

2.2 Sources and activities

A range of sources were considered when addressing this Task. There is a direct evolutionary linkage between the Hope Report, the Australian Heritage Commission (AHC) definition, Australia ICOMOS (International Council on Monuments and Sites), and the more recent State and Territory legislative definitions of the historic environment. This has resulted in a reasonable uniform working definition being accepted across Australia.

2.3 Statement of the scope and definition of places in the historic environment

The concept of what constitutes a ‘place’ or ‘item’ in the historic environment has developed over the last 20 years. The Report of the Committee of Inquiry into the National Estate (the Hope Report) included ‘cultural property’ (museum collections, industrial artefacts, archives, Aboriginal artefacts) in its concept of what constituted the National Estate. The *Australian Heritage Commission Act 1975*, however, limited the definition of the National Estate more narrowly to ‘place’.

This paper takes the AHC Act definition of the National Estate as the starting point in defining places in the historic environment (as it surely must in a Commonwealth project of this nature). Given the objectives of the SoE Report, and the relatively limited number of places listed currently in the Register of the National Estate, the scope of the Report is not to be restricted to places currently in the Register of the National Estate. Definitions which are generally comparable with the AHC Act have been adopted by the majority of States and Territories in the Heritage Acts enacted in the 1990s.

For the purposes of this paper, places in the historic environment are defined as follows:

- (a) Those places, being components of the historic environment of Australia, that have aesthetic, historic, scientific or social significance or other special value for future generations as well as for the present community.
- (b) ‘Place’ has the meaning similar to that in the Australian Heritage Commission Act, as modified in the Australia ICOMOS Burra Charter: a place being a site, area, building or other work, group of buildings or other works together with associated contents and surrounds.

The scope of the historic environment is therefore taken to include any ‘place’ that might be expected to satisfy the Register of the National Estate definition.

Using this definition, the historic environment does **not** include:

- objects and artefacts that would not be considered to be a place or that were not closely associated physically and traditionally with a place which might satisfy the National Estate definition
- intangible heritage (e.g. folkways, folk history etc) that does not form an integral part of a place (bearing in mind that some elements of intangible heritage might give a place significance, such as a strong community association)
- places whose primary significance is considered to be in the Aboriginal and Torres Strait Islander environment (noting there is some ill-defined overlap involved in this artificial distinction).

For the purposes of this paper, some further elements of the historic environment are excluded (or dealt with in lesser detail), as they were addressed separately in other projects. These are shipwrecks and cultural landscapes.

3 Identification of significant pressures

3.1 Brief for the task

The brief for the task was as follows.

‘Identify those pressures (positive and negative) which are most significant in terms of their impact on heritage places in the historic environment, describe their impact and suggest indicators (direct and indirect) which could be used to measure over time the impact of such pressures. These pressures might include government privatisation policies, lack of funds for conservation, ageing infrastructure, new regulations in respect of safety measures, lifts, etc, and inadequate management practices.’

3.2 Issues

In the special vocabulary of state of the environment reporting, pressures are those things which change the state of the environment.

This chapter describes a large number of the pressures which have an impact on the historic environment. The following section outlines the sources used and provides some detail of the activities undertaken in fulfilment of this task. Key issues considered throughout this task include the:

- identification of pressures common across the nation, including any regional variation
- consideration of the nature and level of impact of the pressures
- assessment of the number, range and geographic distribution of historic places affected.

The research undertaken has highlighted that there are many pressures which have an impact on the historic environment. In addition, many of the pressures are related or may be components of another pressure. The historic environment exists within the full complexity of society and this is reflected in both the range and inter-relatedness of pressures.

There appear to be two categories of pressures, those which are fundamental pressures and those which combine to form a second category of compound pressures. The description of pressures is divided into these categories and an attempt has been made throughout to note the linkages between pressures.

Another observation arising from the research is the generally anecdotal or qualitative nature of much of the information about the pressures. There is little readily available factual information based on structured research into the pressures. This observation leads to a series of recommendations at the end of the chapter regarding further research. (see 3.7, p.31)

3.3 Sources and activities

The key activities under this task are the identification of pressures on the historic environment, their description and analysis to highlight the most significant pressures, and the development of appropriate indicators.

The following references or sources were considered in the identification of pressures on the historic environment.

- Committee of Inquiry into the National Estate 1974, *Report of the National Estate*
- Australian Heritage Commission 1985, *Australia's National Estate*
- Australian Heritage Commission 1992, 1993, 1994, *Annual Reports*
- Department of Environment and Land Management (SA) 1993, *Annual Report 1992 to 1993*
- Heritage Council of Western Australia 1994, *Annual Report 1994*
- Historic Buildings Council 1994, *Annual Report 1993-94*
- Australian Council of National Trusts 1994, *Annual Report*
- National Trust of Australia (Australian Capital Territory) 1994, *Annual Report 1993-94*
- National Trust of Australia (New South Wales) 1994, *Annual Report*
- National Trust of Australia (Tasmania) 1994, *Annual Report 1993/94*
- National Trust of Australia (Victoria) 1994, *Annual Report*
- National Trust of Australia (Victoria) 1989, ‘Sale of Government Assets’
- Stapleton 1993, ‘1993 - A Big Year for Australia ICOMOS’
- AHC staff preliminary list of pressures (see Appendix 2)
- Building Better Cities documentation
- Interviews with State and Territory government heritage agencies (see Appendix 3)

- Australian Estate Management 1994, *A Report of the Coordination Council on the Release of Commonwealth Land, First Report.*

This allowed the identification of an extensive list of pressures, each of which is briefly described in the following section. While there are many pressures on the historic environment, they vary considerably in their significance and therefore their importance for state of the environment reporting. Accordingly, the pressures were analysed using the following criteria, to establish the most significant:

- nature of impact (for example, positive or negative)
- level of impact (for example, does the pressure result in demolition or adaptation?)
- number of places affected
- geographic distribution of the places affected (for example, is the pressure nation-wide or local?)
- range of places affected (for example, houses, commercial premises and industrial sites).

Having established the most significant pressures, possible indicators are then discussed and the chapter concludes with recommendations for further research.

3.4 Pressures on the historic environment

The following section describes a range of pressures which affect the historic environment. The significance of these pressures varies considerably and the following section provides an analysis to establish the most significant pressures.

In some cases, pressures have been identified by others, but on closer examination they have proved not to be very substantial. Such pressures are still documented below to provide a complete picture of the pressures considered.

The research for this task highlighted a very large number of pressures which have an impact on the historic environment. However, in analysing these pressures it became clear that there were two sorts of pressures - fundamental and compound pressures. Fundamental pressures are those which are basic or elemental pressures operating within society. They are the most common type of pressures and are frequently found in combination in any particular case. When fundamental pressures combine together this forms a compound pressure.

The following section is divided into a discussion of fundamental and compound pressures.

3.4.1 Fundamental pressures

The following eight fundamental pressures are those basic pressures which have an impact on the historic environment.

Fundamental pressure 1: change in use or intensity of use

Heritage conservation is perhaps best achieved in a situation where an historic place continues to be used in a traditional way. However, any change of use or intensity of use is likely to lead to pressure for adaptation, changes to fabric or demolition.

Fundamental pressure 2: difference between current use and maximum potential use

When the current use of a property differs from its maximum potential use, this creates a potential or realised pressure. In response, property owners may seek to alter, extend, intensify the use or even demolish any historic fabric impeding the realisation of the maximum potential use.

Fundamental pressure 3: conflict between benefit of use and the relative cost of maintenance and operation

An owner may derive social or economic benefit from the use of an historic place. However, this benefit may be eroded by increasing maintenance costs or the cost of operating in premises which are less than ideal because of a changing intensity of use, changing technology or changing relationships with associated support industries or activities. A substantial conflict may arise between the benefits of using an historic place and the operating costs compared to alternatives.

Fundamental pressure 4: availability of government financial assistance

The timely delivery of government financial assistance has been a key feature of heritage conservation in Australia. In other cases, the absence or low level of assistance is considered to be a substantial impediment to achieving heritage conservation.

Fundamental pressure 5: heritage and planning controls

The framework of heritage and planning controls is an important and fundamental aspect of land-use decision

making and development control. Accordingly, this framework plays a key role in heritage conservation.

Fundamental pressure 6: government stimulation of other pressures

Actions by governments in a range of policy areas may change the nature or intensity of pressures on the historic environment in ways not intended. Changing standards, regulations and incentives in many areas may have a significant impact on historic places.

Fundamental pressure 7: fashion and taste

Decisions affecting historic places are subject to the current social context. Within this context, notions of what is fashionable or tasteful are strong influences. This seems particularly the case with real property of which historic places are a part.

Fundamental pressure 8: knowledge and expertise

Knowledge about historic places and values, and the availability and application of appropriate expertise are key components which can govern the impact of a range of activities on the historic environment.

3.4.2 Compound pressures

The following text describes a range of compound pressures which have an impact on the historic environment. The pressures are numbered and in some cases grouped to reflect some relationship between compound pressures. In some groups, the first pressure is the general compound pressure and subsequent pressures are specific instances.

Information is not readily available on the extent, nature and level of impact for many of the compound pressures

Compound pressure 1: national economic state

The national economy provides an important general framework for most activity including development and tourism, and it has a significant impact on heritage conservation. The economy has varied between boom and recession periods.

The impact of the economy on heritage conservation is not straightforward. It might normally be thought that a healthy or booming economy would provide a sound basis for the conservation of the historic environment. Conversely, if the economy was in poor condition this would discourage heritage conservation. However, while this normative model may apply to some extent, the

inverse situation seems to apply. Anecdotal evidence suggests that boom periods generate significant adverse pressure on the historic environment. When the economy is doing well this encourages development, often new and large development, which tends to view historic places as a liability rather than an asset. If historic places are retained they are sometimes overwhelmed by the scale of new development, are over-conserved or lose their significant use.

One special pressure arises because of the movement of property values and the potential development of historic places. Historic places, particularly those in urban areas, often reflect a level of development less than that allowed by current planning schemes. The gap between the existing, historic, level of development and the current maximum possible development is a source of pressure which can become acute in boom economic periods.

On the other hand, when the economy is not doing well this removes a lot of the development pressure. Historic places may not be actively conserved but the reduced development pressure results in passive conservation.

This pressure appears subject to pressures related to landuse (Fundamental Pressures 1 and 2).

Indicators of the economic state are not necessarily indicators of the state of the historic environment.

Compound pressure 2: changing demography

This is a general pressure operating across the range of environments including the historic environment. The impact of this pressure is difficult to gauge and it is not clear if it is a positive or negative pressure.

Changing demography can lead to more intensive use of services including utilities, housing and commercial property. This may lead to pressure to replace, upgrade or more intensively develop services including parts of the historic environment. Alternately, this pressure may lead to a reduced demand on services and the abandonment of historic places. These would be negative impacts.

However, it is possible an increase or shift in population might have a beneficial impact on the historic environment. Growth might lead to increasing national wealth and a better capacity to conserve the historic environment. It might also engender community concern to protect the remaining components of the historic environment.

This pressure appears subject to Fundamental Pressures 1, 2, 5 and 6.

This compound pressure has not been sufficiently studied to ascertain the nature, extent or level of its impact. However, a number of the consequential pressures, such as redevelopment, are considered separately in this section.

Compound pressure 3(a): government heritage policy and programs

Governments at all levels have specific policies and programs which target the conservation of the historic environment. This applies to the Commonwealth, all States and mainland Territories as well as a large number of local governments. The extent of local government involvement in the conservation of the historic environment is discussed as part of an analysis of Local Government involvement (see p.53).

These policies and programs include the following.

Generally

- Adoption as policy of the Australia ICOMOS Burra Charter

Commonwealth

- National Estate Grants Program
- Tax Incentives for Heritage Conservation
- Australian Heritage Commission Act

States/Territories

- Grant and other financial incentive programs
- Legislation protecting the historic environment
- Main street programs, although the heritage component varies

Local Government

- Grant and other financial incentive programs
- Planning measures protecting the historic environment
- Main street programs, although the heritage component varies

This pressure appears subject to Fundamental Pressures 4, 5 and 8.

One related Compound Pressure is considered below.

The impact of these policies and programs on the historic environment is positive however, no readily available information has been found on the extent and level of impact of this pressure. Indicators currently available address the rate of heritage funding versus demand, and the extent of planning control over heritage places.

Compound pressure 4(a): general government policy and programs

There are a range of general government policies and programs that can have a significant impact on the historic environment. These can be the responsibility of governments at various levels, and sometimes be the responsibility of several levels acting cooperatively. Examples of such programs include those dealing with regional development and the Building Better Cities initiative.

Such policies and programs can have a positive or negative impact on the historic environment. This generally relates to whether the historic environment is identified as a factor early in the policy or program development, and whether conservation expertise is appropriately integrated into the policy or program.

Given the range of policies and programs operating across the various levels of government it has not been possible within the constraints of the project to comprehensively identify and analyse the resulting pressures on the historic environment. A number of specific related Compound Pressures are considered below however, other pressures may exist.

This pressure is the same as Fundamental Pressure 6 (Government stimulation of other pressures). In reviewing this (compound) pressure, there appear to be particular policies and programs not otherwise or specifically considered elsewhere in this section. Accordingly, this further discussion and its consideration as a compound pressure are undertaken because it seems to deserve specific consideration in the following analysis. This pressure seems otherwise to be subject to Fundamental Pressure 8 (knowledge and expertise).

No readily available information has been found on the extent, nature and level of impact of this pressure. Indicators are likely to be measures of activity/condition in areas affected directly by government policy or programs.

Compound pressure 4(b): lack of coordination/cooperation between different levels of government

The lack of coordination between the different levels of government has both positive and negative aspects.

A positive aspect has been in those cases where different levels of government take different decisions about the heritage values and conservation of a place. For example,

one level of government has, either through inaction or because of conscious decision, not recognised the heritage values of a place and taken no steps to ensure its conservation. Yet another level of government takes the view that the place has heritage values. This provides the basis for promoting the conservation of the historic place. The eventual conservation of the Myilly Point housing precinct in Darwin is a positive example of this lack of coordination.

The negative aspect of this pressure may arise in those cases where one level of government has a heritage conservation agenda but another level of government has a development agenda which does not include heritage conservation. For example, a local government might have strong views about the need for the conservation of an historic place in Commonwealth ownership, such as a post office. However, the Commonwealth intentions for the place may be development oriented with little or no heritage component. The Commonwealth may not be aware of the local concern about the historic value of the place, or aware of the strength of concern. Better coordination may lead to heritage conservation. Poor coordination may result in the loss of historic values and considerable animosity between levels of government.

Another negative aspect to this pressure is the duplication of heritage conservation activities by different levels of government. As this involves some wastage of resources, which might otherwise be used to benefit the historic environment, duplication has an indirect negative impact.

This pressure appears subject to Fundamental Pressures 5, 6 and 8.

Compound pressure 4(c): lack of integrated/cohesive strategies within governments and departments

This pressure seems in many ways similar to Compound Pressure 4(b), which arises from the lack of coordination/cooperation between levels of government. However, in this case the pressure is related to the activities of agencies within the one level of government, which may be Commonwealth, State, Territory or local government. Accordingly, this pressure may have positive or negative impacts.

This pressure appears subject to Fundamental Pressures 5, 6 and 8.

Compound pressure 4(d): privatisation of government agencies and assets

The various levels of government have at various times pursued the policy of privatising agencies and assets. In the case of agencies, this transfer of ownership from the public to the private sectors has often been accompanied by the sale of some assets.

Privatisation can have a number of negative or positive impacts on the historic environment. The transfer of ownership can lead to an increased emphasis on commercial objectives, which can result in a down-grading of heritage conservation objectives. At one extreme this may involve the intensive and inappropriate redevelopment of historic places or even their disposal. On the other hand, privatisation may result in the agency becoming fully subject to State and local government heritage controls. These controls may prove more effective in achieving heritage conservation than direct government ownership.

The issues of intensive and inappropriate commercial redevelopment and the disposal of historic places are discussed under Compound Pressures 4 (e), 5, 6, 7 and 9.

This pressure appears subject to Fundamental Pressures 1, 2, 3 and 5.

Compound pressure 4(e): disposal of historic places by government agencies

The disposal of government places with historic value has been a matter of concern to both government and community heritage bodies. All levels of government have and continue to own historic places. In addition to owning a large number of historic places, Governments have also owned a wide range of places spread across Australia. For example, the Commonwealth Government has been a major owner and custodian of historic places including:

- post offices
- lighthouses
- railways
- customs houses
- Defence establishments.

The Commonwealth is estimated to own 335 places in the Register of the National Estate.¹

¹ Crocket and Baker 1993, Appendix 4. This figure includes many places which are areas comprising many more individual places.

For a variety of reasons governments have sought to dispose of historic places. This has included small individual places such as houses, major public buildings such as the Ballarat Post Office as well as whole classes of places such as lighthouses. The reasons for disposal vary but include that a place is no longer required for a particular purpose or that the financial return to the government would be very significant.

The disposal of historic places has concerned heritage bodies. In general their concern relates to the loss of historic values of a place. Such values may be jeopardised by the changing use of a place after disposal. For example, the traditional use of post offices as a key focus of community activity would be lost if the post office was sold for commercial uses and the post office moved elsewhere. Historic values may also be lost by the alteration of places, or in extreme cases their demolition, following disposal.

On the other hand, it is possible the heritage values of a place will be better maintained by a new owner who is interested in a place, who affords conservation a high priority, and who has the necessary resources to achieve conservation. Governments have a reputation for sometimes being the uninterested custodians of historic places who give the conservation of such places a low priority and the resources to match.²

At the Commonwealth level, an indication of the extent of disposal can be obtained from the work of the Coordination Council on the Release of Commonwealth Land. In its first report the Council has identified 292 places which are planned for disposal in the period 1994-99.³ This includes 44 places which are in the Register of the National Estate. However, this number may increase as the Register status of some of the 292 places is yet to be assessed. The Australian Maritime Safety Authority has 65 places planned for disposal.

The National Estate places identified for disposal include:

- Cockatoo Island, NSW
- Fort Scratchley, NSW
- Bushmead, WA
- Albion Explosives Factory, Victoria
- many lighthouses in Queensland, NSW, Victoria and elsewhere.

² See, for example, Australian Heritage Commission 1994, pp.18-19.

³ Australian Estate Management 1994, Appendix B.

This pressure appears subject to Fundamental Pressures 1, 2 and 3.

In summary, the pressure of disposal by government may have positive or negative impacts however, there is little readily available information on the nature, level of impact or the extent of this pressure, especially at the State or Territory government level.

Government disposals may affect particular classes of places which have traditionally been operated by governments, such as railways, lighthouses, post offices and military places. Indicators should take into account the impact on classes of place as well as the environment as a whole.

Compound pressure 4(f): current building requirements/standards which work against re-use of heritage buildings/changing standards of society

The adaptation and re-use of historic buildings is governed by the system of general building regulations. These regulations deal with a range of matters including health, structural safety and fire safety.

In principle, all new buildings and new works affecting existing buildings must comply with current regulations. To some extent there is an accepted gap between the standard of buildings constructed some time ago and the standard required by the current regulations. However, in those cases where the standard of an existing building is such that it poses an unacceptable health or safety risk, then government agencies are empowered to require changes or demolition to remove the risk. This latter and extreme situation does not appear to be a significant pressure and therefore is not further considered.

A problem may arise with the re-use of an historic building and the application of the current regulations following the proposal of building works or a change of use. For example, the adaptation of a house for use as commercial premises may require changes to achieve a certain standard of fire safety. However, some of the changes required may involve the loss of significant fabric, such as the replacement of original timber doors and frames with fire-rated metal doors and frames. A more extensive problem may arise with the need to achieve fire compartmentalisation between floors where the existing floors and structure are timber. Faced with the prospect of extensive and expensive changes to the historic fabric an owner may question the benefits of re-use compared to new construction.

It has not been possible within the scope of this project to examine the full impact of current building regulations on the re-use of historic buildings. The range of impacts seem likely to include relatively minor matters up to very major and fundamental changes. Some impacts may be easily and cheaply accommodated, and other standards may be achieved without compromising historic values but at significant cost. Overall, the potential exists for this pressure to have a negative impact on the historic environment.

This pressure appears subject to Fundamental Pressures 3 (benefits of use compared to maintenance costs) and 5 (heritage and planning control).

Compound pressure 4(g): absence of urban and regional planning incorporating heritage identification and conservation

Urban and regional planning are important features which provide a framework for land-use decisions, conservation and development. This planning generally operates under State or Territory legislation and may be administered by State or Territory agencies or local government.

In the past, and to a limited extent, heritage identification and conservation have been enshrined in legislation which has operated in parallel with planning. There is specific heritage legislation in all States and mainland Territories. However, the trend appears to be to integrate heritage activities into planning systems. In particular, the involvement of local governments in heritage identification and conservation appears to have grown considerably.

While there is this trend to integration and a growth in local government involvement, there are still parts of the planning system which operate without a specific objective and program to identify and conserve the historic environment. This is particularly the case at the local government level. Although this pressure has not been studied, it is assumed this pressure has a negative impact.

This pressure appears subject to Fundamental Pressures 5 (heritage and planning control) and 8 (knowledge and expertise).

No readily available information has been found on the extent and level of impact of this pressure.

Compound pressure 5: urban development and expansion - including central business districts

This pressure may combine a number of other pressures that can have a positive or negative impact on the historic environment. These component pressures include major development and re-zoning, which are considered separately under Compound Pressures 6, 7 and 9.

This example highlights the point that there may often be a combination of pressures affecting the historic environment. The general approach in this paper of describing the pressures separately should not be interpreted as reflecting a simple view of heritage conservation where only one pressure may apply at any time. Heritage conservation exists within the full complexity of society and many pressures may apply in any particular case.

This pressure therefore has the qualities of its component pressures: it may have a positive or negative impact; the level of impact varies; and the extent of this pressure is not clear although a number of target areas are suggested under the description of the component pressures. It is also not clear if the combination of pressures changes or intensifies any of its qualities.

This pressure appears subject to Fundamental Pressures 1, 2, 3, 5, 6 and 7.

Compound pressure 6: major development involving demolition

There have been a number of cases of large-scale development which have resulted in the demolition or inappropriate treatment of historic places. For example, the development of new retail premises in Brisbane's Queen Street resulted in the substantial demolition of several historic buildings leaving only their facades. The Victoria Central project in Melbourne is a case which included the inappropriate treatment of the former Coops Shot Tower. This is obviously a negative pressure.

Large-scale development involving historic places seems likely to occur again however, it is difficult to predict the extent of this pressure. The pressure is related to general economic conditions, and such special factors as the forthcoming Olympic Games in Sydney. Likely development targets include:

- central business areas with unexploited development potential
- industrial sites in metropolitan areas
- metropolitan fringe areas

- areas subject to major new transport services, such as the proposed very fast train between Sydney, Canberra and Melbourne.

This pressure appears subject to Fundamental Pressures 1, 2, 3, perhaps 4, 5, perhaps 6 and 7.

Compound pressure 7: urban consolidation

This is a particular example of the general re-development pressure on the historic environment. As such it is related to Compound Pressures 5, 6 and 9.

Urban consolidation is being encouraged by governments and actively pursued by the private sector. It is generally focussed on providing housing in either former industrial/commercial areas or in low density residential areas. As with general development, this pressure may involve a positive or negative impact.

This pressure appears subject to Fundamental Pressures 1, 2, 5 and 6.

Compound pressure 8: demolition approach rather than re-use

Any proposal to demolish part of the historic environment is a negative pressure. The attitude held by a property owner that development requires the demolition of an historic place may be based on a number of factors. It may simply be a prejudice against things old. This pressure should be considered separately from the motivation to demolish which arises from sound economic reasons, such as if an historic building does not realise the full development potential of a site. This latter motivation is considered as part of Compound Pressures 5, 6, 7 and 9.

This pressure appears subject to Fundamental Pressures 1 (change in intensity of use) and 7 (fashion and taste).

The mind-set in favour of demolition seems beyond further analysis, certainly within the scope of this project. No readily available information has been found on the extent of this pressure.

Compound pressure 9: re-zoning

The re-zoning of land can increase or decrease the value of the land and its development potential. For example, re-zoning residential land to commercial use will generally increase the value of the land and allow more intensive development. Increasing the development potential of land jeopardises the future of historic places on that land. A modest historic house set on a generous residential

block will attract development pressure if the zoning is changed to allow commercial offices which are twice the size of the existing house.

While re-zoning is generally undertaken to increase development potential, which may threaten historic places, it may also be used to provide a land use and development framework appropriate to historic places. Re-zoning may therefore have a positive or negative impact, although the latter seems more often to be the case.

This pressure appears subject to Fundamental Pressures 1, 2, 5, perhaps 6 and 7.

Compound pressure 10: commercial pressures

While this is a commonly perceived pressure, it is probably more useful to consider the specific related Compound Pressures 5, 6, 7, 9, 11, 12 and 13.

Compound pressure 11: tourism

Tourism is both a positive and a negative pressure on the historic environment. On the one hand tourism can encourage interest in historic places which can increase the cultural and economic value of such places. This can motivate people to conserve historic places and uses, and provide an economic basis for conservation.

However, tourism can also lead to the loss of historic values. The intensive use of an historic place brought about as a result of tourism can result in damage to fabric and the loss of value. Tourism can also lead to the inappropriate development of places and the displacement of significant/traditional activities, both of which can diminish historic values. Tourism appears subject to Fundamental Pressures 1, 7 and 8.

No readily available information has been found on the extent, nature and level of impact of this pressure. There is no information currently collected which could be readily used for broadly based environmental indicators.

Compound pressure 12: resource use

The exploitation of some resources can result in pressure on parts of the historic environment. For example, the re-working of historic gold mines may result in the destruction of mining landscapes including tailing dumps. Similarly, logging of forests may result in the destruction of long-standing recreational areas of high historic and social value. This is a negative pressure.

This pressure appears subject to Fundamental Pressures 1, 2 and perhaps 6.

No readily available information has been found on the extent and level of impact of this pressure.

Compound pressure 13: land clearance

This pressure may have a negative impact on the historic environment if, for example, the land to be cleared is a cultural landscape or a long-standing recreational area of significant historic and social value.

This pressure appears subject to Fundamental Pressures 1, 2, 5 and perhaps 6.

No readily available information has been found on the extent and level of impact of this pressure.

Compound pressure 14: ageing infrastructure

Age in itself is not necessarily a pressure on the historic environment. However, in some cases the age of some infrastructure may lead to pressure for its replacement. This appears to be the case with the Barwon Sewer Aqueduct near Geelong. However, the critical factor appears to be the continuing usefulness of a place, especially given changing demands and the efficiency of modern alternatives.

Old infrastructure may continue in use, irrespective of its age, if it fulfils a useful role. For example, the large underground water tank in Sydney's Centennial Park continues to be used as part of Sydney's water supply system. On the other hand, the railway infrastructure in rural South Australia was quite serviceable yet changing demand and priorities led to the closure of many country railway stations and related facilities. Even in the Barwon Sewer Aqueduct case, it is not age as such but the deterioration of the concrete structure and the increasing cost of maintenance.

While age may be used as a general term to justify the replacement of historic infrastructure, it would appear the key pressures are really things like continuing usefulness, changing demand, the efficiency of modern alternatives, and the cost of maintaining historic places compared to modern alternatives.

This pressure appears subject to Fundamental Pressures 1, 3, 7 and perhaps 6.

Compound pressure 15: new technology leading to obsolescence

The introduction of new technologies can lead to historic places being made obsolete. For example, lightstations around Australia are being de-staffed and made redundant by new technology which can provide the same navigation service without the need for the current, often historic facilities.

However, as with the discussion of ageing infrastructure, new technology itself does not automatically mean historic places will be made obsolete. New technology may be too expensive to use in some cases or it may be only marginally more effective than existing technology. The key pressures appear to be:

- continuing usefulness
- changing standards
- the efficiency of new technology
- the cost of maintaining historic technology compared to new technology.

In the case of the lightstations, change has arisen as a result of the last of these pressures. A relatively cheap automatic light on a fibreglass pole which requires no tending and little maintenance is much cheaper than a complex of buildings with dedicated staff to tend a light.

This pressure is related to Compound Pressure 4(f).

This pressure appears subject to Fundamental Pressures 1, 2, 3, 6 and 7.

Compound pressure 16: pollution

Pollution can have a negative impact on historic places. The most obvious and numerous examples are those inner city buildings affected by atmospheric pollution. In the northern hemisphere there have been concerns about the impact of acid rain on historic buildings. However, this form of atmospheric pollution is not a problem in Australia. Rather, atmospheric pollution in Australia tends to result in cosmetic change rather than any serious deterioration. During the 1980s there were a number of major conservation projects to clean inner city stone buildings.

Other examples include the pollution of industrial sites by chemicals, such as explosives factories. The cleaning of these sites after operations have ended usually involves the demolition of buildings and the large-scale removal of contaminated soil. Mining sites may be treated in a

similar way given the presence of hazardous chemical waste.

This pressure appears subject to Fundamental Pressures 1, 3 and perhaps 6.

Compound pressure 17(a): lack of funds for research

Research has the general potential to assist in the better conservation of the historic environment. While there is no guarantee that this potential will be realised, it is generally assumed research will have a beneficial impact. Research may be site specific or of a general nature, and it may be crucial to the survival of places or values, or not.

There are currently funds devoted to research work, such as through the National Estate Grants Program. The research priorities identified for such programs gives some indication of the key areas where research might contribute to the better conservation of the historic environment. However, the constrained level of funding reduces the potential contribution of research work and therefore involves a negative impact.

This pressure appears subject to the availability of government financial assistance (Fundamental Pressure 4).

Several related Compound Pressures are considered below.

Indicators might include the level of funding versus demand.

Compound pressure 17(b): lack of basic knowledge/inventory of places

The lack of an adequate basic knowledge about the extent and values of the historic environment is not necessarily a pressure on the historic environment. However, it may be assumed that the conservation of the historic environment is more likely to be achieved in those instances where historic places are identified and their values understood. Conversely, the loss of places or destruction of values is more likely if there is a lack of basic information. This is a latent pressure and any negative impact relies upon the existence of another pressure.

This pressure appears subject to Fundamental Pressures 5 (heritage and planning control) and 8 (knowledge and expertise).

Compound pressure 17(c): lack of systems to monitor change and take quick preventative action/lack of on-going funds for monitoring of places

In any aspect of society there exists the possibility of change which may or may not be welcome. Systems may be established to monitor any change to enable a planned reaction. The historic environment is one such aspect of society subject to change however, it appears that there are no adequate monitoring systems. State of the environment reporting provides an opportunity to establish appropriate monitoring.

This is a latent pressure. Any positive or negative impact requires the existence of another pressure.

This pressure appears subject to Fundamental Pressures 5 (heritage and planning control) and 8 (knowledge and expertise).

Compound pressure 18: lack of funding for conservation including maintenance

The lack of funding for conservation work is, in many cases, a direct pressure on the conservation of the historic environment in both the private and government sectors. Funding may be crucial to the survival of a place or values, or not.

While generally a negative pressure, the lack of funding may in some cases be a positive pressure. There have been cases where the generous availability of funding has led to the over-conservation of historic places, damaging some values in the process. Less generous funding may have achieved a better conservation result.

This pressure appears subject to Fundamental Pressures 1, perhaps 2, 3, 4 and perhaps 7.

Some information is available on the nature, extent and level of impact of this pressure, and this is discussed in relation to the development of indicative measures of the State of the Historic Environment (chapter 4).

Compound pressure 19(a): lack of appropriate management

The appropriate management of the historic environment is the key to its conservation for the present and future generations. The lack of appropriate management is therefore a negative impact.

However, the question arises as to what is appropriate management. At one level it may be a management

regime developed with full and conscious regard to the Burra Charter and the latest conservation planning. Alternately it may be the continuing traditional use of an historic place. Yet a third option is management which has a benign effect, or rather, no impact.

The issue is complicated by the level of available information about the values of a place. Another complication is that some conservation regimes may not actually achieve the intended heritage conservation.

This pressure appears subject to heritage and planning control, as well as knowledge and expertise (Fundamental Pressures 5 and 8).

Several related Compound Pressures are considered below.

Compound pressure 19(b): short-term planning - heritage conservation needs longer-term focus

Short-term planning does not, in itself, always lead to either a positive or negative impact on the historic environment. Short-term planning may result in negative impacts, such as the cessation of maintenance expenditure on an historic place because it is to be sold. Given that disposal sometimes takes a long time, the lack of maintenance can lead to the decay and destruction of historic fabric.

In other cases, short-term planning may have no impact or a positive impact on an historic place. However, it appears more likely that heritage conservation is best served by long-term planning. Short-term planning may be a latent pressure requiring another pressure to trigger some impact.

This pressure is perhaps subject to Fundamental Pressures 1 (change in intensity of use) and 7 (fashion and taste).

Compound pressure 19(c): foreign ownership/absent landlords - domestic and international

Historic places exist in various forms of ownership, including circumstances where the owner of a place is remote from the place. Without the presence of the owner, this may lead to a lower standard of care for the historic place by the tenant. This is a negative impact.

However, the pressure apparently created by absentee landlords seems subject to a wide range of possible outcomes and it is not just a negative impact. The

presence or absence of a landlord may lead to the better or worse conservation of an historic place.

Accordingly, it is not clear if this is a substantial pressure which generally involves a given impact. Alternately, some impact may be attributed to this pressure but really it is the result of other pressures. Either way, this pressure is related to Compound Pressure 19(a).

This pressure appears subject to Fundamental Pressures 5 and 8.

Compound Pressure 19(d): Leasing of historic places by governments - no sense of stewardship and a lack of appropriate administration to enforce lease conditions

This pressure is related to Compound Pressure 19(a). It is a specific aspect of appropriate management and is perceived as having a negative impact given a number of cases where leases have not achieved heritage conservation. It is a latent pressure requiring some action on the part of a lessee to challenge the conservation intent of a lease and the administrative will of the lessor.

This pressure appears subject to Fundamental Pressures 5 (heritage and planning control) and 8 (knowledge and expertise).

Compound pressure 19(e): conflicting heritage values and the dilemma for management

Conflicting heritage values can result in a problem for the management of historic places. While the number of places subject to such conflict is probably small, these cases can generate a large measure of anxiety in the related communities.

While such cases involve some pressure on the historic environment, it is probably not valid to characterise this pressure as either negative or positive. Conflicting heritage values exist for the related communities and it is a challenge to deal appropriately with the diverse views: for society as a whole, and for the conservation community in particular. Any failure to deal appropriately with these views may be considered a negative impact.

This pressure appears subject to Fundamental Pressures 5 (heritage and planning control) and 8 (knowledge and expertise).

Compound pressure 20: misconceptions and a lack of understanding regarding heritage values

This pressure may be thought of regarding two groups. On the one hand there is the community, owners, managers and the like, and on the other hand there are conservation practitioners. Both groups may misconceive or fail to understand heritage values. While this may have no physical impact on a place, it is generally assumed this pressure will result in a negative impact. This pressure is related to Compound Pressure 21 regarding the community and others, and Compound Pressure 25(a) regarding conservation practitioners.

This pressure appears subject to Fundamental Pressure 8 (knowledge and expertise).

Compound pressure 21: public attitudes/perception of heritage/changing community concepts/values of significant places

The public has a wide range of views about heritage from the knowledgeable, sophisticated and sympathetic, to views which are ignorant and to views which unsympathetic to conservation. Public attitudes may have a positive impact on the historic environment, expressed through community conservation groups like the National Trust, or they may have a negative impact.

This pressure appears subject to Fundamental Pressures 7 (fashion and taste) and 8 (knowledge and expertise).

Compound pressure 22: focus on the present, not on the future - the throw-away society

This may be a pressure on the historic environment, and one which leads to a negative impact. However, the relationship between this characterisation of society and other views within communities which do cherish their heritage are too complex and subtle to reconcile within this brief paper. It seems very difficult to substantiate the relationship between this characterisation and any particular negative impact on the historic environment.

This pressure appears subject to Fundamental Pressures 3 (benefits of use compared to the costs of maintenance) and 7 (fashion and taste).

Compound pressure 23: rights of owners to do as they like

This pressure can have a positive aspect if the owner is disposed in favour of conservation however, it is generally perceived as a negative pressure because of cases where

owners wish to undertake some activity detrimental to the historic values of a place.

This pressure does not generally exist because property owners can be constrained by statutory heritage provisions. The only current exception is in Tasmania where no heritage legislation is in force but even this situation is changing with the recent introduction of a heritage Bill into the Parliament. Therefore, in most of Australia, property owners may be constrained to conserve heritage values.

The only opportunity for this pressure to arise is in those cases where either an historic place has yet to be identified by the government heritage agency or it has decided not to extend statutory protection to an historic place. These other factors may therefore be viewed as pressures, one of which needs to exist in addition to this pressure for there to be an impact. In this way it is a latent pressure.

This pressure appears subject to Fundamental Pressures 5 (heritage and planning control), 7 (fashion and taste) and 8 (knowledge and expertise).

Compound pressure 24: lack of community involvement in planning/heritage

In general the planning system has evolved over time from an expert driven process, including consultation with/direction from governments representing the community, to a process which now includes broader participation and consultation directly with effected or concerned parts of the community. While the level of community involvement varies, the principle appears generally established.

Heritage conservation is part of the broader planning system and it is also in a process of change regarding community involvement. To some extent it may not be as advanced in providing for community involvement and it remains an expert process in many cases. However, heritage conservation activities such as local government heritage studies and AHC regional assessment projects feature community involvement. The principle of community involvement is rapidly gaining wide acceptance and the next issue is the nature and level of this involvement.

The benefits of community involvement in heritage conservation include fostering understanding, a sense of community ownership of heritage conservation issues and solutions, as well as seeking the views of the community about those places it may value.

Without community involvement, or with only token involvement, the historic environment may suffer as a result of the community feeling alienated from its heritage and losing a sense of responsibility for its conservation. Places of community value may also be overlooked by an expert process. The lack of community involvement in heritage is a negative pressure.

This pressure appears subject to Fundamental Pressures 5 (heritage and planning control), 7 (fashion and taste) and 8 (knowledge and expertise).

Compound pressure 25(a): demand for/supply of conservation expertise

The availability of appropriate conservation expertise is crucial to the conservation of the historic environment. A shortage in appropriate expertise will lead to either inappropriate conservation or no heritage conservation at all. This is a negative impact.

A further complication of this pressure is the issue of standards of expertise and accreditation. It is believed that within the conservation industry there are widely differing standards and there is no formal accreditation.

This pressure appears subject to Fundamental Pressure 8 (knowledge and expertise).

Several related Compound Pressures are considered below.

Compound pressure 25(b): lack of heritage expertise in local government but a significant role regarding land use/management - and a pro-development orientation

Local government generally plays a key role in land use decisions and management including planning and development control. The extent to which heritage expertise is available to local government is therefore a key factor in achieving the conservation of the historic environment within the jurisdiction of local government. It seems reasonable to conclude that a lack of heritage expertise is a negative pressure.

The issue of local government heritage expertise is considered in relation to the availability of heritage advisers (chapter 6). However, as noted, this is only one aspect of the expertise that may be available. The discussion in chapter 6 concludes that it is not possible to offer a conclusive picture about the availability of heritage expertise on the basis of current information.

This pressure appears subject to Fundamental Pressures 1, 2, 5 and 8.

Compound pressure 25(c): lack of trained heritage advisers/planners

This pressure is related to Compound Pressures 25(a) and 25(b). It is a specialised problem at the local government level and also involves a negative impact.

This pressure appears subject to Fundamental Pressures 5 (heritage and planning control), 7 (fashion and taste) and 8 (knowledge and expertise).

Compound pressure 25(d): traditional skills, crafts and knowledge not valued and disappearing

This pressure is related to Compound Pressure 25(a). It is a specific aspect of conservation expertise which is, perhaps, most endangered given an ageing and relatively small population of craftspeople in any particular craft. The disappearance of skills and crafts is a negative impact.

This pressure appears subject to Fundamental Pressures 3, perhaps 5, perhaps 7, and 8.

3.5 Analysis of pressures

The preceding section describes a range of pressures which affect the historic environment. The range is large and there is considerable variation in the significance of the pressures. This section provides an analysis of the pressures in order to identify the most significant pressures.

The criteria for significance in this context must relate to the level and extent of impact on the historic environment. Accordingly, the following five detailed criteria are used, because they reflect the different aspects and extent of possible impact:

- nature of impact (for example, positive or negative)
- level of impact (for example, does the pressure result in demolition, conservation or adaptation?)
- number of places affected
- geographic distribution of the places affected (for example, is the pressure nation-wide or local?)
- range of places affected (for example, houses, commercial premises and industrial sites).

For the purposes of this analysis only compound pressures are considered. Fundamental pressures are too general in

scope to provide a useful basis for identifying significant pressures, especially if one aim is to determine indicators.

Priority pressures for further research are identified by an asterisk (*) in the Research Priorities column.

Table 1 summarises the analysis of the identified compound pressures and presents a conclusion for each pressure about its significance. Given the constraints on the project and the generally poor level of quantitative documentation on the pressures, the analysis is largely based on the qualitative information:

- contained in a variety of references
- reflected in the views of a range of individuals and organisations, especially the State and Territory government heritage agencies
- reflected in the experience of the authors.

The analysis presents a somewhat inconclusive picture of the significant pressures affecting the historic environment. The lack of readily available quantitative information on the extent and level of impact of pressures, and in some cases on the nature of pressures, frustrates any attempt to clearly identify significant pressures.

However, what appears possible is the identification of those pressures which, because of a combination of factors, seem worthy of further research in order to establish their significance. For example, priority pressures for further research should be those which have a high level negative impact, and affect a large number and wide range of places across Australia. Conversely, no priority may be given to pressures which involve a high level positive impact, and affect a small number and narrow range of places in a local area.

There may be exceptions to this method of establishing research priorities arising with regard to:

- pressures which have a negative impact on a small number, narrow range or localised population of historic places which are important for contributing to the cultural diversity of the historic environment
- pressures which have a positive impact and provide a balanced picture of the state of the historic environment
- pressures which have a positive impact and relate to proposals for new or expanded policies or programs.

While noting the possibility of these exceptions, only pressures with the possibility of a high level negative impact, and affecting a large number and wide range of places across Australia have been identified.

Table 1: Analysis of pressures on the historic environment

No.	Pressure	Nature of impact	Level of impact	Number of places affected	Geographic distribution of places affected	Range of places affected	Significance of pressure	Research priorities
1	National economic state	+/-	Varies	High?	National	Wide	Not clear	*
2	Changing demography	+/-	Varies	High	National	Wide	Not clear	*
3(a)	Government heritage policy and programs	+	Varies	High	National	Wide	Not clear	
3(b)	Lack of heritage legislation in Tasmania	-	Varies	High	Tasmania	Wide	Not clear	
4(a)	General government policy and programs	+/-	Varies	High?	National	Wide	Not clear	*
4(b)	Lack of coordination between levels of government	+/-	Varies	Not clear	National	Wide	Not clear	
4(c)	Lack of integrated/Cohesive strategies within governments	+/-	Varies	Not clear	National	Wide	Not clear	
4(d)	Privatisation of government agencies and assets	+/-	Varies	Low	National	Wide	Not clear	
4(e)	Disposal of historic places by government agencies	+/-	Varies	Medium	National	Wide	Not clear	
4(f)	Current building requirements which work against re-use of heritage buildings	-	Varies	Low?	National/urban?	Wide ?	Not clear	
4(g)	Absence of urban and regional planning incorporating heritage identification and conservation	-	Varies	Not clear	National	Wide	Not clear	*
5	Urban development and expansion	+/-	Varies	High	National/urban	Wide	Not clear	*
6	Major development involving demolition	-	High	Medium?	National	Wide	Not clear	*

Table 1: Analysis of pressures on the historic environment (cont.)

No.	Pressure	Nature of impact	Level of impact	Number of places affected	Geographic distribution of places affected	Range of places affected	Significance of pressure	Research priorities
7	Urban consolidation	+/-	Varies	Not clear	National/urban	Wide	Not clear	*
8	Demolition approach rather than re-use	-	High	Low	National	Wide	Not clear	
9	re-zoning	+/-	Varies	Not clear	National	Wide	Not clear	*
10	Commercial pressures	+/-	Varies	Not clear	National	Wide	Not clear	
11	Tourism	+/-	Varies	Low	National	Wide	Not clear	
12	Resource use	-	Varies	Low	National/rural	Narrow	Not clear	
13	Land clearance	-	Varies	Low?	National/rural	Narrow	Not clear	
14	Ageing infrastructure	-	Varies	Not clear	National	Narrow?	Not clear	
15	New technology leading to obsolescence	-	Varies	Low?	National	Narrow	Not clear	
16	Pollution	-	Varies	Low	National	Commercial/Industrial	Not clear	
17(a)	Lack of funds for research	-	Varies	Not clear	National?	Wide	Not clear	
17(b)	Lack of basic knowledge/Inventory of places	-	Varies	High	National	Wide	Not clear	*
17(c)	Lack of systems to monitor change	-	Varies	Not clear	National	Wide	Not clear	*
18	Lack of funding for conservation	+/-	Varies	High?	National	Wide	Not clear	*
19(a)	Lack of appropriate management	-	Varies	Not clear	National	Wide	Not clear	*
19(b)	Short-term planning	-	Varies	Not clear	National	Wide	Not clear	

Table 1: Analysis of pressures on the historic environment (cont.)

No.	Pressure	Nature of impact	Level of impact	Number of places affected	Geographic distribution of places affected	Range of places affected	Significance of pressure	Research priorities
19(c)	Foreign ownership/absent landlords	-	Varies	Low?	National	Wide	Not clear	
19(d)	Leasing of historic places by governments	+/-	Varies	Low	National	Wide	Not clear	
19(e)	Conflicting heritage values	-	Varies	Low?	National	Wide	Not clear	
20	Misconceptions/misunderstanding regarding heritage values	-	Varies	Not clear	National	Wide	Not clear	*
21	Public attitudes/Perception of heritage	+/-	Varies	High?	National	Wide	Not clear	
22	Focus on the present	-	Varies	Not clear	National	Wide	Not clear	
23	Rights of owners to do as they like	+/-	Varies	Low	National	Wide	Not clear	
24	Lack of community involvement in planning		-	Varies	Not clear	National	Wide	Not clear
25(a)	Demand for/Supply of conservation expertise	-	Varies	Not clear	National	Wide	Not clear	
25(b)	Lack of heritage expertise in local government	-	Varies	High?	National	Wide	Not clear	*
25(c)	Lack of heritage advisers/planners	-	Varies	Not clear	National	Wide	Not clear	*
25(d)	Traditional skills not valued and disappearing	-	Varies	Not clear	National	Wide	Not clear	

3.6 Indicators for significant pressures

This project included two tasks which involved the development of indicators. This task considers indicators related to significant pressures. Task 2 (discussed in chapter 4) proposes indicators related to the overall state of the historic environment.

One difficulty in recommending indicators of significant pressures is that, as noted, there is a general lack of quantitative information to enable a clear identification of significant pressures. At best, 15 priority pressures have been identified for further research to establish their significance. It would seem undesirable to recommend indicators for these pressures without having a greater measure of confidence that these were, in fact, significant pressures.

At this stage, therefore, possible indicators are suggested but research to gather information should await the outcome of other research to establish the significance of priority pressures. The possible indicators are presented in Table 2.

Table 2: Possible indicators for priority pressures

No.	Pressure	Possible indicator(s)
1	National economic state	(i) indices of real property value fluctuations (ii) indices of construction and housing industry performance
2	Changing demography	(i) changing population density correlated to the heritage density of areas, especially for housing areas (ii) indices of urban real property fluctuation correlated with changing population, paying particular regard to catchment areas for urban areas
4(a)	General government policy and programs	(i) the extent of historic environment impact assessment within government policy and program design and consideration
4(g)	Absence of urban and regional planning incorporating heritage identification and conservation	(i) planning areas with local heritage lists and conservation controls (ii) theoretical effectiveness of conservation controls
5	Urban development and expansion	(i) correlation of development/expansion areas with areas of heritage density
6	Major development involving demolition	(i) see 5(i) (ii) see 9(i) and (ii) (iii) published lists of losses in the historic environment

Table 2: Possible indicators for priority pressures (cont.)

No.	Pressure	Possible indicator(s)
7	Urban consolidation	(i) correlation of zoning allowing consolidation with areas of heritage density
9	re-zoning	(i) correlation of re-zoning applications with heritage status(ii) categorisation of re-zoning applications according to likely level of impact
17(b)	Lack of basic knowledge /inventory of places	(i) correlation of heritage identification with theoretical population of the historic environment (ii) predictive analysis of comprehensiveness of documented heritage values based on date of assessment
17(c)	Lack of systems to monitor change	(i) the extent and effectiveness of change monitoring systems
18	Lack of funding for conservation	(i) see task 2 (chapter 4)
19(a)	Lack of appropriate management	(i) sample surveys within classes of the historic environment of the type of management regime compared to theoretical best management practices
20	Misconceptions/ misunderstanding regarding heritage values	(i) see 17(b)(ii) (ii) objections to heritage registrations (iii) see 19(a)(i)
25(b)	Lack of heritage expertise in local government	(i) expertise available to local government (staff, advisers) correlated with areas of heritage density
25(c)	Lack of heritage advisers/ planners	(i) see 25(b)(i)

3.7 Further research

There are two general areas for further research:

- to establish the significance of priority pressures
- to gather information for indicators. The research needed to gather information for indicators is outlined in the preceding section.

With regard to the better assessment of priority pressures, the review to identify the range of pressures on the historic environment resulted in a large number of pressures being noted. However, it is clear that very little quantitative documentation exists on these pressures. The analysis of pressures to establish the most significant is based largely on an accumulation of qualitative information, and in some cases even this is not sufficient to allow a preliminary assessment of the likely significance of the pressure.

Given this background, it is desirable that further research be undertaken to establish the level of significance of those priority pressures identified in Table 2 above.

4 Development of indicative measures of the state of the historic environment

4.1 Brief for the task

The brief for the task was as follows

‘Propose indicative measures for the state or condition of heritage places in the historic environment, e.g. the proportion with management regimes; those listed and yet receiving no maintenance or conservation treatment; for those that are income-earning through visitors’ fees, the extent to which earned income meets maintenance and conservation requirements.’

4.2 Sources and activities

This discussion of measures and indicators and the recommendations made are based on an analysis of the issues, pressures identified by, and current data gathered by, heritage administrators in the Commonwealth, States and Territories. This information came from:

- Annual Reports
- interviews with Commonwealth, State and Territory heritage agencies
- English Heritage survey reports.

Aspects of the development of indicators are addressed in other sections of this paper, and, where appropriate, specific recommendations about indicators arising from that analysis have also been incorporated in this section.

4.3 SoE measures and environmental indicators

To be able to monitor the state of the environment in the historic environment, information has to be collected that can be gathered again at a later date (to give environmental indicators that reflect change over time). That information also has to be interpreted to produce meaningful measures of the state of the environment.

In this paper ‘environmental indicators’ is used to refer to the data as gathered, and ‘state of the environment measures’ is used to refer to the specific issue or question the data are being used to illuminate.

Environmental indicators are quantitative indicators of the status of a particular thing. They are usually sets of data

which are, ideally, easily gathered as a part of the normal reporting processes of an organisation.

Environmental indicators seldom provide information which is self-evident in its meaning. Usually the data have to be interpreted within a particular context, that is, the state of the environment measure they are to illuminate has to be defined. As an example, a ‘measure’ a telephone company might wish to address might be the improvement of the supply of telephone services. An ‘indicator’ would be the number of telephone connections made in each year. However, the raw figure for connections could not be used as a measure of improvement in services in itself, without comparing it with other indicators which might address the quality of service, such as the complaints rate, or disconnection rate. The indicator does not speak for itself, but has to be interpreted, or turned into a measure, which might draw on a number of indicators.

There are only a small number of environmental indicators that are readily available in the historic environment. The number and rate of entry of heritage places into heritage registers is a commonly used one. To devise even simple measures of the state of the environment other data have to be gathered. These data may be, for example, indicators of the rates of places being actively managed in a way which leads to their conservation, or of places being destroyed or irreparably damaged. The rate of entry of places into a register simply tells you how fast a register is growing. Without additional information on how fast places are being removed from the register because of their destruction or re-assessment, it might not even be able to answer that basic question in a meaningful context.

The contexts within which the environmental data currently being collected is being interrogated are still very simplistic. This chapter looks at what amount to current SoE measures, and the environmental indicators which are currently available. It also recommends additional indicators that need to be monitored on a regular basis to make the analysis of the measures meaningful. The indicators discussed are recommended as the basis for developing data-collection strategies for future State of Environment Reports.

The framework proposed distinguishes between two major groups of SoE measures:

- (a) those which inform about the state of knowledge of the identity and range of places making up the historic environment (ie. how well the heritage is identified)

- (b) those which inform about the state of knowledge of the conservation and management status of the historic environment. (ie. how well the heritage is conserved and managed).

Each group has a series of SoE measures, and each SoE measure has one or more environmental indicators thought to be relevant or worthy of further research. Table 3 summarises the measures and indicators. Each is then described in more detail.

Table 3: SoE measures and environmental indicators

SoE measures	Environmental indicators
(A) Knowledge of the extent of the historic environment	
1. The extent to which historic places are identified	(a) Number of places entered in heritage and planning registers (b) Number of places protected by formal statutory instruments such as conservation orders
2. The extent to which our knowledge of the values of historic places is current	(a) Age and currency of surveys (b) Age and currency of register information
(B) Knowledge of the conservation status of the historic environment	
3. The use of heritage places for new or traditional purposes.	(a) Planning applications for change of use
4. The condition of historic places	(a) Measure of physical condition (b) Occupancy of historic environment places (c) Numbers of historic places destroyed
5. The integrity of historic places	(a) Sample monitoring-integrity of places (b) Building applications for fabric changes
6. The extent to which historic places are managed for conservation objectives	(a) Number of places with formal conservation planning
7. The adequacy of funding and other assistance for the conservation of historic environment places	(a) Number of heritage places owned, (and potentially conserved and maintained) directly by government at all levels (b) Number of heritage places in non-government ownership for which conservation funding is sought through government grants, tax incentives, loans etc, and level of funding sought (c) Number of non-government-owned heritage places benefiting from government grants, tax incentives, loans etc., and level of funding provided (d) Number and distribution of heritage advisers provided by state and local government, both on contract and on salary
8. The state of community attitudes to the conservation of historic environment places	(a) Number and nature of objections and court appeals to prevent listings (b) Number of heritage agreements in force and entered into during the year

4.3.1. State of environment measures: knowledge of the extent of the historic environment

SoE measure 1: the extent to which historic places are identified

This SoE measure is important in establishing our state of knowledge about the range and identification of the historic environment, and it is based on the assumption that you have to be able to identify something before you can assess its condition and the pressures affecting it. Environmental indicators for this measure will be data which indicate the rate of identification, and the level of identification compared to some model of the expected total population of historic environment places.

There are a number of methods of developing a predictive model of the total population of historic environment places, such as extrapolating from existing 'best practice' local heritage study figures to a national scale, or taking the method used by the National Trust in 1991. The National Trust estimated that the historical environment component of the Register of the National Estate (RNE) was only 25% complete, or in other words that the number of registrable places would be in the order of 30-40,000 (Australian Council of National Trusts, 1991).

The only appropriate data widely collected at this are the number of places entered in the various heritage registers and lists held by the Commonwealth, State and local governments. The degree to which these data are comparable (assuming similar criteria are currently in operation) depends on the use of Ministerial discretion to enter, deny entry, or remove places from registers, which is an aspect of some of the State legislation. This is not seen as being a problem at this time, but is an issue to monitor. The National Trust Registers held for each State could also be used, but the State and Commonwealth (and increasingly local) registers have the advantage of being based on comparable definitions and criteria. This is not true of the Trust registers.

- (a) Environmental indicator: number of places entered in heritage and planning registers.

In its raw form this environmental indicator, which is already available for most state agency registers, is an indicator only of the growth of heritage registers. Depending on the legislative context and Voluntary Conservation Organisation activity in the State, it might also be an indicator of knowledge of the extent of the historic environment. However, in most States, and with regards to the Commonwealth's RNE, the registers are recognised as being a listing of only a

minor proportion of historic environment places of probable significance (hence the emphasis within the National Estate Grants Program and State heritage grants programs of the continuing survey and documentation of historic environment places). In a number of states, the emphasis on identification of the historic environment is being shifted from the state agencies' activities to local government heritage surveys. As the role of local government planning schemes and instruments in recognising and protecting heritage places increases around the nation, the more important becomes the measuring of numbers of places in local government lists and registers, as an indicator of the state of the historic environment.

The number of places entering registers becomes a meaningful input into SoE measures only when it is placed in the context of specific questions (such as what proportion of the historic environment is represented in registers, and what is the rate of change), which might also draw on other indicators. The comparison of registered places with the total population of heritage places has difficulties, as the total population can only be estimated, as described above.

Information on the numbers of registered places, and rates of entry of places into registers, is included elsewhere in this paper, in the tabular material on State activities (Table 3.3).

Data on the identification of heritage places on registers and lists compiled at all levels of government should be gathered as an environmental indicator for future SoE Reports.

- (b) Environmental indicator: number of places protected by formal statutory instruments such as Conservation Orders.

The number of places protected by formal statutory instruments such as Conservation Orders, stop-work orders and similar legislated protective measures, has been suggested as an environmental indicator, for example in the NSW SoE Report (Environment protection Authority 1993). The meaning and usefulness of this indicator requires very careful interpretation, as it can be misinterpreted very easily. What these data indicate will vary from state-to-state, depending on the particular planning and administrative context in place at the time. Depending on this context, an increase in the rate of use of statutory protection measures might:

- indicate a positive move to identify and protect more heritage places

- indicate a reaction to an increased rate of destruction of unprotected heritage places
- or it might reflect a view that only a few places deserve protection, and a statutory instrument is the best way to achieve that aim.

A decrease in the rate of use of statutory instruments might:

- indicate a lessening of threats to heritage places generally
- indicate that greater use is being made of other forms of planning control and agreement with owners which reduces the need for statutory action
- reflect a disinclination on the part of government to act in the heritage field at all.

Again, it has to be stressed that the environmental indicators have to be interpreted (as well as SoE Measures) to make meaningful statements about the state of the environment.

At this stage this environmental indicator affects relatively few places, with conservation orders being used as an emergency process only in all states. While it might have specific use in a State context, it does not cast much light on the SoE Measure about knowledge of places at the national level.

Data on the number of places protected by formal statutory instruments should not be gathered as an environmental indicator for future Commonwealth SoE Reports.

SoE measure 2: the extent to which our knowledge of the values of historic places is current

Of equal importance to the knowledge of the overall numbers of historic places identified, is the knowledge of how current are the assessments of the values of those places. That is, do the places reflect current assessment standards, and have all places with those values been identified in a given area or survey?

The environmental indicators for this measure aim at establishing the age of the information and assessment about a place, as one indicator of the likely currency of the assessment.

- (a) Environmental indicator: age and currency of surveys
- Both the date at which surveys at the state and local level were undertaken, and the methodology and criteria used for assessment, are likely to give some indicator of how much reliance can be placed on the assessments of places identified. It is possible to ascertain the date of completion for local and

regional surveys. South Australia is currently undertaking sample surveys which include this type of analysis. From this information it may be possible to identify broad date ranges which indicate the adequacy or inadequacy of the surveys in identifying and assessing the historic environment. The date range and reliability of SoE information equation may differ from state to state depending on the methodologies used for surveys, and the date of introduction of current criteria. However, it may be possible to say, for example, that survey data pre-dating 1980 is of poor reliability, that obtained between 1981-85 is of poor to moderate reliability, 1986-90 moderate, and post 1991 of high reliability.

Data should be gathered on the age and criteria basis for the survey of heritage places already completed at all levels of government, and this information should be retained for all future surveys, as an environmental indicator for future SoE Reports.

- (b) Environmental indicator: age and currency of register information

The date at which places in registers and lists were assessed, and the criteria in use at the time, can also be used as an indicator of the reliance that can be placed on this information as an indicator of the currency of our knowledge of the historic environment. Some states and the AHC are aware of the aging nature of many of their assessments, and have taken steps to start the upgrade and re-assessment of that information. The analysis of registers will be greatly enhanced if and when the proposed national linking of registers through a central network is completed. Annual checking of the date of data review will give an indication of the currency of assessments and provision of reliable data for comparison with ongoing survey and identification processes.

An analysis of the age and criteria basis for the current listings of heritage places in registers should be undertaken when ready access to a large proportion of registers is available through a central database, and this information should be re-assessed annually as an environmental indicator for future SoE Reports.

4.3.2 State of environment measures: knowledge of the conservation status of the historic environment

SoE measure 3: the use of heritage places for new or traditional purposes.

The effective use of heritage buildings is recognised as a major factor in ensuring the continued good-health of the historic environment. A study by English Heritage of some 43,000 listed buildings in England indicated that while 95% of occupied buildings were in good to fair condition, 40% of vacant buildings were in poor to very bad condition (English Heritage 1992, p10).

While occupation of a building in itself can increase the chances of the building being maintained (see under SoE measure 4 below), the nature of the use is also an important heritage issue. Changing the use of a building can demand major changes to the fabric, and can affect non-fabric components of significance which hinge on the traditional use of the place.

Environmental indicators need to be defined which allow the degree and effectiveness of new and traditional uses for heritage buildings to be assessed and monitored. At present there is no consistent gathering of data to provide indicators on this issue.

- (a) Environmental indicator: planning applications for change of use

The potential exists in some states (e.g. NSW, South Australia) to use integrated land management information systems (where the land tenure records are linked to planning application information and heritage register status), or local government planning and building applications information systems (e.g. in the City of Sydney), to provide data allowing the correlation of building use and heritage status. This potential needs to be investigated as a source of SoE data.

The capacity to use integrated land management information systems in some states or nationally, or to use particular cities and rural council areas as ongoing monitoring case studies, should be investigated, and the extent of the use of such data as SoE environmental indicators defined for later SoE Reports.

SoE measure 4: the condition of historic places

The measuring of the condition of the historic environment is a difficult task given the nature of data currently gathered in Australia. To address this measure

effectively will require the development of new indicators, and the implementation of gathering activities. Some indication of the condition of the historic environment could be gained through sampling programs, but if these are to be more than just snapshots in time they would have to be able to be monitored annually. The challenge is to do this cost-effectively.

- (a) Environmental indicator: measure of physical condition

English Heritage's Buildings at Risk program surveyed over 43,000 buildings (about 9% of the total number of England's listed buildings) by observing their external condition. While this approach has its shortcomings (many factors affecting condition would not be visible externally), it did allow a statistical analysis which highlighted that 7.3% of the listed heritage buildings were at risk and a further 14.6% were vulnerable because of their poor physical condition (English Heritage 1992).

While the overall percentage of buildings at risk may not appear to be very high, it tends to affect particular parts of the historic environment. For example, in the English survey, structures which are not by their nature occupied, such as bridges, monuments, etc, were found to be more vulnerable than occupiable buildings, with 20% of them being in poor to very bad condition (compared with 9% for occupiable buildings).

There are no Australian studies known to the authors which replicate this sort of research for Australian conditions. The English study was undertaken with the assistance of 46 local government authorities who provided local recorders, most of whom were not professionally qualified. This method does not seem to have caused major problems despite the simple observational method used. Given the lower density and overall numbers of heritage places in Australia, such a study might be able to be replicated here, perhaps based on a windscreen assessment of the condition of places identified in a selection of the most comprehensive local government heritage studies. It would be necessary to include both rural and urban areas in such a sample, and in the first instance it might lend itself to specific SoE funding. The effectiveness of the method could then be assessed, and funding of ongoing monitoring discussed in relation to existing heritage funding processes.

- (b) Environmental indicator: occupancy of historic environment places

A study by English Heritage of some 43,000 listed buildings in England indicated that while 95% of

occupied buildings were in good to fair condition, 40% of vacant buildings were in poor to very bad condition (English Heritage 1992, p10). Sample data on the rate of occupancy and its correlation with condition would be an aspect of the survey recommended in environmental indicator (a) above.

- (c) Environmental indicator: numbers of historic places destroyed

The destruction of historic environment places might come about as a result of decay (as monitored in environmental indicator (a) above), or as a result of changing economic circumstances or landuse /building use changes. Recording destruction and its causes might highlight critical issues for the continued well-being of the historic environment. Currently losses are recorded by a number of heritage agencies in their annual reports, but there is no indication as to how these data are gathered and whether it is comprehensive. Experience with the RNE would suggest it is gathered by happenchance knowledge rather than through reliable reporting systems. Again, the use of a sample monitoring system as recommended at environmental indicator (a) above could be designed to monitor the loss of buildings over time in a range of urban and rural areas. Current data on losses of places from registers is at Table 4.

SoE measure 5: the integrity of historic places

The 'condition' of historic buildings refers to the level of maintenance and physical well being as a structure. 'Integrity' of a place refers to its intactness with regards the physical and other attributes for which it is said to be significant. A place which has been extensively renovated may be in excellent condition, but may have poor integrity-the elements of significance may have been irreparably altered or removed. Integrity in most situations would have to be judged on a full inspection of a place, not just on an external evaluation as recommended above in the case of condition assessment. Evaluating the condition of the historic environment to be 'fair' or 'good' may be meaningless if the level of integrity is not known.

Evaluation of integrity is often a professional judgement, and there are no data collected on this aspect at the moment. Several potential environmental indicators are suggested.

- (a) Environmental indicator: sample monitoring of integrity of places
- Sample data could be gathered in association with the sampling strategy suggested in SoE measure 4 above. A sample of places from each category of condition

assessment could be more intensively examined to ascertain their degree of integrity. This approach could be tested as a trial in one area.

- (b) Environmental indicator: building applications for fabric changes

Another approach to the measure is to monitor applications for modifications to heritage buildings in a given area over time. In a residential area, for example, applications for structural modifications for five or ten percent of houses over one year may not represent a problem for the integrity of the historic environment, but if this rate is repeated over several years there may be a severe problem if the works put at risk the integrity of the heritage values of the place.

This type of monitoring may be possible in local government areas with recording systems which allow the correlation of heritage status (in a local heritage scheme for example), with the receipt of applications for building approval. Apart from its possible application to future SoE reporting, it is believed that this approach might prove very useful as an early warning system of gradual attrition of heritage integrity in areas such as urban conservation areas.

SoE measure 6: the extent to which historic places are managed for conservation objectives.

Historic environment places generally need to be managed in a particular way if their heritage values are to be conserved. Buildings which are used for continuing traditional uses, such as residences and some commercial and other types of buildings, often are managed so as to retain their effectiveness for those uses, and the heritage values are managed as a consequence. Many of these types of places are to some extent more formally managed for heritage values by the existence of local planning schemes. Other places benefit in the long-term from the existence of a specific conservation management plan.

In other cases uses change, or use is intensified to increase output or utilise modern technology, or to suit changing taste, and in these cases in particular it is important to have a more formal conservation management regime in place to ensure that the changing uses do not destroy the heritage values. The approach recommended in SoE measure 3 would indicate places subject under pressure to change use, and these could be monitored for the existence of conservation plans or area planning schemes.

- (a) Environmental indicator: number of places with formal conservation planning
- There would currently appear to be no nationally available data on the number and nature of places

with formal conservation management regimes, either in the form of local planning schemes incorporating general conservation guidelines, or site-specific conservation plans.

Some states require the preparation of management plans for properties entered in heritage registers (e.g. the Northern Territory), or managed by a state agency (e.g. NSW National Parks and Wildlife Service). Sometimes a conservation plan has been required as a condition of the disposal of government property. However, in most cases where private or commercial property is involved, there would appear to be no existing mechanism for ascertaining the nature or effectiveness of management of the place from a heritage perspective.

It is difficult to envisage an easily gatherable environmental indicator which might provide information on the number of conservation plans in operation. It is possible that sample surveys as recommended for the environmental indicators in SoE measure 4 might be able to be designed to provide sample data on this issue. In the case of local planning schemes, it is feasible to gather data on the number of places covered by such schemes, and the level of conservation direction they provide.

As government is the custodian of a considerable proportion of Australia's heritage, the monitoring of the management of heritage property by government at all levels would be a desirable measure of the state of the environment. As pointed out above, some states already require some private owners and government agencies to prepare management plans for heritage places under their control, and it is feasible that this requirement could gradually be extended to cover all government owned heritage property. In the meantime, all governments should be encouraged to identify, monitor and report upon the extent to which their own heritage properties are being managed, and the existence of conservation-oriented management plans for them.

Figures for the number of heritage places protected by local planning schemes should be collected as an indicator for future SoE Reports (see also SoE measure 1, indicator (a) above), and that the level of protection offered by such schemes be identified. The extent to which similar information could be gathered for places in statutory heritage registers should be investigated.

Future State of the Environment reporting should seek figures from State, Territory and Commonwealth agencies on the number and proportion of heritage places under State, Territory or

Commonwealth ownership that have conservation/management plans in force.

SoE measure 7: the adequacy of funding and other assistance for the conservation of historic environment places

The continued management of heritage property requires resources. In many cases the resources are forthcoming as part of the normal maintenance cost of the continuing use of the place. A home-owner, for example, should not require special funding to do normal household maintenance such as painting, roof repairs and services maintenance, and any commercially operated building will have an expected maintenance cost regardless of its heritage status.

The cost of heritage management only becomes an issue where additional cost is incurred in carrying out work that would only be required for conservation purposes. Sometimes even this cost is absorbed as an expected cost of operating from a prestigious heritage building. At other times both private and public heritage property owners can be faced with conservation problems which are not of their creation, and which can be very expensive to solve. The extent of such need is not clearly understood, nor is the current level of assistance being directed to amelioration of the problem. At this stage no worthwhile environmental indicators can be identified which might assist in monitoring this problem. The establishment of the number of listed places that are in commercial use has been suggested, but the purpose of such an indicator is not at this stage clear.

The substantial conservation costs incurred in many major heritage buildings is a result of deferring normal maintenance. Unfortunately, many owners, including many government authorities, have claimed deferred maintenance to be a legitimate economic management tool, with disastrous results in the medium- to long-term. While the problems resulting from deferred maintenance are often self-inflicted by the owner, they still are not easily solved, and pose great risks to the place. Again, the extent of the need and the funding of solutions are currently not well reported.

From the point of view of the SoE reporting process, useful information relates to the measurable demand for assistance with conservation funding, and the measurable supply of funding from a variety of sources for conservation assistance. Demand and supply affects both the private and the public sector of heritage property owners.

As identified in Task 4 (chapter 6), the employment of heritage advisers may also be able to be used as an indicator of the degree of involvement of government in assisting heritage conservation.

- (a) Environmental indicator: number of heritage places owned, (and potentially conserved and maintained) directly by government at all levels.

While some government properties might be income producing, many more are a direct call upon government funds to maintain and conserve. If rational decisions on the distribution of funds to improve the condition of the historic environment are to occur, then data which details the extent of government heritage property and government expenditure on it should be gathered. This is as important as data on heritage needs in the private sector.

- (b) Environmental indicator: number of heritage places in non-government ownership for which conservation funding is sought through government grants, tax incentives, loans etc, and extent of funding sought.

What is the demand for funding assistance for the conservation of non-government heritage property? Interpreting the indicator requires the context of access to funding to be understood. For example some grants programs are limited to incorporated bodies, and hence applications would not reflect the demand for heritage work by private owners. Where grants and aid to private owners is available, knowledge of the limited funding available may in itself be a disincentive to applying for grants. The estimation of demand from such data may therefore not reflect the true level of need in a particular jurisdiction, but it is one indicator of the current level of demand for government assistance, and probably the only one for which data is readily available.

Table 5 shows the total amount provided for the historic environment under the National Estate Grants Program. Table 6 shows the number of applications vs number funded under National Estate Grants Program. Table 7 shows the percentage of NEGP funds going to works as opposed to surveys/studies.

The analysis of the rate of applications versus funds given in the National Estate Grants Program over the last 4 years indicates that less than 30% of applications are actually funded. Data were not available to express this in dollar terms.

- (c) Environmental indicator: number of non-government-owned heritage places benefiting from

government grants, tax incentives, loans etc., and extent of funding provided.

Having established the private sector demand for public conservation funding, what is the supply of funding available? Much of this information is readily available from existing grants and assistance reports. It should not be forgotten that the majority of grants monies are still applied to studies, inventories and planning matters, and that these activities are a legitimate and necessary precursor to conservation works. Such studies are necessary to ensure that conservation effort is directed to the protection of significant places.

Data on the recent levels of grants applications and funding is included elsewhere in this report.

- (d) Environmental indicators: number and distribution of heritage advisers provided by state and local government, both on contract and on salary.

Heritage advisers are another form of government assistance for conservation. The indicator could be used to compare the level of state versus local government support for this form of assistance, and compared with other indicators may enable the assessment of the adequacy of advisory services in areas of greatest demand (e.g. urban conservation areas).

SoE measure 8: the state of community attitudes to the conservation of historic environment places

The principle reason heritage places are conserved is that the community values them. Monitoring the changes in community perceptions is a notoriously subjective survey field, but there are several indicators that could be gathered which illuminate at least part of the issue.

- (a) Environmental indicator: number and nature of objections and court appeals to prevent listings.

While most objections and appeals reflect the views of individuals about the values of heritage places and the constraints imposed by their listing, they may also be a barometer of community feeling. In some cases multiple objections to the listing of a place can reflect divergent sectoral views within the community. The nature of objections can indicate whether individuals or communities are concerned with the validity of a heritage assessment, or with the perceived management implications which stem from listing. South Australia credits the fall in objections from a rate of 59 in 1990 to 11 in 1994 to better up-front information flow to owners, changing their perceptions about the meaning and consequences of listing.

Some data relating to objections was provided by some agencies for the current exercise, but it was not of a uniform nature and was not felt to be sufficiently reliable to present for the current SoE report.

- (b) Environmental indicator: number of heritage agreements in force and entered into during the year.

As indicated in Task 3 below (chapter 5), Heritage Agreements are being seen (by legislators) increasingly as a principal conservation tool. This desire to use Heritage Agreements is, however, not reflected in actual implementation of the legislation. Relatively few Heritage Agreements have been finalised to date. However, it is felt that monitoring the rate at which Agreements are reached will be a useful indicator of the success of this as a conservation strategy. This can also function as an indicator of the general community attitude to conservation and/or an indicator of conservation administrator's/Minister's attitudes to agreements.

Table 4: Summary of historic heritage situation in sites

State	Historic places protected/ listed	Number of historic places listed in 93-94	Number of objections 93/94	Number of places recorded lost in 93-94	State agency lists /no. ⁴	Total agency staffing	Technical staff, historic field	Agency admin. budget (93-94) ⁵	Grants/ works budget (93-94)	Number of heritage agreements in place	Heritage advisors (no.)	L.G. lists required ⁶
N.S.W.	626 ⁷	7	?	?	16	66	?	\$510,000	\$1.923 m	n/a	61 ⁸	Yes
Victoria	1,545	45	40	?	No	34	19	\$1.949 m	\$375,000		26	Yes
Queensland	979	18	5 ⁹	2 ¹⁰	No	35	15	\$1.628 m.	\$247,725		3	No
Tasmania	N/a	N/a	N/a	N/a	No	8	8	\$370,000 (approx.)	N/a	N/a	Nil	No
South Australia	1,947	80	11	2	>5 ¹¹	17	10	\$940,000	\$300,000	7	7	No
Western Australia	281	53	?	3	No	14	4	\$1.918 m.	\$199,000	8	4	No
Northern Territory	33	13	13?	1	No	7	3	c.\$600,000	\$130,000	2	0 (2 in '95)	No
A.C.T.	37	25	29	2	No	10	0	\$624,680	\$308,000	N/a	N/a	N/a
Total states	5448	234	98	10		191	59	\$8.539 m.	\$2.212m	17	See Task 4	
C'wealth	8,316	163	18	8	No	77	9	\$2.438 m. ¹²	\$1.799 m. ¹³	N/a	N/a	N/a

⁴ Statute requires State non-heritage agencies to compile registers of heritage property under their control.

⁵ These figures, where possible, exclude NEGP funds and State grants funds.

⁶ Where the state requires Local Government to undertake heritage studies as part of local planning schemes?

⁷ Number of Permanent Conservation Orders made to June 1993

⁸ 61 of 178 Local Government authorities have heritage advisors.

⁹ 5 objections received since Aug 1992.

¹⁰ 2 lost over last three years.

¹¹ Non-statutory lists held by some agencies

¹² This is an arbitrary one fourth of the AHC total administrative and internal research budget of \$9.752 mill.

¹³ Historic component of National Estate Grants Programme.

Table 5: NEGP funding for the historic environment

State	1990-91	1991-92	1992-93	1993-94
N.S.W.	290,112	293,346	260,047	272,532
Victoria	193,220	191,786	205,379	326,253
Queensland	227,753	228,906	211,879	240,876
Tasmania	199,000	233,855	222,928	219,049
South Australia	251,580	162,090	266,473	242,598
Western Australia	312,940	206,015	216,428	221,178
Northern Territory	149,687	126,004	103,377	108,170
ACT	79,738	73,138	67,082	60,708
National Component	79,687	97,915	107,798	107,855
Total NEGP	1,783,717	1,613,055	1,661,391	1,799,219

Table 6: NEGP - Percentage of applications funded

State (Historic Environment)	1990-91		1991-92		1992-93		1993-94					
	Applic.	Funded %	Applic.	Funded %	Applic.	Funded %	Applic.	Funded %				
N.S.W.	165	23.6	80	28	35	156	19	12.2	75	20	26.7	
Victoria	117	15.4	54	15	27.8	68	18	26.5	91	26	28.6	
Queensland	97	10.3	54	14	25.9	71	12	16.9	82	17	20.7	
Tasmania	46	10	21.7	66	14	21.2	77	15	19.5	69	13	18.8
South Australia	38	15	39.5	30	16	53.3	58	13	22.4	60	16	26.7
Western Australia	40	15	37.5	69	17	24.6	55	13	23.6	70	13	18.6
Northern Territory	28	6	21.4	17	8	47.1	8	8	100	14	7	50
ACT	14	8	57.1	15	5	33.3	18	9	50	14	8	57.1
National Component	37	3	8.1	28	6	21.4	37	5	13.5	30	4	13.3
	582	124	21.3	413	123	29.8	548	112	20.4	505	124	24.5

Table 7: NEGP conservation works as a proportion of historic program, and funding amount¹⁴

State (Historic Environment)	1990-91		1991-92		1992-93		1993-94	
	No. of works projects	% of total funds	No. of works projects	% of total funds	No. of works projects	% of total funds	No. of works projects	% of total funds
N.S.W.	6	19,300 6.7	12	120,000 40.9	0	0 0	4	73,500 27
Victoria	3	24,000 12.4	6	35,000 18.2	4	20,700 10.1	7	82,000 25.1
Queensland	3	18,500 8.1	2	48,428 21.2	3	34,456 16.3	3	26,900 11.2
Tasmania	2	52,000 26.1	2	9,500 4.1	3	32,818 14.7	1	25,000 11.4
South Australia	8	155,000 61.6	8	138,870 85.7	6	110,440 41.5	8	110,700 45.6
Western Australia	9	188,500 60.2	4	23,000 11.2	0	0 0	6	151,000 ¹⁶ 68.3
Northern Territory	4	76,660 51.2	5	91,900 73	3	38,525 37.3	1	10,000 9.2
ACT	5	57,490 72.1	1	10,000 13.7	2	10,000 14.9	3	31,969 52.7
National Component	0	0 0	0	0 0	0	0 0	0	0 0
Total Historic NEGP	40	591,450 33.2	40	476,698 29.6	21	246,939 14.9	33	511,069 28.4

¹⁴ The analysis for this table required the breakdown of projects based on assessment of their titles only. There may be some inaccuracies as a result.¹⁶ included Conservation Plans together with works in same projects

5 Assessment of heritage legislation

5.1 Brief for the task

The brief for the task was as follows.

‘For all Commonwealth and State legislation directed towards the protection of places of heritage places in the historic environment, to assess the intent of this legislation comprehensively to protect places of heritage value and how this has varied over time. Identify the number of places currently protected under such legislation. [Note: A summary of legislation is available from the Commission (report by Peter James, November 1993).]’

5.2 Sources and activities

The current legislative arrangements in each of the States and the Commonwealth was studied, to identify aspects of the national legislative picture that might lend themselves to monitoring within the State of the Environment Report.

Primary sources were Peter James report (1993) the Australian Heritage Commission, the legislation itself, Annual Reports, and comments and written responses from state heritage administrators.

5.3 Introduction

The true intent of legislation is often somewhat different from the stated intent of the legislators, and the intent of the Minister and the public service administration may be different again. All we can focus on here is the written intent of the legislation, and of any official written interpretations of it.

Some aspects of the legislation will be covered by comparing the state legislation with that of the Australian Heritage Commission Act. This is because some of the core elements of the Commonwealth legislation have been adopted by the states, resulting in a degree of national uniformity in the approach to the historic environment. Aspects which will be looked at in this comparative way are:

- the concept and definition of the historic environmental heritage contained in the Acts
- the nature of assessment criteria used in the Acts, or adopted administratively for the operation of the Acts.

Aspects of the legislation that will be covered individually for each jurisdiction are:

- the scope of the Act
- the nature of measures within the Act to protect the historic environmental heritage.

A comparison of the Acts is provided in Table 4., and of the administrative details in Table 9.

Firstly, it is necessary to outline the Commonwealth’s Australian Heritage Commission Act, as this is the basis for comparison.

5.4 The Australian Heritage Commission Act

The Australian Heritage Commission Act 1975 is the Commonwealth’s primary legislation affecting the identification and protection of the historic environmental heritage. The Act establishes the Register of the National Estate.

The Register of the National Estate has one of the oldest, and one of the most comprehensive, definitions of what constitutes the historic heritage.

“The National Estate consists of those places, being components of the natural environment of Australia or the cultural environment of Australia, that have aesthetic, historic, scientific or social significance or other special value for future generations as well as for the present community.” (Section 4(1) Australian Heritage Commission Act 1975)

This definition, usually restricted specifically to the historic environment, has been adopted by Australia ICOMOS in its Burra Charter, and by a number of state Acts.

The AHC Act goes on to define criteria for assessing the values of heritage places (in the amendments to the Act of 1991). These criteria are given here, as most of the state legislation criteria have been based on them, and how they differ will be highlighted.

A place is taken to be part of the National Estate if it has significance or other special value for future generations as well as for the present community because of any of the following.

Criterion A: Its importance in the course, or pattern, of Australia’s natural or cultural history.

- Criterion B: Its possession of uncommon, rare or endangered aspects of Australia's natural or cultural history.
- Criterion C: Its potential to yield information that will contribute to an understanding of Australia's natural or cultural history.
- Criterion D: Its importance in demonstrating the principal characteristics of (I) A class of Australia's natural or cultural places; or (II) A class of Australia's natural or cultural environments.
- Criterion E: Its importance in exhibiting particular aesthetic characteristics valued by the community or cultural group.
- Criterion F: Its importance in demonstrating a high degree of creative or technical achievement at a particular period.
- Criterion G: Its strong or special associations with a particular community or cultural group for social, cultural or spiritual reasons.
- Criterion H: Its special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history.

The Register of the National Estate is to provide a comprehensive list of places throughout Australia comprising the National Estate, and to act as an alerting mechanism, an information source for decision-making and a focus for education, training, community participation, tourism, research and investigation. The Register identifies places against which proposed Commonwealth actions and decisions may be monitored and is a focus for grants programs. (see James 1993; 28-29)

The intention of the Act was not to give the AHC overriding protective powers over national estate places generally, as this power is not available to the Commonwealth under the constitution, nor was it to give the Commission protective powers over Commonwealth-owned national estate property. Rather it was to place the onus of responsibility on Commonwealth Ministers and authorities to take into account the National Estate values as identified by the AHC, and professional advice as to the effects of proposals as provided by the AHC upon referral to it of proposed actions. The intent, rather advanced for its day, was to try to integrate heritage management considerations at the time decisions were being made which might significantly affect it. The Act appears to the authors of this paper to work effectively in this mode.

Aspects of the Act, such as the requirement that authorities of the Crown takes no action which will significantly, or adversely, affect the heritage significance of a place unless there is no feasible and prudent alternative to such an action, have been incorporated into some recent state Acts, even though the problems associated with the interpretation of this form of wording have been long-known and are unresolved.

5.5 Similarities and differences between existing definitions and criteria

With the exception of Victoria, where there is no definition but where the legislation is currently under review, all jurisdictions have a definition of the historical cultural environment which, if not based upon, is compatible with the National Estate definition, as it applies to the historic environment (James 1993: 38).

The Criteria included in legislation in Queensland, Western Australia, Northern Territory, South Australia (1993 Act), and the Australian Capital Territory are based on the RNE Criteria as they apply to the historic environment, with similar concepts and compatible wording. While New South Wales has no criteria in its Act, the criteria adopted for its State Heritage Inventory Program (SHIP) are based on the RNE criteria. The Victorian Historic Buildings Act is more limited in scope than the legislation of other states, and criteria have not been adopted. While interpretations of the appropriate thresholds for listing in each state might differ (issues such as distinguishing between 'local' and 'state' significance being raised by some wording in the Acts), generally speaking places eligible for listing and protection in one state would be similarly covered in the others.

There is, as a result of now generally compatible definitions and criteria throughout most states and the Commonwealth, some confidence that most jurisdictions are talking about the same range of places. There can also be some confidence that the basis for assessing these places for registers and protection are similar. State of environment reports could therefore concentrate on issues such as the degree and rate of identification across the states with confidence that apples are being compared with apples, and that different levels of identification of the historic environmental heritage are not the result simply of different definitions and selection criteria.

In terms of the development of this situation of near uniformity, the adoption of compatible definitions and

criteria is a relatively recent occurrence. The following table shows the dates of the Acts which introduced compatible definitions and criteria:

Table 8: Date of heritage Acts in various jurisdictions

Jurisdiction	Date of legislation with compatible definitions and criteria
Western Australia	1990
Commonwealth	1991 (administrative since 1989)
Northern Territory	1991
Australian Capital Territory	1991
Queensland	1992
South Australia	1993
New South Wales	1993 (administrative only)
Tasmania	1995
Victoria	n/a

5.6 The scope of state acts and the nature of protective measures

A summary of the key aspects of heritage legislation around Australia is at Table 9.

5.6.1 New South Wales

The *Heritage Act 1977*, with subsequent amendments covers both places and objects. The Act does not establish a Register comparable with other jurisdictions, nor does it establish criteria for assessment. The Act operates to protect the historic environment through a series of orders which range from the temporary stopping of works to the issuing of Permanent Conservation Orders which imposes heritage Council approval for works affecting the place. Penalties for offences under the Act include moderate fines, imprisonment, and the potential to freeze development of a place for up to ten years.

Objections to conservation orders can be heard by a Commission of Inquiry, and grounds for objection include that the order would ‘render the building, work, relic, or

place incapable of reasonable or economic use’, and that conservation of the place would not be achieved without causing ‘undue financial hardship’ to the owner, mortgagee or lessee.

The Act requires Government instrumentalities to prepare Registers of places under their control which have been or could be made subject of conservation instruments in accordance with Heritage Council guidelines.

The NSW *Local Government Act 1993* empowers local authorities to make orders affecting heritage items which are in the Register of the National Estate, or are subject of an order under the Heritage Act, or are identified in an environmental planning instrument. This allows local councils to require certain standards to be met and work to be done.

The State has created a State Heritage Inventory, which is a comprehensive, computerised database of the State’s environmental heritage which acts as an alerting list and a research base for the use of state and local government.

A major administrative action, which has had great effect, is the establishment of a capital fund of approximately \$20 million in the early 1990s, a large part of the interest from which goes towards public funding programs through the Heritage Council. The NSW Heritage Assistance Program funds a range of smaller heritage projects to support local government. The Heritage 2001 Program provides support for the conservation and presentation of major State heritage items.

5.6.2 Victoria

The Victorian *Historic Buildings Act 1981* is the most limited in scope of the current state heritage Acts. The limited scope was set by the predecessor Act in 1974, and has not been altered. The scope is limited to ‘buildings, works and objects of historic or architectural importance’. No assessment criteria are provided, though the Historic Buildings Council has adopted criteria. The Act covers government buildings within its provisions. A Register is maintained which is the basis for the operation of the Act. Places are added to or removed from the Register by the Governor in Council, who acts on the recommendation of the Minister, who may in turn act on the recommendation of the Historic Buildings Council. Action to damage or destroy a Registered place is subject to a permit issued by the Council. Council may also issue interim preservation orders to protect places from damage while they are being investigated.

Penalties for offences under the Act include moderate fines, imprisonment and enforced maintenance provisions, and potential freezing of development of the place for up to ten years.

The Victorian legislation is currently under review, and that review may bring it more into line in terms of definitions and criteria.

5.6.3 Queensland

The *Queensland Heritage Act* 1992 covers both places and objects. The definition and criteria for places is compatible with the AHC Act. A major qualifier in the Act is that a place may not be entered in the Register, regardless of its satisfying one or more of the criteria, if there is no prospect of 'the cultural heritage of the place being conserved'. James (1993: 121) is of the view that this is a difficult provision, in that it confuses significance assessment with management of the place. Consequently it has the potential to substantially complicate the registration procedure, especially as the owner has the right of appeal to a court against the decision of a heritage authority on heritage issues.

The Act protects heritage places by way of the Register, and provisions requiring Heritage Council approval for any development in relation to a place. Development is widely defined. The Heritage Council can delegate decisions on development applications to local authorities. The Crown is bound by the Act. In the case of a Crown development which would 'destroy or substantially reduce the cultural heritage significance' of the place, the Heritage Council may only recommend to the Minister that the development proceed if there is no 'prudent and feasible alternative' to the development. (In the AHC Act, the onus is on the proponent Minister and authority to demonstrate there is no feasible and prudent alternative). A similar test must be applied to the Heritage Council's consideration of developments proposed by non-government proponents.

The procedures for entry of places in the Register can be lengthy and cumbersome, with right of appeal to a court on matters of heritage assessment (James 1993: 124-5). Penalties for offences under the Act are quite strong, including substantial fines and freezing of development for up to ten years. There are substantial provision for heritage agreements, though the incentives provided for such agreements are minimal. Archaeological sites can be protected by the Act.

5.6.4 Tasmania

The *Historic Cultural Heritage Act* 1995 creates a register with definition of place and criteria compatible with those in the AHC Act. Objections to listing may be made only on the basis of disputing that the place satisfies any of the criteria. Appeal to the Appeal Tribunal may be made on the same basis. Approval to carry out works affecting a registered place must be sought from the Heritage Council. The Council may approve damaging works only if satisfied there is no prudent or feasible alternative to carrying out the work. Council can set standards for approved works, and require professional supervision of the works. Heritage Agreements are provided for, which include provision for financial and technical assistance to the owner. The Act allows for the issuing of certificates to owners indicating that the place is not of heritage significance, which remain in force for five years.

5.6.5 South Australia

The *South Australian Heritage Act* 1993 replaces the Heritage Act 1978. The new Act introduces criteria for assessment which are compatible with the AHC criteria, but the definition of the sorts of places covered is not very specific, simply referring to 'places of heritage value' (James 1993: additions p 19). The Act replaced the Heritage Committee with a State Heritage Authority with greater powers, and introduced appeals to the new Environment, Resources and Development Court.

The Act operates through the Register of heritage places. A three month objection period allows public objections to listings, and during this period the Minister can direct the Heritage Authority to remove the place from the Register if she/he is of the opinion that registration is contrary to the 'public interest'. The right of appeal to the Environment, Resources and Development Court exists following the Authority's decision on objections, and no grounds for such appeal are listed in the Act. Owners may apply for a certificate of exclusion, which prevents entry of a place in the Register for five years.

The Act requires permits to be sought for work done on places of geological, palaeontological and archaeological significance, and before disturbance or excavation of places for the purpose of recovering (undefined) 'cultural artefacts', even if the place is not yet designated as places of archaeological significance.

The Act provides for the issuing of stop-work orders, and for heritage agreements. The Act operates in conjunction with the *Development Act* 1993, which provides for local

Councils to draw up their own local heritage registers as a schedule of the local Development Plan, which spells out development control principles. Control of places entered in the State Heritage Register is also regulated under the Development Act. Development affecting a registered place is not permitted without the consent by the relevant planning authority, and after comment by the Minister responsible for State heritage. Local Councils are the 'relevant planning authority' under the Act, hence they are responsible for deciding development applications, unless the matter is referred to the Development Assessment Commission for decision by the Minister acting on the request of the local council.

5.6.6 Western Australia

The *Heritage of Western Australia Act* 1990 contains definitions and criteria broadly speaking compatible with the AHC Act. The Act places great emphasis on conservation by way of Heritage Agreements and incentives. A Register is established under the Act, assessments being made by the Heritage Council, but entry being made only at the direction of the Minister. The Minister may direct the Council to remove a place from the Register, subject to public comment, and in the case of Crown property, such a direction must be confirmed by both houses of Parliament.

The Minister may issue Conservation Orders to provide immediate protection to any place, though only at the consent of the owner. The Minister may make stop work orders without consent of the owner. Conservation orders without owner consent require prior notification of the owner and public advertisement for submissions. Appeal on a decision of the Minister may be made to the Town Planning Appeal Tribunal. Where registration proceedings have been formally withdrawn or allowed to lapse, the Heritage Council is prevented from taking further action in relation to the place without leave of the Supreme Court for five years.

The Minister and public authorities (including local government) shall take no action adversely affecting a Registered place unless there is no feasible and prudent alternative, and such actions must be referred to the Heritage Council for comment before proceeding.

Penalties only apply to offences in relation to current Conservation Orders and Stop Work Orders, which attract a moderate fine and possible imprisonment. Restoration Orders may be made following conviction on the previous offences. Following conviction, the Governor in Council on the Minister's recommendation may make an order

freezing development on a place for up to ten years. Damaging or despoiling a Registered place incurs fines.

The Act contains provision for compensation and acquisition where the owner can demonstrate that their property has been rendered incapable of reasonable beneficial use. This matter may proceed to the Town Planning Appeals Tribunal and the Supreme Court. Western Australia is the only state with such provisions in its heritage legislation.

5.6.7 Northern Territory

The *Heritage Conservation Act* 1991 applies to historic places and to natural places and Aboriginal and Macassan archaeological objects and places. The definitions and assessment criteria are compatible with the AHC Act. Places or objects can be declared by the Minister on the recommendation of the Heritage Advisory Council, and a Register is to be kept of such heritage places. Provisions allow for Heritage Agreements, the effectiveness of which is limited by their being in the form of covenants which run with the land.

The Minister may make Interim Conservation Orders, which last 90 days and allow consideration of declaring a place a heritage place or object. Conservation Plans must be prepared for declared places, by the Heritage Advisory Council, which become, after an extensive and complex process culminating in Legislative Assembly agreement, in effect planning instruments. It is an offence to carry out work except as prescribed in a conservation plan for a declared place, and to carry out any work on a place or object subject to a Interim Conservation Order. What happens in the case of a declared place for which a Conservation Plan has not yet been agreed is not clear (James 1993: 192). The Minister may also direct owners to carry out necessary maintenance or repair works, and if the owner does not comply, the Minister may carry out the works and recover the costs from the owner. A person may also be required to pay for the restoration of a place following conviction for damaging the place.

Public comment is ensured before the Council makes a recommendation to the Minister for declaration of a place. Appeals to the courts are only allowable on questions of law, not on assessment of heritage value.

In February 1998, the Act was changed to establish new powers for the Minister and new processes. The new Ministerial powers include provision to allow the Minister to approve development such as they see fit, to revoke declarations, and to authorise works, damage, alteration

and demolition of declared places without reference to the Heritage Advisory Council and not withstanding any other provision in the Act including the objects of the Act.

5.6.8 Australian Capital Territory

The *Land (Planning and Environment) Act* 1991, in conjunction with the *Heritage Objects Act* 1991 form the basis of the ACT's heritage protection laws. The legislation covers the historic environment as well as the natural and Aboriginal environment. The Acts have been criticised as being complex and obscure pieces of legislation (James 1993: 143).

The Act establishes a Register of Aboriginal and historic places, the definition and criteria for which are compatible with the AHC Act. The Heritage Council is responsible for creating the Register, which is incorporated into the Territory Plan by the ACT Planning Authority. Appeals to entry of places in the Register may be made to the Administrative Appeals Tribunal.

It is an offence to carry out 'controlled activities' on a Registered place without consent. 'Controlled activities' refers to works affecting the requirements for the conservation of the place, which have to be specified in the information provided in the Register.

5.7 Conclusions as they relate to State of Environment reporting

As pointed out at 5.4 above, there are now generally compatible definitions and assessment criteria throughout most states and the Commonwealth. This has resulted in there being some confidence that most jurisdictions are talking about the same range of places, and that the basis for assessing these places for registers and protection are similar. State of the Environment reports could therefore concentrate on issues such as the degree and rate of identification across the states. This would provide confidence that apples are being compared with apples, and that different levels of activity in the identification of the historic environmental heritage are not the result simply of different definitions and selection criteria.

While interpretations of the appropriate thresholds for listing in each state might differ (issues such as distinguishing between 'local' and 'state' significance being raised by some wording in the Acts), generally speaking places eligible for listing and protection in one state would be similarly covered in the others.

The precedent set by the Advance Bank legal case in Queensland may have repercussions in terms of the effectiveness or otherwise of the definitions and criteria now almost uniformly adopted (see James 1993: additions p 8-10 for a discussion of the case, from which the following is largely drawn). The decision handed down in this case found that

- references to the 'community' refer only to the whole community of the State, not parts of it, and that sectoral views (such as those of architects) did not constitute community views
- the Heritage Council was not entrusted with community perception
- reference in the Act to 'present and future generations of the community' meant that a place was not eligible if its value was solely to past generations
- the word 'aesthetic' pertained to the sense of the beautiful, having a sense of beauty, and not to formal academic assessments of aesthetics which did not encompass this meaning
- the word 'historic' has a specific meaning relating to events which are noteworthy in history, while 'historical' relates to events that make up history generally
- the word 'social' in the definition of cultural heritage significance means that the place must have a relationship to people or human society
- the place is not important in 'demonstrating the course or pattern of history' (common wording to many criteria) if the pattern is not subsequently followed
- in the phrase 'cultural heritage significance' the word 'significance means more than just 'interesting'.

This ruling, if it stands, severely limits the application of a number of the standard criteria and definitions. Those states which have included more descriptive words in their definitions, though these may appear to be redundant to many practitioners, may be better off in the long-run. This is because the greater the spread of the definition the less likely is it that the assessment of particular places will be discounted by courts. That is, the more descriptors in the definition, if a place is not one thing, the more likely it is to be another. The Tasmanian Heritage Act adds the words 'or group' to the word 'community' throughout its definitions, and this might be a response to the narrow definition of community expressed in the Advance Bank case.

The effectiveness of legislation in protecting the historic environment will have to be monitored over time, though

the number of court cases is not likely to be such that annual SoE reporting is necessary at present.

The various States deal quite differently with the issue of private 'rights' to economic benefits potentially derived from the place. The provisions range from limiting objections and appeals to listings to questions of law (Northern Territory.), through to provisions for compensation and acquisition to persons demonstrating loss of benefit (Western Australia). The extent to which these differences affect the long-term condition of the historic environment is as yet difficult to assess. Monitoring of the number and nature of objections and appeals, and their success or otherwise, would be a useful exercise to determine if such matters need to be monitored continuously as part of SoE procedures.

Several States have followed the lead of NSW and introduced the concept of freezing development right to a place as one of the penalties able to be imposed as a result of offences under the Act. On paper this appears to be a very effective deterrent. However, to the knowledge of the authors, this power has never been used. Indeed, the extent to which the various Acts and their predecessors have been used to prosecute offences under the Acts is not known. Generally, such action has been avoided wherever possible, and compromise solutions to conservation issues found. It might be worthwhile assessing the historical use of the penalty clauses of legislation nationally, to determine if the rate of their use warrants the monitoring of court action as an indicator of the changing state of the environment and attitudes to it.

Several of the States have incorporated Heritage Agreements as a central part of their legislation. The number of Agreements currently in place, however, is not large, and the monitoring of the rate at which agreements are reached will be one indicator of the success of this method of encouraging conservation of the historic environment. Some States, such as South Australia, have demonstrated a reluctance to use the Heritage Agreement mechanism, feeling that they are superfluous, and it will be useful to monitor and interpret the use of the approach over the next few years.

Aspects of the AHC Act have been incorporated into some recent state Acts, even though the problems associated with the interpretation of this form of wording have been long-known and are unresolved. Examples include the requirement that authorities of the Crown takes no action which will significantly, or adversely, affect the heritage significance of a place unless there is no feasible and prudent alternative to such an action. The lead taken by

NSW in requiring its State authorities to prepare lists of places they manage which satisfy the heritage definitions may prove an important method of ensuring the identification and subsequent protection of a sizeable component of the historic environment. Monitoring of the variation in percentages of government owned and privately owned registered places across all states may be an indicator of the success or failure of government to effectively identify its own heritage places.

Table 9: Aspects of heritage legislation

S= statutory, NS= Non-statutory, Y= yes, N= no

	Criteria	Register	Conservation orders ¹⁷	Covers objects	Heritage agreements	Powers of Local Government ¹⁸	
						have delegated powers	Maintain registers of some kind
C'wealth	S	S	N	N	N	n/a	n/a
NSW	NS	NS	Y	Y	N	Y	Y
Victoria	NS	S	Y	N	N	Y	Y
Queensland	S	S	Y	Y	Y	N	N
Tasmania	S	S	Y	N	Y	Y*	Y
South Australia	S	S	Y	N	Y	Y	Y
Western Australia	S	S	Y	N	Y	Y	Y
Northern Territory	S	S	Y	Y	Y	N	N
ACT	S	S	N	Y	N	n/a	n/a

¹⁷ Conservation order (NSW, WA, NT) or similar: stop work orders (QLD, SA, WA), S. 130 orders (NSW), interim preservation orders (VIC)¹⁸ Powers of local government under heritage or planning legislation

* The Heritage Council has powers to delegate

6 Analysis of Local Government involvement

6.1 Brief for the task

The brief for the task was as follows.

‘Quantify the extent of local government involvement in heritage preservation in the historic environment, e.g. through heritage advisers, Local Environment Plans which incorporate heritage assets and indicate (if possible) the trends over time in respect of these plans and their incorporation of heritage assets.’

6.2 Sources and activities

This task required research into a number of aspects including the heritage adviser service, local government heritage studies and local environment plans or their equivalent. General sources for this task included the following.

- State and Territory government heritage agency annual reports, for state-legislated local government roles
- interviews with State and Territory government heritage agencies
- HERA searches for local government activities
- the Australian Local Government Association.

State and Territory government heritage agencies were interviewed about the heritage adviser service. Key information sought included the following.

- number of advisers
- days/week undertaken by advisers
- number of local government areas covered
- proportion of rural/urban local governments covered.

Information about heritage studies undertaken by local governments was sought from both HERA and State and Territory government heritage agencies. Details were sought of the number of studies and their date or preparation.

Similarly, State and Territory government heritage agencies were used as the source of information about local environment plans or their equivalents. Issues researched included the extent to which such plans have a heritage component and the extent of correlation with local government heritage studies.

The Australian Local Government Association was contacted during the course of the project but it had no relevant information to offer.

6.3 Heritage advisers

6.3.1 Overview of the heritage adviser service

For some years a key part of Australian heritage conservation activity has been the operation of expert heritage advisers based in local government areas. The provision of advisers has been an initiative of State government heritage agencies. The general aim is to provide communities with easy access to an expert heritage adviser.

The State government heritage agencies have arranged funding for the advisers either from the Commonwealth’s National Estate Grants Program or their own sources. Initially advisers were fully funded by Commonwealth or State programs but gradually an increasing share of the cost has been provided by local government. To some extent this may reflect local government support for the advisory service. However, the trend towards cost-sharing is also a general feature of heritage grants programs like the NEGP. There is also a trend towards local governments fully funding their own heritage advisers.

One of the features of the service is the opportunity to provide heritage conservation expertise to communities where such expertise does not exist. For example, a rural town with many historic places may have no conservation architects in private practise. The service would typically provide a community with access to a conservation architect who would travel from a major rural centre or capital city for the purpose. Another benefit of the service is the opportunity for local government planning staff to become more familiar with heritage conservation principles and practice.

The advisers are generally provided as a service to communities operating through the local government. It is characteristically a shop-front type service where people may drop-in to get some heritage advice. Simple problems or queries may be dealt with readily. In cases involving a more complex inquiry the adviser may be able to provide general or preliminary advice, and recommend the engagement of a heritage conservation practitioner who can devote more time and effort than is available to the adviser.

While advisers may generally be provided in communities where the local government supports the service, it is understood there have been cases where the local government has not supported the service. Therefore, local governments may or may not support a heritage adviser, they may or may not provide some funding, they may fully fund an adviser, or local governments may have a qualified or experienced staff member providing this service.

Advisers are typically funded to provide between 1 and 4 days service per month, and have generally been conservation architects or planners.

6.3.2 Current level of activity

The current level of activity by heritage advisers has been determined based on information provided by State and Territory government heritage agencies. This information is summarised in Table 10 and Figures 1 and 2. (Note: Figure 2 does not include information on NSW or the Northern Territory as it is not currently available)

In order to provide a comparison between the State and Territories, a simple formula has been developed to express the raw figures in a meaningful way. The formula adds the number of advisers multiplied by the number of days each works per year, for each State or Territory. This results in a comparable figure for each State or Territory of adviser-days/year, which is the basis for Figure 1. A further simple analysis is presented which then divides this number by the number of local governments in the relevant State or Territory. The latter analysis is presented in Figure 2.

The results reflect considerable diversity between States and Territories in the provision of advisers. Within States, the proportion of local governments with access to a heritage adviser varies from none or a few up to 48% with the national average being 15%. Similarly, where figures are available, the number of adviser-days per year varies from 72 to 811, and the index of adviser-days per year per local government varies from 0.53 to 3.67. Overall, there appears to be a very strong commitment in Victoria to heritage advisers.

The situation in the Australian Capital Territory and Tasmania is obviously different from the other States and Territory in that neither have any local government heritage advisers as such.

It is known that some local governments fully fund their own heritage advisers. For example, several of the capital

city local governments have one or more heritage advisers on staff. In Victoria, several rural and at least 10 metropolitan local governments fully fund their own advisers. However, there is no readily available source of information about these advisers and so details have not been included.

Table 10: Heritage advisors and Local Government

State or Territory	Local Governments²⁰	Local Government Areas with Advisers	Heritage Advisers	Adviser-Days/Year	Adviser-Days/Year/Local Government
ACT	0	0 (0%)	0	0	0
NSW	177	61 (34%)	?	?	?
Northern Territory	65	2 (3%)	2	?	?
Queensland	134	3 (2%)	3	72	0.53
South Australia	119	14 (12%)	7	84	0.7
Tasmania	29	0 (0%)	0	0	0
Victoria	221 ²¹	26 (12%)	26	811	3.67
Western Australia	142	68 (48%)	4	192	1.35
Totals	887	130 (15%)	42	1,159	n/a

²⁰ Based on *Australian Local Government Guide*. Includes local governments and equivalent bodies.

²¹ Following a recent restructure, Victoria now has 78 local government authorities. However, because other data relates to the former local government structure, the former figure of 221 is used throughout the report.

Figure 1: Local Government and heritage advisors

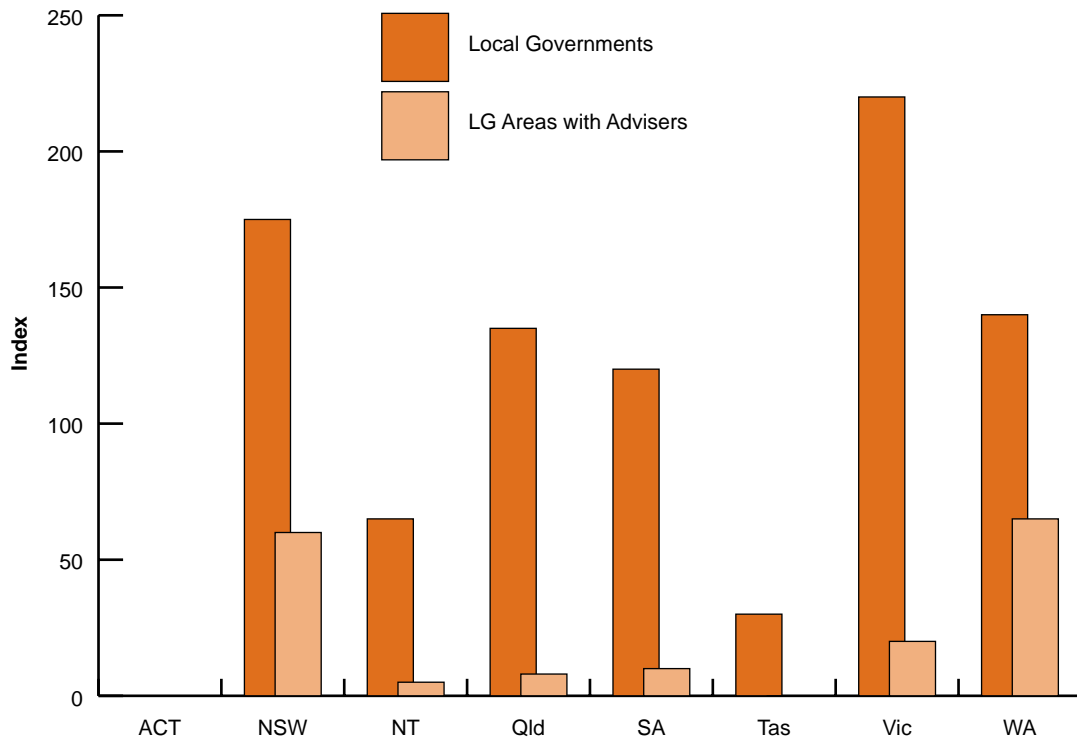
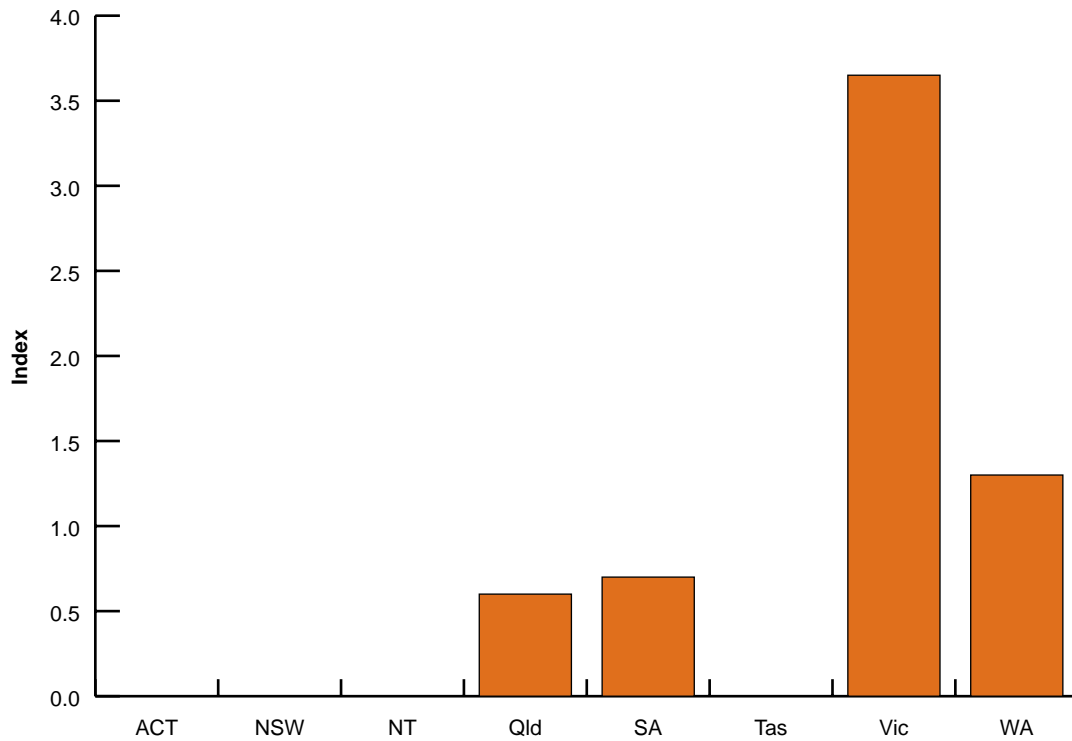


Figure 2: Advisor - Days/Year/LGA



6.3.3 Trends

There appears to be continuing support amongst State and Territory heritage agencies for the service provided by heritage advisers at the community level. No dramatic change in the level of resourcing has been identified although there may be a continuation of the trend to shift a greater share of the funding required onto local government. A possibility, not researched in the project, is that more local governments will fully fund their own advisers.

An interesting extension of the role of the heritage adviser is being tested by the South Australian State Heritage Branch. Through its Heritage Care Program, the Branch is using advisers to conduct surveys of the condition of the historic environment in local government areas.

6.3.4 Heritage advisers as an indicator of the involvement of local government in conservation

While this section on heritage advisers working at the local government level is provided under a task dealing with the involvement of local government in heritage conservation, the existence of heritage advisers is not a proven measure of local government involvement. As noted above, local governments may or may not support the advisers, and the level of their support may vary.

What the information in this section does provide is an indication of the importance placed by State and Territory heritage agencies on providing heritage advisers in local communities. It is these agencies which have initiated and generally support the service. While it is probable that most local governments involved support their heritage adviser, there is no readily available information to prove this is the case.

In order to use the heritage adviser service as a measure of local government involvement in conservation, the following additional information would be required:

- the level of funding support provided by local government for heritage advisers compared to State or Territory government support
- details of heritage advisers fully funded by local government
- an indication of the qualitative support provided by local government for each adviser.

Further analysis of the existing and additional information may also prove worthwhile. For example, the analyses

provided above assume all local governments are equally endowed with historic places. It may be valuable to compare the location and resourcing of heritage advisers with concentrations of registered places, using whichever register seems most appropriate. If there are no or few historic places in an area then the absence of a heritage adviser will probably not indicate anything about the involvement of the local government in conservation. On the other hand, if an area has a large number of historic places then the presence or not of an adviser might be a good indication of the involvement of a local government.

6.4 Heritage studies

6.4.1 Current extent of heritage studies

One possible indicator of local government involvement in heritage conservation is the existence of local heritage studies of historic places. Such studies have been undertaken since the latter part of the 1970s. Two sources were used in an attempt to construct a national picture of the extent of studies - the HERA bibliographic database and State and Territory government heritage agencies. The HERA database proved not to be useful. While many studies have been undertaken these are apparently not yet indexed into the database. Only a handful of relevant entries were found as a result of searching.

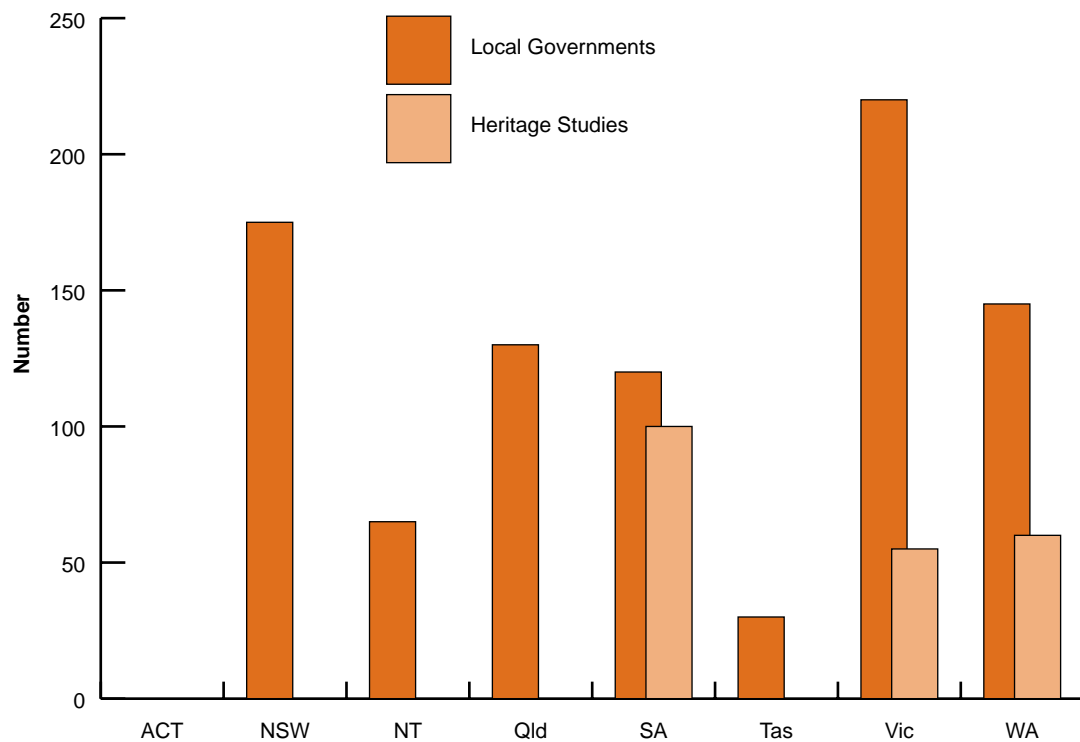
State and Territory government heritage agencies proved a somewhat more useful source of information. Table 11 and Figure 3 have been prepared based on information supplied by these agencies. Not all agencies were able to provide information.

Given the incomplete information it is difficult to draw any national conclusions. However, it is notable that there is a variation of 0% to 87% between States and Territories in the proportion of local governments which have been studied.

Table 11: Local Government heritage studies

State or Territory	Local Governments	Studies pre-1981	Studies 1981-1985	Studies 1986-1990	Studies post-1990	Total
ACT	0	0	0	0	0	0
NSW	177	?	?	?	?	?
Northern Territory	65	0	0	0	0	0 (0%)
Queensland	134	?	?	?	?	?
South Australia	119	1	60	23	19	103 (87%)
Tasmania	29	?	?	?	?	?
Victoria	221	?	?	?	?	54 (24%)
Western Australia	142	0	0	0	64	64 (45%)
Total	887	1	60	23	83	221 (25%)

Figure 3: Local Government and heritage studies



6.4.2 Heritage studies as an indicator of the involvement of local government in conservation

The use of heritage studies as an indicator poses many of the same issues mentioned regarding heritage advisers above. Local governments may or may not support the studies, and the level of their support may vary. In addition, the varying age of the studies complicates any attempt to provide a current view of the level of involvement.

The existence of heritage studies provides an indication of the priority placed by State and Territory heritage agencies on undertaking studies, as these agencies have invariably been involved promoting and supporting the studies. While it is probable that most local governments involved would have supported the study, there is no readily available information to demonstrate this support.

If heritage studies are to be used as a measure of local government involvement in conservation then the following additional information would be required.

- details of heritage studies from those States who were not able to provide information as part of this project
- the level of funding support provided by local government for heritage studies compared to State or Territory government support
- an indication of the qualitative support provided by local government for each study.

As with the discussion about heritage advisers, the analysis provided above assumes that all local governments are equally endowed with historic places. However, there seems to be no value in undertaking the sort of analysis suggested regarding heritage advisers. In this case, the relationship between the number of registered historic places in an area and a heritage study seems too complex and variable.

Studies can readily lead to large numbers of historic places being registered but a low number of registered places might indicate either that no study has been undertaken or simply that an area has few historic places. A large number of registered places in an area which has no study might be taken as an indication that a local government has a low involvement in heritage conservation. However, it might also reflect the view that an area is well enough understood and no heritage study is necessary. In summary, no aspect of the relationship between the concentration of registered historic places in an area and

the existence or not of a heritage study seems capable of providing useful information for this task.

6.5 Local Environment Plans or their equivalent

6.5.1 Overview of Local Government statutory heritage lists

In all States, local government plays a key general role in planning and development matters. Such matters can include heritage conservation. Within the general planning framework, local governments have the opportunity to develop statutory lists of historic places which attract some measure of protection. These lists are called different names in different jurisdictions and Table 12 provides a summary. The two Territories do not have such lists.

In some cases these statutory lists are developed as the result of a heritage study being undertaken in a local government area. However, lists may be developed without a prior study.

Table 12: Names of Local Government statutory lists of historic places

State or Territory	Name of Statutory List
ACT	Not applicable
NSW	Local Environment Plans
Northern Territory	Not applicable
Queensland	Strategic Plans
South Australia	Now called Plan Amendment Reports, formerly Historic Conservation Zones
Tasmania	Strategy Plans
Victoria	Planning Schemes
Western Australia	Nearest equivalent are the relevant provisions in Town Planning Schemes

6.5.2 Current extent of Local Government lists

Information on the current extent of local government lists was sought from State government heritage agencies. The information provided is summarised in Table 13.

Comparing the information from the different States reveals some variability in approach and considerable variation in results. Of the five States which have provisions for some sort of local government listing, most do not have a formal requirement that historic places must be considered. However, several States have guidelines which include reference to historic places. The number of local governments with lists varies from a few in one State

to about 120 in another. The correlation between heritage studies and local government lists seems generally to be poor. In one case there appears to be no correlation and in other cases it is erratic or variable.

Table 13: Comparative information on Local Government statutory lists of historic places

State or Territory	General Requirements, if any, for the inclusion of Heritage	Number of Lists Completed	Correlation between Lists and Local Government Heritage Studies
ACT	Not applicable		
NSW	Since 1985 local governments required to include heritage protection in LEPs for items	?	?
Northern Territory	Not applicable		
Queensland	No current requirement but soon to be required	?	Nil
South Australia	Local governments must undertake a review of their plan but there is no requirement that they must include heritage	About 25 Historic Conservation Zones covering about 10-15 local government areas	Erratic
Tasmania	?	A few	Generally, not very specific about heritage
Victoria	The Planning and Environment Act requires the preparation of Planning Schemes. There are guidelines for the preparation of such schemes which include heritage, refers to heritage studies. Guidelines currently under review	About 100	Variable
Western Australia	Not a statutory requirement, but the standard text has for several years contained heritage provisions and a schedule of places of heritage value. Model heritage provisions have been adopted by the State Planning Commission and they will gradually be incorporated into local town planning schemes	Perhaps 120. Most LGAs will have prepared a reasonably well documented list by 1997	Lists are typically sparse and not representative of the heritage of the area

6.5.3 Trends

The inclusion of lists of historic places in local government planning frameworks has generally been encouraged by State Governments. It now appears that State Governments are moving to strengthen their encouragement or indeed to make such lists a requirement of local government planning. This is coupled in some States to a continuing or heightened emphasis on heritage studies.

6.5.4 Local Government lists as an indicator of the involvement of Local Government in conservation

These lists do not currently seem to be a useful indicator of local government involvement and it seems unlikely they will ever be useful.

The current usefulness of this indicator is clouded by the extent to which local government interest is influenced by the existence of State government heritage agencies and their activities.

The trend to make the preparation of local government lists mandatory will remove the element of discretion which currently exists in most jurisdictions. Yet it is this element of discretion which might be used as an indicator of local government interest and involvement. So it seems unlikely this indicator will be useful in the future.

6.6 Further research

This chapter examines a number of possible indicators of local government involvement in heritage conservation. The sections dealing with heritage advisers and heritage studies make a number of recommendations for further research. For convenience, these recommendations are consolidated in this section.

6.6.1 Heritage advisers

In order to use the heritage adviser service as a measure of local government involvement in conservation, the following additional information would be required.

- the level of funding support provided by local government for heritage advisers compared to State or Territory government support
- details of heritage advisers fully funded by local government
- an indication of the qualitative support provided by local government for each adviser.

It may be valuable to compare the location and resourcing of heritage advisers with concentrations of registered places, using whichever register seems most appropriate.

6.6.2 Heritage studies

If heritage studies are to be used as a measure of local government involvement in conservation then the following additional information would be required.

- details of heritage studies from those States who were not able to provide information as part of this project
- the level of funding support provided by local government for heritage studies compared to State or Territory government support
- an indication of the qualitative support provided by local government for each study.

7 Identification of the extent of cultural mapping

7.1 Brief for the task

The brief for the task was as follows.

‘Identify the current extent of cultural resource mapping as a strategy for the protection of heritage places, with particular reference to Main Street programs. Comment on trends over the last decade.’

7.2 Sources and activities

In order to establish the extent of cultural mapping and main street, and the value of both in conserving historic places, the following sources were used.

- State and Territory government heritage agencies
- HERA bibliographic database
- Department of Communication and the Arts
- Sue Clark of Torque Consultants.

7.3 Cultural mapping

Cultural mapping is defined as,

‘...an approach or a methodology used to identify and record a given community’s cultural resources and activities.’¹

Cultural mapping is a generic term covering a range of methodologies which attempt the identification and recording noted above. It may be as narrow as a local heritage survey to identify and document historic places or it may be very broad and encompass a wide range of cultural places, organisations, activities and events. Cultural mapping may result in a simple report listing cultural resources or it may involve a sophisticated computer based multi-media package.

In Australia there have been developed a number of methodologies which broadly fall within the realm of cultural mapping.² The Department of Communication and the Arts (DCA) has taken a strong interest in cultural mapping as a way of promoting the recognition of cultural diversity, and because of the potential for developing the cultural industry. However, in reviewing the available

methodologies, none of these was found to provide an adequate general methodology which could be promoted in the wider community. Accordingly DCA has begun a process to develop a general methodology.³ While this development process is not yet complete, key features of the methodology include the following.

- culture is viewed in its broadest sense and includes both tangible and intangible culture
- the methodology tends largely to be local government or regionally based
- the methodology is community driven
- it is intended to draw on other databases or sources of information, such as local heritage surveys
- the details of any particular cultural mapping exercise, including outcomes or products, is subject to local design
- one possible outcome is the protection of historic places.

As part of the development process sponsored by DCA two pilot projects were undertaken.

There is no known comprehensive source of information on the extent of cultural mapping in Australia. A search of HERA which identified seven records, including only two examples of studies undertaken. The views of the State and Territory government heritage agencies on the extent of cultural mapping are summarised in Table 14. From all agencies only two actual projects were identified.

In summary, it appears that cultural mapping is a relatively new and still developing activity, and there are very few examples of applied cultural mapping.

¹ Clark and others 1994, p.10.

² AIATSIS and Pac Rim Planning Consultancy Team no date, lists a number of these methodologies.

³ Refer to Clark and others 1994.

Table 14: Extent and value of cultural mapping according to State and Territory Heritage agencies

State or Territory	Comments on Extent/Value
ACT	One example relating to the Acton Peninsula/Beneficial
NSW	??
Northern Territory	No examples/Not applicable
Queensland	Not known/Not known
South Australia	No examples/Not applicable
Tasmania	No examples/Not applicable
Victoria	No examples as such. Heritage studies undertaken which have local community involvement/Not applicable
Western Australia	Not a well developed concept in WA - by name, at least. The development of thematic frameworks is a related activity. North Fremantle carried out a cultural mapping project as part of a heritage study of the area (under NEGP)/No comment

7.4 Main street

Main street programs are long term, self help programs to assist communities revitalise their towns and commercial centres. They are a response by governments to the declining economic fortunes of commercial centres and they can apply to both country towns and urban commercial areas. As an example, the primary aim of the South Australian program is,

‘The economic, social and physical revitalisation of country towns and retail shopping precincts.’⁴

Main street programs can provide training, advice and assistance. Communities are provided with professional assistance from a range of advisers including community

planners, heritage/streetscape architects and marketing consultants.

The potential benefits of a main street program for the community include:

- strengthening of the economy and employment base
- development of community cooperation and support
- social and cultural enrichment
- self sufficiency
- heritage conservation.⁵

The commercial areas targeted by the programs often have a core of historic places directly or indirectly threatened by economic decline. Main street programs encourage the view that the heritage of an area provides a marketing opportunity.

In order to establish the extent of main street activities two sources were checked. A search of HERA identified 33 records. The distribution of the main street activities reflected in these records is presented in Table 15. Interestingly, only three States have records reflecting any main street activity, and overall NSW accounts for over half of the records.

Table 15: Distribution of main street records identified in HERA

State/Territory	Records
NSW	18
VIC	1
SA	5
QLD	0
WA	0
TAS	0
NT	0
ACT	0
No State	9

⁴ Economic Development Authority no date, p.2.

⁵ Economic Development Authority no date, p.2.

The views of the State and Territory government heritage agencies were also sought on the extent of main street. These views are summarised in Table 16.

In summary, main street programs are operating in three States and at a substantial level. Across the States the number of programs ranges from 3 to 35. The information from HERA suggests that New South Wales also has a substantial main street program.

Table 16: Extent and value of main street according to State and Territory heritage agencies

State or Territory	Comments on Extent/Value
ACT	No examples/Not applicable
NSW	?/?
Northern Territory	No examples/Not applicable
Queensland	Three programs/Gives a positive image to heritage, increases public awareness of heritage surroundings, superficial and often misleading
South Australia	35 ongoing programs, majority have a heritage component/Not a strong heritage component. More about economic revitalisation, amenity planning and tourism
Tasmania	?/?
Victoria	No examples as such, has heritage advisers/Not applicable
Western Australia	Two relevant programs: main street and townscape. Main street has started about 7 projects including 6 with a strong heritage component, 6 more projects in the development stage. Townscape had 10 projects in 1993-94, most (60%) have some heritage elements/Heritage is well and truly considered however, it is primarily business focussed and any heritage conservation work is incidental

⁶ While no current data is available, 10 programs were undertaken in 1992-93.

7.5 Value of cultural mapping and main street in achieving heritage conservation

Both cultural mapping and main street programs have the potential to conserve the historic environment. However, in the case of cultural mapping this potential is not yet realised and in the case of main street, conservation is a subsidiary goal to economic development.

Forms of cultural mapping have been undertaken over a number of years although it appears the number of projects and the overall area covered have been small. In addition, the methodology has varied between projects and over time. While surveys of the historic environment have been widely undertaken over many years, these are only one component of the current broad concept of cultural mapping. The cultural mapping methodology appears only now to be reaching a fully developed stage with the work of the Department of Communication and the Arts. In this developed form, cultural mapping is a relatively new approach to identifying cultural resources such as historic places and it has been used in apparently only two pilot projects. As such, it has the potential to contribute to the conservation of historic places but this has not yet been tested.

Main street has been in operation in various States for some years. It appears to have begun primarily as a heritage conservation activity but over time the focus has shifted to economic outcomes and revitalisation. The views of the State government heritage agencies on the value of main street are recorded in Table 16 above. In general, these views support the contention that main street is focused on economic activity and that heritage conservation is a secondary goal at best.

Given the developmental stage of cultural mapping, the relationship with main street is one of potential rather than substance.

7.6 Possible usefulness as indicators

Both cultural mapping and main street have the potential to impact upon heritage conservation and accordingly may be useful indicators. It is not possible to predict the extent to which cultural mapping will be undertaken in the future or the level of its impact on heritage conservation. Main street is currently undertaken on a wider basis however, its relationship to heritage conservation generally appears marginal.

Given this background, it is difficult to foresee the usefulness of these two activities as indicators for the next State of the Environment report. It is suggested these activities be considered in the development of the next report but no special data collection be undertaken unless a major trend becomes obvious.

8 Assessment of adaptive re-use

8.1 Brief for the task

The brief for the task was as follows.

‘Assess (and quantify if possible) the extent and effectiveness of adaptive re-use as a means of ensuring the preservation of buildings/places of historic/cultural value. Provide an example of a successful re-use and one that has not been successful.’

8.2 Sources and activities

In order to attempt to establish the extent and effectiveness of adaptive re-use, the following sources were used.

- HERA bibliographic database
- State and Territory government heritage agencies
- Crocket report of 1993.

In addition, it was decided to try to get indicative information on the fate of places disposed of by Australia Post and the Department of Defence. This might form a sample of places most likely to undergo adaptation.

8.3 Extent and effectiveness of adaptive re-use

The HERA search identified 15 records but none provided an overview of the extent or effectiveness of adaptive re-use.

Both Australia Post and the Department of Defence were contacted to see if they could provide lists of properties they have disposed of and information on what has happened to them subsequently, especially if they have been adapted. Australia Post was unable to respond in the timeframe of the project. The Department of Defence could provide a list of disposals but has no knowledge of the subsequent history of the places. Accordingly, no further action was taken regarding the former Defence places.

The views of the State and Territory government heritage agencies on the extent and effectiveness of adaptive re-use are recorded in Table 17. The agencies were not able to identify any quantitative information on the extent of adaptive re-use. The agencies offered a wide variety of views on the extent of adaptive re-use. In some States and Territories there is not a lot going on, yet in others there is a fair amount. Some offered an overview about the nature

of places most likely to be adapted. With regard to its effectiveness, there was again a considerable diversity of views. The effectiveness of adaptive re-use was variously described as mixed, average or positive.

One particular development of note is the recently announced abandonment by the NSW Heritage Council of its Facade Policy related to adaptive re-use. Apparently this policy was not effective in achieving good adaptive re-use. The Heritage Council is in future to take a tougher and holistic approach to adaptation.

In summary, no quantitative information appears to exist which would give an overview of the extent or effectiveness of adaptive re-use in achieving heritage conservation. Anecdotal evidence suggests there is considerable variation between the States and Territories regarding both extent and effectiveness.

8.4 Adaptive re-use as a possible indicator

Adaptive re-use appears to be a problematic indicator of the state of the historic environment.

The first problem is trying to establish the extent of adaptive re-use. There are currently no readily available sources of quantitative information on its extent. However, it is possible that information could be gathered for future reports. Such information might include an analysis of building applications related to registered historic places. There is the prospect that this activity may be made easier by integrated land information systems operating at State and Territory government levels. If the overall number of applications seems too large or not all are accessible through a computerised database, then sampling may still yield useful information.

Assessing the effectiveness of adaptive re-use is the other problem. This aspect is prone to qualitative judgements and variable standards, and information on effectiveness is less likely to be gathered or maintained in databases. However, realising these difficulties, it may be possible to establish a simple framework to measure effectiveness. For example, in each case an assessment might be made as to whether or not heritage values have been conserved, or if there has been a partial loss. It would obviously be advantageous if State and Territory agencies would maintain a database with such information.

Table 17: Extent and effectiveness of adaptive re-use according to State and Territory heritage agencies

State or Territory	Comments on Extent/Effectiveness
ACT	A lot of potential, would like to see more/Very effective
NSW	??
Northern Territory	Little activity/No comment
Queensland	??
South Australia	Adaptive re-use affects most of the registered places; it is crucial to the ongoing protection of this heritage as most places are affected by some change of use/It is of average effectiveness
Tasmania	Not very extensive/Mixed results
Victoria	No data. Many registered places are residential and these mostly continue in residential use. City office buildings generally continue in commercial use although there is some conversion to housing. Industrial buildings is the category of places most subject to change. The middle ring/leafy suburbs of Melbourne are subject to pressure from residential intensification including consolidation of properties and medium density housing/Adaptive re-use of variable effectiveness
Western Australia	A fair amount of adaptive re-use is going on, many projects are 'in the pipeline', for example warehouse adaptation in Fremantle. Many creative approaches, the state of the economy encourages adaptive re-use/Generally adaptive re-use seems to have a positive effect

8.5 Examples of adaptive re-use

8.5.1 Examples suggested by State and Territory government heritage agencies

The following are examples where heritage values are retained vs. examples where heritage values are diminished.

Examples: Heritage values maintained

- Art School, Hobart, former IXL Building
- Balhannah Engine House, South Australia
- Customs House, Brisbane, adaptation by University of Queensland as an art gallery, public function space, seminar rooms, restaurant and bookshop
- Evan Davies Building, Fremantle, was recently adapted to accommodate a coffee shop and restaurant. The building was originally designed to house a Literary Institute (1899) and was later adapted to accommodate a bank (1950s). In the recent adaptation the building was little altered,

existing spaces were cleverly reused and the verandah reinstated. The cultural significance of the place was retained

- Kurrajong Hotel, ACT
- McTaggart's Woolstore, Queensland, residential conversion
- Newspaper House, Queensland, residential conversion
- Rockhampton Roundhouse, Queensland
- Vestey's Water Tank Gymnasium, Darwin
- Willsmere Hospital, Victoria.

Examples: Heritage values diminished

- Adelaide Brewery
- Gas Works, Tasmania, conservation guidelines bypassed
- Palace Hotel, Perth, was adapted for use by a financial institution. The interior of the place had to be gutted to suit the bank's requirement for open planning. The result was the loss of the spatial layout which demonstrated the original function of the

place. Despite the attention to reproducing historic detailing, the spatial requirement of the new use was incompatible with the existing arrangement of rooms. The cultural significance of the place was greatly diminished

- Victoria Parade Brewery, Melbourne
- Yarralumla Brickworks, ACT.

8.5.2 Examples from the AHC

The following examples of adaptive re-use have been drawn from a paper prepared by the Historic Environment Section of the Australian Heritage Commission and presented by Alex Marsden of the Commission in Hanoi, Vietnam in October 1994.

Brisbane Customs House, Queensland

- has recently been disposed of by long-term lease to the University of Queensland. It was in need of conservation
- conservation is almost completed
- it is to be used for conferences, exhibitions and functions. In this way, people will continue to regard this building as being in public use

Earp Gillam Bond Store, Newcastle, New South Wales

- a Classical masterpiece in polychrome brickwork and stucco, by the German immigrant architect Frederick Menkens who practised in the city from 1882 to 1907. Some time after its completion in 1888, it lost its parapet in a fire, and subsequently deteriorated
- it was in a poor condition when the 1989 earthquake resulted in a section of its front wall being demolished
- a local architect, Brian Sutters had, even before the earthquake, been planning ways to save the building
- after expenditure of \$2.5 million, including some Commonwealth government funding, and five years of restoration, the conversion of this building for office use was finished by Brian Sutters' architectural practice, local engineers and a developer

Fremantle Customs House, Western Australia

- was vacated in 1987 by Customs. Disposal by long-term lease led to a new use as a theatre

Group of warehouses within the historic area of Fremantle West, Western Australia

- has been rebuilt as Commonwealth offices which now include the Customs Service
- only the street facades were retained as these were the only elements that related to the national estate significance of the area

- internal structures were demolished and a new building erected within the external walls.

Melbourne Customs House, Victoria

- was used for Customs activities from 1835 to 1966. It is important for this association, its architecture and for a variety of other reasons, including as a reminder of the critical importance of the early Yarra River port to the development of Melbourne and Victoria. The site marks the former upper limit of navigation of the Yarra River
- the Customs House has been conserved
- the building became too small for Customs use in the 1960s and has recently been transferred from the Commonwealth to the State Government.

Newcastle Customs House, New South Wales

- the use of the building by Customs ceased after 113 years and suffered damage in the 1989 earthquake.
- subsequently, the Commonwealth Government carried out extensive restoration and strengthening of the building at a cost of over \$4 million
- the Commonwealth is to dispose of the building by long-term lease. Planning for its internal adaptation for new uses, as a function centre and restaurant, is well advanced. This will allow the public to be welcomed into this important building.

Roman Catholic Dominican Convent, School and Chapel, Tamworth, New South Wales

- in about 1980 a supermarket company offered to buy this redundant place. The community was divided between supporters of heritage protection and retention for community use, and those in favour of redevelopment, who sought revocation of its protection, to provide the Church with funds.
- the company bought the school, then the convent and chapel were purchased by the New South Wales Government. The latter now house a conservatorium of music and government offices.
- the school was demolished to allow a supermarket to be built unobtrusively behind the convent. The community has retained part of its heritage and the Church received funds from the sale.

Royal Edward Victualling Yards, Sydney, New South Wales

- the Department of Defence has converted the warehouses into office accommodation for Naval Command, after the buildings had been vacant for twenty years. All the internal structure and most of the historic equipment has been retained.

Salamanca Place, Hobart, Tasmania

- these seven Georgian warehouses were built between 1834 and 1844 by colonial merchants, using convict labour, and became the hub of commercial life in 19th century Hobart
- Salamanca Place is today the hub of tourist activity in Hobart. The precinct provides a focus for arts and crafts, and is a vehicle for strengthening community involvement in the performing and visual arts
- the Salamanca market is held each Saturday, winter and summer, on the cobblestones of Salamanca Place. More than 200 stalls sell everything from organically grown vegetables to antiques
- recent development pressure has led to considerable community concern over the future conservation of the precinct.

Tamworth Old Town Hall/Council Chambers, New South Wales

- this 1896 building became an Army Reserve barracks after new Council Chambers were built in 1934. Army use ceased in 1982, and the Commonwealth government disposed of the property back to the Tamworth City Council in 1987
- conservation of the building followed, and with an extension, it has become a community centre
- the extension is designed in sympathy with the original building, and the centre is used for conferences and community meetings.

The Rocks, Sydney, New South Wales

- this is the site of the first European settlement in Australia, with the First Fleet of convicts and soldiers landing at Sydney Cove on 26 January 1788 to establish a penal colony
- the area became the hub of Sydney's wharf-side trading and it was notorious for squalid slums and overcrowding
- bubonic plague was brought to Sydney in 1900 and the New South Wales Government demolished dozens of cottages and terraces to eradicate rats which carried and spread the disease
- another part of the area was demolished with the construction of the Sydney Harbour Bridge in 1923-32
- by the 1960s, The Rocks was seen as prime harbour-side real estate, and high-rise buildings threatened to engulf it
- in 1970 the Sydney Cove Authority was established to conserve and administer a 23 hectare site known as The Rocks

- 'Green Bans' in the early 1970's an innovative protest occurred against demolitions at The Rocks
- archaeological excavation in the area has revealed the changing habits and lifestyles of people from the pre-industrial 1790s to the industrial society of the early 1900s
- the respect shown for the Rocks' important archaeological heritage will no doubt pay dividends in ensuring the areas special character is retained and continues to attract both local tourists and international visitors
- the Rocks is now a heritage area and a hub of tourism, business, residential, social life and entertainment.

York Butter Factory, Melbourne, Victoria

- these buildings were erected in 1854-55 as two separate bluestone warehouses and were converted to a butter factory in 1902. They are collectively one of the oldest group of warehouses in the City and one of few survivors of a large number of solidly constructed warehouses which owed their existence to the nearby Yarra River. They are also important because of their contribution to the row of two storey buildings stretching down King Street
- in 1979 they were recognised as being relatively intact, both internally and externally, but were vacant and requiring routine maintenance and attention
- in the 1980s these buildings formed part of the Rialto development at the rear - a major hotel construction project. The project included the adaptation of several historic buildings and also the conservation of the Butter Factory, which has been retained intact.

9 Establish the number of practising conservation professionals

9.1 Brief for the task

The brief for the task was as follows:

‘Quantify (if possible) the number of practicing conservation architects and the level of activity in this field at present, both in terms of private practice and government employment.’

The task was broadened to include other conservation practitioners, as this would more accurately reflect the level of activity in the field.

9.2 Sources and activities

The sources of information drawn on were:

- registers of conservation practitioners maintained by some State heritage agencies
- registers of members practicing in the heritage field maintained by professional and non-government conservation organisations
- breakdowns of professional staff employed by government agencies
- Australian Bureau of Statistics data on the heritage industry.

Not all organisations holding consultant or membership registers, or all States with professional staff, were able to provide sufficient detail to allow a breakdown by discipline, and so have not been incorporated. The information provided and utilised in Table 7.1 was not sufficient to allow any assessment of the extent of involvement in conservation activity of the practitioners listed.

9.3 Establishing the number of practitioners in the field

The statistics for the cultural industry collected by the Bureau of Statistics (ABS) (Castles 1994) are too crude a sieve to apply for SoE purposes. The ABS statistics, for example, estimates that only 0.3% of all architects (numbering 8,723) work in ‘the cultural industries’, or just 26 individuals (Castles 1994: 9), whereas the membership of Australia ICOMOS indicates at least 118 architects involved in heritage conservation.

The figures provided by the government agencies and professional and conservation bodies are summarised at Table 18. Some problems arise in interpreting this information. Not all practitioners are included, as many are not registered with the organisations canvassed. For example, there are a number of architects, historians, and archaeologists employed by universities who carry out work in the heritage field but are not consultants in the strict sense.

A problem also arises in that many practitioners appear to be registered on more than one of the lists. Data-matching of names and lists would be the only way to cancel out this double-counting. As a result, the best picture of the current situation is provided by the Australia ICOMOS list of members. Australia ICOMOS membership is dependent on being currently active in the heritage field, and a large proportion of practitioners nationally are believed to be members. See Table 18 for details.

The figures for practitioners in government employment is limited to the numbers provided by the State agencies and the AHC. Local government employment was not tested (including heritage advisers).

Unless some central register of practitioners is developed (as was attempted by AHC some years ago, and abandoned), there is no reliable source of data on professionals operating in the field with which to create an environmental indicator. The use of such an indicator, should data collection become feasible, would be in indicating the national and local access to professional conservation advice in various fields of expertise. This is an important issue in the continued conservation of the historic environment. Some states have experienced considerable shortages of readily available professional advice (e.g. the Northern Territory and Western Australia), which might hinder timely conservation action, and increase the cost of conservation research, planning and works.

Table 18 Professional involvement in conservation

The following figures are only indicative of professional practice. Omissions and duplications are likely to have occurred.

Organisation	Architects	Archaeologists (historical)	Planners	Heritage consultants	Architectural historians	Historians	Landscape architects	Engineers
Australia ICOMOS	118	22	18	14	6	13	6	6
Professional Historians Association (NSW)						59 ⁷		
Institution of Engineers (Aust)								20 ⁸
Western Australian Heritage Council register	27	4	4			20	5	6
Tasmanian Department of Environment and Land Management. register	30	50 (including prehistoric archaeology)				10	10	
South Australian Department of Planning register	19	9				8		1
Victorian Historic Buildings Council register	31	13	3			21	6	6
Queensland Department of Environ. and Heritage register	23	30	1 (includes prehistoric)	55		9	1	2
Government employees ⁹	22	27	5			19		

⁷ Figures for other state branches of the PHA not accessed.

⁸ Estimated only, membership figures do not distinguish involvement in heritage area.

⁹ Approx only, some states did not specify expertise of staff. Some staff, especially archaeologists, work in the prehistory and maritime field.

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Appendix 1: AHC staff preliminary list of heritage pressures/issues

The following is a preliminary list of heritage pressures or issues suggested by the staff of the Australian Heritage Commission. A/T = Aboriginal and Torres Strait Islander environment; H = historic environment; N = natural environment.

	A/T	H	N
Development/Economic			
• Tourism	++	++	++
• National economic state (recession)			
• Government policy & programs (for example regional development)	?	+	?
• Privatisation (Commonwealth/State levels)	?	++	+
• Resource use (forestry, mining, fishing etc)	++	+	++
• Increasing population		+	+
• Land clearance (urban & non-urban)	+	+	++
• Urban development and expansion (including CBDs)	+	++	+
• Ageing infrastructures		++	
• New technologies leading to obsolescence (for example light-stations, POs)		++	
• 'Tear-down' mentality instead of re-use		++	
• Pollution			+
• Lack of funds for research	+	+	+
• Lack of funding for maintenance and conservation (gov't/individuals)	+	++	+
Bureaucratic/Managerial/Technical			
• Lack of co-ordination/co-operation between different levels of government	+	+	+
• Lack of integrated/cohesive strategies within governments & departments	+	+	+
• Lack of heritage expertise in local government but lots of power re land use/management & development focus	+	+	+
• Lack of heritage legislation (historic (Tas) & natural environment for off-reserve areas)		+	
+			
• Lack of uniform ATSI state/territory legislation	+		
• Short-term planning (heritage conservation needs longer-term focus)	+	+	+
• Lack of systems to monitor change & take quick preventative actions	+	+	+
• Lack of on-going funds for monitoring of places (for example ATSI place officers)	+	+	+
• Lack of appropriate management	+	+	+
• ATSI ownership and development of land	+		
• Lack of basic knowledge/inventory of biota (what, how many etc)			+
• Foreign ownership/absent landlords (domestic and international)	?	?	+
• Lease system: no sense of 'stewardship'/lack of administrative system to enforce lease conditions	?	?	+
• Traditional skills, crafts and knowledge not valued and disappearing	+	+	
• Conflicting heritage values & dilemma re management	+	+	+
Values/perceptions/attitudes			
• Misconceptions & lack of understanding regarding heritage value	+	+	+
• Public attitudes/perception of heritage ('no value in keeping')	+	++	+
• Focus on the present, not on the future (throw-away society)	?	+	?
• Rights of owners to do as they like	?	+	+
• Changing standards of society (for example OH&S requirements, fire protection etc leading to changed building standards)		+	
• Changing community concepts/values of significant places	+	+	+

Appendix 2: Questions to state heritage agencies

List of questions

The following is the list of questions provided to the main heritage agency in each State and Territory.

Please specify if current figures, at 30 June 1994, for the year ended 30 June 1994 or otherwise.

1. What is the number of places protected under the State heritage Act:
 - (a) in total?
 - (b) by local government areas or regions, if available?
 - (c) rate/year?
2. What is the number of places protected by other State agencies, if this protection is separate from that provided by the Heritage Agency?
3. Objections to registrations:
 - (a) what is the number received?
 - (b) what is the nature of the objections?
4. Conservation orders:
 - (a) numbers?
 - (b) trends?
5. Heritage agreements:
 - (a) numbers?
 - (b) trends?
6. List three key current positive or negative pressures on the historic environment in your State.
7. List three key indicative measures of the state of the historic environment.
8. Agency staffing:
 - (a) how many overall?
 - (b) what professions and how many in each?
 - (c) how many professionals in regional offices?
9. What is the agency's budget?
 - (a) overall?
 - (b) grants/administration proportion?
 - (c) trends?
10. What is the nature of community involvement in the agency's:
 - (a) identification activities?
 - (b) conservation activities?
11. What is the extent of community cultural mapping?
12. Extent of main street programs?
13. Value of main street and cultural mapping in protecting heritage?
14. Heritage advisers:
 - (a) how many?
 - (b) how many days per week for each?
 - (c) how many local government areas are covered?
 - (d) rural/urban proportion?
15. LEPs or similar:
 - (a) what are the general requirements, if any, for the inclusion of heritage?
 - (b) what is the number which have been finished?
 - (c) are the reports centrally available?
 - (d) correlation with local government heritage studies?
16. Local government heritage studies:
 - (a) numbers?
 - (b) dates?
17. Agency register of practitioners: gross numbers by profession?
18. Extent and effectiveness of adaptive re-use in protecting heritage?
19. Please briefly describe a good and a bad example of adaptive re-use.
20. What is the extent of government privatisation of heritage property?
21. What is the number of losses of heritage places for each of the last three years?

Answers from State and Territory heritage agencies

The following are the answers provided by each of the State and Territory government heritage agencies. In some cases the information shown below is a summary of the information provided.

Australian Capital Territory

Information provided by the ACT Heritage Unit.

1. What is the number of places protected under the State heritage Act:
 - (a) in total?
9 on register, 28 interim listed
 - (b) by local government areas or regions, if available?
not applicable

- (c) rate/year?
25
2. What is the number of places protected by other State agencies, if this protection is separate from that provided by the Heritage Agency?
Some places protected as part of reserves/nature conservation areas.
3. Objections to registrations:
- (a) what is the number received?
29
- (b) what is the nature of the objections?
Majority on grounds of development control rather than significance.
4. Conservation orders:
- (a) numbers?
None
- (b) trends?
Never used but threatened, probably will be rarely used.
5. Heritage agreements:
- (a) numbers?
- (b) trends?
Not available as such.
6. List three key current positive or negative pressures on the historic environment in your State.
- Positive
- increased community awareness and resident pressure for listing
 - increased community participation in identification and conservation
 - increased acceptance of listing as a positive force in the real estate and development industry
- Negative
- lack of resources to conserve government owned buildings
 - lack of clear process for positive development of government heritage buildings as marketable assets
 - pressure for urban consolidation
7. List three key indicative measures of the state of the historic environment.
- occupancy
 - condition
 - market value
8. Agency staffing:
- (a) how many overall?
10
- (b) what professions and how many in each?
archaeology, cultural and natural resource management
- (c) how many professionals in regional offices?
not applicable
9. What is the agency's budget?
- (a) overall?
\$937,180
- (b) grants/administration proportion?
salaries \$417,050; operating \$207,630; grants \$308,000
- (c) trends?
Steady, with possibility of increases.
10. What is the nature of community involvement in the agency's:
- (a) identification activities?
Would not survive without it. Many community organisations involved. Many are funded by Territory grants program. They all use standard format for heritage citations based on interim Register format.
- (b) conservation activities?
Conservation activities strongly embedded in the community. Includes sympathetic approach by home owners in urban housing precincts through to the work of the Kosciusko Huts Association in looking after huts and other sites in Namadgi. Developers have also become involved by conserving and incorporating historic sites into new housing areas.
11. What is the extent of community cultural mapping?
One example relating to the Acton Peninsula. Cultural planner appointed to ACT Planning Authority.
12. Extent of main street programs?
None
13. Value of main street and cultural mapping in protecting heritage?
Cultural mapping beneficial.
14. Heritage advisers:
Not applicable
15. LEPs or similar:
Territory plan the key document. Suburban precinct plans to be developed - similar in some ways to LEPs.
- (a) what are the general requirements, if any, for the inclusion of heritage?
- (b) what is the number which have been finished?

- (c) are the reports centrally available?
 (d) correlation with local government heritage studies?
16. Local government heritage studies:
 (a) numbers?
 (b) dates?
 Not applicable
17. Agency register of practitioners: gross numbers by profession?
 None
18. Extent and effectiveness of adaptive re-use in protecting heritage?
 A lot of potential, would like to see more. Very effective.
19. Please briefly describe a good and a bad example of adaptive re-use.
20. What is the extent of government privatisation of heritage property?
 Limited.
21. What is the number of losses of heritage places for each of the last three years?
 2 destroyed by fire.
- 2 ICOs and 5 PCOs in 1992-93, 1 PCOs revoked
- (b) trends?
 Much reduced
5. Heritage agreements:
 (a) numbers?
 (b) trends?
6. List three key current positive or negative pressures on the historic environment in your State.
7. List three key indicative measures of the state of the historic environment.
 (i) number of ICOs and PCOs
 (ii) number of IPOs
 (iii) number of planning instruments with heritage provisions and schedules of heritage items
8. Agency staffing:
 (a) how many overall?
 66 in DoP, 1994, 1 in NPWS
 (b) what professions and how many in each?
 (c) how many professionals in regional offices?
9. What is the agency's budget?
 (a) overall?
 \$2,433,000
 (b) grants/administration proportion?
 1.28:1 (92/93)
 (c) trends?
 down from \$2,692,000

New South Wales

Information provided by the Environment Protection Authority (NSW). Not all questions were answered.

1. What is the number of places protected under the State heritage Act:
 (a) in total?
 626 (PCOs)
 (b) by local government areas or regions, if available?
 n/a
 (c) rate/year?
 7 (93-94 ICOs & PCOs)
2. What is the number of places protected by other State agencies, if this protection is separate from that provided by the Heritage Agency?
 NPWS protects 13 sites.
3. Objections to registrations:
 (a) what is the number received?
 17 in 1991-92
 (b) what is the nature of the objections?
 Two of these were development appeals.
4. Conservation orders:
 (a) numbers?
10. What is the nature of community involvement in the agency's:
 (a) identification activities?
 (b) conservation activities?
11. What is the extent of community cultural mapping?
12. Extent of main street programs?
 10 programs in 1992-93, 13 in 1993-94
13. Value of main street and cultural mapping in protecting heritage?
14. Heritage advisers:
 (a) how many?
 33 in 1992-93, 61 in 93-94?
 (b) how many days per week for each?
 (c) how many local government areas are covered?
 (d) rural/urban proportion?
 2:1

15. LEPs or similar:
 - (a) what are the general requirements, if any, for the inclusion of heritage?
Since 1985 local governments required to include heritage protection in LEPs for items.
 - (b) what is the number which have been finished?
 - (c) are the reports centrally available?
 - (d) correlation with local government heritage studies?
16. Local government heritage studies:
 - (a) numbers?
8 funded in 1992-93
 - (b) dates?
17. Agency register of practitioners: gross numbers by profession?
18. Extent and effectiveness of adaptive re-use in protecting heritage?
19. Please briefly describe a good and a bad example of adaptive re-use.
20. What is the extent of government privatisation of heritage property?
21. What is the number of losses of heritage places for each of the last three years?
 - (b) what is the nature of the objections?
High rate of objections to commercial property listings (in almost all cases), but no register of rates kept.

4. Conservation orders:
 - (a) numbers?
 - (b) trends?
ICOs can be placed for 90 days, basically a demolition control. Used in a few cases only.
5. Heritage agreements:
 - (a) numbers?
2 in place
 - (b) trends?
not meaningful
6. List three key current positive or negative pressures on the historic environment in your State.
 - (i) Economic pressures to redevelop a negative pressure.
 - (ii) Cultural tourism both negative and positive, gives new uses and public access (as at Alice Springs Telegraph Station), but can lead to over-use and muddled interpretation.
 - (iii) Lack of documentation a negative pressure, as it limits ability to respond quickly to development proposals.
7. List three key indicative measures of the state of the historic environment.
nil response
8. Agency staffing:
 - (a) how many overall?
7
 - (b) what professions and how many in each?
5 professionals
 - (c) how many professionals in regional offices?
1
9. What is the agency's budget?
 - (a) overall?
c. \$730,000 .
 - (b) grants/administration proportion?
c. \$130,000 to grants
 - (c) trends?
10. What is the nature of community involvement in the agency's:
 - (a) identification activities?
objections-no hearings

Northern Territory

Information provided by Heritage Unit.

1. What is the number of places protected under the State heritage Act:
 - (a) in total?
21 at 30/6/94, 33 at 2/12/94
 - (b) by local government areas or regions, if available?
Not applicable
 - (c) rate/year?
13 in 93/94, but rate is not yet relevant as register is so small
2. What is the number of places protected by other State agencies, if this protection is separate from that provided by the Heritage Agency?
Conservation Commission manages land with heritage places, but no statutory agency registers required.
3. Objections to registrations:
 - (a) what is the number received?

- (b) conservation activities?
grants/subsidies program access,
including to private owners.
11. What is the extent of community cultural mapping?
None
12. Extent of main street programs?
None
13. Value of main street and cultural mapping in
protecting heritage?
N/A
14. Heritage advisers:
- (a) how many?
2 in pipeline as trial, Darwin and Alice.
- (b) how many days per week for each?
N/A
- (c) how many local government areas are covered?
N/A
- (d) rural/urban proportion?
N/A
15. LEPs or similar:
- (a) what are the general requirements, if any, for
the inclusion of heritage?
No local government activities in Territory
other than Darwin and Alice Springs, and no
LEPs. Planning (under Planning Act) must
refer to integrated Lands Dept data-base
containing heritage listed places, and referral to
Heritage Council required.
- (b) what is the number which have been finished?
nil
- (c) are the reports centrally available?
nil
- (d) correlation with local government heritage
studies?
Some heritage studies under way, and Heritage
Council closely involved.
16. Local government heritage studies:
- (a) numbers?
nil
- (b) dates?
17. Agency register of practitioners: gross numbers by
profession?
few on Register - few local consultants, sending
locals to training courses, and using 'Buddy' system
of imported consultants working with locals to
increase local skills.

18. Extent and effectiveness of adaptive re-use in
protecting heritage?
Not a lot going on. A few places used as museums,
and an old example of effective adaptation is the
Vesteys Water Tank Gymnasium.
19. Please briefly describe a good and a bad example of
adaptive re-use.
20. What is the extent of government privatisation of
heritage property?
Little pressure on Territory Government.
Comparatively major issue with Commonwealth
agencies, but cooperation fair.
21. What is the number of losses of heritage places for
each of the last three years?
1 major place lost in last year.
- Other issues:
Conservation Plans required by statute for listed
properties.

Queensland

Information collated by Cultural Heritage Branch,
Department of Environment and Heritage, Queensland.

1. What is the number of places protected under the
State heritage Act:
- (a) in total?
979
- (b) by local government areas or regions, if
available?
see attached list
- (c) rate/year?
2. What is the number of places protected by other
State agencies, if this protection is separate from
that provided by the Heritage Agency?
No statutory requirements. Shipwrecks protected
under Shipwrecks Act (C'wealth) and Queensland
Heritage Act, maintained by Qld Museum.
3. Objections to registrations:
- (a) what is the number received?
140 received in transitional period of register.
5 received since Aug 1992.
- (b) what is the nature of the objections?
- boundary disagreements (extent of complex
places)
 - philosophical objections to heritage listing
 - claims that registration prevents
redevelopment

4. Conservation orders:
 - (a) numbers?
 - 0
 - (b) trends?
5. Heritage agreements:
 - (a) numbers?
 - 0
 - (b) trends?
6. List three key current positive or negative pressures on the historic environment in your State.

Positive:

 - Existence of Cultural Heritage Branch along with its ability to advise, consult, influence people with regards to historic buildings.
 - Cultural tourism
 - Heritage grants program
 - National Trust

Negative:

 - Public attitudes to heritage
 - Negative media reporting
 - Development pressures
7. List three key indicative measures of the state of the historic environment.
 - No. of demolitions per year (including places not on register)
 - losses to register = 7 since Aug 92, (not including removals which are generally agreed upon).
 - Increasing monetary value of heritage registered places
 - No. of local authorities putting heritage protection provisions in strategic plans. (Many of these planning controls have been introduced in response to new local government and planning legislation soon to come into effect.)
 - No. of grant applications received each year
 - No. of nominations to the Heritage Register (without advertising for such): 266 since Act introduced Aug 1992.
 - decreasing negative reactions to heritage listing.
8. Agency staffing:
 - (a) how many overall? 26 in Central Office, Brisbane
 - (b) what professions and how many in each?
 - administration / management
8
 - architects
6
 - town planners
2
 - historians
4
 - archaeologists
2
 - anthropologists
2 (+ 1 vacant)
9. What is the agency's budget?
 - (a) overall?
 - \$1,968,681
 - (b) grants/administration proportion?
 - \$430,000 (21.8%)
 - (c) trends?
10. What is the nature of community involvement in the agency's:
 - (a) identification activities?
 - community consultation in heritage surveys
 - National Trust Listings
 - Nomination to Register
 - local historical; society involvement
 - (b) conservation activities?
 - National Trust programs
 - Conservation planning and works undertaken by private owners of heritage places.
11. What is the extent of community cultural mapping?

Not known by Branch
12. Extent of main street programs?
 - 3? (Maryborough, Ipswich, Fortitude Valley)
13. Value of main street and cultural mapping in protecting heritage?
 - gives positive image to heritage
 - increases public awareness of heritage surroundings

- ‘Very superficial and often misleading’
14. Heritage advisers:
 - (a) how many?
 - 3
 - (b) how many days per week for each?
 - 2 @ 2 days per month
 - 1 @ approx 1/2 day per week
 - (c) how many local government areas are covered?
 - 3 (Charters Towers, Ipswich, Maryborough)
 - (d) rural/urban proportion?
 - 1 rural/urban
 - 2 urban
 15. LEPs or similar:
 - (a) what are the general requirements, if any, for the inclusion of heritage?

No legal requirement at present to include heritage surveys in local government strategic plans. Soon to be required.
 - (b) what is the number which have been finished?

unknown
 - (c) are the reports centrally available?
 - yes, Dept. of Housing, Local Government and Planning.
 - (d) correlation with local government heritage studies?

Nil
 16. Local government heritage studies:
 - (a) numbers?
 - (b) dates?
 17. Agency register of practitioners: gross numbers by profession?

see table
 18. Extent and effectiveness of adaptive re-use in protecting heritage?
 19. Please briefly describe a good and a bad example of adaptive re-use.
 20. What is the extent of government privatisation of heritage property?

Program in place for government disposals. Responsibility for asset responsibilities being devolved to agencies, and network of care not present. Department in discussions to ensure protection of heritage property throughout the rationalisation process. Dept. of Health to undertake a survey shortly.
 21. What is the number of losses of heritage places for each of the last three years?
 - 2 lost in fires.

Attachment 1: Number of Places on Queensland Heritage Register by Local Government Area

Local Government	Number of Places	% of Total
Albert	3	0.3
Allora	0	0.0
Aramac	3	0.3
Atherton	4	0.4
Aurukun	0	0.0
Ballone	2	0.2
Banana	2	0.2
Barcaldin	5	0.5
Barcoo	1	0.1
Bauhinia	2	0.5
Beaudesert	3	0.3
Belyando	0	0.0
Bendemere	0	0.0
Biggenden	1	0.1
Blackall	2	0.2
Boonah	6	0.6
Booringa	2	0.2
Boulia	2	0.2
Bowen	3	0.3
Brisbane	318	32.7
Broadsound	0	0.0
Bulloo	2	0.2
Bundaberg	9	0.9
Bungil	1	0.1
Burdekin	3	0.3
Burke	3	0.3
Burnett	2	0.2
Caboolture	1	0.1
Cairns	8	0.8
Calliope	5	0.5
Caloundra	1	0.1
Cambooya	2	0.2
Cardwell	3	0.3
Carpentaria	3	0.3
Charters Towers	16	1.6
Chinchilla	1	0.1
Clifton	1	0.1
Cloncurry	2	0.2
Cook	17	1.7
Cooloola	5	0.5
Crowsnest	1	0.1
Croydon	4	0.4
Dalby	1	0.1
Dalrymple	17	1.7
Diamantina	5	0.5
Douglas	3	0.3
Duaringa	0	0.0
Eacham	20	2.0
Einsvold	1	0.1
Emerald	1	0.1
Esk	13	1.3
Etheridge	3	0.3
Fitzroy	1	0.1
Flinders	0	0.0

Local Government	Number of Places	% of Total
Gatton	6	0.6
Gayndah	7	0.7
Gladstone	1	0.1
Glengalla	2	0.2
Gold Coast	2	0.2
Gooburum	0	0.0
Goondiwindi	3	0.3
Herberton	8	0.8
Hervey Bay	2	0.2
Hinchinbrook	0	0.0
Ilfracombe	1	0.1
Inglewood	0	0.0
Ipswich	57	5.8
Isis	24	2.5
Isisford	0	0.0
Jericho	0	0.0
Johnstone	3	0.3
Jondaryan	5	0.5
Kilcoy	1	0.1
Kilkivan	7	0.7
Kingaroy	3	0.3
Kolan	0	0.0
Laidley	8	0.8
Livingston	3	0.3
Logan	2	0.2
Longreach	3	0.3
Mackay	6	0.6
Mckinlay	0	0.0
Mareeba	14	1.4
Maroochydore	3	0.3
Maryborough	34	3.5
Millmerra	1	0.1
Mirani	2	0.2
Miriamvale	2	0.2
Monto	1	0.1
Moreton	1	1.1
Mornington	0	0.0
Mount Isa	5	0.5
Mount Morgan	11	1.1
Mulgrave	2	0.2
Mundubbera	0	0.0
Murgon	0	0.0
Murilla	0	0.0
Murweh	3	0.3
Nanango	3	0.3
Nebo	0	0.0
Noosa	0	0.0
Paroo	4	0.4
Peakdowns	0	0.0
Perry	2	0.2
Pine River	3	0.3
Pioneer	1	0.1
Pittsworth	0	0.0
Proserpine	0	0.0

Local Government	Number of Places	% of Total
Quilpie	0	0.0
Redcliffe	2	0.2
Redland	11	1.1
Richmond	0	0.0
Rockhampton	45	4.6
Roma	1	0.1
Rosalie	2	0.2
Rosenthal	0	0.0
Sarina	0	0.0
Stanthorpe	4	0.4
Tambo	2	0.2
Tara	0	0.0
Tarooma	1	0.1
Thuringowa	0	0.0
Tiaro	1	0.1
Toowoomba	40	4.1
Torres	3	0.3
Townsville	59	6.1
Waggamba	1	0.1
Wambo	1	0.0
Warroo	0	0.0
Warwick	32	3.3
Winton	2	0.2
Wondai	1	0.1
Woocoo	3	0.3
Woongarra	0	0.0
Total Places	971	

Source: Data supplied by Cultural Heritage Branch, QLD Department of Environment and Heritage (1994)

South Australia

Information generally provided by State Heritage Branch.
Information for questions 12 and 13 provided by
Economic Development Authority.

1. What is the number of places protected under the State heritage Act:
 - (a) in total?
1,947 at 30/6/94. State has been 2/3 to 3/4 surveyed.
 - (b) by local government areas or regions, if available?
see Attachment 2
 - (c) rate/year?
see Attachment 3
2. What is the number of places protected by other State agencies, if this protection is separate from that provided by the Heritage Agency?
There are no other statutory heritage lists. However, a number of government agencies maintain non-statutory lists including SACON, STA, E&WS, ETSA and the NPWS.
3. Objections to registrations:
 - (a) what is the number received?
1990 - 59; 1991 - 11; 1992 - 11; 1993 - 24; 1994 - 11.
Providing preliminary advice to owners at the nomination stage significantly reduced the objection rate between 1990 and 1991.
 - (b) what is the nature of the objections?
1/8 on grounds of significance, 7/8 because of fear of government control or loss of property value.
4. Conservation orders:
 - (a) numbers?
Has stop-work orders. Few have been applied/rarely used. Not achieved much, used in extreme circumstances over marginally significant places. No stop work orders issued since 1993.
 - (b) trends?
Probably will continue to be rarely used.
5. Heritage agreements:
 - (a) numbers?
7 agreements in total, 2 in 1993-94.
- (b) trends?
Used little, in peculiar circumstances, for example protecting public investment in private property.
6. List three key current positive or negative pressures on the historic environment in your State.
 - (i) the economy: in a negative sense regarding the maintenance of historic places in rural areas; in a positive sense the recession has reduced the redevelopment pressure on historic places.
 - (ii) growth of public concern about the historic environment. However, intrusion of issues such as visual amenity and the character of new buildings.
 - (iii) Local government registers being actively developed in about 10-15 areas.
7. List three key indicative measures of the state of the historic environment.
 - (i) monitoring condition of historic places
 - (ii) rate of objections
 - (iii) ability to meet requests for conservation assistance
 - (iv) the rate of nominations for places already known about
8. Agency staffing:
 - (a) how many overall?
17
 - (b) what professions and how many in each?
3 historians; 5 architects; 2 maritime archaeologists
 - (c) how many professionals in regional offices?
0
9. What is the agency's budget?
 - (a) overall?
\$940,000
 - (b) grants/administration proportion?
\$300,000 for grants
 - (c) trends?
no Treasury funding for State Heritage Fund
10. What is the nature of community involvement in the agency's:
 - (a) identification activities?
Public notices of registration decisions; public nominations; public objection provisions; State Heritage Authority meetings generally public, members of the public may attend and, under certain circumstances, speak; in heritage survey work there must be public consultation.

- (b) conservation activities?
Development control is part of the planning process which includes public notification.
11. What is the extent of community cultural mapping?
None
12. Extent of main street programs?
Has 35 ongoing programs and undertaking 6 new programs each year. State Government supported programs receive 3 year funding (\$15,000 - \$10,000 - \$5,000). Some programs not government funded. The majority have a heritage component. Heritage consultant on the program team.
13. Value of main street and cultural mapping in protecting heritage?
Main street (Bell): sceptical, no tangible result, not a strong heritage component. More about economic revitalisation, amenity planning and tourism.
14. Heritage advisers:
- (a) how many?
7
- (b) how many days per week for each?
average 1 day per month
- (c) how many local government areas are covered?
14
- (d) rural/urban proportion?
9 rural, 5 urban
15. LEPs or similar:
In SA, now called Plan Amendment Reports, formerly Historic Conservation Zones.
- (a) what are the general requirements, if any, for the inclusion of heritage?
Local governments must undertake a review of their plan but there is no requirement that they must include heritage.
- (b) what is the number which have been finished?
About 25 Historic Conservation Zones covering about 10-15 local government areas.
- (c) are the reports centrally available?
yes
- (d) correlation with local government heritage studies?
erratic
16. Local government heritage studies:
- (a) numbers?
see Attachment 4
- (b) dates?
see Attachment 4
17. Agency register of practitioners: gross numbers by profession?
8 historians; 19 architects; 1 engineer; 9 historical archaeologists; 1 stonemason
18. Extent and effectiveness of adaptive re-use in protecting heritage?
Adaptive re-use affects most of the registered places; it is crucial to the ongoing protection of this heritage as most places are affected by some change of use; it is of average effectiveness.
19. Please briefly describe a good and a bad example of adaptive re-use.
20. What is the extent of government privatisation of heritage property?
Not a lot; some by Australian National and the STA; abandonment an issue.
21. What is the number of losses of heritage places for each of the last three years?
Removals: 1990 - 3; 1991 - 2; 1992 - 0; 1993 - 3; 1994 - 2.
- Other Questions
- Monitoring Program:
- Seeks to ascertain the state of the heritage resource.
 - Moving away from the 'heritage police' role, more about 'how can we help?'
 - Provides owners with advice and a newsletter.
 - Focussed on heritage areas. Surveys have been undertaken in Gawler, Hahndorf and Burra involving less than 100 places.
 - Condition surveys undertaken, used to set priorities for conservation funding, then follow-up monitoring to gauge impact.
 - Inspection of individual places undertaken including interior and exterior. Surveys have been quite detailed however, it has been found that less detailed surveys still provide satisfactory information about condition.
 - Surveys undertaken by the local heritage adviser accompanied by a staff architect from the Branch. No apparent problem of variable standards of condition being applied by different assessors.
 - Finding that the condition of historic places is effected by very standard problems, such as water ingress.

Attachment 2: Number of places on state heritage register by region and Local Government Area

(A) By Region		Registered Places
Adelaide		409
Adelaide Metropolitan Area		340
Mt Lofty Rangers & Eastern Plain		110
Fleurieu Peninsula		60
Murray Riverlands		77
South East		116
Murray Mallee		3
Lower North		332
Upper North		41
Yorke Peninsula		29
Flinders Ranges		44
Eyre Peninsula & Far West Coast		45
Far North & Far West		14
Kangaroo Island		15
(B) By Local Government Area		
Adelaide	The Corporation of the City of	415
Angaston	The District Council of	27
Barmera	The District Council of	8
Barossa	The District Council of	15
Beachport	The District Council of	5
Blyth / Snowtown	The District Council of	4
Brighton	City of	11
Burnside	City of	48
Burra Burra	The District Council of	78
Campbelltown	The Corporation of the City of	4
Central York Peninsula	The District Council of	1
Clare	The District Council of	45
Cleve	The District Council of	4
Coober Pedy	The District Council of	1
Coonalpyn Downs	The District Council of	5
Dudley	The District Council of	2
East Torrens	The District Council of	10
Elizabeth	The Corporation of the City of	1
Elliston	The District Council of	5
Enfield	The Corporation of the City of	11
Eudunda	The District Council of	2
Franklin Harbour	The District Council of	1
Gawler	The Corporation of the Town of	36
Gleneilg	The Corporation of the City of	16
Gumeracha	The District Council of	7
Hallett	The District Council of	1
Happy Valley	The Corporation of the City of	17
Hawker	The District Council of	2
Henley and Grange	City of	6
Hindmarch and Woodville	City of	47
Jamestown (DC)	The District Council of	1
Kanyaka / Quorn	The District Council of	16
Kapunda	The District Council of	28
Karoonda / East Murray	The District Council of	1
Kensington and Norwood	The Corporation of the City of	55
Kimba	The District Council of	2
Kingscote	The District Council of	15
Lacepede	The District Council of	7
Le Hunte	The District Council of	1

Attachment 2: Number of places on state heritage register by region and Local Government Area (cont.)

(A) By Region		Registered Places
Light	The District Council of	17
Lower Eyre Peninsula	The District Council of	15
Loxton	The District Council of	8
Lucindale	The District Council of	1
Mallala	The District Council of	11
Mannum	The District Council of	11
Marion	The Corporation of the City of	10
Meningie	The District Council of	11
Millicent	The District Council of	3
Minlaton	The District Council of	2
Mitcham	City of	25
Morgan	The District Council of	5
Mount Barker	The District Council of	51
Mount Gambier (CC)	Corporation of	27
Mount Gambier (DC)	The District Council of	4
Mount Pleasant	The District Council of	15
Mount Remarkable	The District Council of	13
Munno Para	City of	5
Murat Bay	The District Council of	2
Murray Bridge	The District Council of	19
Naracoorte (CC)	Corporation of	7
Naracoorte (DC)	The District Council of	4
Noarlunga	Corporation of the City of	34
Northern Yorke Peninsula	The District Council of	17
Onkaparinga	The District Council of	31
Paringa	The District Council of	4
Payneham	Corporation of the City of	2
Penola	The District Council of	16
Peterborough (CT)	The Corporation of the Town of	12
Pinnaroo	The District Council of	1
Port Adelaide	The Corporation of the City of	66
Port Augusta	The Corporation of the City of	8
Port Elliot and Goolwa	The District Council of	35
Port Lincoln	The City of	6
Port MacDonnell	The District Council of	4
Port Pirie	The Corporation of the City of	13
Prospect	The City of	5
Renmark	The Corporation of the Town of	5
Ridley / Truro	The District Council of	12
Riverton	The District Council of	17
Robe	The District Council of	29
Robertstown	The District Council of	1
Rocky River	The District Council of	2
Saddleworth and Auburn	The District Council of	24
Salisbury	The City of	17
Spalding	The District Council of	1
Stirling	The District Council of	18
St Peters	The Corporation of the Town of	11
Strathalbyn	The District Council of	34
Streaky Bay	The District Council of	5
Tanunda	The District Council of	17
Tatiara	The District Council of	9
Tea Tree Gully	The City of	8
Thebarton	The Corporation of the Town of	14
Tumby Bay	The District Council of	2

Attachment 2: Number of places on state heritage register by region and Local Government Area (cont.)

(A) By Region		Registered Places
Unincorporated		64
Unley	The Corporation of the City of	23
Victor Harbor	The District Council of	24
Waikerie	The District Council of	1
Wakefield Plains	The District Council of	18
Walkerville	The Corporation of the Town of	1
Walleroo	The Corporation of the Town of	7
Warooka	The District Council of	3
West Torrens	The Corporation of the City of	4
Whyalla	The Corporation of the City of	4
Willunga	The District Council of	26
Yankalilla	The District Council of	12
Yorke town	The District Council of	1

Source: Data supplied by the State Heritage Branch, S.A. Department of Environment and Natural Resources 1994

Attachment 3: Rate of growth of state heritage register

Calendar Year	Number Added during Year	Total at Year End	% Increase
1980	246	246	–
1981	135	381	55
1982	65	446	17
1983	102	548	23
1984	208	756	38
1985	86	842	11
1986	348	1190	41
1987	35	1225	3
1988	49	1274	4
1989	165	1439	13
1990	140	1579	10
1991	2	1581	0.1
1992	38	1619	2
1993	248	1867	15
1994	80	1947	4

Source: Data supplied by the State Heritage Branch, SA Department of Environment and Natural Resources (1994)

Attachment 4: Heritage studies undertaken by Local Government Area

No	Region Name/ Heritage Survey	Year
1	CITY OF ADELAIDE: City of Adelaide	1986
2	METROPOLITAN ADELAIDE: City of Brighton City of Burnside City of Glenelg City of Henley and Grange Corporation of Hindmarsh* City of Kensington and Norwood City of Marion City of Mitcham City of Noarlunga City of Port Adelaide - Greater City of Port Adelaide - Centre City of Salisbury Corporation of St Peters District Council of Stirling City of Tea Tree Gully - Township Corporation of Thebarton City of Unley Corporation of Walkerville City of Woodville* City of Enfield City of Kensington and Norwood (Review) City of Mitcham (Review) City of Munno Para * Now City of Hindmarsh and Woodville	1989 1986 1983 1993 1985 1984 1990 1979 1982, 1991 1989 1994 1991 1985 1985 1980 1991 1978, 1985 1989 1994 1991 In Progress In Progress In Progress In Progress
3	MOUNT LOFTY RANGES & EASTERN PLAIN District Council of East Torrens District Council of Gumeracha District Council of Mount Baker District Council of Mount Pleasant District Council of Onkaparinga Eastern Plain (Incorporating sections of the District Councils of Ridley-Truro, Mannum and Murray Bridge)	1994 1994 1983 1987 1984 In Progress
4	FLEURIEU PENINSULA: Heritage Survey of the Fleurieu Peninsula: District Council of Port Elliot & Goolwa (Part) District Council of Strathalbyn (Part) District Council of Victor Harbor District Council of Wilunga District Council of Yankalilla	1985
5	RIVER MURRAY: Heritage Survey of the River Murray: District Council of Barmera District Council of Berri District Council of Loxton (Part) District Council of Mannum (Part) District Council of Meningie (Part) District Council of Morgan (Part) District Council of Murray Bridge (Part) District Council of Paringa (Part) District Council of Port Elliot & Goolwa (Part) Corporation of Renmark District Council of Ridley (Part) ** District Council of Strathalbyn (Part) District Council of Truro **	1985

Attachment 4: Heritage studies undertaken by Local Government Area (cont.)

No	Region Name/ Heritage Survey	Year
11	FLINDERS RANGES: Heritage Survey of the Flinders Ranges: District Council of Carrieton District Council of Hawker District Council of Kanyaka-Quorn City of Port Augusta Unincorporated Areas (Part)	In Progress
12	EYRE PENINSULA & FAR WEST COAST: Heritage Survey of Eyre Peninsula & Far West: District Council of Cleve District Council of Elliston District Council of Franklin Harbour District Council of Kimba District Council of Le Hunte District Council of Lincoln ***** District Council of Murat Bay City of Port Lincoln District Council of Streaky Bay District Council of Tumby Bay City of Whyalla Unincorporated Areas (Part) ***** Now District Council of Lower Eyre Peninsula	1987
14	KANGAROO ISLAND: Heritage Survey of Kangaroo Island: District Council of Dudley District Council of Kingscote	1986

Source: Data supplied by the State Heritage Branch, SA Department of Environment and Natural Resources (1994)

Tasmania

Information collated by SoE Unit, Land Information Bureau, Dept of Environment and Land Management, Tasmania.

1. What is the number of places protected under the State heritage Act:
 - (a) in total?
 - (b) by local government areas or regions, if available?
 - (c) rate/year?
No legislation and no central register.
Legislation has recently been introduced to Parliament.
2. What is the number of places protected by other State agencies, if this protection is separate from that provided by the Heritage Agency?
There is no blanket statutory requirement for agencies to protect places.
About 30 places protected under the National Parks and Wildlife Act 1970 as Historic Sites, and a further 100 or so are within national Parks (see attachment).
Forestry Tasmania protects some places.
3. Objections to registrations:
 - (a) what is the number received?
Not applicable
 - (b) what is the nature of the objections?
4. Conservation orders:
 - (a) numbers?
Not applicable
 - (b) trends?
5. Heritage agreements:
 - (a) numbers?
Not applicable
 - (b) trends?
6. List three key current positive or negative pressures on the historic environment in your State.
 - Tourism is seen as being both positive and negative
 - negative pressures include lack of maintenance of the heritage building stock, rate of inner-city redevelopment, and road works.
7. List three key indicative measures of the state of the historic environment.

No indicative measures or measuring system set up in Tasmania as yet, but may arise from the State SoE process.
8. Agency staffing:
 - (a) how many overall?
Cultural Heritage Unit has 8 staff
 - (b) what professions and how many in each?
7 archaeologists/ CR Managers, 1 Historian
 - (c) how many professionals in regional offices?
Nil
9. What is the agency's budget?
 - (a) overall?
\$350,000 works and services, \$95,000 salaries
 - (b) grants/administration proportion?
\$300,000 including salaries
 - (c) trends?
up slightly
10. What is the nature of community involvement in the agency's:
 - (a) identification activities?
 - (b) conservation activities?
7 Friends of ... groups have been established for sites managed by National Parks.
11. What is the extent of community cultural mapping?
Nil
12. Extent of main street programs?
13. Value of main street and cultural mapping in protecting heritage?
14. Heritage advisers:
 - (a) how many?
Nil
 - (b) how many days per week for each?
 - (c) how many local government areas are covered?
 - (d) rural/urban proportion?
15. LEPs or similar:
 - (a) what are the general requirements, if any, for the inclusion of heritage?
A few Local Government Strategy Plans have been done, but not very specific about heritage.
 - (b) what is the number which have been finished?
 - (c) are the reports centrally available?
 - (d) correlation with local government heritage studies?
16. Local government heritage studies:
 - (a) numbers?
 - (b) dates?

-
17. Agency register of practitioners: gross numbers by profession?
See Table 7.1
 18. Extent and effectiveness of adaptive re-use in protecting heritage?
Not very extensive, and with mixed results.
 19. Please briefly describe a good and a bad example of adaptive re-use.
 20. What is the extent of government privatisation of heritage property?
Ongoing program of disposal of state government assets, but figures not available.
 21. What is the number of losses of heritage places for each of the last three years?
Unknown. Estimates suggest in the order of 25-30 places of historic heritage value have been lost in each of the last three years. Other places deteriorating through lack of care.

Attachment 5: Historic Sites Gazetted by the Tasmanian Parliament

Name	Area (ha)	Effective Date	Location	Notes
Batchelors Grave	0.0018	6-Sep-67	Taroona	Historic grave
Callington Mill	0.46	8-Feb-78	Oatlands	Grain mill complex
Coal Mines	214	9-Nov-66	Tasman Peninsula	Convict mine
Currie Lightkeepers Residence	0.61	25-Mar-81	King Island	Local museum
D'Entrecasteaux Monument	0.4	26-Jan-44	South	Explorers monument
D'Entrecasteaux Watering Place	1.42	21-May-52	South	Early landing place
Davey St. No. 161	0.11	27-Sep-65	Hobart	Historic home
Entally House	38	1-Dec-48	Hadspen	Historic home
Female Factory	0.26	14-Apr-76	South Hobart	Prison site
George III Monument	10	26-Apr-39	South	Shipwreck memorial
Highfield	3.87	7-Dec-83	Stanley	V.D.L. Co. house
Kangaroo Bluff	3.12	13-Dec-61	Bellerive	Historic fort
Lyons Cottage	0.1	5-Apr-78	Stanley	P.M.'s birthplace
Macquarie Harbour*	15300	27-Jun-90	West Coast	Convict & early settlement
Mount Direction	180	18-Apr-84	East Tamar	Semaphore station site
Old Trinity Church-Criminal Courts	0.18	12-Dec-84	Hobart city	Convict church/courts
Oyster Cove	30.3	24-Jun-81	South-east	Aboriginal station
Port Arthur	125.6	29-Aug-16	Tasman Peninsula	Convict settlement
Richmond Gaol	0.79	26-Dec-45	South-east	Convict gaol
Risdon Cove	2.7	24-Aug-20	South-east	First settlement site
Ritchies Mill	0.12	13-Dec-78	Launceston	Old water mill
Ross Female Convict Station	1.08	22-Oct-80	Ross	Convict station
Sarah Island *		27-Jun-90	Macquarie Harbour	Incorporated into Macquarie Harbour HS
Shot Tower	3.24	8-Aug-56	Taroona	Shot-making tower
Strahan Custom House	0.38	24-Jun-81	West Coast	Historic building
Sydney Cove	53	6-Apr-77	Fumeaux Group	Early shipwreck
Tasman Monument	0.0034	3-Mar-43	Dunalley	Discoverer's monument
Toll House	0.07	14-Jun-61	New Norfolk	Historic toll house
Waubadebars Grave	0.0002	21-Aug-57	Bicheno	Aboriginal grave
Wybalenna	126.1	2-Jan-80	Flinders Island	Aboriginal station
Yorktown	2	26-Nov-61	North Tamar	Early settlement site
TOTAL AREA OF HISTORIC SITES	16,098 ha			
PERCENTAGE OF TASMANIA	0.24%			
Area of Tasmania	6,833,000 ha			

* Constitute Tasmanian Wilderness World Heritage Area, from 12.12.82, extended 15.12.89

Source: Data provided by the Land Information Bureau, TAS Department of Environment and Land Management (1994)

Victoria

Information provided by Ray Tonkin, Manager, Heritage Victoria.

1. What is the number of places protected under the State heritage Act:
 - (a) in total?
1,545
 - (b) by local government areas or regions, if available?
see Attachment 6
 - (c) rate/year?
45 in 1993-94; 37 in 1992-93
2. What is the number of places protected by other State agencies, if this protection is separate from that provided by the Heritage Agency?

Only additional registers are for shipwrecks and historical archaeological sites. There are 515 sites on the shipwrecks register. The historical archaeological sites register is an inventory of about 2,700 places. Historical archaeological sites have blanket legislative protection.
3. Objections to registrations:
 - (a) what is the number received?
40 hearings in 1993-94; 24 in 1992-93
 - (b) what is the nature of the objections?
Objections only considered if on the grounds of significance.
4. Conservation orders:

Has Interim Preservation Orders, that is stop work orders.

 - (a) numbers?
13 in 1993-94; 4 in 1992-93
 - (b) trends?
No perceived trend
5. Heritage agreements:
 - (a) numbers?
 - (b) trends?
No provisions for agreements.
6. List three key current positive or negative pressures on the historic environment in your State.

Negative

 - (i) economic pressure
 - (ii) Government agencies acting as if exempt from Act

Positive

 - (i) general community support for heritage
 - (ii) acceptance by industry of strong government heritage role and desire for certainty
 - (iii) funding for Government heritage
 - (iv) industry using heritage image
7. List three key indicative measures of the state of the historic environment.
 - The ratio of disputed registration nominations as compared to undisputed nominations.
 - The number of appeals against works approvals.
 - The amount of money expended on officially recognised restoration projects. That is the total of works funded via various government assistance schemes plus the amount invested in approved works from private funding and other government works funding.
8. Agency staffing:
 - (a) how many overall?
34.3 staff
 - (b) what professions and how many in each?
3 planners; 5.3 architects; 2 historians; 4 historical archaeologists; 3 maritime archaeologists; 8 administration staff; 3 managers; 3 inspectors; 1 technical officer; 1 materials conservator; 1 public relations person
 - (c) how many professionals in regional offices?
0
9. What is the agency's budget?
 - (a) overall?
\$1.949 million
 - (b) grants/administration proportion?
\$375,000 for grants
 - (c) trends?
Recurrent funding static; capital works funding increasing.
10. What is the nature of community involvement in the agency's:
 - (a) identification activities?
Community representatives invited to attend meetings of Council; under certain circumstances representatives can make a presentation; agency actively seeks views of community.
 - (b) conservation activities?
Works through planning system; public notification; appeal rights to AAT; Council decisions may get advertised but generally notify local government and perhaps the National Trust.

11. What is the extent of community cultural mapping?
None as such. Heritage studies undertaken which have local community involvement.
12. Extent of main street programs?
None as such. Has heritage advisers.
13. Value of main street and cultural mapping in protecting heritage?
None.
14. Heritage advisers:
- (a) how many?
26 government supported plus at least 10 others fully supported by a local government
 - (b) how many days per week for each?
0.5 to 1 day per week
 - (c) how many local government areas are covered?
26
 - (d) rural/urban proportion?
all government supported advisers are rural
15. LEPs or similar:
Called Planning Schemes in Victoria.
- (a) what are the general requirements, if any, for the inclusion of heritage?
The Planning and Environment Act requires the preparation of Planning Schemes. There are guidelines for the preparation of such schemes which include heritage, refers to heritage studies. Guidelines currently under review.
 - (b) what is the number which have been finished?
about 100 have heritage provisions
 - (c) are the reports centrally available?
yes
 - (d) correlation with local government heritage studies?
variable
16. Local government heritage studies:
- (a) numbers?
about 50
 - (b) dates?
17. Agency register of practitioners: gross numbers by profession?
- | | |
|--|----|
| architects and architectural historians | 31 |
| archaeologists | 13 |
| historians | 21 |
| engineers | 6 |
| planners | 3 |
| horticulturalists and landscape architects | 6 |
| conservators and chemists | 5 |
| other | 5 |
18. Extent and effectiveness of adaptive re-use in protecting heritage?
No data. Many registered places are residential and these mostly continue in residential use. City office buildings generally continue in commercial use although there is some conversion to housing. Industrial buildings is the category of places most subject to change. The middle ring/leafy suburbs of Melbourne are subject to pressure from residential intensification including consolidation of properties and medium density housing. Adaptive re-use of variable effectiveness.
19. Please briefly describe a good and a bad example of adaptive re-use.
20. What is the extent of government privatisation of heritage property?
Continues
21. What is the number of losses of heritage places for each of the last three years?
Very small numbers, a couple per year at most.

Attachment 6: Number of Places on Historic Buildings Council Registers by Local Government Area at 1993¹⁰

No.	Local Government	Historic Buildings Register	Government Buildings Register	Total Number
1.	Alberton	3	1	4
2.	Alexandra	1	1	2
3.	Ararat City	1	6	7
4.	Ararat Shire	5	3	8
5.	Avoca	0	6	6
6.	Avon	2	0	2
7.	Bacchus Marsh	9	3	12
8.	Bairnsdale Shire	0	1	1
9.	Bairnsdale Town	0	3	3
10.	Ballaarat City	21	8	29
11.	Ballan	0	2	2
12.	Ballarat Shire	2	0	2
13.	Bannockburn	8	7	15
14.	Barrabool	3	1	4
15.	Beechworth	17	10	27
16.	Belfast	2	0	2
17.	Bellarine	5	1	6
18.	Benalla	1	0	1
19.	Bendigo	16	11	27
20.	Berwick	1	0	1
21.	Bet Bet	4	4	8
22.	Box Hill	2	1	3
23.	Bright	1	6	7
24.	Brighton	6	2	8
25.	Broadford	1	0	1
26.	Broadmeadows	2	1	3
27.	Brunswick	8	1	9
28.	Bulla	5	8	13
29.	Buln Buln	0	2	2
30.	Bungaree	0	1	1
31.	Bininyong	3	4	7
32.	Camberwell	7	2	9
33.	Camperdown	1	1	2
34.	Castlemaine	21	6	27
35.	Caulfield	8	2	10
36.	Charlton	0	1	1
37.	Chelsea	1	0	1
38.	Chiltern	4	4	8
39.	Coburg	4	3	7
40.	Colac City	1	0	1
41.	Colac Shire	1	2	3
42.	Collingwood	16	7	23
43.	Corio	3	3	6
44.	Cranbourne	3	0	3
45.	Creswick	4	5	9
46.	Daylesford and Glenlyon	6	3	9
47.	Dimboola	2	0	2
48.	Doncaster and Templestowe	2	1	3
49.	Dundas	2	1	3
50.	Dunmunkle	1	2	3
51.	Eaglehawk	2	3	5

No.	Local Government	Historic Buildings Register	Government Buildings Register	Total Number
52.	East Loddon	1	0	1
53.	Echuca	5	2	7
54.	Eltham	3	1	4
55.	Essendon	2	1	3
56.	Euroa	1	1	2
57.	Fitzroy	49	6	55
58.	Flinders	5	1	6
59.	Footscray	5	3	8
60.	Frankston	2	0	2
61.	Geelong	24	5	29
62.	Geelong West	3	0	3
63.	Gisbourne	2	3	5
64.	Glenelg	1	1	2
65.	Gordon	0	1	1
66.	Goulburn	2	2	4
67.	Grenville	0	3	3
68.	Hampden	5	4	9
69.	Hastings	3	0	3
70.	Hawthorn	13	7	20
71.	Healesville	1	1	2
72.	Heidelberg	5	1	6
73.	Heytesbury	1	1	2
74.	Huntly	2	1	3
75.	Kaniva	0	2	2
76.	Kara Kara	1	0	1
77.	Karkaroc	2	2	4
78.	Keilor	1	2	3
79.	Kerang	0	1	1
80.	Kew	10	0	10
81.	Kilmore	6	2	8
82.	Knox	0	1	1
83.	Korong	1	1	2
84.	Korumburra	0	1	1
85.	Kowree	4	0	4
86.	Kyneton	4	8	12
87.	Leigh	0	2	2
88.	Lexton	2	0	2
89.	Lillydale	2	1	3
90.	Lowan	0	1	1
91.	Maffra	1	3	4
92.	Maldon	2	3	5
93.	Malvern	4	5	9
94.	Mansfield	0	5	5
95.	Marong	1	2	3
96.	Maryborough	0	3	3
97.	McIvor	1	2	3
98.	Melbourne	237	62	299
99.	Melton	3	0	3
100.	Metcalfe	1	8	9
101.	Mildura City	2	0	2
102.	Mildura Shire	3	2	5

Attachment 6: Number of Places on Historic Buildings Council Registers by Local Government Area at 1993¹⁰ (cont.)

No.	Local Government	Historic Buildings Register	Government Buildings Register	Total Number
103.	Minhamite	0	1	1
104.	Moorabin	1	1	2
105.	Mornington	4	1	5
106.	Mortlake	2	1	3
107.	Mount Rouse	3	1	4
108.	Narracan	2	3	5
109.	Newham and Woodend	0	3	3
110.	Newstead	5	1	6
111.	Newtown	6	0	6
112.	Northcote	0	1	1
113.	Numurkah	2	1	3
114.	Oakleigh	0	1	1
115.	Omeo	2	1	3
116.	Otway	1	0	1
117.	Oxley	2	0	2
118.	Pakenham	1	0	1
119.	Phillip Island	1	0	1
120.	Port Fairy	13	5	18
121.	Port Melbourne	1	4	5
122.	Port Phillip Bay	0	4	4
123.	Portland	17	6	23
124.	Prahran	21	8	29
125.	Pyalong	0	2	2
126.	Queenscliffe	0	4	4
127.	Richmond	8	6	14
128.	Ringwood	0	1	1
129.	Ripon	2	0	2
130.	Rochester	0	2	2
131.	Rodney	1	1	2
132.	Romsey	0	5	5
133.	Rosedale	4	2	6
134.	Rutherglen	5	1	6
135.	Sale	1	3	4
136.	Sandringham	1	0	1
137.	Seymour	2	2	4
138.	Shepparton	0	1	1
139.	Sherbrooke	1	1	2
140.	South Barwon	2	0	2
141.	South Melbourne	36	26	62
142.	Springvale	1	0	1
143.	St Arnaud	0	4	4
144.	St Kilda	34	6	40
145.	Stawell Shire	2	1	3
146.	Stawell Town	1	1	2
147.	Strathfieldsaye	1	0	1
148.	Sunshine	2	2	4
149.	Swan Hill	0	1	1
150.	Talbot and Clunes	4	0	4
151.	Tambo	1	2	3
152.	Traralgon	0	1	1
153.	Tullaroop	2	0	2

No.	Local Government	Historic Buildings Register	Government Buildings Register	Total Number
154.	Upper Murray	1	0	1
155.	Upper Yarra	1	0	1
156.	Walpeup	1	1	2
157.	Wangaratta City	2	1	3
158.	Wangaratta Shire	4	0	4
159.	Wannon	2	1	3
160.	Waranga	0	3	3
161.	Warracknabeal	0	3	3
162.	Warragul	0	2	2
163.	Warrnambool City	5	5	10
164.	Warrnambool Shire	1	5	6
165.	Werribee	2	5	7
166.	Westernport Bay	0	1	1
167.	Whittlesea	3	5	8
168.	Williamstown	10	6	16
169.	Wimmera	1	0	1
170.	Winchelsea	4	2	6
171.	Wodonga	2	0	2
172.	Wonthaggi	0	1	1
173.	Wycheproof	0	2	2
174.	Yackandandah	3	3	6
175.	Yarrawonga	1	1	2
176.	Yea	3	0	3
Totals		882	469	1,351

¹⁰ Based on information in Historic Buildings Council 1993.

Western Australia

Information generally provided by Ian Baxter and Ian Kelly, Heritage Council of Western Australia (HCWA). Other information provided by Ian Carter, Department of Commerce and Trade (question 12), Ed Andre, Department of Planning (question 12), and Gerry McGill, HCWA (question 16).

1. What is the number of places protected under the State heritage Act:
 - (a) in total?
281
 - (b) by local government areas or regions, if available?
see Attachment 7
 - (c) rate/year?
31 interim listed, 53 permanent listed (1993-94)
2. What is the number of places protected by other State agencies, if this protection is separate from that provided by the Heritage Agency?
Nil in the historic environment, if the question relates to statutory/regulatory protection of places. State Government agencies do have a role in protecting via maintenance of their own properties - for example there are 150 registered places which are owned by State Government instrumentalities.
3. Objections to registrations:
 - (a) what is the number received?
Not able to be quantified - a 'register' of objections is not kept.
Generally though the number has been fairly small - the majority of the registrations attract little comment. Objections have tended to be in relation to some of the prominent and topical places (such as the Swan Brewery) or in relation to commercial property (although the Register in WA has yet to cover commercial property in a major way).
 - (b) what is the nature of the objections?
Objection to undertake an assessment is rare. Most objections received relate to registration and an expectation that it will remove control over their property and restrict development.
4. Conservation orders:
 - (a) numbers?
2 over 3 years
 - (b) trends?
used with restraint

5. Heritage agreements:
 - (a) numbers?
8 over 18 months
 - (b) trends?
To be used only for complex arrangements. Alternative contractual arrangements are being developed.
Developing two standard forms, one for government places being disposed of, the other for private places where there is some special need to protect public interest. Agreements have been found to be very expensive because of legal fees.
6. List three key current positive or negative pressures on the historic environment in your State.
Positive
 - State Government policies on revitalising central Perth (for example the demolition of the R&I Bank building and redevelopment of the historic precinct).
 - Increasing trend towards 'fashionableness' of recycled heritage buildings for commercial and residential use (for example boutique pubs and coffee shops, a la The Dome; alternative accommodation a la recycled warehouses in South Terrace, Fremantle area).
 - Lack of new development in the central city.
 - The municipal inventory program is raising consciousness of heritage, identifying places, and providing for their conservation through town planning schemes.
 - A widespread fascination with things historic.
 - Increase in awareness as evidenced by the frequency of calls from the concerned public regarding demolition and alteration of private and public buildings.
 - The early and continuing involvement of local historical societies in first referring places to HCWA that may have cultural heritage significance, and then applying for financial assistance for restoration and management of places.
 - Provision of heritage advisers within Local Government Authorities to advise on heritage issues affected by development applications (for example, Shire of Swan).
 - The issuing of heritage awards within Local Government Authorities (for example, Shire of Swan Heritage Awards for tourism and promotion,

service to the community, built award and image award).

- Increasing funding through Lotteries Commission for heritage conservation.

Negative

- Urban consolidation - trend towards demolition of older building stock in inner city areas to make way for unit development.
- Increased (R code) density encouraging the development of large suburban lots; resulting in pressure to demolish significant houses or diminish their garden setting.
- Architects without conservation skills involved in heritage projects.
- Economic decline in the country, development pressure in the city.
- Lack of resources to cope with demands for advice and assistance. For example, Fremantle, Subiaco and Guildford: The demand for inner city living has placed pressure on Local Government Authorities to subdivide residential lots that are considered to have historic significance as reflecting the orientation and configuration of lots and street layout typical of the area's character.

7. List three key indicative measures of the state of the historic environment.

- Rate of demolitions.
- Level of expenditure on listed buildings.
- Level of adaptive re-use.
- Press coverage of heritage issues.
- Number of development referrals of registered places.
- Number of development referrals of non-registered places.
- Positive feeling amongst public for retention of public buildings.
- Emergence of specialist advice; conservation management, conservation consultants.
- Zoning for conservation - Change of activity upon character - urban areas of Perth are being restructured to accommodate new uses to facilitate the reuse of redundant or under utilised buildings. Planning is moving away from traditional zoning and into special area provisions with mixed uses. For example, Arnott's Biscuit Factory and surrounds Fremantle, East Perth Heritage Precinct, King Street Precinct.

All would take some effort to quantify.

8. Agency staffing:

(a) how many overall?

The Heritage Council of WA has staffing of 14 people with a further person approved to commence in 1994-95.

(b) what professions and how many in each?

The professions are:

Architecture 3

Anthropology 1

Scientist/geologist/education 1

Historian 1

Journalism/Public Relations/Media 1

Commerce/Accountancy 1

(c) how many professionals in regional offices?

Four part time Regional Advisers with expertise in Planning, History, Tourism.

9. What is the agency's budget?

(a) overall?

(b) grants/administration proportion?

\$124,000 for incentives/grants; \$50,000 for local government assistance; \$25,000 for other assistance.

(c) trends?

static

The Heritage Council of WA has a 1994-95 budget of \$2,338,000 of which \$1,647,000 is provided from the Central Consolidated Fund (State funds). This includes NEGP funding.

10. What is the nature of community involvement in the agency's:

(a) identification activities?

Participate in municipal inventory process through local committees, public meetings and nominations; also make nominations for Register.

(b) conservation activities?

Most local government areas have historical societies or conservation groups of some kind. Many of them have benefited from the Council's conservation incentives program. In the sense of direct involvement in the Council's conservation activities, the only participating group is the Cossack Management Committee, which is actively involved in the conservation and management of Cossack.

Community plays a relatively low role in the number of referrals of places to HCWA, whether it is for registration or development. More often it is the local government.

11. What is the extent of community cultural mapping?
Not a well developed concept in WA - by name, at least. The development of thematic frameworks is a related activity. North Fremantle carried out a cultural mapping project as part of a heritage study of the area (under NEGP).
12. Extent of main street programs?
WA has two relevant programs: main street and townscape.
- (a) Main Street
- focussed primarily on economic outcomes/return, heritage a secondary goal
 - complements Townscape program
 - some heritage component
 - over 2 years of operation has started about 7 projects including 6 with a strong heritage component, 6 more projects in the development stage
 - provides \$30,000 in year 1 and \$20,000 in year 2 to fund coordinators
 - communities or the coordinators encouraged to seek expert heritage advice as needed
- (b) Townscape
- annual budget \$20-30,000 plus salary for one person to run the program
 - program to provide character studies for rural towns, works through local government
 - promotes historic aspects
 - 10 projects in 1993-94, most (60%) have some heritage elements
 - operated since 1987
 - undertakes planning, works undertaken by other programs/resources, may recommend detailed conservation plans
 - most projects result in some implementation of plans
13. Value of main street and cultural mapping in protecting heritage?
Main street: heritage is well and truly considered however, it is primarily business focussed and any heritage conservation work is incidental.
14. Heritage advisers:
- (a) how many?
Up to 4; currently 2
- (b) how many days per week for each?
Nominally 1 day; may be increased on demand.
- (c) how many local government areas are covered?

- (d) rural/urban proportion?
- | | |
|--------------------|---------------|
| Mid West | 21 (20 rural) |
| South West | 22 (21 rural) |
| Great Southern | 16 (15 rural) |
| Eastern Goldfields | 9 (8 rural) |

15. LEPs or similar:
The nearest equivalent are the relevant provisions in town planning schemes.
- (a) what are the general requirements, if any, for the inclusion of heritage?
Not a statutory requirement, but the standard text has for several years contained heritage provisions and a schedule of places of heritage value.
- (b) what is the number which have been finished?
Most of the LGAs that have town planning schemes (perhaps 120 of the 144) would have provisions and a list of some kind but the lists are typically sparse and not representative of the heritage of the area, and the provisions are rarely enforced. Under the current state-wide municipal inventory program most LGAs will have prepared a reasonably well documented list by 1997. Complementary model heritage provisions have been adopted by the State Planning Commission and they will gradually be incorporated into local town planning schemes.
- (c) are the reports centrally available?
Yes - MIs come to HCWA.
- (d) correlation with local government heritage studies?
Some LGAs have already taken it on board as part of their planning process, independently of the statutory requirement for a Municipal Inventory.
16. Local government heritage studies:
- (a) numbers?
- (b) dates?
10 have been completed in the last year, 64 grants have been provided for surveys, 40% of local governments are currently working on surveys and most will be completed this financial year.
17. Agency register of practitioners: gross numbers by profession?
The following list is a summary of professionals who have sent details to HCWA. The experience and quality of some of these professionals are unknown to HCWA at the moment.

Architects 27
 Historians 20
 Archaeologists 4
 Planners 4
 Engineers 6
 Landscape Architects 5

18. Extent and effectiveness of adaptive re-use in protecting heritage?

A fair amount of adaptive re-use is going on, many projects are 'in the pipeline', for example warehouse adaptation in Fremantle. Many creative approaches, the state of the economy encourages adaptive re-use, generally adaptive re-use seems to have a positive effect.

19. Please briefly describe a good and a bad example of adaptive re-use.

20. What is the extent of government privatisation of heritage property?

This appears to be minimal.

Since 1991 there have only been 4 registered places disposed of by the State Government (Offices in Albany, Claremont Fire Station, Atwell, and Warwick in Fremantle) and the Government adopted as policy in July 1994 a rigorous procedure for assessing all heritage properties prior to making a decision to dispose of them.

21. What is the number of losses of heritage places for each of the last three years?

Demolitions of registered places - 1 (St John of God Chapel)

Demolitions recorded in the database - 3 (listed below)

- Carousel Tavern, Albany Highway, Cannington
- Hanlons Staging Post Ruins, Geraldton-Yuna Road, Chapman Valley
- McDonald Homestead, Nanson

Other Comments

The Lotteries Commission is to provide funding for heritage - \$3 million over 3 years in grants for physical conservation work to community-owned places.

Attachment 7: Number of Places on Heritage Council of WA Register by Local Government Area

No.	Local Government	Number of Registered Places
1.	Albany Shire	1
2.	Albany Town	8
3.	Augusta/Margaret River	3
4.	Bassendean	2
5.	Belmont	2
6.	Broome	5
7.	Bunbury	7
8.	Busselton	4
9.	Carnamah	1
10.	Claremont	2
11.	Cockburn	7
12.	Collie	4
13.	Coolgardie	10
14.	Cottesloe	3
15.	Cue	1
16.	Cunderdin	1
17.	Dalwallinu	1
18.	Donnybrook-Balingup	4
19.	East Fremantle	1
20.	East Pilbara	1
21.	Esperance	1
22.	Exmouth	1
23.	Fremantle	40
24.	Geraldton	4
25.	Gingin	1
26.	Greenough	12
27.	Halls Creek	1
28.	Irwin	3
29.	Kalgoorlie-Boulder	14
30.	Katanning	2
31.	Kellerberrin	1
32.	Leonora	2
33.	Mandurah	1
34.	Manjimup	2
35.	Meekatharra	1
36.	Melville	2
37.	Mingenew	1
38.	Moora	2
39.	Mullewa	1
40.	Mundaring	4
41.	Murray	2
42.	Nedlands	3
43.	Northam	3
44.	Northampton	4
45.	Peppermint Grove	1
46.	Perth	44
47.	Plantagenet	2
48.	Port Hedland	2
49.	Roebourne	14
50.	Serpentine-Jarrahdale	1
51.	South Perth	2
52.	Stirling	6
53.	Subiaco	4
54.	Swan	12
55.	Toodyay	2
56.	Wanneroo	7
57.	Yalgoo	1
58.	Yilgarn	1
59.	York	6
Total		281

Appendix 3: HERA bibliographic database searches

In the course of the project a number of searches were made of the Heritage Australia Information System (HERA) bibliographic database. This appendix provides an overview of the searches undertaken. Where useful, the findings of the searches are incorporated into the main body of this report.

Search 1: Disposal of government buildings

The search was undertaken using the following keywords: Government, Building, Disposal.

Two records were found including one overview reference.

Search 2: Disposal of government buildings

The search was undertaken using the following keywords: Historic, Sites, Government, Buildings.

One record was found but this was of no value for the project.

Search 3: Heritage studies

The search was undertaken using the following keywords: Heritage, Studies.

Fifteen records were found including one overview reference. Only one of the heritage studies (identified by *) is a local government study.

Distribution and date of heritage studies identified in HERA

Date	State/Territory								No State
	NSW	VIC	SA	QLD	WA	TAS	NT	ACT	
pre 1981									
1981-85	1								
1986-90	5	2	2*						1
post 1990		1							2
?									1
Total	6	3	2	0	0	0	0	0	4

Search 4: Heritage studies

The search was undertaken using the following keywords: Urban, Conservation, Historic, Buildings, Plans. Four records were found but none was useful for the project.

Search 5: Heritage studies

The search was undertaken using the following keywords: Local Government, Studies.

24 records were found including two local government heritage studies.

Search 6: Cultural mapping

The search was undertaken using the following keywords: Cultural, Mapping.

Seven records were identified including two examples of studies undertaken (identified by *).

Distribution and Date of Cultural Mapping Records identified in HERA

Date	State/Territory							No State	
	NSW	VIC	SA	QLD	WA	TAS	NT		ACT
1981-85	1								1
1986-90				1*					1
post 1990					1*				2
Total	1	0	0	1	1	0	0	0	4

Search 7: Main street

The search was undertaken using the following keywords: Main, Street.

33 records were found including two overview references.

Distribution and Date of Main Street Records identified in HERA

Date	State/Territory								No State	
	NSW	VIC	SA	QLD	WA	TAS	NT	ACT		
pre 1981	1									
1981-85	1		1							1
1986-90	11		4							7
post 1990	5									1
?	1									
Total	18	1	5	0	0	0	0	0	0	9

Search 8: Adaptive re-use

The search was undertaken using the following keyword: Retrofitting. Six records were found but none providing an overview.

Search 9: Adaptive re-use

The search was undertaken using the following keywords: Adaptive, Reuse. Nine records were found but none providing an overview.

Appendix 4: Contact Lists

In the course of the project the following people were contacted.

Ed Andre	WA Department of Planning
Lynden Ayliffe	Australian Heritage Commission (AHC)
Ian Baxter	Heritage Council of WA
Peter Bell	SA State Heritage Branch
Jenny Bennetti	AHC
Cathy Binns	Department of Communication and the Arts (DCA)
Sandy Blair	Australia ICOMOS
Martin Brine	SA State Heritage Branch
Robert Bruce	AHC
Dianne Calvert	Australian Heritage Commission Library
Ian Carter	WA Department of Commerce and Trade
Sue Clark	Torque, Strategic Consultants
Kate Cowie	AHC
Grahame Crocket	Consultant
Martin Davies	Department of Parks and Wildlife, Tasmania
Karen Dennis	Queensland Department of Environment and Heritage
Murray Elliott	Conservation Commission of the Northern Territory
John Feint	ACT Heritage Unit
Mike Fornascero	Australian Estate Management
Alison Geddie	Department of Defence
Sam Haddad	Department of Planning, NSW
Graham Hancock	National Trust of South Australia
Roger Hobbs	Consultant to the Department of the Environment, Sport and Territories (now Department of the Environment)
Peter James	HJM Environmental Strategies
Robert Jenkins	SA Economic Development Authority
Alex Marsden	AHC
Gerry McGill	Heritage Council of Western Australia
Paul McInnes	DCA
Richard Morrison	AHC
Fiona Peachey	Australian Council of National Trusts
Rob Power	Department of Planning, NSW
John Prichard	Australian Local Government Association
Katrina Proust	Australia ICOMOS
Rosemary Purdie	AHC
Anne Robertson	AHC
Ian Robertson	Department of the Environment, Sport and Territories (now Department of the Environment)
Jim Russell	Tasmanian State of Environment Reference Group
Damien Stevens	DCA
David Thiessen	Australia Post
Ray Tonkin	Heritage Victoria
Stephen Waight	Tasmanian State of the Environment Unit
Alasdair Wells	Tasmanian State of the Environment Unit
Jon Womersley	Queensland Department of Environment and Heritage