

# Heritage Strategy



Portland Town Hall, Source Julie Millowick 2009

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## **Executive Summary**

The Glenelg Shire is home to a number of heritage places of National, State and Local significance. Heritage in the Glenelg Shire forms an integral part of the identity of the Shire. Council own and manage a number of sites of heritage significance and maintain a cultural collection of historical items that are significant to the history of the Shire and the State.

This Heritage Strategy will identify further measures Council will take to encourage conservation and enhancement of places of cultural or historical value within the Shire. The strategy will provide a framework to guide future heritage initiatives and identify actions that respond to emerging issues and gaps in current management and protection of heritage places and items. The actions are divided into the following four themes:

1. **Knowing:**  
Identifying, assessing and documenting heritage places.
2. **Protecting:**  
Securing statutory protection for significant places, developing policy/guidelines to assist decision making and appropriate management.
3. **Supporting:**  
Incentives, advisory services and financial assistance.
4. **Communicating and promoting:**  
Measures to raise awareness and appreciation of the heritage of the area.

The Heritage Strategy is a whole of Council document that will require Council support through the adoption and ongoing implementation and monitoring of actions identified in the strategy.

## **1. Background and Context**

### **1.1 Glenelg Shire**

Glenelg Shire is located in the South West of Victoria and is known for its important role in European Victorian settlement history with Portland the first permanent settlement in what was to become Victoria. The main towns and rural properties support a range of historic buildings. Portland is known for its long term use initially as a port for whalers, sealers and settlers, immigrants, fishermen and now the export and import of products associated with primary and secondary industries in the Shire and region. Portland and the towns of Casterton and Heywood are the main population centres of the Shire. The Shire also supports a rich inland agricultural area. Coastal settlements such as Nelson and Cape Bridgewater provide access to the Shire's picturesque coastline.

### **1.2 History**

The Gunditjmara, Bunganditj and Jarwadjali people have inhabited this region since the earliest of times.

For thousands of years the Gunditjmara people engineered and constructed an extensive aquaculture system along the Mt Eccles/Tyrendarra lava flow and wetlands. The aquaculture system and permanent lifestyle of the Gunditjmara people are widely recognised and valued as being unique in the world's human history of settlement and society.

Evidence of the aquaculture system, including stone eel traps and channels, and the lifestyle, including stone house sites and smoking trees, are located along the Budj Bim National Heritage Landscape.

The first Europeans to come to Portland Bay were sealers and whalers visiting the region from the late 1820s on a seasonal basis. William Dutton (1811-1878), the most well-known of them sealed from 1828 to 1832, and was among the first to establish a shore-based whaling station at Portland Bay in 1833. The Henty family played an important role in Glenelg Shire history. Edward Henty led the establishment of a settlement in Portland Bay in 1834. Initially the Henty's developed a farm and a number of outstations grazing cattle and sheep supported by whaling operations. The Henty's explored what were to become the south west of Victoria and the south east of South Australia.

After the overland arrival of Major Mitchell in 1836, the Henty's established large pastoral licences on the rich grazing land in the north of the Shire.

Following the survey of Portland in 1840, the township continued to develop with growth in farming, commercial and industrial enterprises.



(Rocket Shed: Source Julie Millowick 2009)

Glenelg Shire is home to a number of very significant buildings including a group in Portland built under the administration of the Colony of NSW prior to the separation in 1850. These include the Courthouse, Customs House and Watch House. Also a number of significant early buildings constructed following the Portland land sales such as the Steam Packet Inn and Julia Street stores. The occupation of pastoral runs such as Muntham and Mt. Eckersleyl also contribute to the Shire's rich cultural heritage.

### 1.3 Policy Context

Heritage places and items are identified under Local, State and Federal legislation. Management of these places and items is overseen by government bodies and agencies administering this legislation. Management requirements for the heritage place depend on the heritage significance of the place.

### 1.4 Legislation

#### 1.4.1 Environmental Protection and Biodiversity Conservation Act 1999 (EPBC Act)

The Federal EPBC Act identifies heritage items of national significance and provides protection mechanisms for these items. As well as heritage items, the Act also addresses natural values such as flora and fauna of national significance. If an action is proposed that significantly affects a nationally listed heritage item, in addition to state and local approvals, approval is also required from the Australian Government. (Currently the Department of Sustainability, Environment, Water, Population and Communities).

There is one heritage place identified under the EPBC Act. This is described below:

#### **Budj Bim National Heritage Landscape, Victoria- Mount Eccles/ Lake Condah and Tyrendarra Area**

*Sacred to the Gunditjmara people, the Budj Bim National Heritage Landscape at Lake Condah in Victoria's south-west is home to the remains of potentially one of Australia's largest aquaculture systems. Dating back thousands of years, the area shows evidence of a large, settled Aboriginal community systematically farming and smoking eels for food and trade.*

*Tours are available of the Lake Condah area, and visitors can see eel and fish traps, and the only remaining permanent houses built by an Indigenous community in Australia.*

*The Budj Bim National Heritage Landscape was included in the National Heritage List on 20 July 2004.*

*Source:* <http://www.environment.gov.au/node/19638>

## **1.5 Heritage Act 1995**

The *Heritage Act 1995* is administered by the Victorian Government (currently the Department of Planning and Community Development). This Act lists the state's most significant heritage places and objects and allows for the creation of a Heritage Register. Under this Act, the Heritage Council of Victoria determines the places included in the Victorian Heritage Register. At the time of writing this policy, (2014) eighty six (86) places or objects in the Glenelg Shire were included on the Victorian Heritage Register.

## **1.6 Aboriginal Heritage Act 2006**

The *Aboriginal Heritage Act 2006* provides protection for all Aboriginal places, objects and human remains in Victoria, regardless of their inclusion in the Victorian Aboriginal Heritage Register or land tenure. If works are proposed that affect a place or object protected under this Act, approval must be sought.

## **1.7 Planning and Environment Act 1987**

The *Planning and Environment Act 1987* guides planning in Victoria and allows for the preparation of Planning Schemes. This Act allows the creation of Heritage Overlays as part of planning scheme documents. The Act identifies objectives for planning in Victoria which include the following:

- Provide for the fair, orderly, economic and sustainable use, and development of land; and
- Conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value.

## **1.8 State Planning Policy Framework**

The State Planning Policy Framework (SPPF) forms part of the Glenelg Planning Scheme. Clause 15.03-1 of the SPPF relates to Heritage Conservation. Development assessed under the Planning and Environment Act 1987 must be consistent with the provisions of the State Planning Policy Framework.

## 1.9 Municipal Strategic Statement

The Municipal Strategic Statement (MSS) sets out the key strategic planning and land use objectives for Glenelg Shire and forms part of the Glenelg Planning Scheme. The MSS provides the basis for the application of zones and overlays as well as written provisions of the planning scheme. The MSS identifies key issues in relation to heritage protection in the Glenelg Shire and sets out a number of strategies and policy guidelines in order to achieve the objectives.

### 1.10 Heritage Overlay

Places of local heritage significance and those identified on the Victorian Heritage Register are identified as part of the Heritage Overlay within the Glenelg Planning Scheme. At the time of writing this strategy there are one hundred and sixty three (163) places identified under the Heritage Overlay to the Glenelg Planning Scheme. Clause 43.01 sets out criteria for assessment of applications made to undertake works that will affect an item listed on the schedule to this clause.

Amendment C55 was approved by the Minister for Planning 23 May 2014. This amendment will add approximately eighty five (85) places to the number of heritage items protected by the Heritage Overlay and Schedule to clause 43.01.

### 1.11 Council Plan

The Glenelg Council Plan 2013- 2017 describes how Council will fulfil its responsibility of providing good governance for the Shire and its citizens. The plan addresses a range of issues including heritage management.

The Council's Vision is:

*The Glenelg Shire is a vibrant, inclusive, regional community built for the sustainable and long-term best interest of our community and through responsive and responsible leadership.*

The Council's Mission is:

*To work in partnership with our community to develop a proud and thriving Shire that takes advantage of every opportunity to become the community we want.*

Relevant themes, objectives and strategies:

Theme 1: *Engaged, healthy, connected and proud community*

Objective 1: *A community where we belong, we can actively participate and are positive about our future*

Strategy: *Elevate the history, prominence and cultural significance of the Glenelg Shire*

Theme 3: *Manage and sustain our natural and built assets*

Objective 3: *A place where our livelihoods and quality of life complement our natural and built assets*

Strategy: *Manage the development of a quality built environment that values and respects our natural and cultural inheritance*

## **2 Heritage Strategy**

### **2.1 Purpose**

The purpose of this Heritage Strategy is to identify a vision, objectives and actions that will guide Council decision making and help Council meet its heritage obligations. This strategy will address:

- Heritage places and objects currently protected and measures Council will undertake to ensure conservation of Council's heritage assets;
- Actions required to assess any shortfalls of current protection measures;
- Communication with the public regarding heritage;
- Heritage data management;
- Management of Council owned heritage assets; and
- New development that affect heritage places

## 2.2 Strategy Context

The Glenelg Shire Heritage Strategy has been written to ensure Council complies with its obligations under the following legislative and policy documents:

- *Environmental Protection and Biodiversity Conservation Act 1999* (EPBC Act);
- *Heritage Act 1995*;
- *Aboriginal Heritage Act 2006*;
- *Planning and Environment Act 1987*;
- State Planning Policy Framework;
- Municipal Strategic Statement (MSS);
- Glenelg Planning Scheme- Heritage Overlay; and
- Glenelg Shire Council Plan 2013-2017.

In addition, the following heritage studies have also been considered when developing this strategy:

- Portland Urban Conservation Study 1981;
- Glenelg Shire Heritage Study Stage 1 2002; and
- Glenelg Shire Heritage Study Stage 2a 2006

## 2.3 Heritage Challenges and Opportunities

### Management of Council Heritage Assets

Council owns and manages a large number of assets, some of which have heritage protection. Council have prepared a number of Conservation Management Plans (CMPs) for sites under its management. However, more CMPs are required to guide future management of those listed heritage places without such a plan.

## **Community Education and Understanding of Heritage**

Council provides a Heritage Advisor service to the Shire, however this is generally only utilised by those who wish to alter a heritage place and require a planning permit. This service can also be used by those wishing to undertake conservation works on places not listed under the Glenelg Planning Scheme.

The community have been engaged in heritage issues as a result of the exhibition of planning scheme Amendment C55. Awareness of existing heritage protection and consideration of heritage issues particularly by business operators could be improved through education.

### **2.4 Heritage Related Achievements**

The following have been achieved to date in the Glenelg Shire to improve protection of heritage places:

- Implementation of Heritage Study Stage 2 recommendations;
- Management of additions to Council's cultural collection;
- Historic Buildings Walk tourist information brochure;
- Information about Heywood and Budj Bim tourist information brochure;
- Regular Heritage section in The Community News;
- Support and participation in the guns and cannons (south west) joint conservation works project (2006 onward);
- Restoration of Portland Lifeboat (Part of the Council's cultural collection);
- Conservation of selected significant items in Council's cultural collection; and
- Completion of the following Cultural Management Plans.

<b>Site</b>	<b>Heritage Overlay HO No</b>	<b>CMP Date</b>	<b>Author</b>
<i>Casterton Stock Selling Ring</i>	HO168	2011	Peter Andrew Barrett
<i>Portland Lifeboat</i>	N/A	March 2010	Michael Staples
<i>Heywood old School</i>	N/A	2009-2010	Portland Heritage Services
<i>Portland Watchhouse and Lock-up Keepers Quarters</i>	HO37	May 2009	Portland Heritage Services
<i>Casterton Town Hall</i>	HO 163 (township of Casterton)	February 2009	Peter Andrew Barrett
<i>Battery Point (Portland Battery 1889)</i>	HO 89	February 2009	Sera-Jane Peters and Jude Schahinger
<i>History House (former Portland Town Hall)</i>	HO39	January 2009	Portland Heritage Services
<i>Portland Drill Hall</i>	HO170	November 2008	Converge Heritage and Community
<i>Rocket Shed</i>	HO38	November 2008	Heritage Matters Pty Ltd
<i>The Arts Company/Julia Street Creative Space</i>	HO72 and HO73	November 2008	Heritage Matters Pty Ltd
<i>Portland Battery (South West Guns and Cannon)</i>	HO89	May 2008	Archaeo Cultural Heritage Services
<i>WW2 Memorial Lookout Water Tower</i>	N/A	February 2008	Sera-Jane Peters and Jude Schahinger

## 2.5 Strategy Action Plan

### Knowing

	<b>Actions</b>	<b>Resourcing</b>	<b>Target Date</b>
K1	Update Hermes Database with C55 citations	Planning and Economic Development Dept.	June 2015
K2	Prepare CMPs for those Council Managed Heritage Assets without a CMP	Consultant	Ongoing

### Protecting

	<b>Actions</b>	<b>Resourcing</b>	<b>Target Date</b>
P1	Prepare a set of Heritage Guidelines for Portland Heritage Precinct	Consultant	Dec 2014
P2	Review existing Heritage Overlay maps and correct any mapping errors	Consultant/Planning and Economic Development Dept.	June 2015
P3	Review the local policies of the Glenelg Planning Scheme that relate to heritage	Consultant/Planning and Economic Development Dept.	June 2015
P4	Preparation of C55 Part 2	Funding dependant	Ongoing

## Supporting

	<b>Actions</b>	<b>Resourcing</b>	<b>Target Date</b>
S1	Promote benefits of heritage and use of Heritage advisor by Council staff	Planning and Economic Development Dept.	Ongoing
S2	Inform community of grant programs run by State and Commonwealth agencies	Community and Culture	Ongoing

## Communicating and Promoting

	<b>Actions</b>	<b>Resourcing</b>	<b>Target Date</b>
C1	Heritage interpretation signs	Funding dependant	Ongoing
C2	Prepare heritage places leaflet for residents in the Shire	Planning and Economic Development Dept.	June 2015

## **2.6 Implementation**

The Implementation of the Glenelg Shire Council's Heritage Strategy requires:

- Adoption of the Heritage Strategy by Council;
- Inserting strategy actions in to current and proposed work plans; and
- Allocation of resources to completion of strategy actions

## **2.7 Monitoring and Review**

The Heritage Strategy will be monitored to ensure the actions are being achieved. This will be recorded in the following way:

- A report to Council annually that provides an update on actions identified under the plan; and
- Ongoing reviews of resource availability as work plans are prepared within groups.