



NSW GOVERNMENT
Department of Planning



Heritage Office

Heritage Incentives Program 2006-2008

Local Government Heritage Management Program Summary Heritage Strategy Report for 2006-07

Background

A requirement of the local government heritage advisor funding program is that each council must prepare, adopt and implement a heritage strategy for 2006-08. This strategy must be based on the Heritage Office publication, *Eight Suggestions on How Local Councils can Promote Heritage Conservation*.

Up until 2005-06, heritage advisors were required to provide a report on activities performed against the heritage advisor duty statement to council to enable the council to claim its annual reimbursement.

The Heritage Office has reviewed its local government and heritage advisor reporting requirements, and for 2006-07 a report on the implementation of each participating council's heritage strategy was prepared by the heritage advisor and the council's heritage officer.

The 2006-08 heritage strategy outcomes and indicators included in the report template are based on a standardised heritage strategy document derived from the Heritage Office's *Eight Suggestions on How Local Councils Can Promote Heritage Conservation* publication.

This new reporting format has replaced the 12 monthly report from heritage advisors and incorporates all of the areas formerly covered by this report using the 'suggestions' framework which underpins the heritage strategy.

The Heritage Office has collated report data from the 68 councils currently participating in the funding program. This number represents 65% of the 105 eligible rural and regional councils (Metropolitan councils in the Newcastle – Sydney – Wollongong area are currently ineligible). The findings in the attached summary report will be included in the 2006-7 Heritage Council Annual Report.

Key findings of this Heritage Strategy report are:

- Councils are preparing background studies for their comprehensive LEPs. There has and continues to be a strong take up of funding for community based heritage studies but very few councils have completed Aboriginal heritage studies.
- Realisation of the need for heritage DCPs to provide proactive guidance and controls for good heritage and development outcomes.
- The vital role of the heritage advisor in providing timely and effective pre DA advice.
- The significant loss of council heritage planners threatens the capacity of councils to deliver on heritage outcomes.
- Negative effects of drought and financial hardship on rural NSW communities and economies and heritage management
- Local heritage funds funded a total of 390 projects with \$574,000 contribution from government (comprising \$287,000 from the Heritage Office matched by local council funding) that has generated a total spend of \$3,727,881 on heritage projects.
- Need for Heritage Office to provide training modules for delivery by heritage advisors to educate local heritage staff, Councillors, heritage owners and local heritage professionals.
- Working with Councils to better manage their own heritage assets including the preparation of management plans and annual works budget for maintenance.

The information contained in this report also provides the following benefits:

- Contributes to the Department of Planning's strategic review of local government.
- Assists the Heritage Office to target areas of greatest need in future funding strategies and other assistance.
- Forms the basis for a Ministerial announcement on the progress of the Heritage Office's local government heritage management program.

Suggestion 1

Establish a heritage committee to deal with heritage matters in your area

Outcome 1 (Caring for our heritage)

Increased community participation, awareness and appreciation of heritage in the local area

Key Performance Indicators

Heritage committee established	Yes 67% / No 33%
Heritage committee constituted under section 355 of the Local Government Act	Yes 60% / No 40%
Heritage policy written and adopted by council	Yes 49% / No 51% Date completed 2001-2005 35%, 2006 + 68% Date reviewed and updated 2006 + 30%
Heritage committee advice/input to council decision making	Yes 51% / No 49% Average of 10 advice/input to council decision making
Local heritage consultants directory established	Yes 51% / No 49%
Local services and suppliers directory established	Yes 27% / No 73%

Evaluation: (social, environmental, economic)

1. What do the KPIs tell you about this outcome?

Overwhelmingly, 70% have established heritage committees, with 50% of these regularly contributing to council decision making. Committees are considered a valuable, positive and important overall means of community input into local government heritage management and decision making on a range of heritage management concerns including: heritage studies; heritage strategies; and heritage DAs. Of those that do not have committees, some smaller councils do not have the capacity to establish a committee and rely on input from the National Trust and historical societies and other councils have established alternative means of community input such as issue specific forum groups are preferred by some councils. 50% of councils have a heritage policy. Approximately 25% of councils only have set up local heritage directories.

2. What were the key results or achievements for this year?

Key achievements include; recently established committees are finding their feet; while more established committees are continuing with input into local government heritage management; advice on DAs and heritage studies. Heritage policies were considered by some as an effective means of framing and stating council's position on heritage and assisted the input of the committee.

3. Were there any challenges or disappointments that had a major effect on your results? Briefly describe and show what action has been taken to address this.

Key challenges include; the need for better communication between committee and wider council decision making processes and other community groups; heritage advice not always taken by elected Councillors and planning staff; need for greater support for heritage; and lack of access to local heritage consultant and trade skills.

4. What will you do next year?

Next year Council's will: prepare a heritage policy (will assist with heritage committee effectiveness); set up local heritage consultants and local services directories.

Suggestion 2

Identify the heritage items in your area and list them in your local environmental plan.

Outcome 2 (Knowing and valuing our heritage)

Increased knowledge and proactive management of heritage in your local area

Key Performance Indicators

Community-based heritage study completed	Yes 71% / No 29% Date completed 1986-2000 30%, 2001-2005 20%, 2006+ 45% Date reviewed and updated 2006+ 20% Average of 63 of heritage items recommended for inclusion in LEP heritage schedule
Aboriginal heritage study completed	Yes 13% / No 87% Date completed 2001-2005 22%, 2006+ 22% Date reviewed and updated <1%
Number of heritage items included in existing LEP heritage schedule	Average of 107 heritage items included in LEP heritage schedule Date completed 1986-1990 21%, 1991-1995 24%, 1996-2000 30%, 2001-2005 18%, 2006+ 11% Date reviewed and updated 2001-2005 8%, 2006+20%
Council has gazetted a principal LEP with model heritage provisions in accordance with Standard Instrument (LEPs) Order	Yes 39% / No 61% Date gazetted 1990-1995 15%, 1996-2000 33%, 2001-2005 18%, 2006+ 7%
Statement of significance for all heritage items in existing LEP	Yes 32% / No 68% Date completed 1996-2000 18%, 2001-2005 14%, 2006+45% Date reviewed and updated 2006+ 40%

Evaluation: (social, environmental, economic)

1. What do the KPIs tell you about this outcome?

The majority of councils have completed community based heritage studies to identify heritage items and are updating these for their comprehensive LEP, the minority of councils are yet to prepare a study. The majority of councils are yet to prepare an Aboriginal heritage studies, statements of significance for all heritage items; and are working towards comprehensive LEPs requirements and gazettal timeframes of 2008, 2009 and 2011 as set out by the Department of Planning.

2. What were the key results or achievements for this year?

Key achievements include the complete of studies, heritage inventories, public exhibition and consultation process and adoption of heritage recommendations by council.

3. Were there any challenges or disappointments that had a major effect on your results? Briefly describe and show what action has been taken to address this.

Key challenges and disappointments include: high work loads and requirements for studies and inventories and skilling up community members to assist; securing adequate funding to prepare studies; working with owners to ensure the heritage listing does not impact negatively on their property ownership rights and perceptions of these; reluctance of some heritage owners to agree to heritage listing.

4. What will you do next year?

Next year councils will be working towards inclusion of heritage in their comprehensive LEPs and gazettal timeframes; review, consolidate and upgrade heritage listing information. Some councils plan to undertake Aboriginal heritage studies.

Suggestion 3

Appoint a heritage and urban design advisor to assist the council, the community and owners of listed heritage items.

Outcome 3 (Caring for our heritage)

Increased community participation and proactive heritage and urban design management in your local area

Key Performance Indicators

Site visits	Average of 44 site visits undertaken
Heritage/urban design advice given	Average of 40 of heritage/urban design advice given
Pre DA advice given on heritage/urban design issues	Average of 22 pre DA advice given on heritage/urban design issues
Advice to Council DAs provided on heritage/urban design projects	Average of 16 advice to Council DAs provided on heritage/urban design projects

Evaluation: (social, environmental, economic)

1. What do the KPIs tell you about this outcome?

Proactive management of heritage and urban design is being achieved through the availability and provision of free timely advice. Site visits and pre DA advice on heritage and urban design issues to owners and Council officers has been very successful, its well utilised and valued by the community and results in better heritage/development outcomes and high level of customer service to land owners.

2. What were the key results or achievements for this year?

Key achievements include; provision and requests for advice from Council and community; working with heritage property owners prior to submission of DAs has enable better outcomes; increased consultation between Council's development assessment staff on DA and pre DA matters has resulted in better heritage and development outcomes and an increased understanding of planning staff and decision makers.

3. Were there any challenges or disappointments that had a major effect on your results? Briefly describe and show what action has been taken to address this.

Most Councils responded positively however some key challenges and disappointments include; loss of Council heritage planners; poor perception/ understanding of heritage in the community and constraints imposed; considering heritage as an afterthought; need to prepare a heritage DCP to assist with heritage/urban design in DA advice and assessment; challenging complexity of application assessment and time pressures; effects of the drought has affected DA applications and high workload that needs additional funding support.

4. What will you do next year?

Next year will see the continuation of free advice for good heritage and urban design outcomes at pre DA stages and DA assessment; promotion of the advisory service and local heritage funds; improve information available about DAs and development of a checklist; educate and involve planners and seek to have all heritage/urban design DAs referred to heritage advisor encourage formal adoption of heritage DCP.

Suggestion 4

Manage local heritage in a positive manner

Outcome 4 (Caring for our heritage)

Proactive heritage and urban design management in your local area

Key Performance Indicators

Heritage DCP	Yes 45% / No 55% Date completed 1996-2000 20%, 2001-2005 32%, 2006+ 22% Date reviewed and updated 2006+ 14%
Urban design DCP	Yes 23% / No 73% Date completed 2001-2005 25%, 2006+44% Date reviewed and updated nil
Waive or reduce DA fees	Yes 32% / No 68%
Adopt a flexible approach to planning and building requirements	Yes 85% / No 15%

Evaluation: (social, environmental, economic)

1. What do the KPIs tell you about this outcome?

Proactive strategic management of heritage in local government has yet to be achieved in most councils. The majority of Councils are yet to prepare and gazette a heritage DCP and urban design DCP. The majority of Councils do not waive or reduce fees, but do adopt a flexible approach to planning and building requirements.

2. What were the key results or achievements for this year?

Key achievements include the recognition of the need for proactive strategic management documents and plans to prepare these as part of comprehensive LEP. While most councils take a flexible approach there is a greater need for the implementation of other incentives.

3. Were there any challenges or disappointments that had a major effect on your results? Briefly describe and show what action has been taken to address this.

Most Councils did not report any key disappointments and challenges, comments from councils that did include; not having up-to-date information on heritage items; funding to assist Councils with studies to inform comprehensive LEPs; managing Das in conservation areas;

4. What will you do next year?

Next year continue to expand the urban design input into the heritage advisory service; prepare comprehensive LEPs and DCPs; apply for funding to assist with studies; and promote and advertise heritage services provided.

Suggestion 5

Introduce a local heritage incentives fund to provide small grants to encourage local heritage projects

Outcome 5 (Caring for our heritage)

Increased community participation and proactive conservation and management of heritage in your local area

Key Performance Indicators

Local heritage fund operational	Yes 78% / No 22%
Heritage projects funded with this year's funding	Average of 6 of heritage projects funded this financial year
Total project value	Total \$3,727,881 project value
Total local heritage fund contribution	Total \$574,000 contributed by local heritage fund (comprising \$287,000 from councils matched by Heritage Office funding)
Total owner contribution to project	Total \$3,153,881 contributed by local heritage owner to heritage project
Heritage projects that contribute to local tourism	Total of 118* heritage projects that contribute to local tourism
Projects created paid employment	Total of 167* jobs created
Projects created volunteer opportunities	Total of 3091* volunteer hours contributed

Evaluation: (social, environmental, economic) * data provided this year for these KPIs is not a reliable indication of performance.

1. What do the KPIs tell you about this outcome?

Local heritage funds are very successful and popular means of financial support for heritage projects for individuals and community groups. It is an invaluable incentive used by 78% of Councils for heritage owners to encourage best practice conservation outcomes and a source of funding to communities that would otherwise not have access to funding. Of Councils currently not operating local funding programs, 22% are interested in establishing local fund and seeking Council support, some local funds are not successful due to insufficient resourcing from Council and limits on Heritage Office funding.

2. What were the key results or achievements for this year?

Key achievements include; funding of 390 with a total project value of \$3,778,242 (a multiplier effect of \$1 from the Heritage Office and \$8 from owners) for often small but worthwhile heritage projects that increase positive support and community engagement in heritage and listing; some Councils targeting funding to specific areas such as tourism related heritage projects, conservation areas and community buildings and some Councils integrate their local heritage funds into larger Council grants programs.

3. Were there any challenges or disappointments that had a major effect on your results? Briefly describe and show what action has been taken to address this.

Generally positive responses to the local heritage fund overall. Disappointments and challenges include non-completion of projects and the need to complete projects within the 12 month time frame; difficulties in finding heritage trades, depressed rural economies and the affects on heritage owners, Council's ability to support the funding program, and need for more funds for local heritage funding programs.

4. What will you do next year?

Promote/ advertise widely and early so the full 12 months are available for owners to undertake projects. Seek additional funding through Council and other sources, review funding processes, target funding to particular areas eg tourism, interpretation. Many Councils will continue to manage the local funds program in the same manner as previous years.

Suggestion 6

Run a heritage main street program

Outcome 6 (Caring for our heritage)

Council, owners and the community actively participate in active, attractive and well managed heritage main streets

Key Performance Indicators

Heritage main street study completed	Yes 60% / No 40% Date completed 1991-1995 32%, 1996-2000 34%, 2001-2005 7%, 2006+ 15% Date reviewed and updated 2001-2005 3%, 2006+ 3%
Heritage main street study recommendations implemented	Yes 66% / No 34% Date completed 2001-5 7%, 2006+ 11%
Heritage main street program expanded to other main streets in LGA	Yes 43% / No 57%
Heritage main street committee operational	Yes 17% / No 83%

Evaluation: (social, environmental, economic)

1. What do the KPIs tell you about this outcome?

The vast majority of Council's in the 1990s undertook Main Street studies and most have implemented some of the recommendations with significant benefits for local communities and heritage values of main streets. While the initial momentum has slowed, the benefits of main street programs for communities and heritage continues into the 2000s.

2. What were the key results or achievements for this year?

Key achievements included: conservation works to a number of heritage buildings including verandahs, colour schemes and retention of shopfronts; commencement of new main street programs.

3. Were there any challenges or disappointments that had a major effect on your results? Briefly describe and show what action has been taken to address this.

Key challenges and disappointments include: time and budget constraints, creating greater public awareness and persuading property owners to participate and selling the social and economic benefits of the program; appropriate corporate signage; quick make-over projects; appropriate infill development.

4. What will you do next year?

Next year, of those Council's participating in the program, many Council's will update their main street programs; continue to encourage and support heritage owners and business in the implementation of main street programs; extend the program to other main streets; and use this information to inform DCPs, Council improvement projects; and other Council assessment processes;

Suggestion 7

Present educational and promotional programs

Outcome 7 (Valuing our heritage)

Increased awareness and appreciation of heritage by the council, owners and the community in your local area

Key Performance Indicators

Heritage information available for LGA (e.g. brochures, website, guidelines etc)	Yes 75% / No 25% Date completed 2001-2005 15%, 2006+48% Date reviewed and updated ongoing
Heritage promotional events held (e.g. National Trust Heritage Festival, local heritage festivals, heritage awards scheme, main street festivals etc)	Average of 3 heritage events held in last financial year
Heritage tourism strategy completed	Yes 26% / No 74% Date completed 2001-2005 27%, 2006+ 17% Date reviewed and updated 2006+ 5%
Heritage trail completed	Yes 67% / No 23% Date completed 1991-2000 13%, 2001-2005 20%, 2006+ 20% Date reviewed and updated 2006+ 2%
Heritage training for staff	Yes 46% / No 54% Total of 110 staff attended training
Heritage training for Councillors	Yes 26% / No 74% Total of 36 Councillors attended training
Heritage training/workshops for heritage owners	Yes 19% / No 81% Total of 9 owners attended training
Heritage training /workshops for local professionals	Yes 16% / No 84% Total of 57 local professionals attended training

Evaluation: (social, environmental, economic)

1. What do the KPIs tell you about this outcome?

Most councils are proactively promoting and providing up-to-date heritage information on their website; most councils hold an annual heritage promotional event; only 26% of councils have included heritage in local tourism activities and most within the last 5 years showing this is an emerging area of interest; while the majority of councils over the last 10 years have provided a heritage trail. While training for council staff is nearly 50%, training for Councillors, local heritage owners and professionals is currently poorly addressed.

2. What were the key results or achievements for this year?

Key achievements included: promoting heritage through council and other events, provision of heritage information for heritage owners; integrating heritage into council tourism promotions

3. Were there any challenges or disappointments that had a major effect on your results? Briefly describe and show what action has been taken to address this.

Key challenges and disappointments include finding the time and resources in council to support the education, training and promotion of heritage.

4. What will you do next year?

Next year work councils will continue to develop and promote heritage and heritage in relation to tourism; some councils will run bi-annual training for heritage owners and professionals.

Suggestion 8

Set a good example to the community by properly managing places owned or operated by the council

Outcome 8 (Caring for our heritage)

Council proactively conserves and manages its heritage assets

Key Performance Indicators

Council has an asset management plans with action plans for heritage assets	Yes 43% / No 57%
CMPs/CMS prepared for all state significant heritage assets	Total of 21 CMPs/CMS prepared for state significant items this financial year
Annual works budget secured for heritage asset maintenance and repairs	Yes 65% / No 35%

Evaluation: (social, environmental, economic)

1. What do the KPIs tell you about this outcome?

43% of councils are proactively managing and allocating funding for heritage assets within their ownership and control. While 56% of councils site various reasons including a lack of funding available; lack of commitment to managing heritage assets; or the lack of recognition or knowledge about significant heritage items within their control.

2. What were the key results or achievements for this year?

Key achievements include 'leading by example'; restoration and conservation projects; preparation of conservation management plans and master plans; and securing of funding for heritage assets.

3. Were there any challenges or disappointments that had a major effect on your results? Briefly describe and show what action has been taken to address this.

Key disappointments include council actions including demolition taken against heritage advice recommendations and inadequate funding. Key challenges include the preparation of CMPs for all heritage assets.

4. What will you do next year?

Next year Council's will: work with Council's asset managers to review Council's heritage asset management strategy and include heritage assets in the Council asset management register; develop a heritage assets management policy and guidelines for Council; prepare statements of significance for heritage assets, conservation management plans, asset management plans and maintenance plans; secure annual budget allocations; provide advice, prioritise works and prepare scope of works and undertake conservation works to heritage assets.
