



# Making good local heritage decisions

Local Government heritage guidelines:  
a national guide

Supporting Local Government Project

The Heritage Chairs and Officials of Australia and New Zealand

Cover Images (left to right):

Melbourne' St Paul's Cathedral

The Block Arcade

Num Poon Society building in Chinatown.

*Images: Heritage Victoria*

Commonwealth of Australia for the Heritage Chairs and Officials of Australia and New Zealand (HCOANZ).

### **Disclaimer**

The views expressed herein are not necessarily the views of the Commonwealth, and the Commonwealth does not accept responsibility for any information or advice contained herein.

ISBN 978 1 921607 39 4 (online)

### **Acknowledgements**

The production of this handbook has been made possible through the financial sponsorship of the Department of the Environment, Water, Heritage and the Arts.

This work has been undertaken by Lisa Rogers and Wendy Dwyer at Heritage Victoria for the Heritage Chairs and Officials of the States and Territories of Australia (HCOANZ) as part of the HCOANZ Supporting Local Government Project.

This document revises and builds on the Australian Heritage Commission's 'Protecting Local Heritage Places: a guide for communities' (June 1998).

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# 1. Introduction

This national guide is designed to help local governments make decisions about heritage places and to fulfil their heritage management responsibilities.

Local governments have a range of heritage responsibilities including:

- identifying and protecting heritage, sometimes in compliance with state government requirements
- acting as approval authority for the development of heritage places
- administering land use planning laws
- acting as an owner, manager or trustee of heritage places.

Local governments are responsible for the vast majority of the statutory protection afforded to Australia's heritage places. This protection is generally achieved through the planning system.

All Australian state and territory governments encourage the inclusion of heritage provisions in local government planning schemes or planning instruments. The typical statutory heritage components of a planning scheme are:

- a statement of aims or purpose
- designation of places of heritage significance (through a local register, schedule or heritage list)
- development control over changes to places of heritage significance.

Allied to the above statutory arrangements is a framework of planning policy. This policy framework is crucial in helping local governments make clear, consistent and defensible development control decisions.

Much of the focus of this document explains "the 'marriage' of statute and policy in the heritage context," which underpins local government decision-making.

## 2. The planning and heritage system – how does it work?

Management of local heritage in all states and territories is achieved through the planning system. The scope of local government powers in this area is defined by legislation.

Heritage has, in the past, been legislated separately from planning and environmental law; however it is increasingly being integrated into these disciplines (see for instance the Environment Protection and Biodiversity conservation Act 1999 - <http://www.frli.gov.au/ComLaw/Legislation/ActCompilation1.nsf/0/31F5646F4E2C1D20CA25728F0017A803?OpenDocument> )

Most of the heritage systems in place in Australia have common elements, being:

- heritage is identified and assessed through a heritage study;
- heritage is protected through statutory land use planning, sometimes involving state-mandated content in local planning instruments;
- public consultation procedures allow for community input to the listing of heritage places;
- once heritage places are listed, local governments manage development assessment through planning approvals processes; and
- development/works proposals affecting heritage places are assessed against planning policy and the decisions made by local governments are normally subject to appeal.

The following table summarises the planning and heritage systems in each state. A detailed summary of Commonwealth, state and territory legislation is provided at Appendix A.

<b>State &amp; Act</b>	<b>What are Local Government's broad responsibilities?</b>	<b>What do local heritage lists and local planning schemes contain?</b>	<b>How is planning/policy/guidance established for development control?</b>
NSW - Environmental Planning & Assessment Act 1979 (NSW)	Local government required to conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historic interest, or otherwise of special cultural value.	Standard Instrument (Principal Local Environmental Plan) 2006. Includes mandatory heritage provisions (Clause 5.10).	Published by the Heritage Branch of the Department of Planning, State Government department:  Local Government Heritage Guidelines <a href="http://www.heritage.nsw.gov.au/guidelines/index.htm">http://www.heritage.nsw.gov.au/guidelines/index.htm</a>
VIC - Planning & Environment Act 1987 (Vic)	Local government required to achieve the objectives of the Act, including the conservation of heritage.	The Victorian Planning Provisions - includes mandatory Clause 43 heritage provisions which provide for establishment of the Heritage Overlay (essentially a schedule of heritage places) and permit requirements for places identified in the schedule.	Published by the Department of Infrastructure, VPP Practice Note: Applying the Heritage Overlay (February 1999) <a href="http://www.dse.vic.gov.au/CA256F310024B628/0/F946AB54B92FE57ACA25712C0007D15E/\$File/heriover.pdf">http://www.dse.vic.gov.au/CA256F310024B628/0/F946AB54B92FE57ACA25712C0007D15E/\$File/heriover.pdf</a>  Published by Heritage Victoria, Department of Planning and Community Development, State Government Department: The Heritage Overlay: Guidelines for assessing planning applications, Public Draft February 2007. <a href="http://www.heritage.vic.gov.au/Forms-Guidelines/Heritage-overlay-guidelines.aspx">http://www.heritage.vic.gov.au/Forms-Guidelines/Heritage-overlay-guidelines.aspx</a>
QLD - Integrated Planning Act 1997 (new planning act imminent) & Heritage Act 1992	Local government required to keep a register of places of cultural heritage significance	Queensland Heritage Regulation 2003 (Schedule 2) prescribes the IDAS planning Code for development of a local heritage place. <a href="http://www.legislation.qld.gov.au/LEGISLTN/CURRENT/Q/QldHeritageR03.pdf">http://www.legislation.qld.gov.au/LEGISLTN/CURRENT/Q/QldHeritageR03.pdf</a>	-

State & Act	What are Local Government's broad responsibilities?	What do local heritage lists and local planning schemes contain?	How is planning/policy/guidance established for development control?
<p>WA – Planning &amp; Development Act 2005 (WA)</p>	<p>Local government required to prepare local planning schemes which may include matters relating to the preservation and conservation of heritage. The Act includes a general sustainability objective.</p> <p>Expectations of local government's role are described State planning policy contained in State Planning Policy 3.5 Historic Heritage Conservation.  <a href="http://www.heritage.wa.gov.au/">http://www.heritage.wa.gov.au/</a></p>	<p>Local government required to undertake a heritage study (entitled a 'Local Government Heritage Inventory') under s.44 of the Heritage of Western Australia Act.</p> <p>Local government is empowered to create a statutory 'Heritage List' pursuant to the provisions of the local planning scheme in accordance with standard provisions mandated in the Model Scheme Text (by the State).</p>	<p>Decision making guidance is spelt out in:                      State planning policy contained in State Planning Policy 3.5 Historic Heritage Conservation.  <a href="http://www.heritage.wa.gov.au/">http://www.heritage.wa.gov.au/</a></p> <p>Local planning policies established in some cases, with guidance provided by the Heritage Council in:                      Local Planning Policies: Practice Note and Examples.  <a href="http://heritage.wa.gov.au/assets/files/LG_publications/local%20planning_policies-practice_note.pdf">http://heritage.wa.gov.au/assets/files/LG_publications/local%20planning_policies-practice_note.pdf</a></p>
		<p>Guidance in the preparation of the Heritage Inventory and Heritage List is provided by the Heritage Council including these documents:</p> <ul style="list-style-type: none"> <li>• Principles for the compilation of Local Government Inventories  <a href="http://www.heritage.wa.gov.au/assets/files/LG_publications/basic_principles_for_local_govt_inventories.pdf">http://www.heritage.wa.gov.au/assets/files/LG_publications/basic_principles_for_local_govt_inventories.pdf</a></li> <li>• Criteria for the Assessment of Local Heritage Places and Areas -  <a href="http://www.heritage.wa.gov.au/assets/files/General_Publications/Criteria%20for%20assessment.pdf">http://www.heritage.wa.gov.au/assets/files/General_Publications/Criteria%20for%20assessment.pdf</a></li> </ul>	

<b>State &amp; Act</b>	<b>What are Local Government's broad responsibilities?</b>	<b>What do local heritage lists and local planning schemes contain?</b>	<b>How is planning/policy/guidance established for development control?</b>
TAS – Land Use Planning & Approvals Act 1993 (TAS)	Local government required to prepare planning schemes including an object to conserve heritage buildings, areas or places	–	–
SA - Development Act 1993	Local government required to prepare a Development Plan. The Development Plan should seek to promote the provisions of the (State) Planning Strategy which may include provisions relating to the management or conservation of land, buildings, heritage places and heritage areas.	–	–

### 3. Guidance about 'What to Protect' at the Local Level

Most states provide a two-step process for local government to identify and list heritage places:

- Step 1 – a 'heritage study' procedure in which places are identified and documented on the basis of their heritage significance.
- Step 2 – a statutory listing procedure in which some or all of the places identified in the heritage study are given protection under the local planning instrument. In some cases these procedures are subject to review by an independent assessment panel.

Most states provide guidance to local governments on the criteria to be applied and the process to be undertaken in establishing these lists. These follow a broadly similar approach.

#### Local assessment criteria

##### NSW

'Assessing Heritage Significance' (2001)

<http://www.heritage.nsw.gov.au/docs/assessingheritagesignificance.pdf>

##### Victoria

VPP Practice Note: Applying the Heritage Overlay (February 1999)

[http://www.dse.vic.gov.au/CA256F310024B628/0/F946AB54B92FE57ACA25712C0007D15E/\\$File/heriover.pdf](http://www.dse.vic.gov.au/CA256F310024B628/0/F946AB54B92FE57ACA25712C0007D15E/$File/heriover.pdf)

Heritage Council Criteria for the Assessment of Cultural Heritage Significance (2009)

[http://www.heritage.vic.gov.au/admin/file/content2/c7/hc\\_criteria\\_information\\_note\\_aug\\_2008.pdf](http://www.heritage.vic.gov.au/admin/file/content2/c7/hc_criteria_information_note_aug_2008.pdf)

##### South Australia

Section 23(4) Development Act 1993

<http://www.environment.sa.gov.au/heritage/assessing/local.html>

##### Western Australia

Principles for the compilation of Local Government Inventories

[http://www.heritage.wa.gov.au/assets/files/LG\\_publications/basic\\_principles\\_for\\_local\\_govt\\_inventories.pdf](http://www.heritage.wa.gov.au/assets/files/LG_publications/basic_principles_for_local_govt_inventories.pdf)

Criteria for the Assessment of Local Heritage Places and Areas

[http://www.heritage.wa.gov.au/assets/files/General\\_Publications/criteria\\_for\\_assessment\\_local\\_places\\_and\\_areas.pdf](http://www.heritage.wa.gov.au/assets/files/General_Publications/criteria_for_assessment_local_places_and_areas.pdf)

## 4. Guidance about Development Control Decisions at the Local Level

### 4.1 State planning policy and other state guidance

Some states prescribe planning policy that must be applied by local governments in making heritage-related planning decisions. Other states provide guidance in non-binding guidance documents. Examples of both approaches are outlined below.

#### **Victoria**

Local governments must assess applications for building and works to identified heritage places in accordance with the provisions of Clause 43.01 of every Victorian planning scheme - [http://www.dse.vic.gov.au/planningschemes/aavpp/43\\_01.pdf](http://www.dse.vic.gov.au/planningschemes/aavpp/43_01.pdf)

In addition, Heritage Victoria and the Department of Planning and Community Development publish The Heritage Overlay: Guidelines for Assessing Planning Permit Applications - <http://www.heritage.vic.gov.au/Forms-Guidelines/Heritage-overlay-guidelines.aspx> This is a non-binding guidance document which covers recommended policy for assessing a range of development proposals, including demolition, alterations and additions, change of use, and so on.

#### **Western Australia**

The Western Australian Planning Commission has established a State Planning Policy for heritage - <http://www.heritage.wa.gov.au/> - that includes among other things development control principles for local governments to apply when determining heritage-related applications.

The principles cover demolition, additions and alterations, and development within heritage areas. They stipulate a presumption against demolition of heritage places.

#### **NSW**

The NSW Heritage Branch publication, Principles of Conservation Work on Heritage Places - [http://www.heritage.nsw.gov.au/docs/info\\_principles.pdf](http://www.heritage.nsw.gov.au/docs/info_principles.pdf) - outlines key principles to be addressed when planning work to heritage places. Derived from the Burra Charter (1999), these principles and other guidelines, can be equally applied to strategic and statutory heritage planning and actions by local government. The principles can underpin approaches to various actions from running local heritage funds to writing local heritage policy. In summary the principles are:

- Continue to use the place
- Repair rather than replace
- Make reversible alterations
- Make a visual distinction between old and new
- Avoid precise imitation of architectural detail

- Ensure alterations are sympathetic
- Respect the ageing process
- Respect previous alterations
- Discontinue previous unsound practices
- Stabilise problem areas
- Respect the building's context and location
- Ensure new buildings fit into the streetscape
- Maintain views
- Respect contents
- Seek design excellence.

## 4.2 Local planning instruments

Local planning instruments will, in some states, provide basic guidance to local governments in determining planning applications.

Typically however the planning scheme provides local governments with the authority to protect heritage places, without saying much about what kind of decisions should be made.

Planners should be aware of the heritage-related provisions of their local planning schemes.

Relevant extracts from local schemes are contained in Appendix B.

## 4.3 Local planning policy

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

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

While LPPs may be redundant in some areas if State Planning Policy for heritage is sufficiently comprehensive, in other cases LPPs will be important.

LPPs are sometimes established under the title of 'design guidelines'.

Examples include:

<b>Local Government</b>	<b>Local planning policy</b>	<b>Link</b>
<b>VIC</b>		
City of Boroondara, Vic	Boroondara Heritage Policy	<a href="http://www.dse.vic.gov.au/planningschemes/boroondara/ordinance/22_lpp05_boro.pdf">http://www.dse.vic.gov.au/planningschemes/boroondara/ordinance/22_lpp05_boro.pdf</a>
Port Phillip Council, Vic	Port Phillip Heritage Policy	<a href="http://www.dse.vic.gov.au/planningschemes/portphillip/ordinance/22_lpp04_port.pdf">http://www.dse.vic.gov.au/planningschemes/portphillip/ordinance/22_lpp04_port.pdf</a>
<b>NSW</b>		
Bathurst Regional Council, NSW,	Bathurst Regional (Interim) Local Environmental Plan 2005 (Part 4 Heritage Provisions)	<a href="http://www.legislation.nsw.gov.au/sessionalview/sessional/epi/2006-561.pdf">http://www.legislation.nsw.gov.au/sessionalview/sessional/epi/2006-561.pdf</a>
Broken Hill Regional Council, NSW	Broken Hill Local Environmental Plan 1996 (Part 4 Heritage Provisions)	<a href="http://www.legislation.nsw.gov.au/sessionalview/sessional/epi/2009-523.pdf">http://www.legislation.nsw.gov.au/sessionalview/sessional/epi/2009-523.pdf</a>
<b>QLD</b>		
Brisbane City Council, QLD	Brisbane City Plan 2000, Appendix 2, Heritage Register Planning Scheme Policy	<a href="http://www.brisbane.qld.gov.au/BCC:BASE::pc=PC_2194">http://www.brisbane.qld.gov.au/BCC:BASE::pc=PC_2194</a>
Cairns City Council	Cairns Plan (2005), policies for each Individual District	<a href="http://www.dsc.qld.gov.au/content/CairnsPlan/CP09_Chapter_Index.htm">http://www.dsc.qld.gov.au/content/CairnsPlan/CP09_Chapter_Index.htm</a>
<b>SA</b>		
City of Gawler, SA	Residential (Historic) Conservation Zone Policy	<a href="http://www.planning.sa.gov.au/edp/pdf/ga.pdf">http://www.planning.sa.gov.au/edp/pdf/ga.pdf</a>
<b>WA</b>		
Vincent, Town of, WA	Heritage Management, Development Guidelines - LPP 3.6.1	<a href="http://www.vincentheritage.com.au/pdf/3.6.1%20Heritage%20Management%20-%20Devel%20Guidelines.pdf">http://www.vincentheritage.com.au/pdf/3.6.1%20Heritage%20Management%20-%20Devel%20Guidelines.pdf</a>
<b>TAS</b>		
Southern Midlands Council, TAS	Southern Midlands Planning Scheme 1998, Part 10, Other Provisions	<a href="http://www.southernmidlands.tas.gov.au/site/page.cfm?u=231">http://www.southernmidlands.tas.gov.au/site/page.cfm?u=231</a>

## 4.4 Other Standards – the Burra Charter

The Australia ICOMOS Burra Charter, 1999 (the Burra Charter - <http://www.icomos.org/australia/burra.html> - is the widely accepted reference document for heritage conservation standards, philosophy and methodology in Australia.

The Burra Charter principles lie behind many local planning instruments, policies and guidelines. Local government planners, councillors and other decision-makers are at an advantage if they are familiar with the Burra Charter.

Inherent in the Burra Charter are the following principles:

- The place itself is important
- The significance of the place should be understood
- The fabric of the place should be understood
- Significance should guide decisions
- Do as much as necessary, as little as possible
- Keep records
- Do everything in logical order

## 5. Evaluating Heritage Impacts – Good Practice Basics

When a local government is faced with a specific proposal for carrying out works to a heritage place, there are a number of basic questions to ask to ensure a sound decision is made.

These questions are summarised in the Local Government Heritage Guidelines - [http://www.heritage.nsw.gov.au/docs/local\\_government\\_heritage\\_guidelines.pdf](http://www.heritage.nsw.gov.au/docs/local_government_heritage_guidelines.pdf) - published by the NSW Heritage Office (2002) as:

- Are the proposed works described adequately?
- Have all issues been addressed?
- Is there a statement of heritage significance or heritage assessment which adequately describes the significance of the heritage place?
- Are there any outstanding (or unclear) aspects of significance which should be assessed?
- Is there clear information on the likely effect of the proposed works on the fabric?
- Has there been an independent assessment of the impact of the proposed works prepared by a person with appropriate skills?
- Has an effective conservation policy or conservation management plan been prepared or is one required for the property?
- Have a range of alternatives been considered as well as options for mitigating the effect of the proposal on the significance of the heritage place?
- What are the views of Councils' heritage officer or heritage advisor?
- What design approach is being taken in the new work? Will the works respect the significance of the item, place or area?
- What is the effect on less tangible aspects of a place's significance? What is the impact on other types of heritage, including archaeology and the natural environment?

Many local governments require proponents to submit "Heritage Impact Statements" to accompany planning applications, particularly in relation to large or complex proposals. This can be a useful decision-making tool for local governments, when used judiciously.

Some states produce guides to good practice in relation to Heritage Impact Statements, as do some individual local governments, examples being:

<b>Organisation</b>	<b>Document</b>	<b>Link</b>
Heritage Office of NSW	Statements of Heritage Impact	<a href="http://www.heritage.nsw.gov.au/docs/hm_statementsofhi.pdf">http://www.heritage.nsw.gov.au/docs/hm_statementsofhi.pdf</a>
Heritage Council of WA	Heritage Impact Statement - A Guide	<a href="http://www.heritage.wa.gov.au/assets/files/LG_publications/Heritage_Impact_Statement_Guide.pdf">http://www.heritage.wa.gov.au/assets/files/LG_publications/Heritage_Impact_Statement_Guide.pdf</a>
Heritage Victoria	Heritage Impact Statements - Guidelines	<a href="http://www.heritage.vic.gov.au/Forms-Guidelines/Heritage-Impact-Statements-guidelines.aspx">http://www.heritage.vic.gov.au/Forms-Guidelines/Heritage-Impact-Statements-guidelines.aspx</a>
City of Albany, WA	Heritage Impact Statements	Download at <a href="http://www.albany.wa.gov.au/you-and-your-property/planning/planning-applications/">http://www.albany.wa.gov.au/you-and-your-property/planning/planning-applications/</a>

## Appendix A

### Commonwealth/State/Territory Legislative Framework

Source: Supporting Local Government Heritage Conservation, Final Report, HCOANZ, 2008.

#### Legislative Framework

Primary Legislation	Purpose/objects of Legislation
Environmental Protection and Biodiversity Conservation Act 1999 (EPBC Act) and Regulations (2000) - <a href="http://www.comlaw.gov.au/ComLaw/Legislation/ActCompilation1.nsf/current/bytitle/860D38D936708DEBCA25747B000EA31A?OpenDocument&amp;mostrecent=1">http://www.comlaw.gov.au/ComLaw/Legislation/ActCompilation1.nsf/current/bytitle/860D38D936708DEBCA25747B000EA31A?OpenDocument&amp;mostrecent=1</a>	EPBC Act - an object of the EPBC Act is to provide for the protection and conservation of heritage (s. 3(ca)). The Commonwealth Government manages heritage of national level significance (the National Heritage List), the List of Overseas Places of Historical Significance to Australia, places inscribed on the World Heritage List and Commonwealth Heritage (Commonwealth Heritage List). Places on the National Heritage List, Commonwealth Heritage List or World Heritage List can have local, state, national and world heritage values. Local government may have involvement in contributing to heritage place management, commenting or being involved in the preparation of management plans, undertaking tourism or other promotional activities or protecting the place and its surrounding area through local planning instruments.
Aboriginal and Torres Strait Island Heritage Protection Act 1984 - <a href="http://www.comlaw.gov.au/comlaw/Legislation/ActCompilation1.nsf/0/55E0993527F830A3CA256FD5001F69E0?OpenDocument">http://www.comlaw.gov.au/comlaw/Legislation/ActCompilation1.nsf/0/55E0993527F830A3CA256FD5001F69E0?OpenDocument</a>	Indigenous and Torres Strait Island Heritage Protection Act 1984 – is the primary Commonwealth legislation related to Indigenous Heritage, applying at Federal, state and territory government levels. The purpose of the Act is to preserve and protect significant Indigenous places and objects in Australia from ‘injury or desecration’ (s. 4). All states and Territories have legislation that provides blanket protection to Indigenous archaeological sites. The purpose of the Indigenous and Torres Strait Islander Heritage Protection Act 1984 is the preservation and protection from injury or desecration of areas and objects in Australia and in Australian waters that are of particular significance to Aboriginals in accordance with Indigenous tradition.
Historic Shipwrecks Act 1976 - <a href="http://www.comlaw.gov.au/ComLaw/Legislation/ActCompilation1.nsf/current/bytitle/9353816D911E730BCA2574750007D627?OpenDocument&amp;mostrecent=1">http://www.comlaw.gov.au/ComLaw/Legislation/ActCompilation1.nsf/current/bytitle/9353816D911E730BCA2574750007D627?OpenDocument&amp;mostrecent=1</a>	Historic Shipwrecks Act 1976 – protects historic wrecks and associated relics that are more than 75 years old and in Commonwealth waters, extending from below the low water mark to the edge of the continental shelf. Each of the states and the Northern Territory has complementary legislation, which protects historic shipwrecks in state waters, such as bays, harbours and rivers. The Minister for the Environment, Heritage and the Arts can also make a declaration to protect any historically significant wrecks or articles and relics which are less than 75 years old. The Historic Shipwrecks Act aims to ensure that historic shipwrecks are protected for their heritage values and maintained for recreational, scientific and educational purposes. It also seeks to control actions which may result in damage, interference, removal or destruction of an historic shipwreck or associated relic. Refer: <a href="http://www.environment.gov.au/heritage/shipwrecks/legislation/index.html">http://www.environment.gov.au/heritage/shipwrecks/legislation/index.html</a>
Protection of Movable Cultural Heritage Act 1986 (PMCH Act) - <a href="http://www.comlaw.gov.au/ComLaw/Legislation/ActCompilation1.nsf/current/bytitle/C4FE444827136EE7CA256FB9001C4F6C?OpenDocument&amp;mostrecent=1">http://www.comlaw.gov.au/ComLaw/Legislation/ActCompilation1.nsf/current/bytitle/C4FE444827136EE7CA256FB9001C4F6C?OpenDocument&amp;mostrecent=1</a>	Protection of Movable Cultural Heritage Act 1986 – the PMCH Act protects Australia’s heritage of movable cultural objects and supports foreign countries’ right to protect their heritage of movable cultural objects. The PMCH Act ratifies the 1970 UNESCO Convention on the Means of Prohibiting the Illicit Import, Export and Transfer of Ownership of Cultural Property. Refer: <a href="http://www.arts.gov.au/movable_heritage">http://www.arts.gov.au/movable_heritage</a>

## Appendix A cont: Commonwealth/State/Territory Legislative Framework

Primary Legislation	Purpose/objects of Legislation	Local government Instrument
<b>NEW SOUTH WALES</b>		
Environmental Planning & Assessment Act 1979 (P&A Act)	The P&A Act objects include the following responsibilities for local government: "to provide for the protection of natural and man-made resources and the maintenance of ecological processes and genetic diversity  To conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historic interest, or otherwise of special cultural value' (s.4)	Local environmental plan prepared by council and approved by the Minister.  Plans are made to achieve the objects of the Act which includes heritage (s.24). Scheme contents may also include protecting the environment and protecting and preserving trees or vegetation. (s. 26). (P&A Act 1979).
Heritage Act 1977	The Heritage Act conserves the environmental heritage of the state	
<b>VICTORIA</b>		
Planning & Environment Act 1987 (P&E Act) (a review is underway)	P&E Act s.4(d) objects include to conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value.	Planning scheme prepared by council and approved by Minister.  Planning schemes are required to achieve the objectives of the Act which includes heritage (s. 6)
Heritage Act 1995	The purpose of the Heritage Act includes to provide for the protection and conservation of places and objects of cultural heritage significance and the registration of such places and objects	
<b>QUEENSLAND</b>		
Integrated Planning Act 1997 (IPA) (a new planning act is imminent)	IPA objects include to achieve ecological sustainability defined as, among other things, maintenance of the cultural, economic, physical and social wellbeing of people and communities. (s. 1.2.1)	Planning Scheme prepared by council and approved by the Minister.  A core matter under the IPA in the preparation of a planning scheme is 'valuable features', defined as 'areas or places of cultural heritage significance (such as areas or places of indigenous cultural significance, or aesthetic, architectural, historical, scientific, social or technological significance, to the present generation or past or future generations) (s. 2.1.3A 4c)
	Queensland Heritage Act 1992 (QHA)	QHA is an Act to provide for the conservation of Queensland's cultural heritage. Planning Scheme prepared by council and approved by the Minister.

## Appendix A cont: Commonwealth/State/Territory Legislative Framework

Primary Legislation	Purpose/objects of Legislation	Local government Instrument
<b>SOUTH AUSTRALIA</b>		
Development Act 1993 (DA)	Objects include: to enhance the proper conservation, use, development and management of land and buildings and to facilitate sustainable development and the protection of the environment.	<p>Development Plan prepared by council and approved by Minister.</p> <p>Councils required to prepare Development Plans. Includes objective for: "management or conservation of land, buildings, heritage places and heritage areas' (s. 23).</p> <p>DA provides for the creation of Local Heritage Places and state Heritage Areas. The DA provides the mechanism for development control of state and local heritage places.</p> <p>The DA provides for the establishment of Historic (Conservation) Zones or Historic (Conservation) Policy Areas within development plans. Council approval is required to demolish a building located within a Historic (Conservation Zone) whether or not it is listed as local heritage place.</p> <p>Historic zones typically provide provisions related to height, density and townscape</p>
Heritage Places Act 1993	Objects include: to recognise the importance of South Australia's heritage places, to provide for identification and conservation of places and related objects of state heritage significance; to promote an understanding and appreciation of the state's heritage and to encourage the sustainable use and adaptation of heritage places in a manner consistent with high standards of conservation practice, the retention of heritage significance and relevant development policies" (s. 2)	

## Appendix A cont: Commonwealth/State/Territory Legislative Framework

Primary Legislation	Purpose/objects of Legislation	Local government Instrument
<b>WESTERN AUSTRALIA</b>		
<p>Planning and Development Act 2005 (PDA)</p>	<p>PDA purpose s. 3 (c) is to promote the sustainable use and development of land in the state. Doesn't include explicit heritage purpose but a general sustainability objective.</p>	<p>Local planning scheme prepared by council.</p> <p>The PDA provides for matters which may be dealt with by planning schemes including " Preservation and Conservation: (1) the preservation and conservation of places and objects of cultural heritage significance including control of the demolition and alteration of any building, structure or works and (2) the conservation of the natural environment of the scheme area including the protection of natural resources, the preservation of trees, vegetation and other flora and fauna, and the maintenance of ecological processes and genetic diversity" [Schedule 7 [ss. 69, 256 (1)]].</p>
<p>Heritage of Western Australia Act 1990 (HWA)</p>	<p>The HWA states the objects of this Act, with due regard to the rights of property ownership, are:                      (a) to identify, conserve and where appropriate enhance those places within Western Australia which are of significance to the cultural heritage;                      (b) in relation to any area, to facilitate development that is in harmony with the cultural heritage values of that area; and                      (c) to promote public awareness as to the cultural heritage, generally. (s. 4).</p>	

## Appendix A cont: Commonwealth/State/Territory Legislative Framework

Primary Legislation	Purpose/objects of Legislation	Local government Instrument
<b>TASMANIA</b>		
Land Use Planning and Approvals Act 1993 (LUPAA)	The objects of the LUPAA include furthering such objectives of the planning process as: "to conserve those buildings, areas or other places which are of scientific, aesthetic or historical interest, or otherwise of special cultural value" (Schedule 1 Part 2(g)).	<p>Planning scheme prepared by council and approved by the Resource Planning and Development Commission under the Resource and Development Commission Act 1997.</p> <p>A planning scheme can seek to achieve the objectives outlined in Schedule 1 Part 2(g) of the LUPAA 1993 including heritage conservation (s. 20).</p> <p>Current planning review seeks to introduce a Standard Planning Scheme template to be adopted by all new planning schemes including a standard 'Historic Heritage Schedule' relating to Local heritage places and State Heritage precincts.</p> <p>Heritage legislative reform process includes plans for better integration and alignment with LUPAA, and better management of heritage places in line with COAG agreements.</p>
Historic Cultural Heritage Act 1995 (Act under review based on 2005 Mackay report. Following consultation, new historic heritage legislation expected to be introduced in 2010 )	The objects of the Heritage Act are "to promote the identification, assessment, protection and conservation of places having historic cultural heritage significance and to establish the Tasmanian Heritage Council".	

## Appendix A cont: Commonwealth/State/Territory Legislative Framework

Primary Legislation	Purpose/objects of Legislation	Local government Instrument
<b>NORTHERN TERRITORY</b>		
Heritage Conservation Act 1991 (NT) - <a href="http://notes.nt.gov.au/dcm/legislat/legislat.nsf/linkreference/HERITAGE%20CONSERVATION%20ACT">http://notes.nt.gov.au/dcm/legislat/legislat.nsf/linkreference/HERITAGE%20CONSERVATION%20ACT</a>  Heritage Conservation Regulations 2007. Review announced in 2003, Bill in draft	The principal object of this Act is to provide a system for the identification, assessment, recording, conservation and protection of places and objects of prehistoric, protohistoric, historic, social, aesthetic or scientific value, including geological structures, fossils, archaeological sites, ruins, buildings, gardens, landscapes, coastlines and plant and animal communities or ecosystems of the Territory (s. 3).	No third tier of government, heritage places are listed in the Northern Territory Heritage Register established under the Heritage Conservation Act 1991. The Act also establishes a register of archaeological sites.
<b>AUSTRALIAN CAPITAL TERRITORY</b>		
Heritage Act 2004 - <a href="http://www.legislation.act.gov.au/a/2004-57/default.asp">http://www.legislation.act.gov.au/a/2004-57/default.asp</a>	The principal objects of The Heritage Act 2004 (ACT) are:  (a) to establish a system for the recognition, registration and conservation of natural and cultural heritage places and objects, including Indigenous places and objects;  (b) to establish the heritage council;  (c) to provide for heritage agreements to encourage the conservation of heritage places and objects;  (d) to establish enforcement and offence provisions to provide greater protection for heritage places and objects;  (e) to provide a system integrated with land planning and development to consider development applications having regard to the heritage significance of places and heritage guidelines.	No third tier of government, heritage places are listed in the register of heritage places and objects in the ACT. Listing on the ACT Heritage Register means that the place or object is:  <ul style="list-style-type: none"> <li>• of particular importance to the people of the ACT and enriches our understanding of history and identity;</li> <li>• is legally protected under the Heritage Act 2004 including the application of Heritage Guidelines;</li> <li>• requires advice by the ACT Heritage council on development issues to improve conservation outcomes; and</li> <li>• is eligible for support from the heritage advisory service or funding from the Heritage Grant Program.</li> </ul>

## Appendix B

### Local heritage provisions

Local heritage planning – Summary of standard provisions in local instruments

<b>NEW SOUTH WALES</b>	
Summary Standard heritage provisions	Contained within the Standard Instrument (Local Environmental Plans) Order 2006 under the Environmental Planning and Assessment Act 1979 (EPA)
Status and how it works	<p>Local heritage is a planning matter, administered via the EPA.</p> <p>Environmental Planning Instruments (state environmental plans, regional environmental plans and local environmental plans) are made under this Act and may include heritage provisions.</p> <p>At the local level, the local environmental plan is council's principal legal document for controlling development and guiding planning decisions. The NSW Government has gazetted the Standard Instrument which must be used by local government in preparing council's local environmental plans. This is the Standard Instrument (Local Environmental Plans) Order 2006 under the EPA.</p> <p>The identification of local heritage is usually conducted through a heritage study or survey of a geographical area. The statutory recognition of this identified local heritage is via adding the property to a schedule to a local environmental plan.</p> <p>The heritage provisions of this instrument are at Clause 33 and include archaeological provisions and clauses relating to places of Aboriginal heritage significance. Local councils have no discretion to amend these provisions. Clause 32 relates to Preservation of trees or vegetation and is an optional clause – purpose is retention of amenity not heritage. Schedule 5 to the instrument contains the heritage list.</p> <p>Under the EPA, the responsible authority must consider amongst other things the relevant environmental planning instruments and the likely impacts of the development on the natural and built environments and social and economic impacts in the locality (s 79C).</p>
Approval required from consent authority	Requirement for consent to: demolish or move heritage; alter heritage including making changes to the detail, fabric, finish or appearance of exterior; alter heritage by making structural changes to its interior; disturbing archaeological site having reasonable cause to suspect that will result in a relic being discovered, moved etc; disturbing heritage that is a place of Aboriginal heritage significance; erecting a building or subdividing on land where heritage is located Cl.33(2).
Exemptions from permits at discretion of consent authority	Consent is not required when: approval authority writes to authorise no consent required where the proposed development is of a minor nature for maintenance or would not adversely affect the significance and for certain other exemptions cl.33(3)

Assess impact of development	Council may require applicant to submit a heritage impact statement. Document prepared by expert assessing the potential impact of the proposed development & assesses affect on heritage significance. Council may also require submission of a conservation management plans cl.33(4)
Flexibility - conservation incentives & agreements etc	Council has discretion to grant consent to development for any purpose normally not allowed if satisfied that: for purposes of conservation; is in accordance with an approved conservation management plan; the proposed development would not affect significance of heritage or would not have any significant affect on amenity of the surrounding area cl.33(9)
Misc. elements:	Referral to Heritage Council for archaeological heritage. Consent authority must consider Aboriginal heritage. Referral to Heritage Council for demolition of item of state significance (not necessarily state listed).

<b>VICTORIA</b>	
Summary Standard heritage provisions	Contained within local planning schemes prepared under the Planning and Environment Act 1987 (P&E Act). Planning schemes are the principal legal document for controlling development and guiding planning decisions. The Victorian Planning Provisions (VPPs) are a standard set of planning provisions established by the P&E Act. Relevant provisions include Clause 43.01 Heritage Overlay (of the VPPs).
Status and how it works	<p>Local heritage is a planning matter, administered via the P&amp;E Act. Standard state policies are contained within every local council planning scheme which require the conservation of heritage (Clause 15).</p> <p>The permissible use and development of land is controlled by the zoning of the land. An overlay is an additional planning provision. A Heritage Overlay protects the significance of natural and cultural heritage places. Clause 43.01 of the planning scheme contains the provisions relating to the protection of heritage places. Clause 43 operates concurrently with the relevant zoning.</p> <p>The identification of local heritage is usually conducted through a heritage study or survey of a geographical area. The statutory recognition of this identified local heritage is via adding the property to the schedule to Clause 43.01 of the planning scheme.</p>
Approval required from consent authority	Requirement for consent to: subdivide land; demolish or remove a building; construct a building or carry out works; externally alter a building by structural work, rendering, sandblasting or in any other way; construct or display a sign; externally paint a building where triggered; externally paint an unpainted surface or where constitutes an advertisement; internally alter a building where triggered; carry out repairs and routine maintenance which change the appearance of the place; remove, destroy or lop a tree where triggered.

Exemptions from permits at discretion of consent authority	Consent is not required when: development is done in accordance with an approved incorporated document specified in a schedule to the overlay or cemetery works or where permit granted under the Heritage Act 1995 (Vic) or where exempted from permit by the Heritage Act.
Assess impact of development	Specific decision guidelines apply requiring approval authority to consider the significance of the place; any applicable heritage study or conservation policy; and the impact of proposed building, alterations, works, subdivision, consolidation, signage etc on significance, character or appearance of the heritage place.
Flexibility - conservation incentives & agreements etc	A permit may be granted for an otherwise prohibited use if the use would benefit the conservation of the place.
Misc. elements:	Referral to relevant Aboriginal heritage legislation.

<b>WESTERN AUSTRALIA</b>	
Summary Standard heritage provisions	Contained within the Model Scheme Text (MST) under the Town Planning Amendment Regulations 1999 which must be used for the development of local schemes. Part 7 of the MST contains provisions applying to the conservation of heritage places and heritage areas. Where a scheme does not include heritage provisions, the model clause set out in the explanatory notes to the MST should be used.
Status and how it works	<p>Local heritage is a planning matter, administered by the Planning and Development Act 1995 (PDA).</p> <p>Local planning schemes are made under this Act and may include standard heritage provisions as contained in the MST. The planning scheme is the principal legal document for controlling development and guiding planning decisions.</p> <p>The identification of local heritage is usually conducted through a municipal inventory and statutory recognition of this identified heritage is achieved via adding the place to the statutory Heritage List appended to the council's planning scheme. The inclusion of a heritage place triggers statutory controls including the requirement to obtain planning approval.</p>
Approval required from consent authority	<p>Requirement for consent from the planning authority for:</p> <p>Commencement or carrying out any development on land zoned or reserved under the scheme.</p> <p>Development is defined as the development or use of any land, including any demolition, erection, construction, alteration of or addition to any building or structure on the land and the carrying out on the land of any excavation or other works, and, in the case of a place to which a Conservation Order made under Section 59 of the Heritage of Western Australia Act 1990 applies, also includes any act or thing that –</p> <p>a) is likely to change the character of that place or the external appearance of any building; or</p> <p>b) would constitute an irreversible alteration of the fabric of any building. (Clause 8.1)</p>

<p>Exemptions from permits at discretion of consent authority</p>	<p>There is specified development that is permitted and does not require planning approval (Clause 8.2).</p> <p>This includes interior development not affecting the external appearance of a building; the erection on a lot of a single house any extension or ancillary outbuildings; demolition of any structure or building etc.</p> <p>These exemptions do not apply where the place is included in a Heritage List under the planning scheme or in some cases located within a Heritage Area under the scheme. (Clause 8.2).</p> <p>The MST recommends inclusion of the above provisions in schemes, unaltered, where the scheme includes heritage provisions.</p> <p>Local governments can add to the list of permitted development.</p>
<p>Assess impact of development</p>	<p>The MST enables local governments to require a heritage assessment to be carried out prior to the approval of any development proposed in a heritage area or to a heritage place listed on the Heritage List (Clause 7.4)</p>
<p>Flexibility - conservation incentives &amp; agreements etc</p>	<p>The MST enables local governments to enter into a Heritage Agreement for the conservation of a Heritage Place. The Heritage Agreement may include special planning concessions and covenants on the title relating to the use and development of the land (Clause 7.3). The provisions for heritage agreements are guided by the Heritage of Western Australia Act 1990.</p> <p>Clause 7.5 further allows local councils to vary the scheme provisions for a heritage place or heritage area to facilitate:</p> <ul style="list-style-type: none"> <li>a) the conservation of a heritage place listed in the Register of Places under the Heritage of Western Australia Act 1990 or listed in the Heritage List.</li> <li>b) enhance or preserve heritage values in a designated heritage area, the Council may vary any site or development requirement specified in the scheme or the residential design codes. (Clause 7.5).</li> </ul>
<p>Misc. elements:</p>	<p>A separate register of significant trees or vegetation may be kept under Clause 7.6.</p>

<p><b>NORTHERN TERRITORY</b></p>	
<p>Summary Standard heritage provisions</p>	<p>Not applicable.</p>
<p>Status and how it works</p>	<p>All heritage managed by the Territory.</p>
<p>Approval required from consent authority</p>	<p>Requirement for consent where a heritage place or heritage object is so declared to: carry out any work on, or damage, desecrate, or alter, a heritage place or heritage object; to remove from a heritage place a heritage object or an object associated with the place, or to remove a heritage object from the Territory without the consent in writing of the Minister or the Minister’s delegate (s 33, 39J).</p>

Exemptions from permits at discretion of consent authority	<p>No consent required under section 39K for minor works – refer to regulations, clause 10. The regulations provide the circumstances where no consent required for minor work where the work is carried out for maintenance, conservation or protection of the place or object and does not adversely affect the heritage value. (clause10(1))</p> <p>Minor work is defined as routine maintenance or cleaning that does not involve damage to or the removal of existing fabric, or the introduction of new material; repair of services and equipment using existing voids; the repair or replacement of deteriorated, damaged or missing fabric by a person who is licensed to carry out the work and has experience in the conservation of heritage buildings and in a way that ensures the repaired or replaced fabric does not involve damage to or the removal of large amounts of fabric; the removal of non significant fabric; painting, using paint of same colour and type and is appropriate to the substrate and does not endanger the survival of paint layers; general landscape maintenance without altering layout etc; tree surgery by a qualified horticulturalist or surgeon; erection of a temporary structure that does not damage heritage place or obstruct significant views; erection of a temporary fence; carrying out emergency stabilisation works; cemetery works (clause 10).</p>
Flexibility - conservation incentives & agreements etc	<p>Permit exemption provided in regulations where work is carried out only for the maintenance, conservation or protection of the place or object and does not adversely affect the heritage value of the place or object (clause 10).</p> <p>The registered owner of a property and the NT Government may make a Heritage Agreement concerning the protection of a place or object.</p>
Misc. elements:	

<b>QUEENSLAND</b>	
Summary Standard heritage provisions	The Queensland Heritage Regulation 2003 includes a local heritage place IDAS code to provide a consistent base level of protection for local places.
Status and how it works	Queensland Heritage Act 1992 requires local governments to keep a local heritage register (S 113). This must include a statement about the cultural significance of the place.
Approval required from consent authority	<p>Requirement for consent from planning authority for development which is assessable development or self-assessable development.</p> <p>All aspects of development on (designated) local heritage places is defined as assessable development and is subject to the IDAS local heritage place code as specified in Schedule 2 of the Queensland Heritage Regulation 2003.</p> <p>Development on local heritage place (Integrated Planning Act 1997) Schedule 8 (a new planning act is imminent)</p>

<p>Exemptions from permits at discretion of consent authority</p>	<p>The purpose of the IDAS code is to ensure development on a local heritage place is compatible with the cultural heritage significance of the place by:</p> <p>(a) preventing the demolition or removal of local heritage places, unless there is no prudent and feasible alternative to the demolition or removal; and</p> <p>(b) maintaining or encouraging, as far as practicable, the appropriate use of local heritage places; and</p> <p>(c) protecting, as far as practicable, the materials and setting of local heritage places; and</p> <p>(d) ensuring, as far as practicable, development on a local heritage place is compatible with the cultural heritage significance of the place.</p>
<p>Assess impact of development</p>	<p>The IDAS code specifies the forms of complying development. For example, carrying out building work or operational work where changes to the local heritage place are appropriately managed and documented and development is compatible with a conservation management plan prepared in accordance with the Burra Charter. In addition an archival quality photographic record is to be made of the features of the place that are destroyed because of the development.</p>
<p>Flexibility - conservation incentives &amp; agreements etc</p>	<p>Applicants may apply for a certificate of immunity (from Registration) under the Queensland Heritage Act (s 57). Regulations to the Act specify that applications must include a statement of cultural significance and comprehensive history of the place. (the certificate of immunity provisions do not apply to local heritage registers)</p>

**TASMANIA**

No standard provisions currently. The ‘Managing our Heritage’ position paper supporting the consultation on the reform of the Historic Cultural Heritage Act 1995, September 2007, anticipates that the Heritage Council will publish guidelines that clearly define the principles to be applied in managing local heritage places. It is further anticipated that the assessment of heritage matters will be subject to specific provisions within the planning scheme and will rely on the published standard guidelines (or similar).

The introduction of a standard Historic Heritage Schedule will determine exempt, permitted and discretionary works. Local heritage will be a planning matter administered by the Land Use Planning Approvals Act 1993, and consent will be required for all permitted discretionary works. There will be no statutory requirements for assessing the impact of development, conservation incentives or agreements at the local level.

**SOUTH AUSTRALIA**

No state mandated provisions for local heritage management in the Local Instrument - Council’s Development Plan.

## Appendix C

### Common Criteria

Heritage criteria are commonly used to help structure and organise the heritage assessment process.

The following list is the Common Criteria adopted by the Environment Protection and Heritage Council of the Australian & State/Territory Governments in April 2008 (comprising the model criteria developed at the National Heritage Convention (HERCON) in Canberra, 1998):

- A. Importance to the course, or pattern of our cultural or natural history.
- B. Possession of uncommon, rare or endangered aspects of our cultural or natural history.
- C. Potential to yield information that will contribute to an understanding of our cultural or natural history.
- D. Important in demonstrating the principal characteristics of a class of cultural or natural places or environments.
- E. Importance in exhibiting particular aesthetic characteristics.
- F. Importance in demonstrating a high degree of creative or technical achievement at a particular period.
- G. Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons. This includes the significance of a place to Indigenous peoples as part of their continuing and developing cultural traditions.
- H. Special association with the life or works of a person, or group of persons, of importance in our history.

Prior to the adoption of the Common Criteria, each jurisdiction in Australia had developed heritage assessment criteria, often forming part of legislation or regulation. Some states have developed heritage assessment criteria for use in assessing local heritage. Such material may also include guidance on applying the criteria and establishing levels of significance.

For example:

In New South Wales, guidance is contained in, 'Assessing Heritage Significance' (2001) - <http://www.heritage.nsw.gov.au/docs/assessingheritagesignificance.pdf>

In Western Australia, the Heritage Council of Western Australia has developed guidance in the publication, 'Criteria for the Assessment of Local Heritage Places and Areas: A practical guide for identifying, grading and documenting places and areas in local government inventories' (2007) - [http://www.heritage.wa.gov.au/assets/files/General\\_Publications/criteria\\_for\\_assessment\\_local\\_places\\_and\\_areas.pdf](http://www.heritage.wa.gov.au/assets/files/General_Publications/criteria_for_assessment_local_places_and_areas.pdf)

Source: (Protecting Local Heritage Places, a national guide for local government and communities, 2009)

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