

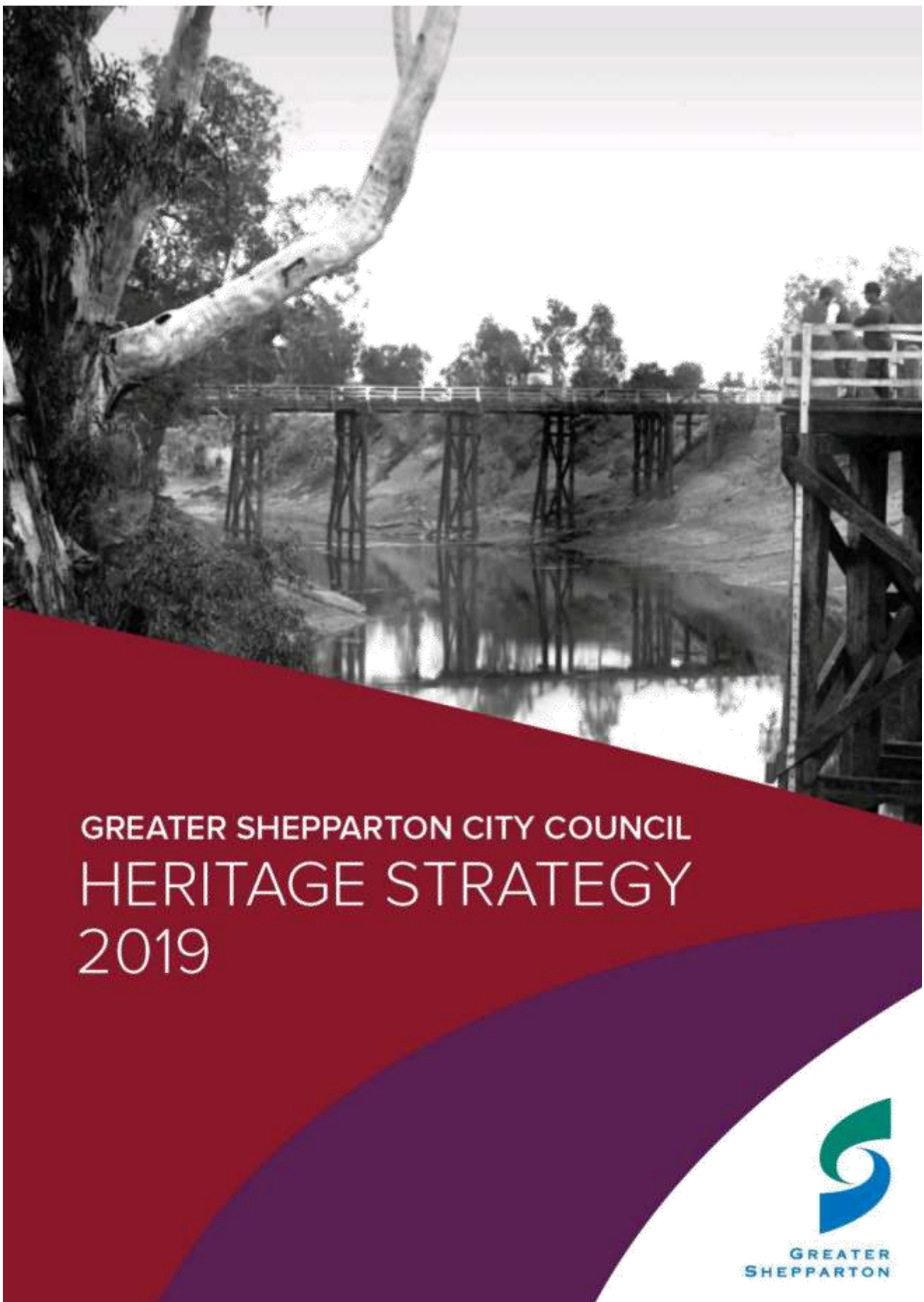
ATTACHMENT TO AGENDA ITEM

Ordinary Meeting

16 July 2019

Agenda Item 9.4 Draft Greater Shepparton Heritage Strategy 2019

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Sculpture and standing stone commemorating Joseph Furphy, author of 'Such Is Life' (1903), Shepparton





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Acknowledgements

Greater Shepparton City Council acknowledges the Traditional Owners of the land which now comprises Greater Shepparton. We pay respects to their tribal elders, we celebrate their continuing culture and we acknowledge the memory of their ancestors.

Council gratefully acknowledges the contributions and assistance received throughout the development of this Strategy, from Heritage Concepts Pty Ltd and the Greater Shepparton Heritage Advisory Committee, which comprises representatives from local historical societies and the community.

Glossary of terms

Conservation: all the processes of looking after a *place* so as to retain its cultural significance.

Conservation may, according to circumstance, include the processes of: retention or reintroduction of a *use*; retention of *associations* and *meanings*; *maintenance*, *preservation*, *restoration*, *reconstruction*, *adaptation* and *interpretation*; and will commonly include a combination of more than one of these. Conservation may also include retention of the contribution that *related places* and *related objects* make to the *cultural significance* of a *place*.

Fabric: means all the physical material of a place or object, including components, fixtures and contents). It may also include living material such as trees and other plants.

Intangible: involves elements of heritage that are not based on physical material, but focus on traditions, knowledge, skills, creativity, products, resources, spaces. The 2003 UNESCO Convention for Safeguarding Intangible Cultural Heritage says that intangible heritage includes 'oral traditions, expressions and language, the performing arts, social practices, rituals, and festive events, knowledge and practices about nature and the universe and traditional craftsmanship'.

Integrity: refers to the degree to which the heritage values of the place or object are still evident and can be understood and appreciated. If considerable change to a place or object has occurred (through encroaching development, changes to the fabric, physical deterioration of the fabric, etc.) the significant values may not be readily identifiable and the place or object may have low-level integrity.

Tangible: refers to elements and items that have an actual physical existence; material or substantial.



Valuing our heritage

'Local heritage makes the greatest contribution to forming our living historic environment, more so than the small number of outstanding items of state, national or world significance. Greater than the sum of its parts, the varied collection of local heritage in an area enriches its character and gives identity to a neighbourhood, region or town in a way that cannot be reproduced. Local heritage is often what makes an area distinctive or exclusive in the long-term, even if the heritage features were once in a neglected state or considered unremarkable ...'

Heritage Office, NSW Government Department of Planning 2008

Greater Shepparton contains a wide variety of heritage places of local, regional and state significance owing to its richly-layered history, dating back over 40,000 years. These places encompass our natural landscapes and sites of significance to Aboriginal and Torres Strait Islander Peoples as well as cultural heritage, which is the focus of this Strategy.

Our cultural heritage is an integral part of the rich tapestry that connects each of us with our past, and tells the story of who we are as a community, as well as adding character, appeal and interest to our Municipality. Respect for our cultural heritage involves retaining and managing those elements that are valued by our people. Many of our precious places and objects are in private ownership, necessitating collaborative partnerships between Council, historical societies, and owners. Awareness and understanding of our unique legacy is continually increasing.

Council's Commitment to our Heritage

Greater Shepparton City Council recognises the rich and diverse legacy of culturally significant places and objects within the City of Greater Shepparton. Council is committed to conserving, enhancing, and celebrating our heritage, both tangible and intangible, for the aesthetic, historic, scientific, social and spiritual values it embodies, in partnership with the community, for the benefit of current and future generations.



Day's Flour Mill and House, Murchison (Photo: K. Ball)



Introduction

What is Heritage?

Heritage refers to places and objects from our past, which hold cultural significance for our people. *Heritage* includes both tangible elements (such as buildings, monuments, landscapes, books, works of art and artefacts) and intangible aspects (such as folklore, traditions, language and knowledge). *Cultural significance* encompasses aesthetic, historic, scientific/technical, social or spiritual values that may exist for past, present or future generations.

Place has a broad scope and includes natural and cultural features. Places can be large or small: for example, a memorial, a tree, an individual building or group of buildings, the location of an historical event, an urban area or town, a cultural landscape, a garden, an industrial plant, a shipwreck, a site with in situ remains, a stone arrangement, a road or travel route, a community meeting place, or a site with spiritual or religious connections. Places may have significance for more than one value, may have differing significance for separate groups, or may have shared significance between groups. Significance may be embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects.

Places of cultural heritage significance enrich people's lives, often providing a deep and inspirational sense of connection to community and landscape, to the past, and to lived experiences. They contribute to our individuality and character. They are important records, expressions of our identity and diversity. They are irreplaceable and precious.

Greater Shepparton is notable for the great diversity and variety of cultural heritage places, and the sometimes subtle remains of past uses and activities. They are important records, expressions of our identity and diversity.

There is an on-going need for research to identify, interpret, and conserve both tangible and intangible cultural heritage, applying continually evolving information and methods to understand and enhance our shared identity.

Approaching Heritage Conservation

The Australian ICOMOS Charter for the Conservation of Places of Cultural Significance, known as the Burra Charter, is a set of principles that provide a nationally accepted standard for heritage conservation practice in Australia. It advocates a cautious approach to change: do as much as necessary to care for the place and make it usable, but otherwise change it as little as possible so that its cultural significance is retained.

The Burra Charter outlines a process to plan for and manage a place of cultural heritage significance. The first stage is to understand its cultural significance by collecting and analysing information about the place - its extent, history, use, associations, and fabric - and developing a statement of significance. The next stage is to develop an approach to retaining its significance, taking into consideration other factors affecting the future of the place such as owners' needs, resources, external constraints and its physical condition. This approach will inform a management plan, which defines priorities, resources, responsibilities and timing, and outlines actions. The management plan should be monitored and may need to be updated as circumstances change or new information comes to light.



Understanding cultural significance

The *Victorian Heritage Act 2017* requires criteria to be used to assess the cultural heritage significance of places. In 2008, the Heritage Council of Victoria adopted the heritage assessment criteria listed below. A place may be significant according to more than one criterion, and it may be only a section of a property that is significant.

- **Criterion A:** Importance to the course, or pattern, of our cultural or natural history.
- **Criterion B:** Possession of uncommon, rare or endangered aspects of our cultural or natural history.
- **Criterion C:** Potential to yield information that will contribute to an understanding of our cultural or natural history.
- **Criterion D:** Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments
- **Criterion E:** Importance in exhibiting particular aesthetic characteristics.
- **Criterion F:** Importance in demonstrating a high degree of creative or technical achievement at a particular period
- **Criterion 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.
- **Criterion H:** Special association with the life or works of a person, or group of persons, of importance in our history.

(See Appendix A for the application of the criteria to places of local cultural heritage, as used in the *Greater Shepparton Heritage Study Stage IIC (2017)*.)

Council's Role

Greater Shepparton City Council (Council) recognises that places of cultural heritage significance exist in a dynamic context. This Heritage Strategy, therefore, reflects the need to address the challenges of conserving and integrating significant reminders of our heritage, whilst meeting the diverse cultural, environmental and economic needs of contemporary society. Council seeks to ensure that places and objects that are valued by the community are not overwhelmed by ongoing growth.

Council aims to provide direction for the ongoing work that is required to protect and manage the heritage places, cultural landscapes, and associated objects across the City of Greater Shepparton, coordinating with external parties. It will also provide guidance to promote knowledge and understanding of heritage within Council and the community.

As a local government authority, Greater Shepparton City Council operates in accordance with the *Local Government Act 1989*, to provide, facilitate and advocate for the best outcomes to achieve our vision of a 'Greater Shepparton'. Council's commitment to preserving and enhancing Greater Shepparton's cultural heritage is affirmed in the objectives of the *Greater Shepparton Council Plan 2017-2021*:

- Greater Shepparton's heritage places, cultural landscapes and objects are protected and conserved for future generations.
- Council advocates on issues, priorities and needs that matter to our community in partnership with key stakeholders.
- Our community is supported to achieve and sustain physical, emotional and spiritual health and wellbeing.



About the Heritage Strategy

This inaugural Heritage Strategy focuses on ensuring that the City of Greater Shepparton has strong foundations in place to ensure the conservation and protection of its heritage places, enabling the community to access and connect to heritage, and participate in expanding our knowledge.

The document has been set out in two parts:

Part 1 - Background

Part 1 provides an overview of the context in which heritage protection and management are undertaken. It includes a snapshot of Greater Shepparton's current context, a summary of key heritage themes, and a brief overview of the regulatory and policy context that shapes heritage conservation practices.

Part 2 - Strategy

Part 2 begins with a summary of the challenges and opportunities that exist in relation to the recognition and conservation of Greater Shepparton's places of cultural heritage significance. It is followed by the framework of Key Strategic Directions that guide and shape the strategy:

- Knowing
- Protecting
- Supporting
- Communicating and Promoting
- Building Capacity

This section celebrates our recent heritage-related achievements, which provide the basis to shape our future directions and long-term aspirations.

The Greater Shepparton Heritage Strategy 2019 Action Plan, beginning on page 24, details the next phase of activity that will be supported and promoted by Council.

The appendices provide additional information on how the HERCON criteria have been applied in sites in Greater Shepparton, and a list of links to documents and websites mentioned in the strategy.

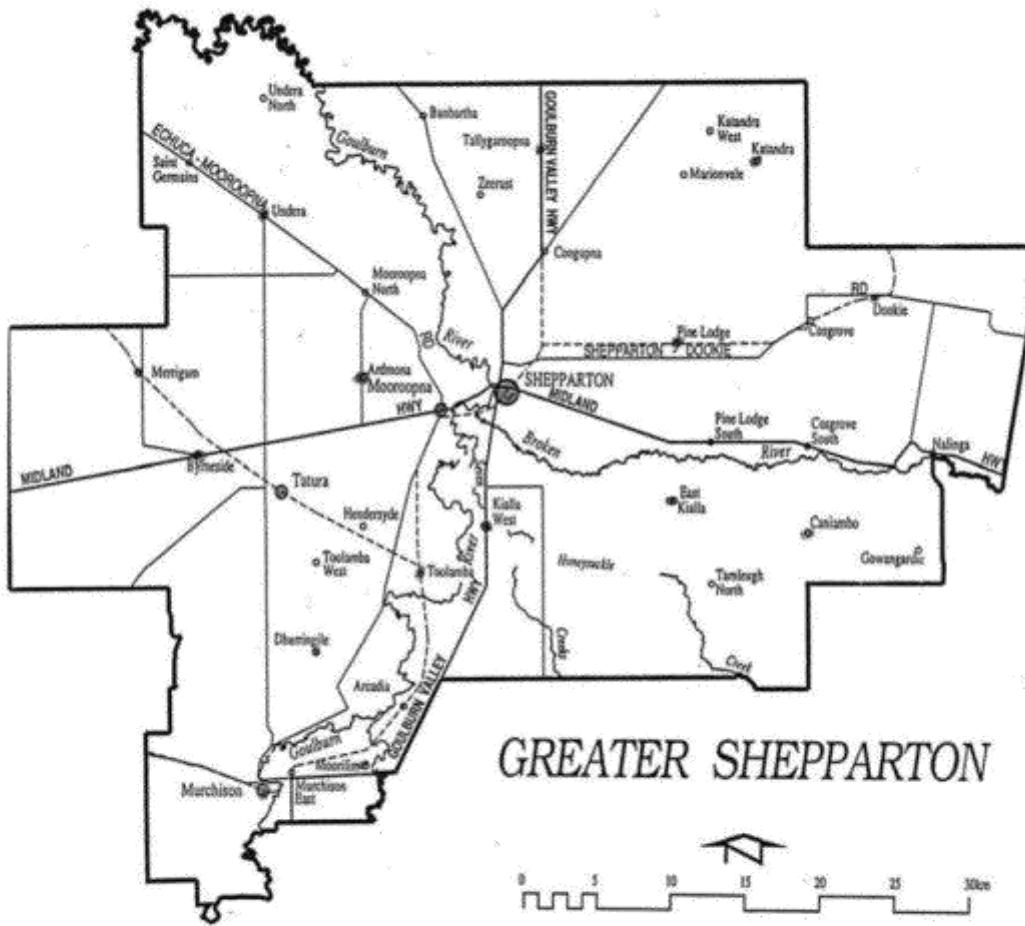


Part 1: Background

1.1 Present City of Greater Shepparton

The City of Greater Shepparton encompasses 242,136 hectares in the northern region of Victoria, approximately 160-200 kilometres north of Melbourne. It is located in the lower floodplain of the Goulburn Broken catchment, at the confluence of the Goulburn and Broken Rivers. The characteristically flat landscape slopes imperceptibly to the north-west, fringed by the rolling hills of Dookie in the east and low rises near Murchison in the south. This topography has played an important part in creating the cultural landscapes of the area; for example, it enabled the gravity irrigation that facilitated development of the region as part of the Goulburn Murray Irrigation District, one of the largest in Australia.

The present City of Greater Shepparton was formed in 1994 from the amalgamation of the City of Shepparton, the Shire of Shepparton, and parts of the Shire of Rodney, Shire of Euroa, Shire of Goulburn, Shire of Tungamah, and the Shire of Waranga, endowing a variety of places and objects of significance.



GREATER SHEPPARTON

From the *Thematic Environmental History 2004*



Greater Shepparton currently has a population of approximately 65,000 people (ABS 2017), and is home to one of the largest population of Aboriginal and Torres Strait Islander Peoples outside metropolitan Melbourne, numbering an estimated 6,000 people. Our region also has a long history of migration, which has resulted in a diverse community made up of over 30 nationalities, speaking more than 50 languages, each of which adds to its cultural values to Greater Shepparton's richness.

The largest urban centre is Shepparton (extending to Mooroopna and Kialla) which forms an extensive commercial, administrative and industrial base. It is the fourth largest regional centre in Victoria, and a major service city for the surrounding agricultural areas. Greater Shepparton also features smaller settlements at Arcadia, Congupna, Dhurringile, Dookie, Katandra West, Merrigum, Murchison, Tallygaroopna, Tatura, Toolamba and Undera. Each has its own unique and valued history and character to be celebrated.

1.2 Heritage Themes

This strategy focuses on heritage derived from a range of interrelated themes that have been integral to shaping the contemporary municipality.

These themes were identified in the *Thematic Environmental History* that was compiled as part of the *City of Greater Shepparton Heritage Study Stage II (2004)*. The *Thematic Environmental History* is periodically reviewed and will be updated as information about our heritage emerges. Local historical societies are also important sources of information about Greater Shepparton's heritage.

The following section gives a brief indication of how some of the themes emerged, and the range of resulting artefacts and places that comprise our heritage.

All of these themes combine to give the City of Greater Shepparton its individual character and unique place in the Victorian environment. There is broad scope for further research and identification of heritage places relating to all of the themes to be conducted, with potential for future inclusion of significant sites in the Heritage Overlay of the Greater Shepparton Planning Scheme (see page 16).

Traditional Owners

Aboriginal Peoples inhabited the Greater Shepparton region for around 40,000 years, over thousands of generations. Many culturally significant Aboriginal heritage sites are to be found within the municipality, with more than 560 places inscribed on Victoria's Aboriginal Heritage Register. Other sites, such as the former Protectorate at Murchison, have cultural significance for both traditional owners and cultural communities from the post-contact period. While the cultural heritage of Aboriginal Peoples primarily falls under the jurisdiction of the Registered Aboriginal Parties (see page 15), some sites of shared significance such as Rumbalara, The Flats and Howe's Paddock are protected by the Heritage Overlay; the Bangerang Cultural Centre is also listed on the Victorian Heritage Register.

Settlement

Successive waves of immigration have shaped settlement patterns in the Greater Shepparton area since the first European explorations by Hume and Hovell in 1824 and Major Thomas Mitchell in 1836. The potential for grazing land first drew the squatters, including Gregor McGregor, circa 1839, to occupy 'Arcadia Station', followed in 1841 by James Cowper at 'Ardpatrick', in 1844 by Sherbourne Shepherd at 'Tallygaroopna Station', and in 1845 by Alexander and David Innes at 'Toolamba' Station. Few sites from the squatting era remain, although their legacy is retained in the naming of some of Greater



Staircase at Dhurringile
(Photo: [unreadable])

Shepparton's towns. Dhurringile, a two storey brick mansion, and the slab hut of Sherborne Sheppard (after whom Shepparton is named) at Tallygaroopna, are highly valued remnants of the period.

A succession of Victorian Land Acts through the 1860s determined much of the settlement pattern within Greater Shepparton, although there is also a strong association with the development of irrigation practices. Following the 1869 Land Act, the land around Shepparton was taken up by selectors in properties of up to 320 acres. Their extensive clearing of the original woodland vegetation for farming has shaped the subsequent appearance and functioning of the region, persisting today. Settlement



patterns intensified with the introduction of the Closer Settlement and Soldier Settlement Acts in the early decades of the twentieth century. A large number of significant places from these periods—including log buildings of the first selectors, Victorian and Federation period homesteads, churches, local halls, and prefabricated 'tin houses', have been identified.

Water and Irrigation

Water resources have played a crucial role in the development of the Greater Shepparton area. The supply of water to support expanding farming and agricultural industries was a key issue for selectors, particularly after a period of drought in the late 1870s and early 1880s. Various small-scale methods were used to transport water until Victoria's economic boom of the 1880s enabled the construction of more extensive water infrastructure. Constructed between 1887 and 1891, the Goulburn Weir was the nation's first major diversion structure built for gravity irrigation to the Goulburn Valley, and the foundation of the first publicly-funded large-scale irrigation scheme in Australia. Farmers and fruit growers in Ardmona were particularly active in pioneering innovative irrigation practices. Irrigation systems offered farmers a security of season that was unknown to its earliest settlers, enabling the Goulburn Valley to become one of the richest and most intensively farmed 'food bowl' areas in Australia.

Conservation of irrigation infrastructure is difficult, due to its linear configuration and ongoing upgrades and modernisation over the years. Its significance may be largely appreciated through the fabric of the industries it facilitated, though some important remnants remain, such as John Monash's concrete subway under the East Goulburn Main Channel. Policy shifts towards water trading in the 1990s, the Millennium Drought, and the Murray Darling Basin Plan have all impacted the familiar mosaic of pastures and orchards from the second half of the 20th century, though local companies continue to develop and adapt irrigation technology to suit changing requirements.

Development of primary and secondary industries

Agriculture has been the formative industry for much of the development of the area. Wheat cultivation, fruit and vine growing, cattle and sheep grazing, and dairying have left their marks across Greater Shepparton's landscape. A range of related heritage sites, including dairies, stables, silos, woolsheds, cool rooms, an agricultural college, and even a rare small slaughterhouse have been identified.

The agricultural industries gave rise to a number of secondary industries, notably canning; the Shepparton Fruit Preserving Company (SPC) became so well known nationally that it was synonymous with Shepparton, later merging with Ardmona Fruit Products. The foundry works of John Hare Furphy has continued to evolve and today offers engineering and fabrication activities on a national scale. Butter factories became common; the Shepparton Butter Factory eventually merged with other suppliers to become Bonlac Foods, one of Australia's largest food companies, in 1986. Rosella moved from Melbourne to Shepparton in 1949, and the Campbell's Soups plant at Lemnos opened in 1962. Many of these sites demonstrate potentially unique technologies from the 20th century that are important to the understanding of the progression of these industries.

While the townships developed in response to the development of agriculture, transport has been a key influence on the growth of Shepparton since the coming of the railway in 1880 established it as the major business centre. The expanding road network further consolidated its central position as a hub for processing industries. The road transport industry continues to be a major contributor to the local economy, as well as manufacturing, construction, education, and health and community services.



Religious, educational, environmental, medical, and recreational themes also form important aspects of Greater Shepparton's rich history, as well as an unusual diversity of memorials to the dead, encompassing the last Aboriginal person of a local tribe, the early pioneers, and war dead.

The significance of two further themes is also gaining broader recognition:

World War II Internment and Prisoner of War (POW) Camps

Several locations in Greater Shepparton hold important records of the impact of World War II on Australia. Number One Internment Camp, south-west of Tatura, was the first purpose-built camp for securing German and Italian civilians who had been residing in Australia. The Murchison Prisoner of War Camp (Camp 13) was the largest facility in Victoria during the Second World War, housing up to 4,000 German, Italian and Japanese prisoners. It has associations with significant events such as the sinking of the HMAS Sydney by the German Raider Komoran, and the Japanese escape from Cowra in NSW. The Dhurringile mansion was also used for internment, and then to house German officers. An extensive collection of artefacts from these and other related places are held in the Tatura World War II Internment and PoW Camps Collection. The former camp sites and collections of objects are considered to be of national significance, and are listed on the Victorian Heritage Register.

Migration

Whether independent, assisted, or refugee, immigration has been a key determinant of the cultural character and heritage of the region. Early settlers in the region were vigorous in their development of agricultural and pastoral industries. Successive waves of immigrants from across the world have brought their knowledge and cultural practices to the area, bequeathing a variety of dwellings, religious facilities, monuments, and other public buildings to the locality, as well as smaller artefacts and more intangible stories, songs, and rituals.



1.3 Legislation and Policy

Heritage places are managed by a number of agencies using a range of legislative frameworks at local, state and federal government levels. In addition, there are broader policy considerations and over-arching strategies to protect cultural heritage by guiding conservation and management of changes to significant fabric of listed heritage places. (See Appendix B for website links.)

Victorian State legislation

Heritage Act 2017 and Heritage Regulations 2017

The *Heritage Act 2017* establishes the Victorian Heritage Register (VHR), to record the State's significant heritage places and objects, and the Victorian Heritage Council, which performs an array of functions in relation to cultural heritage. Heritage places listed on the Victorian Heritage Register can include buildings, trees, parks and gardens, streetscapes, archaeological sites, shipwrecks and structures that are of significance to the State of Victoria

At the time of writing, eight heritage places and one collection of objects held in the City of Greater Shepparton were listed on the Victorian Heritage Register. Further applications are underway.

The *Heritage Regulations 2017* give effect to the *Heritage Act 2017*, prescribing forms, fees, exemptions, infringement offences and penalties for the purposes of the Act.

Aboriginal Heritage Act 2006 and Aboriginal Heritage Regulations 2018

The *Aboriginal Heritage Act 2006* provides protection for all Aboriginal places, objects and human remains in Victoria, and establishes the Victorian Aboriginal Heritage Register. The Act protects Aboriginal Heritage on all lands, regardless of whether it is included on the Register. The *Aboriginal Heritage Regulations 2017* give effect to the *Aboriginal Heritage Act 2006*.

The *Act* recognises Aboriginal and Torres Strait Islander Peoples as the primary guardians, keepers and knowledge holders of Aboriginal cultural heritage, seeking to protect and conserve Aboriginal cultural heritage in ways that are based on respect for Aboriginal knowledge and cultural and traditional practices. It aims to increase public awareness and understanding of Aboriginal cultural heritage, and promote its inclusion as an integral part of land and natural resource management.

Under the *Act*, Registered Aboriginal Parties (RAPs) hold decision-making responsibilities for a specified geographical area, protecting and managing Aboriginal and Torres Strait Islander cultural heritage. The Yorta Yorta Nation Aboriginal Corporation is recognised as the RAP for most of the land comprising Greater Shepparton. Council is committed to working closely with Aboriginal and Torres Strait Islander Peoples and representative organisations to create greater community understanding of their culture and heritage.

Scarred trees, stone arrangements and other places that are significant for their Aboriginal associations or shared historical value may also be included under the Heritage Overlay of a local Planning Scheme (see below) but remain subject to the requirements of the *Heritage Act 2006*.

Planning for Heritage

The key measure for protecting local heritage places is the application of a Heritage Overlay (HO) under the Victorian Planning Scheme (VPS), so that proposed changes to the place can be assessed by Council before works begin. The legislation governing the VPS is the *Planning and Environment Act 1987*.

Planning and Environment Act 1987

Section 4 of *Act* sets out its objectives, which include conserving and enhancing those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value.

The *Planning and Environment Act 1987* is administered through the Greater Shepparton Planning Scheme (GSPS), which comprises the Victorian Planning Policy Framework (VPP), and the Local Planning Policy Framework (LPP).

Greater Shepparton Planning Scheme (GSPS)

Victorian Planning Policy Framework (VPP)

The state's aim to ensure the conservation of places of heritage significance is stated in Clause 15.03-15 *Heritage conservation*. The clause provides for the protection and enhancement of heritage sites through the identification, assessment and documentation of significant places to enable their inclusion in the planning scheme. It encourages appropriate development that respects places with identified heritage values, supporting adaptive reuse of disused heritage buildings. It also aims to retain, conserve and restore those elements that contribute to the importance of the heritage place, ensuring an appropriate setting and context is maintained. In some cases, the restoration or reconstruction of a heritage building in a Heritage Overlay that has been unlawfully or unintentionally demolished may be required.

Aboriginal cultural heritage is addressed by Clause 15.03-25. This clause provides for the protection of significant pre-and post-contact Aboriginal cultural heritage places. The identification, assessment and documentation of places of Aboriginal cultural heritage significance must occur in consultation with relevant Registered Aboriginal Parties. Inclusion of this clause seeks to ensure that permit approvals align with the recommendations of any relevant Cultural Heritage Management Plan approved under the *Aboriginal Heritage Act 2006*.



Soldiers' Memorial Hall, Tallygaroopna



Local Planning Policy Framework (LPP)

Local Planning Policy is shaped by the Municipal Strategic Statement (MSS), which outlines Council's key strategic, land use and development objectives for the City of Greater Shepparton. The MSS identifies issues in relation to heritage protection in the City of Greater Shepparton, and the policy aims that guide decisions on development and demolition of places affected by heritage controls.

Council seeks to ensure that places of pre-settlement and post-settlement cultural heritage significance are preserved for future generations, including buildings, collections, streetscapes, remnants of settlements, places of Aboriginal cultural heritage significance, and significant landscapes. This requires maintaining the integrity of places of cultural heritage significance whilst accommodating the needs of current and future inhabitants, recognising the changing context of the contemporary City of Greater Shepparton.

The LPP is an important tool for Council to restrict development that may adversely affect places of cultural heritage significance, including discouraging the demolition of places that are individually significant or contributory in heritage precincts. It seeks to ensure that development is compatible with the existing character of any precinct, so that new development does not become visually dominant, or detract from the cultural heritage significance when situated on non-contributory sites. It also encourages sympathetic re-use of places of cultural heritage significance, so that such places are maintained and enhanced.

Heritage Overlay

A Heritage Overlay (HO) sets out requirements to assist in managing changes to the built form of a heritage place. Under the HO, a planning permit is required to subdivide land, alter, construct or demolish buildings or otherwise impact on the significance of the heritage place.

The Schedule to the Heritage Overlay lists the places of cultural heritage significance that are included in the Heritage Overlay, including heritage precincts. The Schedule allows for the inclusion of additional restrictions such as tree, external paint or internal controls if required. There are more than 400 entries in the Schedule to the Heritage Overlay, including places listed on the Victorian Heritage Register.

The *Greater Shepparton Heritage Incorporated Plan April 2018* allows for a number of permit exemptions for specific minor works and development of a residential property within the Heritage Overlay.

Heritage Studies

A heritage study identifies and assesses a heritage places within the municipality, providing an inventory of buildings, precincts and other places and or items of aesthetic, architectural, historical, scientific, social or other special cultural heritage significance. The study sets out the history of a heritage place or precinct, and outlines what is significant and why it is significant. It determines which places meet criteria for local, state or national levels of significance, providing recommendations on whether a place warrants Heritage Overlay, and sometimes suggestions for the future management of a heritage place. A Planning Scheme Amendment is then enacted to apply the HO to the sites specified in the study.

See Appendix B for links and references.



Part 2: Strategy

Within the context outlined in the previous sections, Council seeks to address the following challenges and opportunities inherent in the protection and integration of significant aspects of our heritage legacy:

Challenges

- Protecting significant heritage places from adverse impacts, whether resulting from neglect, or inappropriate land use and development;
- Encouraging attitudes that perceive heritage places as community assets and opportunities for enrichment, rather than impediments to development;
- Obtaining resources for the necessary research and identification of places and objects of cultural heritage significance, particularly in smaller settlements and rural areas; and
- Acquiring professional expertise to assist with the management of the places of cultural heritage significance.

Opportunities

- Encouraging social inclusion through community appreciation of diverse histories and cultural heritage, and active participation in its conservation;
- Enhancing community wellbeing by raising aspirational values, fostering local sustainability, and building relationships between people and place;
- Engagement with the Aboriginal community, Registered Aboriginal Parties, and ethnic communities for the protection of tangible and intangible cultural heritage assets;
- Building relationships through engagement with managers of places of national and state values with similar cultural values; and
- The innovative use of appropriate historical sites can make a valuable economic contribution to the City of Greater Shepparton.





2.1 Key Strategic Directions

The following are the key strategic directions that have shaped the *Greater Shepparton Heritage Strategy 2019*, building on Council's heritage-related achievements in recent years.

Knowing

Identifying, assessing and documenting heritage places, and recording intangible cultural elements.

Council have undertaken four heritage studies since 2001, identifying and researching places that represent the rich and diverse history of Greater Shepparton, and making recommendations for their conservation:

- 2001 - *Greater Shepparton City Council Heritage Study Stage I*
- 2004 - *City of Greater Shepparton Heritage Study Stage II*;
- 2009-2010 - *Greater Shepparton Heritage Study Stage IIB (revised 2013)*; and
- 2017 - *Greater Shepparton Heritage Study Stage IIC*.

The earlier studies identified a sampling of places of cultural heritage significance across Greater Shepparton, creating a broad foundation of knowledge that has informed the succeeding studies.

The *City of Greater Shepparton Heritage Study Stage II* (2004) includes the *Thematic Environmental History*, which discusses the evolution of the local landscape and key themes that have been integral to the formation of the Municipality, including settlement patterns, utilizing natural resources, transport and communication, primary and secondary industries, education, worship, recreation and leisure, migration, internment, commemoration of the dead, public buildings, and natural hazards. The *Thematic Environmental History* was reviewed as part of the preparation for the *Greater Shepparton Heritage Study Stage IIC*, and will continue to evolve as information about our heritage emerges.

The *Greater Shepparton Heritage Study Stage IIB* (2013) focused on places in the City of Shepparton and the township of Tatura. The Stage IIC study in 2017 took a more expansive approach, emphasising places in the rural environment and smaller townships.

All of the information collected in the preparation of heritage citations for significant places has been entered into Heritage Victoria's Heritage Management Electronic System data base (HERMES). In addition, the Tatura World War II Internment and Prisoner of War Camps Collection, and the site of the Murchison Prisoner of War Camp (Camp 13) were assessed and successfully nominated for listing on the Victorian Heritage Register. The collection of the Bangerang Cultural Centre was also underwent a heritage assessment.

Future directions:

- Conducting further research into Greater Shepparton's tangible and intangible heritage, particularly significant 20th century places and objects;
- Advocating for opportunities to facilitate research by local historical societies and individuals; and
- Enabling the sharing of heritage knowledge with the local and wider communities.

Protecting

Securing statutory protection for significant places, developing policy/guidelines to assist decision making, implementing appropriate management practices

Following the heritage studies outlined above, Council has implemented Planning Scheme Amendments C50 (2007), C110 (2012), and C 174 (2014) to apply heritage controls over the recommended sites and precincts. Amendment C110 also introduced the *Greater Shepparton Heritage Incorporated Plan 2013*. Amendment C204 was gazetted in late 2018, applying interim heritage controls over sites and precincts identified in the *Greater Shepparton Heritage Study Stage IIC 2017* and updating the *Greater Shepparton Heritage Incorporated Plan 2018*. Amendment C205 is currently underway to apply permanent controls to these sites.

In addition, two significant industrial sites have been afforded statutory protection:

- 2011 - Development of a Master Plan for Tatura Milk Industries (and Planning Scheme Amendment C151 implementing a Special Use Zone on the site in 2012); and
- 2014 - SPC Modernisation Project implemented as an Incorporated Document in the GSPS through Amendment C174.

Future directions:

- On-going conduct of heritage studies and concomitant planning scheme amendments to implement heritage controls under the Greater Shepparton Planning Scheme, particularly significant 20th century places and objects;
- Conservation and management of Council owned and managed heritage assets and infrastructure; and
- Engaging with and assisting service groups to act as honorary custodians of significant places and objects.



Thornebridge, former Gregory's Hotel, Murchison (Photo: K. Hall)



Supporting

Providing incentives, advisory services, financial assistance

In 2014, Council provided significant funding support in partnership with the state government to facilitate the restoration of the Philippine House, a community facility offering a permanent display of Philippine culture and hosting the Filipino Australia Friends Association (FAFA).

Council also contributed funding in the amount of \$165,000, in partnership with the Victorian Government, to upgrade the Murchison Heritage Centre and establish the Murchison Rail Trail in 2015.

Two successful rounds of the Greater Shepparton Heritage Grants Program have been run in the 2017/2018 and 2018/2019 financial years, providing grants of up to \$5000 for works to improve the physical security or appearance of a place within the Heritage Overlay, promoting good conservation practices. Council is expecting to offer another round of grants in the 2019/2020 year.

In 2017, the Calder Woodburn Memorial Avenue Advisory Committee was established to advocate for the conservation of the Calder Woodburn Memorial Avenue, Australia's longest avenue of eucalypts spanning almost 20 kilometres in commemoration of those who served in World War II from Shepparton and surrounding areas.

Council has also maintained the Heritage Advisory Service as a free service to the community since 2011.

Future Directions:

- Advocating for resources to continue and expand the Heritage Advisory Service; and
- Providing and facilitating resources and services to local museums and historical societies to for their work in researching and publishing local accounts, collecting objects and promoting heritage.



Communicating and Promoting

Using measures to raise awareness and appreciation of the tangible and intangible heritage of the area

Council uses its resources to promote heritage events on an ongoing basis, from dedicated pages devoted to cultural heritage on its website, to media releases and advertising materials for specific events such as the Heritage Open Days. Information about heritage places and events is shared through the Visitor Information Centre, which also runs guided heritage and art tours.

Heritage events and information sessions are also promoted as part of other activity programs. An example is the River Heritage Walk, a free informative walking tour outlining the history of the Goulburn River held in 2017, which was held as part of the Activities in the Park program, an initiative of Council's Active Living Department.

Future Directions:

- Promoting community understanding and appreciation for the value of heritage places, particularly emerging 20th century heritage;
- Facilitating relationships between managers of places of cultural heritage significance, including museums, historical societies, and Aboriginal and Torres Strait Islander Peoples.
- Including the diversity of cultural heritage places and objects in economic and tourism promotion, and in information given to service groups and educational organisations.



Building Capacity:

Increasing abilities and resources within our organisation and in external partnerships to deliver the Strategic Directions

In 2011, Council established the Greater Shepparton Heritage Advisory Committee (HAC), with representation from local Historical Societies, Aboriginal and Torres Strait Islander groups and interested community members. The HAC has organized and contributed to a range of activities, in addition to providing advice to Council on a variety of heritage-related matters:

- Development of the *Greater Shepparton Heritage Study Stage IIC 2017*
- Biennial Cultural Heritage Awards – initiated in 2013, to recognise outstanding contributions to cultural heritage conservation, research, education, promotion, interpretation, training and awareness-raising within the Municipality.
- Heritage Open Days, featuring open houses and guided tours at heritage sites
- Biennial Bruce Wilson Memorial Heritage Lecture

Future Directions:

- Supporting the training and development of Council officers to deliver the Strategic Directions of the Heritage Strategy and our local government roles
- Allocating appropriate resources to ensure the identification and management of Aboriginal, natural or historical cultural assets in our city
- Utilising external grants to support heritage objectives and outcomes
- Integrating understanding of the economic, social and cultural values of heritage conservation into objectives for making Greater Shepparton an attractive, liveable regional city
- Promoting access to training and resources that would build the capacity of our community members to be effective partners with Council to achieve heritage outcomes





2.2 Action Plan 2019-2023

Council has consolidated the intentions, information and reference material presented in the Heritage Strategy and evaluated available resources to formulate the following Action Plan to guide heritage activities for the next four years.

Activity: Knowing

	<i>Responsibility/ Resourcing</i>	<i>Completion Target</i>	<i>Progress/Outcome Indicator(s)</i>	<i>Next Action</i>
Prepare a Council owned asset register, noting properties that may require Conservation Management Plans to be prepared.	Council - internal	June 2023	List of Council-owned heritage assets circulated to all relevant managers.	Research other examples and develop method.
Ensure that Council's heritage information is available to the community through the Council's website.	Council and Heritage Advisory Committee	Ongoing	Yearly audit of heritage information available on Council's website Progress/activity update in annual report to Council.	Set up HAC sub-committee to oversee the project. HAC to determine date for audit and appoint auditors.
Undertake a scoping study ¹ of the internment history of the region, integrating PoW camp sites and collections for their tangible and intangible cultural heritage values.	Heritage Advisory Committee Council and HAC -advocacy for grant funding	June 2022	Delivery of a cohesive report that details and supports significance, to function as a basis for future research and funding advocacy.	Assess available resources, interested community participants. Formulate HAC sub-committee to co-ordinate compilation of report.



Undertake a scoping study ¹ of 20 th century heritage places, particularly post-World War 2 places, and develop a thematic environmental history focusing on post war migration to the region	Heritage Advisory Committee Council and HAC -advocacy for grant funding	June 2022	Delivery of a cohesive report that details and supports significance, to function as a basis for future research and funding advocacy.	Assess available resources, interested community participants, potential for HAC sub-committee to co-ordinate.
Undertake a scoping study ¹ of 20 th century Aboriginal cultural heritage, particularly building community relationships and reconciliation.	Heritage Advisory Committee Council and HAC -advocacy for grant funding	June 2022	Delivery of a cohesive report that details and supports significance, to function as a basis for future research and funding advocacy.	Assess available resources, interested community participants, potential for HAC sub-committee to co-ordinate.
Review the <i>Thematic Environmental History</i> to assess the accuracy of local information	Heritage Advisory Committee	December 2020	An assessment of the TEH submitted to Council for consideration	Set up HAC sub-committee to oversee the project.

¹ Scoping studies may vary in terminology, definition or methodological steps, but should include the following:

- Preliminary assessment of potential size and scope of research literature
- Outline of the key themes and concepts underpinning a research area and the main sources and types of evidence available
- Inclusion of a wide range of research and non-research material to illustrate the significance of a specific topic or place
- Contextualise knowledge by identifying what we know and do not know
- Outline avenues for further investigation and additional resources that may be required



Activity: Protecting

	<i>Responsibility/ Resourcing</i>	<i>Completion Target</i>	<i>Progress/Outcome Indicator(s)</i>	<i>Next Action</i>
Assess places identified in the Heritage Study Stage IIC for inclusion on Victorian Heritage Register and make appropriate recommendations to Heritage Victoria.	Heritage Advisory Committee	June 2020	List of places for potential inclusion prepared. Nomination forms completed. Nominations lodged.	Examine citations included in the Heritage Study Stage IIC for state significance. Obtain nomination form and complete as required. Lodge nomination forms with Heritage Victoria.
Engagement with ethnic groups for recommendations on preserving intangible heritage reflected in local multicultural histories and stories.	Council and Heritage Advisory Committee.	Ongoing	Progress/activity update in annual report to Council.	Obtain feedback on Heritage Strategy 2019 during public consultation stage.
Engagement with professionals as well as local historical societies and service groups to assist with the conservation of Council owned or managed places.	Council and Heritage Advisory Committee	Ongoing	Progress/activity update in annual report to Council.	Engagement as required/available.



Activity: Supporting

	<i>Responsibility/ Resourcing</i>	<i>Completion Target</i>	<i>Progress/Outcome Indicator(s)</i>	<i>Next Actions</i>
Development of heritage guidelines for preservation and conservation of places of cultural heritage significance, to be made available to the community. (These would include common topics relevant to Greater Shepparton's themes and dominant architectural types.)	Council and Heritage Advisory Committee	2023	PDF fact sheets are able to be downloaded from Council's website.	Heritage Advisory Committee to devise list of applicable topics (target completion December 2019). Collection of appropriate methods/materials, including process photos. Drafting of guidelines.
Maintain the Heritage Advisory Service	Council Funding Council & Heritage Advisory Committee advocacy for external funding	Ongoing	Progress/activity update in annual report to Council.	Continue advocacy for external funding.



Activity: Promoting and Communicating

	<i>Responsibility/ Resourcing</i>	<i>Completion Target</i>	<i>Progress/Outcome Indicator(s)</i>	<i>Next Actions</i>
Increase/improve public access to local histories and resources	Council and Heritage Advisory Committee	July 2021 Ongoing	Provide copies of local histories to Prahran Mechanics' Institute. Progress/activity update in annual report to Council.	Contact Prahran Mechanics' Institute to ascertain submission procedure/criteria and provide links. Draft submission guidelines/procedure and disseminate to local historical groups. Assessment of locations/methods to make local histories available to the public. Investigate potential/capacity of Goulburn Valley Library Branches at Shepparton, Mooroopna and Tatura. Investigate other locations, such as Katandra Hall. Explore options for online catalogue/publishing of local works to facilitate dissemination.
Increase/capture opportunities to promote heritage related events and projects.	Council - Internal	Ongoing	Progress/activity update in annual report to Council.	Council representatives on Heritage Advisory Committee liaise with other Council departments as required, such as Economic Development, and Events and Tourism departments.



Activity: Building Capacity

	<i>Responsibility/ Resourcing</i>	<i>Completion Target</i>	<i>Progress/Outcome Indicator(s)</i>	<i>Next Actions</i>
Provide resources and support capacity building for local historical societies and museums, to be effective partners with Council to achieve heritage outcomes	Council and Heritage Advisory Committee - advocacy for external funding	Ongoing	Progress/activity update in annual report to Council.	Engage with local historical societies and museums to ascertain needs, and opportunities for collaboration.
Sourcing external grants to support heritage objectives and outcomes	Council and Heritage Advisory Committee	Ongoing	Progress/activity update in annual report to Council.	Identify relevant sources and monitor funding cycles.

2.3 Implementation and Monitoring

Following adoption of the Strategy, Council will work with the Heritage Advisory Committee and the community to implement the actions identified.

On-going implementation of the Heritage Strategy will be monitored to ensure that the objectives and actions are being achieved. Monitoring and reviewing of the Heritage Strategy will consist of the following measures:

- An annual assessment that details how actions within the Strategy have been implemented, coinciding with the Heritage Advisory Committee's Annual Report to Council.
- A full review of the Strategy, due in 2023.



Appendix A: HERCON Criteria

Criterion A:

Importance to the course, or pattern, of our cultural or natural history.

The place is associated with, or can demonstrate, one of the identified historic themes in the thematic environmental history. This value should be clearly demonstrated by the fabric of the place.

Local examples include:

Sacred Heart Church, Tatura;

Former Ardmona Grammar School, Ardmona;

Congupna Recreation Reserve and seven Moreton Bay fig trees, Congupna;

Gowangardie Weir, Cosgrove South; and

Camp 2 Prisoner of War Camp, Dhurringile

Criterion B:

Possession of uncommon, rare or endangered aspects of our cultural or natural history.

The place may be rare within the municipality, township or the immediate locality. The value that is rare could be historic, social, aesthetic, technical and /or spiritual.

Local examples include:

Former brick stables at the former Dhurringile mansion, Dhurringile;

Binda Vale homestead, Toolamba; and

Closer Settlement pre-fabricated house, Zeerust.

Criterion C:

Potential to yield information that will contribute to an understanding of our cultural or natural history.

The place has a potential value to demonstrate one of the identified historic themes in the Thematic Environmental History.

There are currently no local examples that have been assessed as significant under Criterion C in a heritage study.

Criterion D:

Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments.

The place will demonstrate a typical range of features normally associated with its values. In general the place that is identified as demonstrating the 'principal' characteristics will have a degree of integrity and be relatively intact. An architectural example would display the more generic features associated with a style and not illustrate any ground breaking or idiosyncratic design features.

Local examples include:

Gowangardie and Dookie East Cemeteries;

Commercial Hotel, Tatura; and

Atherstone Homestead, Harston.

Criterion E:

Importance in exhibiting particular aesthetic characteristics.

The place exhibits a fine example of architectural period for the region, is particularly well executed architecture, has distinctive aesthetic characteristics for the region.

Local examples include:

Hurlstone Homestead, Grahamvale;



Maneroo Homestead, Bunbartha
 Tatura Court House
 Former Shepparton Court house; and
 Roseneath Homestead, Toolamba.

Criterion F:

Importance in demonstrating a high degree of creative or technical achievement at a particular period.

The place is a fine example of a particular architectural style or represents significant technical or artistic/architectural innovation or achievement – when compared to other similar places within the municipality. It will generally have a high degree of integrity and be relatively intact.

Local examples include:

Argus log building, Merrigum
 Cellar, shearing shed and cool room at Lamrocks Homestead, Pine Lodge;
 Coolroom at Gowrie Park Homestead, Tatura;
 Garfield Homestead, Cooma;
 Tottenhams House, Merrigum;
 Mooroopna-Kialla Bridge, Mooroopna; and
 Kelso Park – Ryan’s Log Building, Mooroopna North West

Criterion 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 Aboriginal and Torres Strait Islander Peoples as part of their continuing and developing cultural traditions.

The place has strong social or historic associations for a community. This association needs to have retained its meaning and attachment for approximately 25 years (i.e. greater than one generation).

Local examples include:

CWA Gardens;
 Dookie Quarry, Dookie;
 Katandra West Primary School, 1928 Building, Katandra West; and
 Mudbrick House, Shepparton East.

Criterion H:

Special association with the life or works of a person, or group of persons, of importance in our history.

The place has a strong social or historic association with an individual or organization that is generally represented within the Thematic Environmental History and/or in other studies, reports, histories etc.

A local example is the former Aboriginal Protectorate Site, Murchison.



Appendix B: Resources and References

Victorian Heritage Act 2017:

http://classic.austlii.edu.au/au/legis/vic/consol_act/ha201786/

Victorian Heritage Regulations 2017:

http://www.austlii.edu.au/cgi-bin/viewdoc/au/legis/vic/consol_reg/hr2017195/index.html

Heritage Council Victoria/Victorian Heritage Database:

<http://vhd.heritage.vic.gov.au/>

Aboriginal Heritage Act 2006

http://www.austlii.edu.au/cgi-bin/viewdoc/au/legis/vic/consol_act/aha2006164/s3.html

Aboriginal Heritage Regulations 2018

http://classic.austlii.edu.au/au/legis/vic/consol_reg/ahr2018273/

Victorian Planning and Environment Act 1987:

http://www5.austlii.edu.au/au/legis/vic/consol_act/paea1987254/

Greater Shepparton Planning Scheme:

<http://planning-schemes.delwp.vic.gov.au/schemes/greatershepparton>

ICOMOS Burra Charter:

<http://australia.icomos.org/publications/burra-charter-practice-notes/#bc>

Greater Shepparton Heritage Study Stage I (2001), Stage II (2004), and Stage IIB (2009-2010):

<http://greatershepparton.com.au/bpi/planning/strategic-planning/strategic-strategies-and-reports/heritage-study>

Thematic Environmental History:

http://greatershepparton.com.au/assets/files/documents/planning/heritage/heritage-study-ii/City_of_Greater_Shepparton_Heritage_Study_Stage_II_-_Thematic_Environmental_History_Vol_2.PDF

Greater Shepparton Heritage Study Stage IIC (2017):

<http://greatershepparton.com.au/bpi/planning/strategic-planning/current-strategic-projects/greater-shepparton-heritage-study-stage-iic>

Greater Shepparton Heritage Incorporated Plan (2018):

<http://greatershepparton.com.au/bpi/planning/strategic-planning/strategic-strategies-and-reports/greater-shepparton-heritage-incorporated-plan-2018>

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