

# **Report Register**

The following report register documents the development and issue of the report entitled Hornsby Shire Heritage Gap Analysis and Action Plan, Draft Report, undertaken by GML Heritage Pty Ltd in accordance with its quality management system.

Job Number	Issue Number	Notes/Description	Issue Date
18-0692	1	Final Report	12 April 2019

# **Quality Assurance**

GML Heritage Pty Ltd operates under a quality management system which has been certified as complying with the Australian/New Zealand Standard for quality management systems AS/NZS ISO 9001:2008.

The report has been reviewed and approved for issue in accordance with the GML quality assurance policy and procedures.

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#### **Cover Image**

Exposed Sandstone Rock Face at Berowra Creek, 2006. (Source: Hornsby Shire Library)

# **Executive Summary**

Hornsby Shire Council (Council) has commissioned GML Heritage Pty Ltd (GML) to undertake a Gap Analysis of its heritage management systems and processes and produce an Action Plan to inform a future comprehensive Hornsby Shire Heritage Study. The report identifies gaps, inconsistencies and anomalies in Council's planning instruments and heritage management policies and advises on best practice heritage management within the NSW legislative framework.

Council resolved on 8 August 2018 to consider undertaking a comprehensive heritage study to inform amendments to the heritage related planning controls and the preparation of a Local Strategic Planning Statement (LSPS) as part of the current Accelerated LEP Review process. This report responds to that resolution by providing a Gap Analysis and Action Plan to inform a comprehensive heritage study.

Council has a strong commitment to the conservation of natural and cultural heritage including Aboriginal heritage. Council's current heritage management practices include conducting regular heritage studies and reviews. There are currently over 800 heritage items listed locally and six heritage conservation areas within the *Hornsby Local Environmental Plan 2013* (LEP). There are detailed development controls related to heritage within the *Hornsby Development Control Plan 2013* (DCP). Council has an established Heritage Advisory Committee.

These important heritage measures were established in 1993 and, although they are still essential foundations for best practice heritage management, additional initiatives are now required to respond to the changing development context, demography and community expectations in the municipality. The Gap Analysis and Action Plan will set the context for a future comprehensive heritage study.

The objectives of this study are to:

- Review and analyse Hornsby Shire's existing heritage studies and planning controls to identify gaps, inconsistencies and anomalies.
- Analyse best practice within the NSW legislative framework for the identification, protection and preservation of heritage and make recommendations to improve heritage management within the Hornsby Shire.
- Review existing best practice heritage community awareness, promotion and engagement practices for the identification of new items.
- Provide advice on the process required to proactively identify potential new items and conservation areas.
- Develop an Action Plan for addressing gaps, including priority actions and estimated costs.

This report contains the prioritized Action Plan, a comprehensive suite of future tasks to ensure Hornsby's heritage management meets current best practice and positions Council as a leader in local government heritage management.

The Action Plan includes an indicative timeframe and budget and implementation will require considerable resourcing over a number of years.

# **Hornsby Heritage Action Plan**

This Action Plan will inform a future comprehensive heritage study that will fill the gaps identified in the current listings and management practices. Implementation of the action plan would position Hornsby Shire Council as a leader in heritage management at local government level.

The Australia ICOMOS Charter for the Conservation of Places of Cultural Significance, 2013 (the Burra Charter) and guidelines are considered the best practice standard for cultural heritage management in Australia. The following actions are based on the Principles of the Burra Charter.

To assist in planning, the following key priorities are suggested according to the following key:

Priority	Timeframe
High Priority	To be considered by 2020
Medium Priority	To be considered within three years
Lower Priority	To be considered within five years

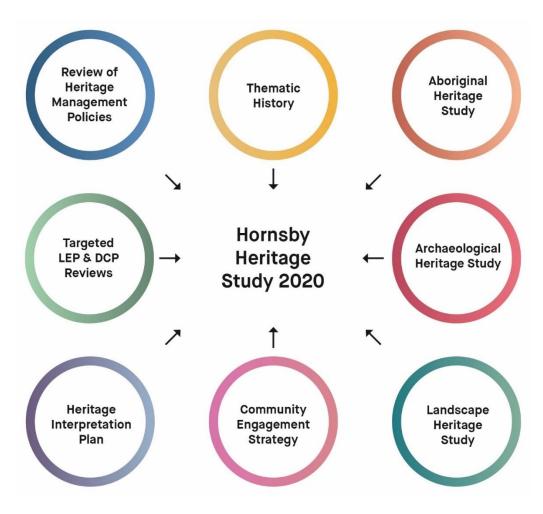


Figure 1 Summary of the Hornsby Heritage Action Plan. (Source: GML 2019)

#### 1. Background Studies Action Objective Key Tasks Prepare a new The thematic history should be updated. Key content should include: A new thematic history will reflect the history course and pattern of development of Aboriginal history and heritage; Hornsby Shire over time. Stronger content on environmental heritage; It will include Aboriginal history and Creation of specific local themes relevant to contemporary heritage, and post-1960 development. communities, which should have regard to the 36 NSW State It will include local themes relevant to Themes and characterise what is unique about Hornsby; and contemporary communities. a history up until the present day. Duration: 4-6 months Priority: High Option: Prepare Plain English, pictorial short essays for key themes aimed at a local community audience, for example: 52 Suburbs, Marrickville Backyards. Option: Consider developing an ongoing oral history program to capture local stories and histories Prepare a new A new Aboriginal Heritage Study will Undertake thorough research in collaboration with local update data on Aboriginal sites and Aboriginal people and the Hornsby Aboriginal and Torres Strait places, provide an improved Islander Committee to understand local Aboriginal heritage understanding of the current condition of Aboriginal sites, recognise Aboriginal Support Aboriginal communities to maintain access to Country cultural values beyond place-based values through collaborative planning and interpretation.

**Aboriginal Heritage Study**  and identify mechanisms for ongoing consultation and collaboration with the Aboriginal people about their local heritage.

- Review previous studies, checking registers, libraries and historical collections.
- Identify Aboriginal heritage places and values including archaeological sites, places of value to local communities and intangible heritage values.
- Ensure all identified and potential places of Aboriginal heritage significance are listed on the LEP heritage register.
- Review the DCP heritage chapter in relation to procedures for Aboriginal heritage and make recommendations for inclusion in the DCP Review.
- Ensure that significant Aboriginal archaeological sites are included in Schedule 5 of the Hornsby LEP, where appropriate and consented to by local Aboriginal groups.

**Duration: 12 months** 

Priority: High

# Action **Objective** Prepare a new A new Archaeological Study will include Archaeological archaeological zoning plans that identify **Heritage Study** areas of potential archaeological significance, updated inventory sheets, and recommended management actions for historical archaeological sites. It will also update the condition of the sites and provide appropriate management actions. Prepare a new Landscape **Heritage Study** inventory sheets.

#### **Key Tasks**

- Undertake thorough research into known and potential archaeological sites.
- Identify areas of high, medium and low potential for archaeological relics specifically, in areas with high development potential within the Hornsby LGA. Some high potential sites include the Great North Road, Field of Mars, and Hawkesbury River settlements.
  - Ensure that significant historical archaeological sites are included in Schedule 5 of the Hornsby LEP.
  - Review all previously identified archaeological sites to ensure that they have the appropriate statutory protection.
  - Provide inventory sheets for all new archaeological sites and revised inventory sheets for all currently listed sites, based on current best-practice guidelines.
  - Revise management recommendations based on the current condition of sites and best practice.
  - Revise DCP controls to include historical archaeological management.

**Duration: 4 months** 

Priority: High

## Options:

- Expansion of AZP for the whole Hornsby LGA.
- Preparation of Historical Archaeological Landscape Management Strategy.
- GIS mapping of archaeological sites.

The study will consolidate and collate the • information from previous studies, review and assess the current landscape and provide increased detail in updated

An updated LEP Schedule for landscape items would allow for greater detail and clarity around landscape items.

It would accurately describe and map current and future landscape heritage listings.

It will assist property owners to better understand the significant cultural and natural landscape elements of their property.

- Undertake a comprehensive LGA-wide landscape heritage study that aims to capture all cultural and natural landscapes that have heritage significance for listing within the LEP.
- Update existing information on significant landscapes and their condition into a consolidated report.
- Update and expand the descriptions in Schedule 5 landscape items and landscape components of dual listings in Schedule 5.
- Provide new LEP mapping for those items with a listing that covers both built and landscape elements
- Add significant vegetation communities into the LEP, as a separate schedule.
- Provide detailed inventory sheets based on the SHI template for all current and proposed landscape heritage items.

**Duration: 4 months** Priority: High

Action	Objective	Key Tasks		
Update the Landscape Management Processes	Updated management processes will ensure the best-practice management of Hornsby's cultural and natural landscape heritage.	Develop a process for the ongoing identification of gaps in knowledge about the cultural and natural landscape of the Hornsby Shire and the preparation of investigative studies to address those gaps.		
		<ul> <li>Review the 2020 tree planting strategy and prepare specific guidelines for plantings within heritage conservation areas, near or on heritage listed places, in the vicinity of significant trees (both in public and private lands) and within or near significant or threatened vegetation communities as described in Council's 2006 Biodiversity Strategy.</li> </ul>		
		<ul> <li>Review street tree listings, with reference to the 2020 tree planting strategy. Consider possible impacts from the strategy.</li> </ul>		
		Duration: 12 months		
		Priority: Medium		

# 2. Community Engagement and Promotion of Heritage

Action	Objective	Key Tasks	
Prepare a Community Engagement Strategy	To develop processes for meaningful and ongoing engagement with the local community beyond traditional heritage committees.	<ul> <li>Continue to support the Heritage and ATSI Committees a ensure that there is regular renewal of committee members with new members elected at least every five years and to of the whole committee at least once each 10 years.</li> </ul>	erships
		<ul> <li>Develop procedures for community-nominated listings for heritage places, trees and landscapes within the context revised heritage study.</li> </ul>	
		<ul> <li>Work with the local Aboriginal communities to understand Aboriginal heritage issues and best practice community d site management.</li> </ul>	
		<ul> <li>Provide an open and welcoming environment which allow Aboriginal community groups to meet on Country.</li> </ul>	vs
		<ul> <li>Prepare Council protocols for engagement with Aboriginal communities which include the principles of open communication with all groups, welcome to Country state payments for expert consultation and advice, and sitting for committee attendance.</li> </ul>	ments,
		<ul> <li>Provide opportunities through the local studies libraries to sharing the heritage stories of different groups within the community—eg oral history program, photographic exhib expanding the Hornsby Shire Recollects Photo Library et</li> </ul>	itions,
		Promote the positives of heritage listing to owners of heri items and properties within conservation areas and provide them with greater support.	

**Duration: 12 months and ongoing** 

Priority: High

Action **Objective Key Tasks** Option: Consider identifying an annual youth committee position awarded to a high school or university student with an interest in planning, history, architecture or archaeology. **Prepare** Expansion of Council's role in providing Provide clear information for the prospective purchasers of information for heritage advice to prospective buyers of heritage items and properties within conservation areas, heritage items and properties within prospective including information on the approval's requirements for the owners of Heritage Conservation Areas, and local development of heritage items and buildings within HCAs. heritage items real estate agents will provide greater Prepare a fact sheet promoting the positives of heritage listing and properties certainty to property owners around the for Council's website and to distribute to potential purchasers. within significance of the property and its Review s10.7 planning certificates and expand the information conservation development potential, to inform their relating to heritage. areas purchase. Engage with real estate agents and conveyancing solicitors through the distribution of targeted factual information about the opportunities and constraints of heritage listing in order that they are providing accurate information to prospective owners. **Duration: 3 months** Priority: High **Prepare** Expansion of Council's role in providing Provide an updated set of comprehensive fact sheets for the Information for heritage advice to owners of heritage repair and maintenance of heritage items and contributory current owners of items and properties within Heritage buildings. heritage items Conservation Areas will provide greater Provide an updated set of comprehensive fact sheets for the and properties certainty to property owners around the approvals requirements for development of heritage items and within development potential of their property buildings within HCAs. conservation **Duration: 3 months** areas Priority: High Reintroduce the The reintroduction of the Hornsby Local Reintroduce the Hornsby Heritage Awards program with an Hornsby Heritage Heritage Awards Program, with wider increase in scope and budget with categories for youth,

Awards Program criteria, will help to promote heritage as a positive and allow Hornsby Shire Council to engage positively with owners of heritage items.

- domestic and commercial properties, infill development, Aboriginal heritage, parks and landscape, storytelling and interpretation.
- Awards program is to be funded through Council's annual budget and run in-house by Council.

**Duration: Ongoing** 

Priority: Lower

Reintroduce the **Local Heritage Grants Program** 

The reintroduction of the Hornsby Local Heritage Assistance Fund Grants Assistance Fund Program, with a larger budget, would assist property owners with repair and maintenance work and allow Hornsby Shire Council to engage positively with owners of heritage items.

- Council should investigate the advantages and disadvantages of reintroducing the Hornsby Local Heritage Assistance Fund grants program with a substantial increase in budget.
- If reintroduced, Council should prepare updated guidelines to ensure the criteria for funding and the level of funding is meaningful.

Action	Objective	Key Tasks
		<ul> <li>Grants program to be funded through Council's annual budget and run in-house by Council.</li> </ul>
		Duration: Ongoing
		Priority: Lower

# 3. Interpretation Strategy

Action	Objectives	Key Tasks
Prepare a Heritage Interpretation Strategy	The interpretation strategy will identify opportunities for telling important local stories and celebrating Hornsby Shire's local heritage.	<ul> <li>Build on the municipal history to identify key sites, places and landscapes that should have on-site or online interpretation.</li> <li>Identify innovative examples of interpretive planning for local heritage items and recognise that local heritage could cover both tangible and intangible heritage.</li> <li>Develop a consistent look and feel for interpretive devices across the municipality so it is readily recognised and promoted (eg for signage, apps, web information, posters etc).</li> <li>Prepare interpretive materials, histories or other information suitable for use in local schools and relevant to school curricula</li> <li>Prepare a Destination Management Plan for Hornsby LGA covering key heritage places including Fagan Park, Galston Gorge, Brooklyn, Dangar Island, Wisemans Ferry, Old Mans Valley etc.</li> <li>Prepare an annual program of heritage events with specific celebrations, events or recognition activities for NAIDOC Week Heritage Week, Chinese New Year, Harmony Day and History Week.</li> </ul>
		Priority: High

# 4. LEP Review

4. LEP Review			
Action	Objectives	Key	Tasks
Phase One: Revie	ew of potential LEP listings, targeted rev	iew c	of identified gaps, review of Heritage Conservation Areas
Review of current LEP Schedule 5	t The first stage of the review will address anomalies and errors in the current	•	Review the descriptions and addresses of all heritage items in the current Schedule 5 for accuracy and amend if needed.
and potential schedule to ensure the assessment and inclusion of all currently identified potential heritage items.	• I	Review existing and potential heritage items previously identified by Council for consideration for inclusion or removal from Schedule 5.	
		•	Review items previously classified as being of regional

State listing.

**Duration: 12 months** 

significance to determine if any have merit to be elevated to

# Targeted identification of new LEP heritage listings

A targeted review will specifically address • the current underrepresentation of postwar heritage items in the remote, river and rural areas of the LGA, and review those heritage items within High Density zones.

Review existing heritage items located within high density zones.

Undertake a targeted study to:

- identify new places of heritage significance within the rural, river and remote areas of the LGA; and
- identify places of significance constructed post-1940.
- Undertake an assessment of the heritage significance of the items identified in the study following the standard criteria for assessment.
- Provide detailed Heritage Inventory Sheets for all new items on the SHI template.

**Duration: 12 months** 

Priority: High

## Review of LEP Heritage Conservation Areas

A review of Hornsby's heritage conservation areas will ensure that all potential conservation areas are listed within the LEP.

The study would review and assess those potential conservation areas that have been identified by Council.

In addition, the integrity, significance and boundaries of the existing nine conservation areas will reviewed in response to recent development or zoning changes to ensure that a HCA is the most appropriate form of heritage management for the area.

#### Part One: Identification of New HCAs

- Identify potential new conservation areas to address the gaps related to postwar and mid-twentieth century heritage and areas within the northern half of the LGA and other potential HCAs identified by Council.
- Undertake a detailed study and assessment of potential HCAs.
- Undertake engagement with the community and relevant organisations to assist in the identification of new HCAs.

## Part Two: Review of Existing HCAs

- Review the integrity, significance and boundaries of all existing HCAs.
- Review Statements of Significance for each conservation area to ensure current accuracy.

**Duration: 6 months** 

Priority: High

Action	Objectives	Key	Tasks
LEP Amendment	nt An updated Hornsby LEP Schedule 5 and heritage maps will reflect changes to the	۱•	Remove heritage items that are no longer within the Hornsby LGA from the heritage schedule and map.
	LGA boundaries and incorporate any new heritage items and HCAs.	•	Review the existing Schedule 5 to address any anomalies or errors.
		•	Prepare an LEP Amendment updating Schedule 5 and heritage maps to include the recommendations of the following studies into the Hornsby LEP for approval and public exhibition:
			- review of Schedule 5 and potential items;
			- targeted review of heritage items;
			- review of conservation areas;
			- Aboriginal cultural study;
			- archaeological study; and
			- landscape study.
			Duration: following preparation of key studies
			Priority: <b>High</b>

Phase Two: - Heritage Study

Prepare a Heritage Study

All significant places throughout the LGA • **Comprehensive** are identified and listed.

Undertake with community a comprehensive, LGA-wide review of all potential heritage items within Hornsby Shire, including built heritage, Aboriginal and historical archaeological heritage, movable heritage, intangible heritage and collections

Duration: 3 years

Priority: Medium

# 5. DCP Review

Action	Objective	Key	Tasks
Review of Heritage Chapter	An update to the Heritage Chapter of the r Hornsby DCP (HDCP Part 9) will ensure	•	Review the Heritage Chapter to ensure currency and relevance of controls for each conservation area and development type.
of DCP	that the DCP, aligns with recent changes	•	Remove references to places no longer within the Hornsby LGA
	to zoning and reflects other parts of the DCP.	•	Review the Beecroft Heritage Precinct controls and move non-heritage specific controls to together parts of the DCP.
		•	Renew graphics for clarity and consistency of quality across the chapter and include photographs of successful schemes to illustrate the intentions of the DCP
	•	Include descriptions and characteristics of additional building typologies and Include controls for a variety of building types and built areas.	
		•	Provide controls for development of sites that contain known and potential historical archaeological places and relics.
		•	Provide updated controls for development of sites that contain known and potential places of Aboriginal heritage.

Action	Objective	Key	y Tasks
		•	Prepare or refer to guidelines for the preparation of Heritage Impact Statements and Conservation Management Plans.  Duration: 6 months  Priority: High
Map the HCAs to identify contributory, neutral and non-contributory places	The classification of buildings will assist property owners and developers to better understand the opportunities and constraints on their site.  The classification of buildings allows Council to develop specific controls that clearly identify the type of development appropriate for each class of building, giving the property owner certainty and assisting Council planners in the		Within each of Hornsby's HCA:  - classify each individual property and place as either contributory, neutral or non-contributory to the significance and character of the conservation area  - include these classifications within a schedule and maps contained within the DCP  - provide controls for contributory, neutral and non-contributory places for inclusion in the DCP heritage chapter.  Duration: 12 months

Priority: High

# 6. Heritage Inventory Sheets

assessment of development applications.

Action	Objective	Key Tasks
Update existing Heritage Inventory Sheets to the standard SHI template	The existing Heritage Inventory sheets will be updated to conform with the standard State Heritage Inventory database template.	<ul> <li>All current inventory sheets to be migrated to SHI template.</li> <li>Identify any listed items that do not currently have data sheets and produce new data sheets on the SHI template.</li> <li>All updated and new datasheets are to be submitted to NSW Heritage Office for upload onto the SHI database.</li> <li>Duration: 12 months</li> </ul> Priority: High
Review information in the existing Inventory Sheets	The existing Heritage Inventory sheets will be reviewed to address gaps including lack of detail, outdated photographs and descriptions, missing inventory sheets and outdated statements of significance.	<ul> <li>All current sheets to be reviewed for currency and gaps.</li> <li>Description and photographs to be updated.</li> <li>Ensure assessments and statements of significance follow the NSW Heritage Office Guidelines.</li> <li>Duration: 12 months</li> </ul>

# 7. Heritage Management Policies and Procedures

Action	Objective	Key Tasks
Continue Council's Heritage	The ongoing employment of in-house heritage planner/s is essential for best-practice management of heritage in thornsby Shire.	The employment of heritage specialists within Council's planning division should continue to be supported and appropriately resourced.
Planner/Architect Resources and Procedures		<ul> <li>A procedural manual for heritage planners/architects should be developed and updated on an annual basis. The annual update should be reviewed and endorsed by the Heritage Advisory Committee.</li> </ul>
		<ul> <li>When necessary, external heritage specialists should be called on to assist the heritage planners with assessments of heritage impact. Heritage assessments should not be undertaken by non- heritage trained planning staff.</li> </ul>
		Duration: Ongoing
		Priority: High
Develop Heritage training key council staff	To train Council planning, property and engineering staff in current heritage legislation and management practices.	Engage a consultant or training service to provide a full or half-day training course for Council's assessment and strategic planners, engineers, property and other relevant staff on the current heritage management framework and Council's obligations.
		<ul> <li>Engage a consultant or training service to provide a full or half-day training course for Councillors on the current heritage management framework and Council's obligations.</li> </ul>
		Duration: Ongoing
		Priority: <b>High</b>
Procedures for	Continuous improvement of internal Il Council procedures	Continue the internal referral processes for the heritage assessment of development applications relating to known and potential items of built and landscape heritage.
heritage affected development applications		<ul> <li>Review the internal procedures process in relation to historical and Aboriginal Archaeology and update the procedure as required.</li> </ul>
		• Review the referral processes for the Hornsby Local Independent Planning Panel and Heritage Advisory Committee.
		<ul> <li>Review the referral processes for those applications that require independent assessment, such as Council owned assets or where there are conflicts of interest) and set up a panel of suitable consultants.</li> </ul>
		Duration: Ongoing
		Priority: Medium
Maintain the working list of potential heritage items	The ongoing maintenance of a single, collated working list of potential heritage items (including landscape items and trees) ensures that all	Maintain the working list of potential heritage items for review every two years. Council should program for an update to Schedule 5, through an LEP amendment, every two to three years.
	potential heritage items are recorded in a single place. Regular reviews of the list and LEP amendments will ensure that all places	<ul> <li>The working list should be held by Council's Strategic Planning Department and reported at each quarterly Heritage Advisory Committee meeting.</li> </ul>

Action	Objective	Key	Tasks	
	of potential heritage significance are assessed and listed within a best-practice timeframe.		Duration: Ongoing	
			Priority: Medium	
Provide training and information for key staff who work with Council's heritage assets	Council should provide induction and prepare guidelines for staff that works on Council's heritage assets.	•	Provide heritage induction for all new staff who work on Council's heritage assets.	
		•	Prepare guidelines for Council property and engineering staff, managers and councillors, with details of the statutory obligations and approval processes for works to heritage items and places located within heritage conservation areas.	
		•	Prepare a heritage handbook containing information and published fact sheets to guide the best-practice conservation and repair of heritage items.	
			Duration: Ongoing	
			Priority: Medium	
Management of Council owned heritage assets	Council should prepare a conservation strategy and guidelines for the conservation and development of Council owned assets.	•	Prepare a Conservation Strategy and Guidelines for each heritage listed asset owned by Council.	
		•	Prepare Conservation Management Plans for any complex heritage item or place of state significance owned by Council.	
			Duration: 3 years	
			Priority: Medium	

# **Summary Table of Actions**

The recommendations of the Action Plan are summarised in the following table, which lists the tasks according to priority. Action priorities do not necessarily reflect the order in which the projects would be undertaken.

Action	Duration	Priority
Updated History of Hornsby Shire	4–6 months	High
Updated Aboriginal Heritage Study	12 months	High
Updated Archaeological Heritage Study	4 months	High
Updated Landscape Heritage Study	4 months	High
Community Engagement Strategy	12 months and ongoing	High
Information for prospective owners of heritage items and properties within conservation areas	3 months	High
Information for current owners of heritage items and properties within conservation areas	3 months	High
Heritage Interpretation Strategy	4 months	High
Review of current LEP Schedule 5 and potential heritage items	12 months	High
Targeted identification of new LEP heritage listings	12 months	High
Review of LEP Heritage Conservation Areas	6 months	High
LEP Amendment	Following preparation of key studies	High
Review of Heritage Chapter of DCP	6 months	High
Identification, classification and mapping of contributory, neutral and non- contributory places in each HCA	12 months	High
Update existing Heritage Inventory Sheets	12 months	High
Continue Council's Heritage Planner/Architect Resources and Procedures	Ongoing	High
Heritage training for councillors and staff	Ongoing	High
Review Landscape Management Processes	12 months	Medium
Comprehensive Heritage Study	3 years	Medium
Review of Council's Referral Procedures for heritage affected development applications	Ongoing	Medium
Regular review of working list of potential heritage items	Ongoing	Medium
Information for key staff who work with Council's heritage assets	Ongoing	Medium

Action	Duration	Priority
Management of Council owned heritage assets	3 years	Medium
Hornsby Heritage Awards Program	Ongoing	Lower
Local Heritage Assistance Fund Grants Program	Ongoing	Lower