



BURNIE HERITAGE PROJECT

Volume 2: Managing Burnie's Heritage

Burnie City Council

February 2010



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PART 1 CONTEXT TO THE STUDY



1. Introduction

1.1 Background to the Project

GHD was commissioned by Burnie City Council and Heritage Tasmania to undertake a heritage survey for the municipality.

As part of this commission, a thematic regional history has been developed and forms Volume 1 of this project.¹ While not intended to be a detailed history of the area, Volume 1 sets the context to the study, providing a summary of the major historical events, associations and land uses that have shaped the local area.

Volume 3 presents the places identified in the field and assessed as part of this project.

Anne McConnell has prepared the Archaeological component of this project in her report entitled *Archaeological Sensitivity Assessment and Management Advice for the Burnie Heritage Study, February 2010*.

It is intended that this report will form a background documentary resource for application in ongoing heritage management and planning.

1.2 Key Tasks for the Project

In response to the brief, the following tasks were undertaken for this project:

- ▶ Consideration of the City's historical themes and identification of linkages to existing places within the municipality;
- ▶ Review of existing heritage lists;
- ▶ Discussion with community members about places important to them and field work throughout the municipal area;
- ▶ Fieldwork to identify places of potential aesthetic, architectural, archaeological, associative, historical, social and scientific value;
- ▶ Assessment of the physical extent, attributes and heritage values of individual and groups of places; and
- ▶ Ranking of places as being of local or State significance.

1.3 Project Limitations

The following limitations of the study are acknowledged:

- ▶ Consideration of Aboriginal heritage issues was not included within the scope of this study, as this aspect of Tasmania's heritage is managed by Aboriginal Heritage Tasmania in accordance with the Aboriginal Relics Act 1975;

¹ See Volume 1 A Thematic History, produced by GHD for the Burnie City Council, February, 2010.



- ▶ Site visits were undertaken with potential heritage places identified from public roadways and properties were not entered. Given the assessment was undertaken from the roadway, it is possible that some places may not have been identified due to distance from the street, screening caused by trees, other buildings and so on. As such, the places included within the inventory (Volume 3) are indications of the types of places of heritage value in the region and do not form an exhaustive list;
- ▶ Places partially visible from roadways and public viewing points of potential significance are identified in Volume 3 and it is recommended that on site investigations be undertaken by Council or Heritage Tasmania to enable assessment; and
- ▶ The historical context of each identified place could not be examined within the scope of this project. It is expected that places may have further historical or social value which could elevate their level of significance.

1.4 Acknowledgements

We take this opportunity to thank the members of the Burnie community who participated in this project and shared with us their ideas and stories about the history and heritage of the region.

We acknowledge the efforts of subconsultant, Anne McConnell, who delivered the archaeological components of this study, and also provided the team with support and ideas throughout the life of the project.

We also thank the helpful staff from Burnie City Council and Heritage Tasmania involved in this project.



2. Setting the Scene

2.1 Snapshot of Burnie's History

Burnie has a long history of European settlement. Established in 1827, Burnie is the second oldest European settlement on the North West Coast of Tasmania. The area formed part of the Van Diemen's Land Company's vast grant of land, and Emu Bay was the site of the port to service these lands.

The Van Diemen's Land Company played a unique role in the history of Tasmania and Burnie. The Company was granted 250,000 acres of land on the North West Coast and sought to develop the land, breed stock, encourage settlement and develop infrastructure. Early Burnie was a largely company owned town, whose history was closely linked to the actions and failures of the Van Diemen's Land Company.

The failure of the inland pastoral industry restricted Burnie's development. It was not until the late nineteenth century that Burnie experienced strong growth in its economy, population and infrastructure.

The mining boom of the 1880s generated enormous wealth for Tasmania. Burnie became the port for the Mt Bischoff mine operations, at the time the richest tin mine in the world. By 1891, the town's population had almost tripled to 1000 people. With this growth came buildings, services and industry.

It was this industrial growth, which characterised much of Burnie's twentieth century history. In 1938, the Associated Pulp and Paper Mills Ltd established their operations in Burnie. This had a profound impact on the town: its population, development, economy and environment. For example, from 1938 to 1945, following the establishment of the pulp mill, the population grew from some 4000 to 10,000 people.

Consistent growth continued for much of the twentieth century. However, with the scaling back of the paper industry, Burnie faces new challenges in employment and economic development. With these dramatic changes, it is appropriate that the community now reflects on what aspects of their past are important to conserve for the future.

2.2 Heritage Values and Places

The Australia ICOMOS Burra Charter 1999 (the Burra Charter) provides the basis for heritage legislation in Australia and defines heritage significance as meaning "aesthetic, historic, scientific, social or spiritual value for past, present or future generations". The Burra Charter considers a heritage place to be a 'site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views'.²

These concepts recognise intangible values and the importance of relationships and setting in considering the cultural value of heritage places.

Places of heritage significance are therefore broad ranging and can include, for example:

- ▶ Community meeting places;
- ▶ Gardens, parks, trees and plantings;
- ▶ Archaeological sites and historic places;

² Burra Charter (Article 1.1).



- ▶ Local buildings;
- ▶ Equipment/furniture/collections;
- ▶ Memorials, local landmarks and landscapes; and
- ▶ Other places with special meaning to communities.

Heritage significance can be 'embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects' (Australia, ICOMOS, 1999, 2). Places might be of value because they:

- ▶ Have an interesting history or a special character;
- ▶ Are associated with an important person or event;
- ▶ Are a good surviving example of the way things were done in the past;
- ▶ Are an important community meeting place; or
- ▶ Have some potential archaeological interest.

2.3 Why Conserve Heritage?

2.3.1 Sense of Community and Identity

People have strong and important associations with places. Heritage contributes to our culture and society and a community's sense of identity. Heritage places are 'tangible expressions of Australian identity and experience, which enrich peoples lives, often providing a deep and inspirational sense of connection to community and landscape, to the past and to lived experiences'³. Cultural heritage can also evoke a sense of pride in our past and can inform one's understanding of present times.⁴ Heritage places tell stories about a community's growth and development over time and as such can be integral to people's sense of place and community identity.

2.3.2 Tasmania's Development

Heritage places are also important for their contribution to the historic character of our State and regional areas, which is closely tied to our tourism industry. Our heritage also expresses particular aspects of our regional and local history and the variations in types of places, their nature and character can demonstrate how and why particular regions and towns developed.

For example, our heritage reflects the history of settlement and development, the type of settlers, the economic and industrial drivers of development and the social and economic conditions of a particular area.

³ Australian ICOMOS (1999, 1)

⁴ Lowenthal, D., 1985: *The Past is a Foreign Country*. Cambridge University Press, Cambridge.

Davison, G., 1991: *The Meaning of Heritage*. In Davison, G. and McConville, C. (eds) *A Heritage Handbook*, Allen and Unwin, St Leonards, NSW, 1-13.



2.3.3 Burnie's Heritage

There are also particular local reasons why Burnie's heritage should be conserved. With such rapid twentieth century development, there is relatively little from Burnie's early history that remains. Although bringing great economic and social benefits, this rate of change has not occurred without a sense of loss. For example the demolition of the Old Town Hall and its prominent clock tower in the 1970s. More recent losses such as the destruction by fire of the Old Burnie High School resulted in an outpouring of grief and a substantial sense of loss for the community.

With relatively few places included in heritage schedules or lists, the question arises as to what important places from Burnie's past should be conserved for the future?

2.4 Legislative Framework for Heritage Conservation

2.4.1 Levels of Significance and Management

Through the Council of Australian Government, the Australian and Tasmanian Governments recognised in 1997 that there was a need to rationalise the way in which heritage places are identified, protected and managed. It is now widely accepted that heritage will be identified according to its level of significance. This level of significance will determine the responsible level of government management. That is, places of extraordinary significance to the nation may be entered in the National Heritage List and managed in accordance with the *Environment Protection and Biodiversity Conservation Act 1999*. Places important to the State will be identified and managed according to the *Historic Cultural Heritage Act 1995*, while local places are the responsibility of Local Government, and will be managed in accordance with Planning Schemes.

In Tasmania places are identified at a State level via entry in the Tasmanian Heritage Register (THR), and also at a local level, through entry in a heritage schedule of a Planning Scheme. Duplication exists between the various heritage lists, often without a clear distinction between the levels of significance.

Recognising the duplication and lack of clarity, this issue has been identified in the Godden Mackay Logan Tasmanian Heritage Act Review (August 2005) which advocates that places be identified at either a State or local level and managed accordingly. Changes to the State legislation implementing these measures have yet to occur.

For the purpose of this Study, the level of significance of the places has been identified at State and local levels. The State values are assessed as being important in Tasmania and locally, while the Local values are significant within the local context of the Burnie municipality.

In terms of management, the Tasmanian Heritage Council and the Burnie City Council have different processes and responsibilities for the conservation of heritage places. These have also been considered as part of the assessment of places for this study.

2.5 Framework for Assessing Significance

2.5.1 Burra Charter

In assessing potential heritage significance, it is important to apply standard and objective methods. These standards are contained in the Australia ICOMOS *Burra Charter* 1999. The *Burra Charter* establishes the first principles of heritage conservation in Australia and provides a basis for legislation.



The *Burra Charter* is also the widely accepted and adopted standard for heritage conservation practice in Australia, and the source for both the detail and the approach to heritage legislation.

2.5.2 The Tasmanian Context

In Tasmania, heritage places are identified and managed in accordance with the *Historic Cultural Heritage Act 1995* (the HCHA).

The definition of 'significance' in the HCHA differs somewhat than that provided in the *Burra Charter*. The Act provides that in relation to a place, historic cultural heritage significance means 'significance to any group or community in relation to the archaeological, architectural, cultural, historical, social or technical value of the place' (HCHA s3).

The HCHA establishes seven criteria for assessing significance. The archaeological, architectural, cultural, historical, social or technical values of a place may be assessed against all seven of the criteria. Most often these values will be considered against one of the criteria. The HCHA criteria are as follows:

- a. it is important in demonstrating the evolution or pattern of Tasmania's history;
- b. it demonstrates rare, uncommon or endangered aspects of Tasmania's heritage;
- c. it has potential to yield information that will contribute to an understanding of Tasmania's history;
- d. it is important as a representative in demonstrating the characteristics of a broader class of cultural places;
- e. it is important in demonstrating a high degree of technical achievement;
- f. it has a strong or special meaning for any group or community because of social, cultural or spiritual associations; and
- g. it has special association with the life or work of a person, group or an organisation that was important in Tasmania's history.

Places assessed as meeting one or more of the criteria can be included on the Tasmanian Heritage Register. The Register is maintained by the Tasmanian Heritage Council under the HCHA.

2.5.3 The Burnie Context

At a local level, places within Burnie are identified and managed through the Burnie Planning Scheme 1989. The Planning Scheme establishes a Schedule of specific buildings and sites of special significance and a management framework for controlling development under clause 4.5 of the Scheme-Building Works, Objects and Sites of Architectural, Historic or Scientific Interest.

Under Clause 4.5.1, all development directly relating to a place of heritage significance is discretionary. Schedule B-Protected Places, includes 12 places of significance.

For the purposes of heritage conservation and management, the Scheme allows Council to:

"impose on any planning approval for the development of any protected item any conditions relating to the external appearance (including materials, design, dimension, siting, colour or finish) of the protected item in addition to any other conditions which it may impose under the Scheme".

When considering an application that involves a listed place, Council need to seek to ensure that the:



(a) development does not make a substantial alteration to the protected item;

(b) development does not substantially alter visually significant areas of the site of the protected item; and

(c) environs and environment of the site and its surrounding area are conserved and, if possible, enhanced.

The scheme also provides direction for establishment of signs for heritage places.

2.5.4 Burnie City Council Strategic Plan-2006

Burnie City Council's Strategic Plan defines goals, outcomes and strategies for the future of the municipal area. Specific goals are defined for leadership and accountability, environment and infrastructure, vibrant community and lifestyle and progressive regional centre. Objective 3.3.4 in the environment and infrastructure component of the plan relates to heritage conservation, encouraging the 'protection of significant items of historic, scientific, cultural, architectural and natural assets'.



3. Method

3.1 Overview

The principles of the *Burra Charter* have been followed throughout this project, in relation to the assessment and identification of heritage places and areas. The project involved the following stages:

- ▶ Preparation of a thematic history to provide context to the area (see Volume 1);
- ▶ Review of existing lists of heritage places;
- ▶ Community consultation and social values assessment;
- ▶ Investigative fieldwork;
- ▶ Preparation of an inventory of places that demonstrate the heritage values found in Burnie;
- ▶ Consideration of Heritage Areas and precincts; and
- ▶ Preparation of recommendations for management and planning.

3.2 Identifying and Defining Places of Significance

3.2.1 Individual Heritage Places

Each street and road was inspected to identify individual places of potential heritage significance. Photos were taken of each place identified as having likely heritage value based on an assessment from the public road. Values such as recognisable historical, architectural and aesthetic qualities were considered.

During the site visits, places with likely social value, such as those with community use functions and distinctive local places, were also considered.

Identified places were then assessed against the Criteria of the HCHA and the threshold method of assessment (see below) to determine the level of significance of each place.

3.2.2 Heritage Areas and Areas of Heritage Character

Heritage areas are defined for the purposes of this study as places of heritage significance where:

- ▶ Components such as buildings, trees and views combine to create strong character;
- ▶ Landform or setting makes an important contribution to this character;
- ▶ Scale and/or style of building have a high degree of coherence and continuity and/or have remained relatively free of intrusions;
- ▶ The area illustrates a pattern of urban society no longer practised; and
- ▶ There is a predominance or cohesion of individual buildings, which are individually of merit.

Each street in Burnie was investigated to identify potential Heritage Areas and their boundaries. Photographs of places and streetscapes were taken.

Heritage areas are distinct from areas of heritage character. A heritage area consists of places that have heritage value. Such areas require management to conserve individual and collective heritage values.



Areas with heritage character have a consistent pattern or period of development and similarities in style and form, but not necessarily heritage significance. Character areas warrant a level of management through development control, to retain a degree of consistency into the future.

3.3 Heritage Assessment Method

Assessments were carried out in the following main stages:

Assessment Step	Task	Outcome
Prima facie assessment from public road and targeted visits in response to consultation outcomes	Places of potential significance photographed.	Inventory of places of potential significance
Secondary consideration of all photographed places	All places considered against heritage criteria Places categorised by potential level of significance and/or further study/nil heritage significance.	Determined places meeting local significance threshold or for further study These places were included in the inventory , but not assessed further
Consideration of community input and regional history	Information from the community and regional history relating to specific places considered in assessment against criteria	Contributed to heritage assessment and consideration of significance
Significance level assessment	Places of significance assessed for significance level Assessment using HCHA 1995 Criteria and threshold method	Delineated between those places of local and State significance
Final review	Secondary consideration of significance levels, comparative analysis and peer review.	Enhanced rigour and consistency in assessment

3.4 Threshold Assessment Method

Heritage places have differing levels of significance. A place may be entered in the Tasmanian Heritage Register if it meets one or more of the criteria for entry. However, the HCHA refers to places in a Tasmanian context, and does not provide direction for places that might be significant at the local level.

A place may be entered in the Planning Scheme where it is of 'cultural significance'. However, of itself, this does not assist in deciding whether the place has sufficient significance to be included in the Planning Scheme or Heritage Register.

Therefore, it was necessary to develop a method of assessment that:

- ▶ Determined if places are of heritage significance; and



- ▶ Whether places are significant at a local or State level.

A useful means of determining the relative significance of places is to apply thresholds.⁵ Thresholds are an important tool in determining whether a place is of significance, how well a place meets a particular criterion and then, the level of that significance, be it of a national, State or local heritage value.

The assessment method involved consideration of the Historic Cultural Heritage Act Criteria and threshold indicators.

3.4.1 Use of the HCHA Criteria

The criteria of HCHA provide some assistance with defining heritage values and thresholds and have been used as a basis for threshold assessment for this project.

The criteria refer to a place being important to 'Tasmania'. It is therefore possible to assess places against the same criteria, referring to the local area. Considering whether a place was important to the local or State context was fundamental to the outcomes of the assessment.

In addition, specific language is included within some HCHA criteria to measure the degree of importance of each value. That is, a place must be **important** or **demonstrate a high degree** or **have strong or special meaning** or have a **special association**.

The following section explains how the existing HCHA was used to assist in determining significance levels.

Places of local level significance

If a place was determined to be of architectural, historical, scientific, social or technological significance, then it was considered as having at least local level heritage significance.

A place was considered to be of local significance when its importance largely rests within the local context, rather than contributing to our understanding of the wider pattern and evolution of Tasmania's history and heritage. The exception was in cases where the place demonstrates a high level of integrity, rarity, is of exceptional interest, or an outstanding example of its type.

Similarly, if places have significance because of their association with a group or individual whose importance largely relates to local history, or where the place has a strong or special meaning for a localised group or community, it was considered to be of local level significance.

Places of State Level Significance

A place was considered to be of State significance if its values contribute to the understanding of the wider pattern and evolution of the State's history and heritage, including places that contribute significantly to our understanding of the regional pattern and development of the State. Places were also assessed as being of State level significance where they demonstrate high integrity or rarity, are of exceptional interest, or an outstanding example of its type.

⁵ Thresholds used for this study were informed by previous studies undertaken by GHD and the policy developed by the Queensland Heritage Council (*Entering Houses in the Queensland Heritage Register*, 2005). The method was devised in consultation with Heritage Tasmania.



In addition, where places were associated with people whose importance relate to the State, and places that have strong or special meaning for social or cultural associations relating to the State, places were considered to be of State significance.

Places not Meeting the Local Threshold Level

If a place photographed for its potential significance did not demonstrate aspects of any of the criteria identified in the HCHA, at either a local or State level, it was considered as not meeting the local threshold level. In this case, a place may be considered to have heritage character.

In some cases, places that have been modified may still be considered to have heritage significance because their modifications could be reversible, thereby allowing their heritage fabric to be uncovered at some point in the future.

Places considered to not meet the local threshold level have been included in the **Inventory** for completeness and to demonstrate that the place had been considered.

3.4.2 Threshold Indicators

Threshold indicators assist in determining the extent to which a place meets a criterion against a number of factors including the integrity, uniqueness, and outstanding qualities of the place, either in its fabric or in relation to the Criteria. The threshold indicators shown in Appendix A were considered in assessing the level of significance of places in Burnie and assisted in distinguishing between State and local places.

3.5 Archaeological Approach

Anne McConnell undertook the archaeological components of this project, including relevant site work, consideration of management advice and production of a sensitivity report.

The following provides an overview of the approach for this aspect, as included with the document entitled *Archaeological Sensitivity Assessment & Management Advice for the Burnie Heritage Study* (McConnell, 2009). The approach largely conforms to the standard approach to assessing archaeological values, which is as follows:

- ▶ Review of existing archaeological data and assessments for the district.
- ▶ Review of historical information, in particular maps and plans.
- ▶ Compilation of a map/s showing the location of archaeological values (which may recognise different types and/or levels of archaeological values).
- ▶ Review of the presence and likely presence of archaeological remains given post-formation ground disturbance (eg. from newer developments).
- ▶ Assessment of the cultural significance of the known and likely remains (usually in relation to their historical significance, likely importance to the community, and the ability of the archaeology to provide information about the past that is not obtainable through other sources).
- ▶ Presentation of the above findings as a set of maps showing different 'archaeological potential' zones (relating to archaeological attributes such as the likelihood of archaeology occurring, the likely density of archaeological remains and/or the assessed significance of the archaeological remains) and accompanying advice for managing the known and potential archaeological values in each zone.

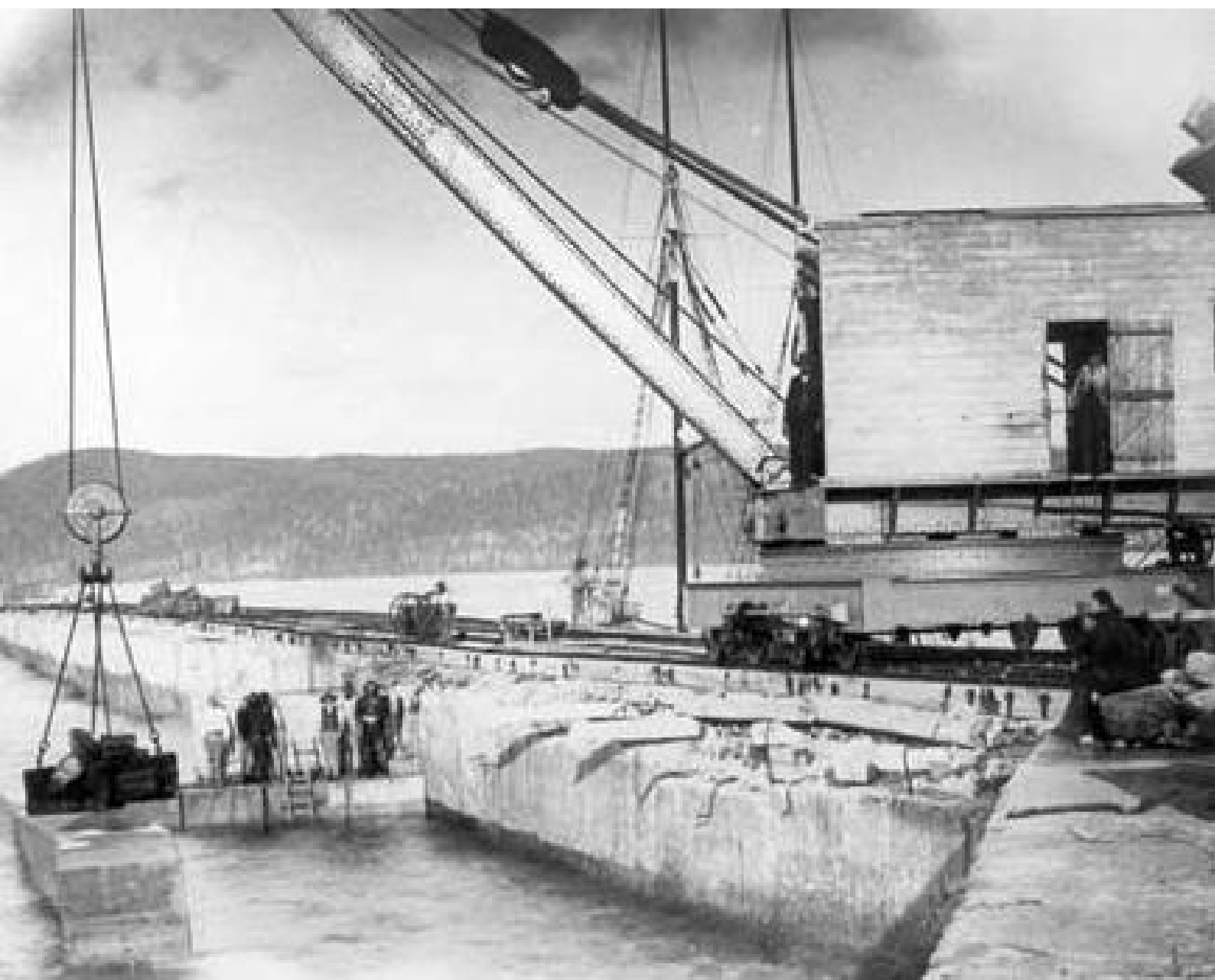


Because of the nature of the Burnie heritage and archaeological information, the zoning for Burnie has adopted an approach which relates the zones to an historic place or theme, and for each zone there is specific management advice which recognises the significance and potential, including density, for that zone. In a small number of cases these zones have been subdivided.

3.6 Heritage Management and Conservation

Recommendations for conservation and management have been made based on the individual places and Heritage Areas identified.

The recommendations are consistent with the Australia ICOMOS *Burra Charter*, and have been made with input through liaison with Council officers, community members, Heritage Tasmania and GHD's Planning and Heritage team.



PART 2 CONSIDERING BURNIE'S HERITAGE



1. Social Values

1.1 Role of Consultation in Heritage Projects

Consulting with local communities assists in obtaining a deeper understanding of the uses, associations and meanings relating to heritage places. This enhances the ability to manage these values into the future. The Burra Charter stipulates the importance of involving communities in the management of heritage places. Further, criterion (f) of the HCHA specifically provides for the recognition of social and community value. It stipulates that a place can have heritage values if it *'has a strong or special meaning for any group or community because of social, cultural or spiritual associations'*. Engaging with the community is therefore necessary to demonstrate that a place satisfies criteria (f).

More broadly, it is important to allow opportunities for people to express such values and to foster an understanding of these values among professionals involved in the management process. As Schapper (1995, 31) explains, in identifying and considering the less tangible values of a place, 'we add cultural richness, diversity and cultural depth to heritage and more truly reflect the reasons why ... [places] should be preserved'.

To capture community views, a consultation program was undertaken for the project. The objectives were to:

- ▶ Understand people's regard for places within Burnie - their values, associations and aspirations for the future;
- ▶ Consider input from community members and other key stakeholders in the development of a regional history of Burnie, the inventory and management outcomes;
- ▶ Investigate values in relation to Criteria (f) of the HCHA-social values.

1.2 Method Overview

The consultation program encouraged people to express thoughts, feelings and opinions about heritage places. Participants were asked to explain the importance of these places to the local communities and ideas for ongoing management. Many people who participated also took the opportunity to tell stories and share their memories about the past.

Informal information sessions were held that allowed people to drop in and speak to a team member. Approximately 45 people attended the information sessions and many of these people participated in semi structured interviews, either one on one or in small groups. A comment form was available for community members to provide written submissions. The project benefited from attendees at the information sessions telling their friends and fellow community group members and disseminating comment forms.

Approximately 30 comment forms were provided after the public information day, as well as a number of larger, more comprehensive submissions. Several enquiries and phone discussions also took place. Important, meaningful and insightful information about Burnie's history and heritage was provided by those who participated.

The following provides a summary of information shared through the consultation process and identifies principles that should inform future heritage management in the municipality.



1.3 Themes Emerging from the Community Consultation

1.3.1 Important aspects of Burnie's history and heritage

Participants were asked what they thought were the three most important aspects of Burnie's history and heritage⁶. This question prompted a broad range of responses.

Van Diemen's Land Company, the Mill and other Industries

Most commonly, people considered the role of the VDL Company (VDL Co) and APPM as the two major periods of development in Burnie and important aspects of the history and heritage of the place.

The important contribution of the VDL Co and surveyor Henry Hellyer to the establishment of Burnie was often acknowledged. Whilst noting the historical significance of the VDL Co, it was also acknowledged that there are relatively few places that demonstrate this history particularly from the early period of development.

Also reflecting on the earlier period of development in Burnie, participants noted the important role of the Port, as one participant explained: *'The deep sea port ... allowed for Burnie's growth and development and the transport of goods and links to the outside world'*. Many people acknowledged the early development of the wharf area and the remaining buildings that relate to the first phase of European settlement in Burnie.

People also spoke of the significance of the Emu Bay Railway Company in the late nineteenth and early twentieth century development of the town and in connecting Burnie to the rich West Coast mines.

People thought the Mill played a pivotal role in the development and growth of Burnie's community and influenced the culture of the place, explaining that many local people have longstanding connections to the functions of the Mill over time. Gerald Mussen was acknowledged for his critical role in the establishment and operation of the Mill. Several participants also noted the sense of community or, 'sense of togetherness' fostered by the Mill, and also a strong desire to celebrate and pay tribute to this major player in Burnie's history.

As one participant articulated: *'Burnie could be thought of as "a Company Town", when one considers the important roles of the VDL Co, Emu Bay Railway Company, sawmills, Captain Jones, brickworks, butter factory and the Mill in shaping Burnie's history and heritage'*.

Speaking of the role that the Mill had in the lives of the community, another person said: *'many families have earned a living within these walls, there are many memories – some good, some challenging, but these buildings have been an important part of Burnie's history'*.

People also considered that the Mill buildings themselves are of importance, as a tangible link to Burnie's past. They also help tell Burnie's story. As one person commented *'The APPM buildings on entering Burnie create visual impact and let the viewer know that industry (paper in particular) is important in this town'*.

⁶ History is a narrative of past events relating to people, country, a period, or person. Heritage refers to the inheritance of an individual, group or community, and the value placed upon that inheritance.



Pioneer Village Museum

The importance of the Pioneer Village Museum was commonly raised, with people conveying their view that the collection holds tangible aspects of Burnie's history and that the collection helps tell the story of development. The collection was regarded as being associated with the identity of the community. As one participant explained, it is a place of '*collective community identity*'.

People considered that the place is a high quality museum, with a carefully cared for collection of importance to local Burnie and broader Tasmanian families. A common theme from participants was a desire to ensure access to the museum and to involve community members in decisions relating to the collection.

The Winter photographic collection was noted as an important part of the collection, recording and reflecting the history of Burnie life, with its various photos relating to sport, housing, people, cars, port, CBD and so on.

Community Places and 'Everyday' Places

Community places play an important function in Burnie. People considered that places which are host to community events such as local halls and parks are a crucial component of Burnie's heritage. Such places include the civic centre, as well as places where the community comes together like shops and places of commerce. These places were considered to contribute to people's sense of community.

Local churches were also mentioned as important places of community worship and meeting. As one participant explained: '*Although some [churches] may not be grand buildings these all hold history of most families in this region if you go back far enough*'.

The importance of 'everyday places' was acknowledged. As one community member noted '*Places in the suburbs such as shops, milk bars and hairdressers are important because you are never short of services and you see community members there*'. In this regard, such places were considered to be important community connectors.

Specific Places of Importance

Specific places of importance located throughout the municipality were mentioned in response to this question. Places often noted for their value included:

- ▶ The Mill;
- ▶ Early buildings along Marine Terrace;
- ▶ Burnie's parks and reserves including Burnie Park, West Park, Oakleigh Park, Fern Glade Reserve, Romaine Reserve, Hilder Parade and West Beach;
- ▶ Churches;
- ▶ Domestic Art School (West Park);
- ▶ The Portside building;
- ▶ Burnie's Churches;
- ▶ Breckenborough (Burnie Club);
- ▶ Police Headquarters; and
- ▶ Osmond House.



In reflecting on this question, people often noted their disappointment in the loss of heritage within Burnie and the desire to conserve remaining heritage places for future generations. For example, the demolition of heritage buildings with the establishment of the highway and the loss of the old Burnie High School was often mentioned. While acknowledging the loss of heritage places, people took the opportunity to reinforce their desire to conserve the important values that Burnie still possesses, many noting their desire to retain and conserve them into the future.

Important People and Associations

In addition to identifying places of importance to the community, the consultation process identified a number of individuals who have been prominent in Burnie's history and whose contribution was valued by the community. Such individuals included:

- ▶ Henry Hellyer: surveyor of the Van Diemen's Land Company who determined that Emu Bay should become the port for the Company's vast inland holdings;
- ▶ Captain Jones: Burnie's most prominent entrepreneur from the nineteenth century, responsible for much of the commercial development in the area;
- ▶ Jessie Rooks: Who moved to Burnie in the 1890s with her family, where she formed the Burnie branch of the Women's Christian Temperance Union, and played a vital role in the development of the Tasmanian Women's Suffrage League;
- ▶ Dr Fleming and Sister Stebbings: Important early medical practitioners;
- ▶ Mrs Hilder: Matriarch of the prominent local Hilder family, who unveiled the War Memorial at its original location at Oakleigh Beach;
- ▶ Gerald Mussen: Founder of the Mill – a significant development in Burnie's twentieth century history; and
- ▶ Kerry Pink: prominent local historian who wrote extensively on the history and heritage of Burnie and the North West coast.

1.4 Places that demonstrate Burnie's past

People were asked to name places within the municipality that are important in demonstrating Burnie's past and to explain why they are important.

Responses to this question indicated that the places valued within Burnie are broad ranging. Places are generally considered important for their historical importance, or because of an important community function or association.

The Port

People consider Burnie's wharf area and Marine terrace as places that demonstrate the past. The role that the area played in the early development of Burnie was often cited as a reason for the importance of this area. As one person stated: *'the town was built around the Port and grew because of the existence of the wharves'*.

Federation and Art Deco buildings

The collection of intact Federation houses in the Queen and Princes Street area were often mentioned as fine examples of Burnie's early development and the best surviving examples of early buildings and



architecture. As one participant said, the places in this area: *'Reflect the first boom time of Burnie and they need protecting'*. Other streets in the vicinity were also mentioned including Olive, William, Jones, Hodgman and Amy Streets and Bayview Ave.

Art Deco places throughout the municipality were considered to be important because they assist in telling the story about Burnie's mid-twentieth century development and its strong association with the Mill. Particular reference was made by a number of people to the Cunningham Street area in South Burnie due to its relationship with APPM staff housing. The collection of Art Deco buildings within the CBD were also often discussed.

People value the character that the Federation and Art Deco places bring to Burnie and often noted their desire to ensure that future planning focuses on conserving these places and maintaining local character.

Commercial Centre

Numerous people commented on the number of federation and Art Deco influenced commercial buildings within the Central Business District (CBD). As one person said: *'The building facades of old shops in the CBD add eye catching features, artistic flair, a glimpse of yesteryear and give the CBD soul'*. Another spoke of her: *'Sense of pride in seeing these buildings used, loved and restored and admiration for previous generations and what they could create'*.

In this regard, the restoration of the Harris Scarfe building was referred to and many believe that the owner of the building should be commended for the work being undertaken. A general desire to see other older buildings in the CBD restored was expressed.

Memorials

The cenotaph at Burnie Park was considered to have heritage value, as it commemorates the services of local community members. This place is also important as a place that hosts ANZAC day services and provides a focal point for reflection.

People often mentioned the memorial to Henry Hellyer at Oakleigh Park as being of value, considering that it pays tribute to his role in the establishment of Burnie. The memorial to the Legion of Ex-Servicemen and Women, located at Oakleigh Park was also commonly mentioned.

Recreational Places

Many people discussed the important role of Burnie's Parks and recreational areas. Places such as West Park and Burnie Park are important for their historical values. The Burnie Inn at Burnie Park was often referred to given that it is the oldest structure in Burnie.

The community use of recreational places is also of importance, for example West Beach, and other reserve areas. A number of people commented on the importance of sporting facilities such as South Burnie Bowls Club - a place first established by the VDL Company for recreational purposes in the nineteenth century, and continuing throughout Burnie's history as an important place of community connection and recreation. Burnie's showgrounds were also mentioned as a place of important community association. Other specific recreational places mentioned include:

- ▶ Guide Falls;
- ▶ Fern Glade;
- ▶ Upper Natone Forest Reserve;



- ▶ Ridgley Falls;
- ▶ Rhododendron Gardens; and
- ▶ Cam River area.

The need for regular maintenance of these places was noted as important. People also discussed their ideas of using the Burnie Inn for refreshments and including more interpretation at Burnie Park.

1.5 A Unique Place and Sense of Identity

People were asked to reflect on how they think Burnie differs from other towns and what places and aspects of Burnie's history and heritage brings them a sense of pride. People were also asked what aspects of Burnie's heritage they like to share with visitors. This question triggered responses that showed a deep sense of community pride in the region.

Industry and Twentieth Century Development

Burnie's uniqueness is considered to be strongly related to its industrial origins. People often acknowledged the substantial role that APPM played in the development of the town and the uniqueness this brings to the area. In this regard, people mentioned the rapid growth of Burnie in the mid twentieth century and the tangible elements remaining in the landscape from this period.

The large collection of Art Deco buildings is also considered to be a unique defining feature of Burnie. People spoke of the industrial architecture of the mill complex on entry to the CBD, and the large collection of modernist buildings that came from the paper boom. As one participant said, the Art Deco collection is perhaps '*more cohesive and apparent than in any other Tasmanian place*'. With a few exceptions, the vast majority of participants considered these places worthy of conservation.

Sense of Community

Many people commented on the unique togetherness people have in Burnie and acknowledged the role of the Mill in developing this sense of community.

People often spoke about the value of local volunteer activity as being an important cultural value and pivotal aspect of community spirit. The important role of volunteers in local tourism initiatives was also often acknowledged.

Local sport activities were also mentioned as important. While most people spoke generally about local sporting and cultural groups and venues, a number of people raised their desire for the South Burnie Recreational Area in particular to continue its function, a long reaching historical function that continues from the days of the VDL Company.

The role of local groups was acknowledged as central to Burnie's unique culture and community arts and music groups were often referred to as being important cultural activities that bring the community together. Such activities connect people of a variety of ages and backgrounds.

The important role that heritage places have in the local sense of community and belonging was raised. As one participant explained: '*heritage places provide a physical focus for maintaining and developing a sense of connection to our community. They help provide a sense of community identity and pride and sense of 'coming' from somewhere. A shared history is important for our sense of belonging and acceptance*'.



Natural Features

The location of the city, fringed by hills and in close proximity to the coast, was considered to be a defining feature of Burnie's character, as well as the recreational opportunities that this brings to the local community and visitors. Similarly, the topography of the city and the striking views that are available from many areas of the city were mentioned as being unique aspects.

The ability to view wildlife in Burnie, and the uniqueness of being able to see penguins, wedge-tail eagles and platypus so close to a city centre was often mentioned.

The uniqueness of the basalt columns was often acknowledged, along with the desire to minimize future impacts on this important example of Burnie's geoheritage. Other features such as Fern Glade, Burnie's parks and reserves, the foreshore area and views from hills surrounding the city were also considered to bring a sense of uniqueness to Burnie's character.

1.6 Sharing Burnie's Heritage

People were asked about any aspects of Burnie's heritage they like to share with visitors. The most common response was the Pioneer Village Museum and its streetscape. It was considered that this place perhaps best reflects Burnie's history and heritage and in this sense is a '*repository of Burnie's history*'.

Many people also referred to Art Deco places within the CBD as outlined in the Art Deco Trail brochure. Other common places that people like to share with visitors included:

- ▶ Mill Tours and Creative Paper;
- ▶ Burnie, West and Oakleigh parks;
- ▶ Rhododendron garden;
- ▶ Fern Glade;
- ▶ Lactos factory;
- ▶ Guide Falls;
- ▶ Lookouts and foreshore areas;
- ▶ Whiskey Distillery; and
- ▶ Federation houses in Queen and Princes Streets.

1.7 Managing Burnie's Heritage

People were asked whether they would like to see the places they had mentioned conserved and why. All respondents communicated a general need to manage their heritage assets, often reflecting desires for future generations to understand the history and heritage of the City.

Numerous participants took the opportunity when responding to this question to convey their disappointment about previous development at the expense of heritage assets, where places have been demolished, modified substantially, or surrounded by unsympathetic development. Similarly, disappointment was expressed about a perceived tendency to seek to delist places from heritage registers to make way for development.



The importance of clarity in future planning provisions was also expressed. This will allow people to understand any constraints what may be associated with development in heritage areas or relating to individual heritage places. Many participants expressed a desire for balanced heritage management that allows for conservation but also progress and appropriate future development

People's ideas generally related to conservation through planning and policy and conservation of social values. Ideas commonly put forward by participants are summarised below.

Planning and Policy

Participant's ideas relating to planning and heritage policy included the following:

- ▶ Update registers and schedules of heritage places throughout Burnie.
- ▶ Encourage investigation of alternatives for adaptive reuse of heritage places over demolition.
- ▶ Amend the planning scheme to further facilitate management of heritage values including sympathetic approaches to extensions and modifications.
- ▶ Policy and planning should include a focus on conserving all heritage places, including those from the mid twentieth century.
- ▶ Consider including heritage areas in the scheme to enhance protection of streetscape character and develop guidelines that will lead to appropriate form and density of development of such areas.
- ▶ Ensure future guidelines are clear to:
 - increase landowner certainty regarding requirements for heritage places; and
 - minimise potential for inconsistency in the application of scheme provisions
- ▶ Conserve heritage places in the CBD to maintain character.

Conserving Social Values

Participant's ideas about conserving social values included:

- ▶ Acknowledge that the value of some places may not come from their appearance but from the important roles they play in the community;
- ▶ The stories of Burnie are interesting and important. These should be captured through recording oral history to create an important record for the present; and
- ▶ The community should be involved in decisions about their history and heritage.

Other Ideas from the Community

Other ideas relating to heritage management included:

- ▶ Increase the profile of heritage places;
- ▶ Formerly acknowledge the efforts of those who improve their heritage places;
- ▶ Involve community members in heritage projects;
- ▶ Undertake heritage awareness training as part of Council's staff induction program;
- ▶ Retain the remaining building of the Burnie High School complex and consider links with the Pioneer Museum Building relocation; and
- ▶ Provide financial assistance to restore and maintain heritage places where possible.



1.8 Other Comments

People were invited to make further comments about Burnie's history and heritage. Comments included:

- ▶ The importance of community engagement on decisions concerning heritage issues in Burnie; and
- ▶ The importance of acknowledging and rewarding efforts to conserve and improve heritage place.

People often commented on the importance of heritage for the future. As one person mentioned: *'you can't go forward without showing respect for where you come from'*. People often also expressed a desire to not only preserve all these buildings and heritage monuments, but also celebrate them.

Many took this opportunity to reinforce answers to previous questions and to highlight again the importance of conserving Burnie's heritage assets into the future. People also took this opportunity to comment on their love of their city. As one participant said: *'we are convinced that there is no better place anywhere'*.

1.9 Reflection of Social Values in Place Assessment

Criteria (f) of the HCHA stipulates that a place can have heritage value where it *"has a strong or special meaning for any group or community because of social, cultural or spiritual associations"*.

As reflected in this section, a wide variety of places were identified as being of heritage significance for numerous reasons. Places identified through consultation were mentioned not only for their aesthetic contribution, but also their links with people's sense of place and community.

These places have been identified as having social value at either a local or State level within the Heritage Inventory.

Where a place identified through the field survey has certain characteristics such as ongoing community use and association, the potential for the place to have this value is also noted in individual assessment (Inventory of Heritage Places- Volume 3).



PART 3 HERITAGE ASSESSMENT



1. Defining Burnie's Heritage

1.1 Defining Burnie's Heritage

Examination of the heritage inventory demonstrates that Burnie's cultural heritage is located throughout the municipality. Certain areas demonstrate a higher concentration of heritage places or areas and also display different heritage values and character, indicating the evolution and development of Burnie over time. Areas that can demonstrate this development and evolution include the Central Business District, the hills above the city centre, South Burnie, Upper Burnie and the rural areas of the municipality. Consideration of these areas is based on the site work undertaken for this study, as well as the outcomes of historical research⁷. These areas are considered in the following sections.

1.1.1 Central Business District

Very little built development occurred in Burnie's Central Business District (CBD) until the late nineteenth century. The key remaining attribute from the early to mid-nineteenth century is the essential layout of the city centre, when the first survey was made in 1843. Centred on the port and the relatively flat land nearby, a regular grid layout of streets and blocks was established, which largely continue to exist to the present, albeit in a modified form. Given its proximity to the Port, Marine Terrace was the first area of the CBD to be developed with a range of commercial buildings, warehouses and hotels.

Large-scale development of this urban area did not begin to occur until the late nineteenth and early twentieth century when great wealth was generated by the port servicing the West Coast mining fields. Wilson Street became the main commercial street, a role that continues to exist to the present. The ability to interpret this early development is highly evident. Key heritage characteristics of the CBD today include:

- ▶ Predominant commercial, civic and public uses of space, although some residential buildings continue to survive on the fringe of the CBD;
- ▶ As the CBD's earliest area of development, Marine Terrace continues to demonstrate to a certain extent its historical origins, with commercial buildings, and notably historic hotels, which were located close to the Port;
- ▶ Most commercial buildings from the late nineteenth and early twentieth century are of two storeys in height, varying between two to three bays wide;
- ▶ Buildings are constructed from materials such as brick or with rendered finishes;
- ▶ Surviving late nineteenth and early twentieth century fabric is centred on the upper levels of the buildings, which is also where decorative elements such as gable details or skyline motifs are located. Such decoration tends to repeat simple classical motifs common to commercial development during the nineteenth and early twentieth century;
- ▶ Corner positions are frequently used for more important commercial buildings, where grander, or more detailed structures such as banks and insurance offices were constructed, taking advantage of the prominent location;

⁷ GHD 2009, Burnie-A Thematic History.

- ▶ The CBD is the location of the majority of the municipality’s historic churches. All Church buildings demonstrate the broad characteristics and variation of Gothic architecture, with varying degrees of decorative details;
- ▶ Considerable amounts of development occurred during the mid to late twentieth century. Significant buildings from the mid-twentieth century demonstrate simplified forms of Art Deco or functionalist design, with smooth external surfaces, strong horizontal lines, rooflines concealed behind parapets, steel framed windows, and occasionally decorative motifs on the skyline;
- ▶ With the exception of the foreshore area on Hilders Parade and West Beach, there is little public open space in the CBD, reflecting the small size of the area, and the physical constraints of the sea to the north and escarpment to the south;
- ▶ The CBD contains the majority of the municipality’s cultural places including Churches, the Civic Centre, Library and historic theatres.

The CBD is an important place for community connection and interaction. Similar to many city centres, it provides a place where the community comes together for social, commercial and cultural purposes. Striking views over Bass Strait are available from many points within the CBD, which has the unique benefit of being in close proximity to West Beach, an area full of recreational opportunity. These are elements that contribute to the sense of vibrancy of the city centre.

Figure 1 CBD



Corner of Wilson and Wilmot Street leading down to West Beach. Note mid-twentieth century buildings, smaller early twentieth century building and the Hotel located near the beach and port.



Corner of Cattley and Mount Streets demonstrating early twentieth century development, and the use of prominent corner positions for important and architecturally detailed commercial buildings.

1.1.2 Suburban Areas: Developing Burnie’s Hills

The area that best demonstrates Burnie’s earliest period of suburban growth is located on the hill to the west of the CBD, bounded by Olive Street to the north, View Road to the south, Queen Street to the east,



and the upper reaches of Jones, Amy, Bay View, Princes, and Upper Bourke streets as they curve their way up the slopes of the hill.

The expressway bypassing the CBD has created a somewhat artificial divide between the commercial centre of the town and this inner urban residential area. The expressway required the acquisition of seventeen acres of land, demolition of about 70 houses and buildings, and the construction of a series of cuttings and overpasses, which have created a visual and physical barrier.

Nonetheless, while there has been a loss of historic places, sufficient evidence survives to demonstrate this as an area of early suburban growth. The area also historically demonstrates a largely middle and upper class housing area.

The lower reaches of the hill were developed first. Thus, late nineteenth and early twentieth century residences cluster along William/Queen Street and the lower reaches of Princes and Olive streets. This level of development is consistent with the late nineteenth and early twentieth century wealth the Port generated as the transport hub for the West Coast mines.

The wealth generated by the Port and mining boom is clearly evident in the surviving building stock. The houses tend to be located on larger sized residential blocks, often with mature gardens with exotic trees and hedges. This is also the only area in Burnie where significant numbers of houses were constructed in this period from more expensive bricks, instead of standard weatherboard.

Housing size is also more varied, with some very large houses or mansions located in the area, many highly embellished with excellent examples of Federation Queen Anne details in the gable infill, fenestration, and decorative cast iron balustrades and screens on verandahs. The Queen/Princes Street area is also highly distinctive for the level of Art Nouveau detailing evident in the facades, with very elaborate curvilinear elements in the verandah screens. These houses are excellent examples of contemporary architectural fashions and the skills of the builders of the period. The collective high level of architectural detailing, integrity of buildings, and intactness of streetscapes makes this area particularly distinctive in the municipality.

As elsewhere in Burnie, houses are orientated to take advantage of the expansive and beautiful views over the Bay and Bass Strait. In such close proximity to the CBD and its services, the character of the area is almost consistently residential, with an absence of small shops, Churches and other cultural places.

As the twentieth century progressed, some infill development occurred on the lower reaches of the hill. However, predominantly new housing was built on the upper slopes, again orientated to the north to take in the views.

Figure 2 The Hills above the CBD



Corner of Queen and Princes Streets. Note the progression of architecturally significant Federation residences.

1.1.3 Suburban Areas: South Burnie

South Burnie is a good example of urban consolidation from the early to mid-twentieth century. Located on what is largely a flat area of land, South Burnie is bounded by the highway and Bass Strait to the north and Southwell Hill to the south. The area to the east was formerly a low-lying, swampy area, subsequently reclaimed for the construction of the mill. It is within these physical constraints that the area developed. Historical images from the early twentieth century show little development of the low lying area, cleared paddocks and a few small houses. A prominent exception was the home of Captain William Jones, the 'King of Burnie', who built his large residence Menai on the slopes overlooking the town and bay, (now substantially modified as a hotel).

Early twentieth century development was centred on the flats of South Burnie. The Emu Bay Railway Company established its extensive foundry and engineering workshops in South Burnie and was the largest employer by the early twentieth century.

Clustered nearby in areas like Hales, Edwardes, Hopkinson and Strahan Streets, a residential area of working class homes developed. These houses are characterised by being:

- ▶ Single storey, detached structures, predominantly constructed from weatherboard. Two groups of two storey weatherboard terraces are also located in South Burnie, but this does not characterise the areas development;
- ▶ Very simplified adaptations of Federation Queen Anne style residences, characterised by asymmetrical arrangements of projecting gables, limited decoration and simple verandahs; and
- ▶ Generally located close to the street front with relatively little setbacks from the street.



By the late 1930s and early 1940s, the massive economic and population growth of Burnie in response to the establishment of the mill began to change the character of South Burnie. This new development occurred in areas such as Wilson Street, and the lower slopes of Southwell Hill such as on Cooper, Studholme, Cunningham and upper Edwards Streets.

This residential development differed to the houses located on the flats of South Burnie. The housing of the late 1930s, early 1940s still existing in the area is characterised by:

- ▶ Larger houses constructed from permanent materials of brick or rendered surfaces, tending to reflect a higher social status than the earlier houses located on the flats of South Burnie;
- ▶ Housing having greater setbacks from the street and orientated to take advantage of the views over Bass Strait;
- ▶ Housing reflecting fashionable architectural styles of the period, such as Californian Bungalows, and Art Deco and Mediterranean style motifs (for example, smooth external surfaces, cuboid forms, minor decorative elements);
- ▶ Fences constructed in permanent materials such as low rendered brick or concrete walls, again reflecting the broad simple motifs of the period;
- ▶ The incorporation of carports contemporary with the construction of the houses, demonstrating increases in private car ownership; and
- ▶ The introduction of multiple dwelling structures in Burnie with blocks of flats constructed along Wilson Street.

South Burnie also historically developed some small-scale commercial areas, with several corner shops in the area. Major commercial activity is now focussed on the Bass Highway and immediate area. Recreational spaces are also found in the suburb, notably the Recreation Ground and Oakleigh Park. Across the highway, the expanse of South Burnie Beach stretches to the Emu River.

Figure 3 South Burnie



Typical housing on the flats of South Burnie.



Wilson Street. Larger houses constructed from brick began to be built in this area in the mid-twentieth century. Note also the apartment block, demonstrating changes in housing practices.

1.1.4 Suburban Expansion Southwards: Upper Burnie

An examination of Upper Burnie helps us to understand the development of Burnie beyond the coast and fringing hills. The key driver in Upper Burnie towards suburban development would appear to have been the existing transport network. Mount Street starts at the coast before climbing Southwell Hill to the relatively flat land above Burnie. Mount Street is one of Burnie's early land routes. Originally known as the 'New Country Road', the road leads from the Port to the farmlands behind Emu Bay. In 1863 the New Country Road extended no further than the Three Mile Line, a surveyed line beyond which the VDL Co. actively discouraged settlement. The road was extended as Mount Road in 1873, allowing settlement of the rural hinterland and also becoming the chief route from Burnie to Mount Bischoff.⁸

Early surviving residential development was centred on the lower reaches of Mount Road, once it had surmounted Southwell Hill. This development occurred during the late nineteenth to early twentieth centuries. These houses are characterised by:

- ▶ Larger, middle class, single storey and detached houses, constructed from weatherboard;
- ▶ Housing reflecting the fashionable architectural style of the period with Federation Queen Anne details. As middle class residences, the houses demonstrate a higher degree of decorative embellishment, for example gable infill details, bay windows with coloured glass top lights, return verandahs and more elaborate screen and balustrade details;
- ▶ Houses located on larger lot sizes than the surrounding later suburban development. These earlier houses often have large, mature gardens;

⁸ *The Advocate*, 12 December 1934, p.10

Characteristic of most areas of Burnie, the largest amount of built development occurred in this area during the twentieth century. In Upper Burnie, this appears to have commenced during the early twentieth century. Likely to date from the 1910s-1920s, a series of streets were subdivided off Mount Street, for example Deacon, Federal, Reid, Hamilton, Abbott, Argyle and Bathurst Streets. In these areas, small house blocks created were very simple, and smaller weatherboard structures were constructed. These buildings demonstrate the simplest adaptations and continuation of vernacular forms from the late nineteenth century, with asymmetrical building footprints, projecting gable ends, and side verandahs.

During the 1940s and 1950s, the area's housing stock further consolidated in response to the massive population boom. For example, in 1937 the town had a population of 4000. By 1945 this had grown to 10,000 people. In response to this demand for working class housing areas, simple forms of Californian Bungalows were constructed, distinguished by their prominent low-pitched offset gabled roof forms, and tapered pylon verandah posts. Another building form prominent from the period was local adaptations of Art Deco or Functionalist designs. These buildings are still apparent in the area and are notable for their simplicity, and repetition of key characteristics such as:

- ▶ Essentially a square floor plan;
- ▶ Construction from permanent materials including local bricks and formwork concrete blocks;
- ▶ Smooth external surfaces, frequently painted white;
- ▶ Rooflines concealed behind low parapets; and
- ▶ Strong horizontal lines often emphasised by expressed stringcourses.

With this suburban consolidation, the area developed a small commercial centre on Mount Street to meet the demands of the growing population. This includes small shops, a hotel, Churches and the Upper Burnie Primary School. Reserves were also created as recreational spaces and contributed to the liveability of the place for local people. Upper Burnie also includes a Memorial Hall constructed to serve a functional use and is representative of local initiatives to commemorate efforts of local people in War.

Figure 4 Upper Burnie



An example of the larger, well detailed Federation houses in Upper Burnie.



Simplified local adaptation of Art Deco/Functionalist design. Note also the decorative fence.



1.1.5 Rural Places

Beyond the urban area, the municipality has a rich and picturesque cultural landscape telling the story of early agricultural industry and development, a theme and character prevalent throughout the North West Coast of Tasmania. These agricultural landscapes are evident from the city fringe until the landscape alters dramatically to the south of Ridgley, becoming a sub-alpine environment where forestry plantations become dominant.

The development of Burnie's rural hinterland is distinctive from other areas on the North West coast and Tasmania. This pattern of development appears to have resulted from two key drivers. Firstly, the Van Diemen's Land Company's 'Three Mile Line', beyond which the company discouraged settlement, and secondly, the lack of a rural elite which had developed elsewhere in Tasmania, notably the Midlands. As discovered disastrously by the Van Diemen's Land Company's, Burnie's hinterland was unsuitable for sheep grazing. When agriculture did develop, it occurred at a later date, on a smaller scale, and generated far less wealth than pastoralism.

These historical and environmental factors are highly evident in the present day character of the rural areas. When the Company subdivided, leased and later sold their vast inland tracts of land, fields were largely regularly sized, long rectangular blocks and at right angles to the key land transport routes of Old Surrey Road (Ridgley Highway) and Mooreville Road.

The rich volcanic soils, temperate climate and reliable rainfall were ideal for the production of potatoes and dairying, which became the backbone of farming in the rural area. These practices have created productive fields, often presenting to the viewer as a patchwork of colours and crops, with smaller elements of fences, macrocarpa pine wind breaks, farm houses, outbuildings and sheds, roadways and dams.

Owing to the late release of land, there is relatively little built development in the rural area. Farms and farm houses tend to be small and modest, although some more elaborate examples of late nineteenth and early twentieth century architecture are evident at some of the historically more successful and expansive establishments. Buildings are consistently of weatherboard, although a few examples of masonry structures do exist.

Small population centres exist in areas such as Mooreville, Stowport, Natone and Tewkesbury, however they lack strong township forms. The only population area with a greater level of township development is Ridgley. Developed on the Emu Bay Railway Company line and Highway, Ridgley has evolved into a largely linear form following the alignment of the main road. Clustered on the highway are the early residences, likely to date from the early twentieth century. With few exceptions, construction utilised the local construction material of weatherboard. Consistency is also demonstrated in the scale and level of architectural detailing of the houses, with some good examples of Queen Anne style architecture. Ridgley also developed some of the service requirements and community infrastructure of a small town including churches, shops, a school, recreation ground and cemetery.

Figure 5 Rural Areas



Rich volcanic soils and lush pastures at Stowport.



The main road in Ridgley contains several important residences from the early twentieth century demonstrating the historical origins of the township.

1.1.6 Archaeological Values

Based on the history of the municipality, significant archaeology in Burnie is considered to be related to:

- ▶ Early settlement in the district up to the late 1800s (primarily that associated with the VDL Co.), but also early agriculture, transport and other services (eg, water supply). This type of archaeological resource will be located mainly in the city of Burnie around the port area in Burnie proper, South Burnie and Upper Burnie, and in other areas that were owned and managed by the VDL Co. throughout the municipality.
- ▶ Key historic services (eg, port, rail, roads, electricity and water supply) up to c.1920. Archaeology relating to these historic activities will be mostly concentrated within Burnie, but will also occur in corridors along the main early road and railway routes.
- ▶ Historic primary and secondary industries (eg, related to mining, forestry, processing) up to c.1920. A number of historic mining and forestry related sites are known to exist throughout the Burnie municipality in the Burnie hinterland, while some historic resource extraction sites (eg, stone quarries) and early industries existed within Burnie.
- ▶ Historic cemeteries & other human burials, all of which have high social values, and in some cases historical and scientific values. A small number of cemeteries and other burial areas are known to exist in Burnie and elsewhere in the municipality, mainly in small townships (note: the archaeological zoning considers only burial areas that are not recognised cemeteries, as recognised cemeteries are included in the Burnie Heritage Study Inventory).

The above recognises historical, social and scientific values in determining what archaeology is likely to be significant. Scientific values include ability to provide information about the past, and includes consideration of the rarity of the type of archaeology.



2. Assessment of Current Listings

2.1 Current Heritage Listings

2.1.1 Current State Listings

There are currently 34 places on the Tasmanian Heritage Register (THR) in the municipality. These listings largely reflect the original surveys and classifications made by the National Trust during the 1980s. With the exception of the VDL Co. cemetery in Spring Street, all existing listings are of built places, with a strong emphasis on places with architectural values from the late nineteenth and early twentieth centuries.

As can be seen in the following table, the review of existing listings as part of this project has recommended the retention of some existing places on the THR as places with State significance, and the transfer of other places to the Planning Scheme.

Table 1 Current State Listings

Site	Address	Listing status	Result of reassessment			Reasoning
			State	Local	Nil	
Glen Osbourne	9 Aileen Cres, Burnie	Registered	✓	✓		Fine example of architectural style in State context; associative values.
Lenna	8 Amy Street, Burnie	Registered		✓		Good example of architecture within local context
Burnie Inn	Burnie Park, Burnie	Registered		✓ (potential state)		Local, potentially State level values. The significance of the Burnie Inn relates to the local area. Further research is recommended to determine whether Burnie Park as a whole meets the state threshold of significance and whether it should remain on the THR.
C.B.A Bank	1 Cattely Street, Burnie	Registered	✓	✓		Good example of architecture within State context; historical values of commercial development.
Launceston Bank	14 Cattley	Registered	✓	✓		Good example of architecture within State context;



	Syreet, Burnie				historical values of commercial development.
St Luke's Health Insurance	43 Cattely Street, Burnie	Registered	✓	✓	Good example of architecture within State context; historical values of commercial development.
House	13 Charles Street, Burnie	Registered		✓	Good example of architecture within local context.
Bay View Hotel	10 Marine Terrace, Burnie	Registered	✓	✓	Good example of architecture within State context; historical values of hotel development.
Former Post Office	14 Marine terrace, Burnie	Registered	✓	✓	Very good example of architecture within State context; historical values of commercial development.
Green's Hotel	27 Marine Terrace, Burnie	Registered	✓	✓	Good example of architecture within State context; historical values of hotel development.
House	83 Mooreville Road, Burnie	Registered		✓	Good example of architecture within local context.
Club Hotel	22 Mount Street, Burnie	Registered	✓	✓	Fine example of architectural style in State context; historical values of hotel development.
Baptist Church and Office	55-59 Mount Street, Burnie	Registered	✓	✓	Good example of architecture within State context; historical values of role of religion in society.
Old High School	2 Bass Highway, Burnie	Registered		✓	Historical significance of the domestic science building that remains on site should be reviewed.
House	1 Princes Street, Burnie	Registered		✓	Good example of architecture within local context.
House	3 Princes Street, Burnie	Registered		✓	Good example of architecture within local context.



House	7 Princes Street, Burnie	Registered		✓	Good example of architecture within local context.
House	20 Queen Street, Burnie	Registered		✓	Good example of architecture within local context
The Burnie Club	40 Queen Street, Burnie	Registered		✓	Good example of architecture within local context; State level associative values should be further assessed.
House	1 West Park Grove, Burnie	Registered		✓	Good example of architecture within local context.
Wyona	7 William Street, Burnie	Registered	✓	✓	Fine example of architectural style in State context; associative values.
T.G.I.O building	75 Wilson Street	Registered	✓	✓	Good example of architecture within State context; historical values of commercial development.
Burnie City Office	80 Wilson Street, Burnie	Nomination Rejected			✓ Values relate to its design response to streetscape.
Police Administration Building	88 Wilson Street, Burnie	Registered	✓	✓	Fine example of architectural style in State context.
Gospel Hall	109 Wilson Street, Burnie	Registered	✓	✓	Good example of architecture within State context; historical values of role of religion in society.
Old Burnie Railway Station	Port Road, Burnie	Council Decision	✓	✓	Good example of urban railway Station; a rare type of place within State context
House	10 Aileen Cres, Burnie	Registered	✓	✓	Good example of architecture within State context; associative values.
Kandaha House	34 Queen Street, Burnie	Registered		✓	Good example of architecture within local context.
House	22 Queen Street, Burnie	Registered		✓	Good example of architecture within local context.



Manresa	7 Olvie Street, Burnie	Registered		✓	Good example of architecture within local context; associative values.
Former Burnie Technical College	1-3 Spring Street, Burnie (includes part of Spring and Wilson Street)	Registered	✓	✓	Good example of architecture within State context; historical values as a place of education and VDL Co. cemetery; archaeological potential; associative values.
Cheshunt	337 Bass highway, Camdale	Registered		✓	Good example of architecture within local context; associative values.
Anglican Church	7 Poke Street, Coonee	Registered		✓	Good example of architecture within local context; associative values.
Armitage	444 Mount Road, Romaine	Registered		✓	Local, potentially State level values; unusually scaled property for this region. Further investigations recommended.

2.1.2 Current Local Listings

Currently, the Burnie Planning Scheme 1989 includes 12 places in Schedule B. All of these places are included in the THR, although not all THR places are included in the Schedule.

As can be seen in the following table, the result of this project has highlighted that the schedule does not adequately reflect the number of heritage places in the municipality, nor does it reflect the types of places and range of values exhibited by Burnie's heritage.

Table 2 Current Local Listings

<i>Scheme Site Reference</i>	<i>Address</i>	<i>Result of reassessment</i>			<i>Reasoning</i>
		State	Local	Nil	
Burnie Inn	Burnie Park, Bass Highway, Parklands.		✓ (potential state)		Local, potentially State level values. Further research is recommended to determine if the site should remain on the THR. Burnie Park contributes to the understanding of past recreational practices.



				<p>War memorial provides an example of community commemoration to the service of local people.</p> <p>The Burnie Inn is Burnie's earliest building.</p> <p>Burnie Park has special meaning to the local community</p>
Police Station Building	88 Wilson Street, Central Burnie.	✓	✓	Fine example of architectural style in State context.
Detached Residence	9 Aileen Crescent, Hillcrest.	✓	✓	Fine example of architectural style in State context; associative values.
Breckenborough	40 Queen Street		✓	Good example of architecture within local context; State level associative values should be further assessed.
No description in Scheme Former bank	14 Cattley Street	✓	✓	Good example of architecture within State context; historical values of commercial development.
No description in Scheme Former post office	14 Marine Terrace	✓	✓	Very good example of architecture within State context; historical values of commercial development.
The Club Hotel	22 Mount Street	✓	✓	Fine example of architectural style in State context; historical values of hotel development.
No description	36 Queen Street		✓	Address no longer exists. Most likely referring to Kandaha, 34 Queen Street. Good example of architecture within local context.
No description in Scheme Wyona	7 William Street	✓	✓	Fine example of architectural style in State context; associative values.
No description in Scheme Lenna	8 Amy Street		✓	Good example of architecture within local context



No description	12 Marine Terrace	✓	✓	Address no longer exists. Most likely referring to Bay View Hotel, 10 Marine Terrace. Good example of architecture within local context; historical values of hotel development.
No description	7 Olive Street		✓	Good example of architecture within local context

2.2 Identification of Heritage Areas

2.2.1 Queen/Princes/Olive Street Period

The Queen/Princes/Olive Street heritage area presents an impressively intact collection of fine examples of residences designed in the Federation Queen Anne architectural style. These houses share similar scales, setbacks, construction dates and use of materials. Importantly, they also demonstrate consistently high levels of architectural decoration such as gable details, and highly elaborate verandah screens and valances. Individually, these places are important, though their collective value contributes strongly to the significance and aesthetic appeal of this part of Burnie. Dating to the late nineteenth to early-mid twentieth century, this area is reflective of middle class development in response to the wealth generated by Tin mining at Mount Bischoff.

This heritage area is one that inspires a sense of place, pride and historical connection within the local community and warrants careful conservation into the future. The Queen and Princes Street area is also a rare surviving example of the type and scale of residential development from the late nineteenth, early twentieth century in the local area. No other areas in Burnie appear to retain such a high level of integrity.

2.2.2 Cunningham Street

Another central heritage value for Burnie is the level of intactness of mid twentieth century residential areas. Of particular historical importance is the Cunningham Street area, which was specifically developed by APPM for employee housing.

The heritage area reflects social structures of the period, where managers were provided with larger houses on the elevated, top side of the street, with the most impressive views over the city and out to Bass Strait. Other employees were provided smaller scaled houses on the lower side of the street. Collectively, these are charming examples of mid-twentieth century housing, reflecting simplified stylistic elements of the period, such as Mediterranean and Bungalow motifs.

The high level of integrity of the largely intact street makes it a particularly important demonstration of the early developments by the Mill.



2.2.3 CBD: Cattley and Wilson Streets

The Cattley and Wilson Street Heritage Area is important in demonstrating the urban growth of the Central Business District from the late nineteenth, through to mid-twentieth century. Cattley and Wilson Streets have a relatively high level of heritage integrity, although gaps do exist in the streetscapes.

Running east-west, Cattley Street commences at Marine Terrace where the prominent corner positions are occupied by a hotel and former bank. Continuing along Cattley street, the commercial buildings are predominantly of two storeys, varying from two to three bays wide, and constructed from permanent materials of brick and render. Late nineteenth and early twentieth century buildings continue the classical Victorian traditions, and more relaxed Federation styles. Surviving decorative elements are concentrated on the upper levels and skylines. Constructed as infill development, Cattley Street contains a number of buildings from the Interwar period, with simplified Art Deco/Functionalist motifs of smooth surfaces, strong horizontal lines and contrasting vertical elements.

Wilson Street runs north-south, commencing at Hilder Parade. Again, the prominent waterfront property was developed for hotel uses. Wilson Street has a lower level of integrity, with most heritage buildings being located on the eastern side of the street. Like Cattley Street, similar patterns of late nineteenth to mid-twentieth century development are evident.

These parts of the CBD have heritage values. The two streetscapes best demonstrate Burnie's economic and population boom from the late-nineteenth century, when great wealth was generated by West Coast Mining, resulting in the prosperity of the town. Many of these buildings are notable for their architecture, as good examples of particular types of architectural styles. The community has also expressed their strong regard for the CBD, both as a place of community connection and interaction, but also its historic built form.

2.2.4 Summary of Heritage Areas

The following table presents a statement of significance, significance level and indicative boundary description for the identified heritage areas. Indicative boundary maps are then provided.

Table 3 Heritage area significance and boundaries

Heritage Area Name	Significance Statement	Boundary description
Queen/Princes/Olive Street	<p>The proposed area is of local historic cultural heritage significance as:</p> <p>A collection of residences which represent highly intact examples of the Federation Queen Anne architectural style.</p> <p>A collection that provides substantial heritage character to the local area as a group.</p> <p>The residences contribute to the understanding of the pattern of suburban development in the late nineteenth and</p>	As shown in Figure 6, including areas of Jones, Amy, William, Queen, Princes, Upper Bourke and Olive Streets, and Bay View Avenue.



Heritage Area Name	Significance Statement	Boundary description
	<p>early twentieth century.</p> <p>Community members consider the area to be important for its heritage character and as a reflection of early suburban development in Burnie.</p>	
Cunningham and Stenholm Street	<p>The proposed area is of local historic cultural heritage significance as:</p> <p>A collection of residences constructed for Mill workers that reflect the social structures of the period.</p> <p>A collection of places that provide an example of mid-twentieth century housing reflecting simplified stylistic elements of the period.</p> <p>Community members consider the area to be important for its association with the Mill and twentieth century heritage character.</p>	As shown in Figure 7, including areas of Cunningham and Stenholm Streets.
CBD: Cattley and Wilson Streets	<p>The proposed area is of local historic cultural heritage significance as:</p> <p>A collection of commercial buildings demonstrating the considerable growth and development of Burnie from the late nineteenth, to mid-twentieth century, and the development of the town as a major regional centre.</p> <p>Containing an important collection of architecturally significant commercial buildings.</p> <p>The CBD's most intact heritage streetscapes.</p> <p>Community members consider the area to be important for its heritage character and as a reflection of early suburban development in Burnie.</p>	As shown in Figure 8, including areas of Cattley Street between Marine Terrace and Mount Street, and part of the eastern side of Wilson Street, commencing at North Terrace.

Figure 6 Queen/Princes/Olive Street Heritage Area

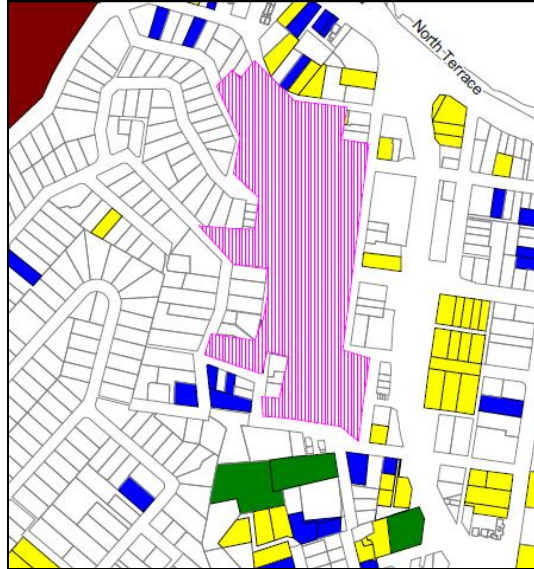


Figure 7 Cunningham Street Heritage Area



Figure 8 CBD: Cattley and Wilson Streets Heritage Area



2.2.5 Areas of Heritage Character

The establishment of the Mill had an immediate and dramatic impact on Burnie, as it was the impetus for the growth of the economy and population. With such rapid growth in the number of people in the town, housing became a critical need.

A building boom occurred in Burnie, and hundreds of homes were constructed of local materials in modest styles reflecting broad influences of the Bungalow, Art Deco and Moderne styles and with a consistency in scale, lot size and design.

Several areas within the municipality reflect this pattern of development through a level of intactness of these areas and their strong character. Such places were identified in this study and considered for their potential heritage value but assessed as not meeting the local heritage threshold.

2.3 Inventory of Individual Places

An inventory of indicative places forms Volume 3 of the suite of deliverables for this project.⁹ The inventory includes each place identified during site visits, as well as those discussed through the consultation component of the project and considered to be of social value.

2.4 Archaeological Zones

Anne McConnell prepared a document as part of this project that includes the findings of her archaeological assessment.¹⁰ The report identifies 23 archaeological sensitivity zones in total and provides relevant recommendations based on the sensitivity rating for each area.

⁹ See: [Burnie Heritage Project, Volume 3: Inventory of Indicative Places, February 2009.](#)

¹⁰ See [Archaeological Sensitivity Assessment & Management Advice for the Burnie Heritage Study \(McConnell, 2009\).](#)



PART 4 HERITAGE MANAGEMENT



1. Visitor Appreciation, Community Projects & Further Study

During the course of this study, a number of observations were made regarding various opportunities to build on existing tourism and visitor appreciation initiatives in Burnie.

Many of these ideas came from the community itself, in discussing places and aspects of Burnie that they value. People also assisted in identifying ideas for community heritage projects.

1.1 Visitor Appreciation

1.1.1 Art Deco Trail and Links to the Foreshore

The Art Deco walking trail is a fine example of how Burnie's heritage assets can contribute to the visitor experience. It also provides information about prominent architects associated with Burnie including A Lauriston Crisp and SWT Blythe, commending their local work. It presents an authentic representation of Burnie's heritage and also provides potential to link in with other opportunities in the local area.

In particular, there are pleasant walking paths with interpretative information situated on Burnie's foreshore, which could link with and direct people to the Art Deco trail in the CBD. Such an initiative may encourage use of local services in the CBD, which was a desirable opportunity commonly raised through consultation.

It is recommended that:

- ▶ Council continue to support and promote the Art Deco Trail;
- ▶ Opportunities to link this trail with the foreshore area are identified; and
- ▶ Ways to promote the trail from key information points on the foreshore are considered.

1.1.2 Mill & Associated Infrastructure

Burnie offers a wealth of information relating to the development of the town as a result of major industry, not only through the mill site itself, but through the pattern of development in the local area.

It is recommended that Council consider supporting the development of a brochure for the visitor interest aspects of the mill.

In addition, non-intrusive interpretation panels along the mill building fronting the Bass Highway could be established. The series of high quality interpretation panels recently installed at various locations provides an excellent model. For the Mill, a progressive time line of panels could be installed documenting the history and heritage of the site.

1.1.3 Mill Tours

Local people advised throughout the consultation program that they were unsure of current available tours of the Mill and suggested that these could be further promoted in the future.



As outlined in Part 4, Section 2.6, it is recommended that a Conservation Management Plan be developed for the mill given its high significance, large scale and complexity. It is recommended that visitor interest and potential tourism opportunities relating to the mill be investigated as part of any CMP.

1.1.4 Interpretation

There are numerous interpretative sites within the municipality. Examples include those along the foreshore and panels in Burnie Park. The examples that currently exist are informative and reflect key values of the local area. However, it is suggested that Council consider undertaking a detailed interpretation plan for the City so that future interpretation of sites can be undertaken in a consistent and integrated manner. The recent high quality panels provide an excellent model to work from.

The plan would provide an opportunity to direct people from the foreshore into the CBD and may assist in increasing visitor use of local services.

The plan could consider interpretation from prominent viewpoints around Burnie, showing historic photographs where possible, so that people can 'read' the historic pattern of development with the area.

1.1.5 Archaeology

With a greater understanding of archaeological values in the area, it could be possible to include significant sites in an archaeological tour of Burnie.

Perhaps the most interesting archaeological and historical sites are associated with the VDL Company and these are located within the rural hinterland and beyond.

Given the fragility of these sites and their fascinating and important history, it is recommended that any tour be guided to derive a greater visitor experience and understanding. It is understood that the Burnie Historical Society already undertakes such tours and it is recommended that Council undertake further discussion about building upon and supporting their initiatives.

1.1.6 Lookouts, Parks and Reserves

Views over Burnie and out to Bass Strait, as well as the various parks and reserves throughout the municipality were mentioned by community members as being an important local value and a key sense of local pride, which they wish to share with visitors.

It is recommended that such places be considered in future promotional materials relating to Burnie. In addition, signage to indicate the location of the places could be improved. These might include places such as:

- ▶ Fern Glade;
- ▶ Burnie Park;
- ▶ Guide River Falls Reserve;
- ▶ Round Hill lookout;
- ▶ Rhododendron Garden;
- ▶ Romaine Reserve;
- ▶ Upper Natone Reserve; and



- ▶ Foreshore Reserve at West Beach including the Basalt columns.

1.2 Heritage and Cultural Projects

1.2.1 Community Heritage Projects

Burnie is fortunate in having a highly dedicated group of volunteers, an active and knowledgeable Historical Society and an established and reputable collecting institution in the Pioneer Museum.

Real and important opportunities exist to involve the community in future heritage projects. Opportunities to involve school groups in these projects could provide important ways of sharing and learning about history and heritage among people of different age groups.

Such projects might include:

- ▶ **Oral history projects** - to record the stories and insights of the community.
- ▶ **'Then and now' project** - comparing photographs from the Winter Collection and taking new photos to document change and evolution.
- ▶ **'Our neighbourhood' projects** could be established where the history, heritage and stories of the development of certain suburban areas would be recorded and displayed, thus demonstrating current heritage values and providing an interesting record for future generations.

1.2.2 Celebrating Burnie's Pioneers

It was raised through consultation that there is a need to celebrate and pay tribute to the role and contributions of major players in Burnie's history. The need to recognise the efforts of Gerald Mussen was mentioned a number of times. Mussen established the APPM and contributed substantially to the development of the town and the well being and lifestyle of mill employees. Ideas from the community about how this could be achieved involved street naming and the potential to establish a monument to Mussen.

In addition, people felt that more could be done to recognise the important roles that woman played in Burnie's history, especially to the success of the mill at its establishment, and throughout its history. It was recommended that a tribute to women's efforts be incorporated into the West Park master plan. In addition, ongoing management of the mill complex from a heritage perspective could highlight the important role of women in its operations.

There would be a myriad of ways in which people can celebrate the contributions of local people to Burnie. There are undoubtedly also numerous other people the community would like to pay tribute to. It is therefore recommended that Council consider a community project around identifying important people and ways to celebrate their contributions.

1.2.3 Heritage Recognition Awards

Community members are already undertaking fantastic work in heritage and other fields. This is occurring through the research they are undertaking to learn more about their history and heritage and through participation in community projects. In addition, local people are undertaking restoration of heritage buildings, an excellent example being the recent removal of cladding from the Harris Scarfe



buildings revealing important and largely intact upper stories of early twentieth century commercial buildings.

It is understood that Council currently has a rewards program for local volunteers. It is recommended that Council implement specific heritage recognition awards which celebrate local efforts and contributions relating to heritage.

The potential projects listed above will take time and commitment to implement. While it is envisaged that Council would lead and support these projects, they will require community support and engagement for their success. There is a strong volunteer culture in Burnie and it is anticipated that it will undoubtedly assist in realising these projects.



2. Managing Burnie's Heritage

2.1 Broad Aims for Conservation

A series of broad principles has been prepared to assist in conserving the heritage values and integrity of Heritage Areas and individual places of significance within Burnie. Heritage conservation aims to maintain heritage values, not unduly inhibit progress and development. Therefore, the following principles are recommended to assist in conserving Burnie's heritage places while also allowing for future sympathetic development.

It is recommended that the following aims underpin future management of Burnie's heritage places:

- ▶ Conserve Heritage Areas and places assessed as having local or State level cultural heritage significance.
- ▶ Maintain the identified significance of proposed Heritage Areas and places and in particular, the strong apparent character.
- ▶ Retain housing stock and other structures such as commercial and community buildings that reflect the pattern of development in Burnie's CBD, suburbs and regional areas.
- ▶ Retain and maintain Burnie's significant parks, reserves and open areas.
- ▶ Manage places with archaeological values to ensure that important information is not lost during development.
- ▶ Maintain the form and character of examples of differing architectural styles.

2.2 Managing Places of State Significance

2.2.1 Currently Listed Places

There are a number of places on the Tasmanian Heritage Register (THR) that were assessed as part of this project as meeting the State threshold of significance. As part of the State listing process, datasheets are produced articulating the heritage values relating to the property. These datasheets are used as a source for assessing whether proposed works will have an impact on the heritage values. However, many datasheets are relatively brief and have a focus on the fabric of places and may not always consider other values or features on site that may be of value.

It is therefore recommended that those current THR listings assessed as meeting the State threshold be reviewed and amended to better reflect the range of values so that future conservation can take place based on a full understanding of heritage significance. This may mean further, more detailed research and site work that considers all features including main buildings, outbuildings and gardens. It is acknowledged that this is a substantial task, and one where scheduling and staging for assessment of certain areas may be required.

Some places currently listed on the Tasmanian Heritage Register (THR) have been assessed through this study as potentially meeting the local threshold of significance, as the values relate more to the local area than to the State. It is recommended that these places be considered for removal from the THR and included within the planning scheme to be managed at a local level. Due process for removal of places from the THR would need to be followed involving detailed assessment to formally establish



significance level and consideration by the Heritage Council. It is also recommended that a place should not be removed from the THR until the place has been transferred to the local list.

2.2.2 Places for Potential Inclusion on the THR

A number of places not previously identified for their heritage value have been found to meet the State threshold of significance. It is recommended that these places be considered by Heritage Tasmania and the Heritage Council for inclusion on the THR.

If the decision is made to list a place on the THR, this is a reflection that it is one of Tasmania's important heritage places and the requirements of the Historic Cultural Heritage Act apply. Appendix C includes information on what a State heritage listing means for landowners. Essentially, any proposed works to a State listed place need to be considered in terms of potential impacts on heritage values and be approved by the Heritage Council. Works which will not affect the significance of the place can be excluded from requiring works approval.

Places entered on the State register are also eligible for various conservation funding programs and free conservation advice can be provided by Heritage Tasmania.

2.3 Managing Places of Local Significance

2.3.1 The Role of the Local Planning Scheme

The mechanism for heritage management at the local level is through the planning scheme.¹¹ The Burnie Planning Scheme 1989 contains provisions for 'Building works, Objects and sites of Architectural, Historic or Scientific Interest and related Protected Buildings Schedule'. The schedule identifies 12 properties, and the controls focus on the built fabric with Council having an ability to impose conditions relating to the external appearance (including materials, design, dimensions, siting, colour or finish) of the protected item. In comparison with other planning schemes the provisions are limited in their application and the factors that may be taken into account.

However, Council, in conjunction with other NW Councils, is in the process of preparing a Regional Land Use Strategy and ultimately new planning schemes for the region, including Burnie. This presents an opportunity through the findings of this Burnie Heritage Project to further refine and broaden the community's understanding, appreciation and protection of its cultural, built and natural heritage.

The structure of any new planning scheme will be significantly different to that currently in operation. Using the mandatory Common Key Elements Template now used for all new Tasmanian planning schemes, Council is required to set out the strategic basis and objectives being pursued through the regulation of use and development. It is an opportunity to identify and articulate relevant State, regional and local strategies (i.e. on integrated transport, natural resource management, climate change, open space, heritage to name a few). From this strategic perspective a variety of more detailed provisions will be identified. These include the identification of zones and the standards that apply to use and development within each zone, schedules that set out further controls that are not zone specific, and other matters that Council may take into account in assessing applications for use or development. It is

¹¹ Planning schemes are regulatory instruments that set out the requirements for new land use and development.



important that with any new planning scheme the strategic basis for a particular control is clearly identified and its basis for inclusion understood.

Applying this to the findings of this Project enables consideration of heritage matters at many different levels and significance. These include:

- ▶ Defining the strategic basis for, and identification of, key objectives to be achieved in furthering the communities understanding, appreciation, and ultimately protection of Burnie's cultural, built and natural heritage.
- ▶ Recognising that within certain areas of the city there are groups of buildings that together provide a defining character or represent a period of architectural style that is unique to the city. Often these buildings contribute to our understanding of the pattern of development at a point in time, for example the Federation Queen Anne architectural style reminiscent of the late nineteenth and early twentieth century suburban development. Other architectural influences represented in Burnie are the Bungalow, Art Deco and Moderne styles. At the zone level, areas having heritage character and consistency in scale, lot size and design are able to be defined. Development controls would guide and encourage achievement of these 'desired character' outcomes.
- ▶ Some of the areas defined as having heritage character may be of such significance that they warrant additional protection, for example, well defined heritage streetscapes. This would be achieved by identifying these areas within the planning scheme, and applying development controls written in the form of standards, to achieve a desired outcome. Greater certainty is provided both for property owners, in terms of what is allowable, and for Council in assessing applications for development.
- ▶ Individual properties may warrant identification in their own right, or as a group where an overlay is not appropriate, and their inclusion in a Heritage Schedule would result. Development Controls in this situation are likely to be detailed and prescriptive as to how development is to occur, for example, specifying the use of materials, finishes and architectural detailing. The Heritage Schedule is most likely to apply to those properties that fall just short of the State threshold assessment for inclusion on the Tasmanian Heritage Register.

2.3.2 Individual Places of Local Value

Places and heritage areas that have been assessed as having local level significance are recommended for management under the planning scheme. Additional places have been identified as having local level significance, and the review of the existing THR listings has also recommended that management of a number of these State places be transferred to the planning scheme.

The inventory process has identified a large number of places, particularly housing from the late nineteenth, through to the mid-twentieth century, and identified them as having local heritage significance. It is acknowledged that the resources available to Council to consider management of these places under the Planning Scheme may be limited. Council could therefore progressively consider these places based on available resources and planning priorities. To assist this process, Volume 3 distinguishes between those places considered to have a higher degree of local heritage significance, from those places with a lower degree of significance.

There are numerous ways in which heritage can be managed through a Planning Scheme as considered above. Ultimately, under any management approach, proposed alterations to properties should consider



the heritage significance of the place and its surrounds to ensure there is no substantial or inappropriate impact on heritage values.

2.3.3 Heritage Areas

As discussed, three proposed heritage areas have been identified. The Queen/Princes/Olive Street Heritage Area presents an impressively intact collection of fine examples of residences designed in the Federation Queen Anne architectural style. The integrity of this heritage area warrants future conservation. It is also recommended that the Cunningham Street area be managed for its heritage values, based on the particular historical importance of its relationship with APPM and employee housing in the CBD.

2.4 General Planning Principles

The following sections identify general heritage principles for planning provisions, which could assist in informing the development of the new Planning Scheme.

2.4.1 Conserving the Character of Heritage Places

Development control for Heritage areas should have an overall focus on maintenance of local character, as well as consideration of impacts to the individual places within the heritage area. Key considerations should be:

- ▶ Maintain the relationship of buildings to the street within Heritage Areas.
- ▶ Maintain the connections and relationship between significant buildings in the area.
- ▶ Manage adjacent development to avoid adverse impact on the character and values of Heritage Areas.
- ▶ Achieve a balance in form and scale of any new development.
- ▶ Ensure that alterations to existing housing stock are of a design that does not impact upon existing character of places, or their relationship to the street and the overall Heritage Area.
- ▶ Ensure fencing is sympathetic to streetscape and development pattern character of Heritage Areas and places through control of height, design, material and colour use.
- ▶ Retain fencing, hedging and garden settings and mature plantings that contribute to streetscape and precinct character, or to the character of individual places.
- ▶ Encourage modern design that is sympathetic to surrounds without mimicking historic forms.

It is recommended that a detailed character analysis be undertaken for each of the heritage areas and detailed provisions developed to provide further direction for potential developers. The detailed character analysis should articulate the key value of the area from a heritage, design and aesthetic perspective. The provisions should include parameters for form, bulk, height, scale, visual values, site coverage, plot ratio, and slope.

The character analysis could also consider the potential impact of future uses in heritage areas and consider how future use can coexist without detrimental impacts on local character and amenity.



2.4.2 Modifications and Extensions to Heritage Places

It is important that heritage areas and places can continue to be used into the future. Ongoing use is the most effective means of ensuring regular maintenance takes place. Principles for modifications and extensions need to be considered such as:

- ▶ Extensions should generally be to the rear of buildings and lower than original rooflines to minimise impacts on appearance and changes to streetscape character; or it should be demonstrated that additions will not impact upon heritage values or character.
- ▶ Original windows should be retained where possible and any restoration should be in keeping with the original form and materials.
- ▶ Rooftop extensions or dormers should only be incorporated within existing roofs of steeper pitch that provide adequate space to accommodate habitable floor area without change to the roof form.
- ▶ Original materials, finishes and detailing should not be removed or otherwise modified through painting or resurfacing of heritage places.
- ▶ Original finishes, brickwork and traditional detailing should be retained and/or restored where possible.
- ▶ New development and extensions should recognise and respond to streetscape character and the pattern of development in terms of siting, setbacks, materials, building footprint, height and form.

2.4.3 Subdivision and Multiple Dwelling Development

Central to the importance of the identified heritage places is their reflection of the pattern of local expansion and development and the level of integrity of the places within the area. The places not only help tell the story of Burnie's development, but also demonstrate a consistency in character, as they form collections of largely single storey, detached buildings with consistency in their setbacks from the street.

One feature that can detract from the consistency of the area is unsympathetic multiple dwelling development including units, hotels, and so on.

While it is acknowledged that unit development can coexist within a heritage area, or within the vicinity of a heritage place, it is considered that such development needs to respond well to the heritage characteristics and values of the place/area. Development should respond in terms of building form and design. It is also important to maintain the ability to read the pattern of development within a heritage area, so the location and layout of new development needs to be sympathetic to the existing pattern.

General considerations for management include:

- ▶ Subdivision of land should not impact upon the ability to understand the overall pattern of development.
- ▶ Subdivision and new access ways should not compromise the streetscape appearance in terms of siting of buildings.
- ▶ Subdivision should maintain key heritage elements such as house, outbuildings and significant plantings or gardens within the one title.



- ▶ Multiple dwelling and unit development should complement¹², but not mimic, heritage character and forms.
- ▶ Multiple dwellings, whether on existing or subdivided lots, should not impact upon the established character of the area.

2.4.4 Fencing and Gardens

Fencing and gardens for individual places of significance and heritage areas can enhance heritage character and can add to people's understanding of development trends and tastes of the time.

Detailed assessment of gardens and plantings was outside the scope of the study. However, it was observed through site visits that many significant plantings and gardens remain in the area. While adding character to individual places, mature plantings such as Macrocarpa Pines, especially in rural areas, provide an indication of the history of development of the municipality.

A particular characteristic in Burnie is the maintenance and consistency of relatively large setbacks that encompass front gardens within areas subdivided in response to the development of the Mill. Low fences complement these gardens and further add to the heritage value. Of interest in Burnie are the number of places from the Federation period that have Art Deco influenced fences - an interesting reflection of the two main periods of development and economic prosperity in the region.

General considerations for management include:

- ▶ Original fences should be conserved and maintained where possible.
- ▶ New fences should be in keeping in height, materials and detailing with surrounds and relate to the period of building construction where possible and the traditional pattern in the street.
- ▶ The garden settings and plantings of cultural significance should be identified and conserved.

2.5 Managing Archaeological Values

Recommendations are made for those sites identified as having archaeological value within Volume 3. In addition, Anne McConnell has identified 23 zones of archaeological sensitivity.¹³ Management advice has been provided for these areas based on the nature of the site and its value, as well as its level of sensitivity. Management advice includes such measures as further archaeological assessment, avoiding or minimising ground disturbance in certain areas, archaeological excavation and monitoring where appropriate. The overall aim of management is the conservation of values and the contribution to our knowledge of the region.

Applying the management recommendations, it is recommended that Council be the main authority unless the place represented by, or in part represented by, the zone is listed on the Tasmanian Heritage Register or another statutory register, in which case the management of the archaeology should be determined jointly. It is further recommended that the zoning and management advice be included in the

▶ ¹² Complement means: consistency in scale, complementary material and façade treatments. Innovation in contemporary design to be encouraged.

¹³ See [Archaeological Sensitivity Assessment & Management Advice for the Burnie Heritage Study \(McConnell, 2009\)](#).



Burnie Planning Scheme to ensure protection of significant archaeological values. Consideration should be given to achieving this by including the zoning under the Special Area Provisions, and creating a new Schedule for 'Archaeological Values'. Provision should also be made for the zoning to be revised (including changing zone boundaries, adding zones, removing zones, and changing the management advice for zones) as new information becomes available.

2.6 Managing Places of Social Value

Management of social heritage values does not always result in a requirement to conserve the fabric of a place in a particular way. Social values may be embodied in the history of the place, association with important events or people, and frequently, the use of the place. The community consultation sessions highlighted this type of value, with places such as parks, reserves, and beaches frequently being identified for their strong and special meaning.

The function of a place identified as having social value, and the memories associated with the place as a result of ongoing community use, is often more important than any fabric based quality. Therefore, when places in the **inventory** have been identified as being of potential or demonstrated social value, emphasis on conserving the use of the place may be the appropriate conservation objective.

It is also important that community members be involved in decisions relating to places of social value. This currently occurs through statutory consultation processes. However, other informal consultation may provide greater opportunities for community participation.

Many cultural values were raised through the consultation phase of the project. These values involved, for example, the development of the Mill and its impact on the local sense of community. Other cultural values identified related to the importance of local events and peoples general sense of pride in, and desire to celebrate and share, their history and heritage. These expressions of cultural values assisted in the identification of opportunities for community projects, as presented in Part 4, Section 1.2.1 of this document.

2.7 Areas with Heritage Character

Several areas within the municipality reflect with consistency the rapid growth of Burnie after the establishment of the mill such that character management is warranted. This is particularly the case when the places are viewed in the context of the wider streetscape. Therefore, it is recommended that streetscape and character analysis should be undertaken to assist in the development of specific area statements for inclusion in the planning scheme to help guide future development appraisal. Protection of character and streetscape values can also be undertaken through appearance schedules.

Statements and/or schedules need to define the key features of these areas to be conserved into the future. Such areas include South Burnie, Upper Burnie, Cooee and Wivenhoe.

2.8 Conservation Management Plans

The Burra Charter identifies Conservation Management Plans (CMPs) as a tool to assist in providing detailed direction for sites. CMPs are particularly useful for large or complex sites, or sites with high significance. CMPs enhance the understanding of the significance of individual elements within complex sites, and the interrelationships between the elements. CMPs can also provide direction for conservation works, maintenance, future use solutions, interpretation and visitor opportunities.



Considering the heritage significance of the Mill and the important role of the mill in the local community over time, it is recommended that a detailed CMP be developed for the site. Such a plan should be consistent with the Burra Charter, which sets three broad principles of:

- ▶ Understanding the place;
- ▶ Developing detailed policies to protect the significance of the place, and
- ▶ Managing the place in accordance with those values (see Appendix B).

A particular focus of the CMP should be potential future use of the Mill, should certain buildings no longer be required, or operations on the site cease. Engagement of the local community in the development of the plan will be central to positive outcomes of the CMP.

It is also recommended that Council consider development of a CMP for Burnie Park, Fern Glade given its various components of heritage significance.

2.9 Further Studies

2.9.1 Places for Further Research

Given that site work was non-intrusive and undertaken from public roadways, a number of places have been identified as possibly being of some level of importance. It is recommended that these places be subject to further investigation by Council or Heritage Tasmania. It is acknowledged that such an assessment would require permission from owners to access their land.

2.9.2 Aboriginal Heritage

Consideration of Aboriginal heritage was not included in the scope of this study. It is acknowledged that the area is rich in Aboriginal heritage value and therefore it is recommended that this be explored with Aboriginal Heritage Tasmania and Aboriginal community groups and as part of a future study for Burnie.

2.10 Where to from here?

2.10.1 Further Community Engagement

The place assessments have been prepared from photographs taken from the roadway and individual landowners have not been notified that their properties have been considered as part of this study. It is recommended that in order to foster community acceptance of the work undertaken, landowners be notified directly of the process through an inclusive and transparent stakeholder engagement process, prior to any decisions on whether or not a place should be included on the THR or Planning Scheme.

In addition, further consultation needs to be undertaken around projects, opportunities and management initiatives identified in this report.

2.11 Next Stage of the Project

A later stage of the broader heritage project, which sits outside this commission, will involve detailed work on amendments of the Burnie Planning Scheme and existing and new THR entries. Outcomes of the current regional planning review will most likely have implications on future scheme amendments.



A high number of places have been identified for conservation as a result of this project. It is therefore recommended that Council and Heritage Tasmania produce a plan to implement the outcomes of this project, agreed methods of management and projected timelines.

2.12 Volume 3

A separate volume includes the **inventory of heritage places** prepared for identified places of State and local significance, and those places not meeting the local threshold of significance. The inventory includes information on those places that have been identified for further study.

2.13 Framework

A diagram showing the methods and framework for heritage management is shown in the following Figure.



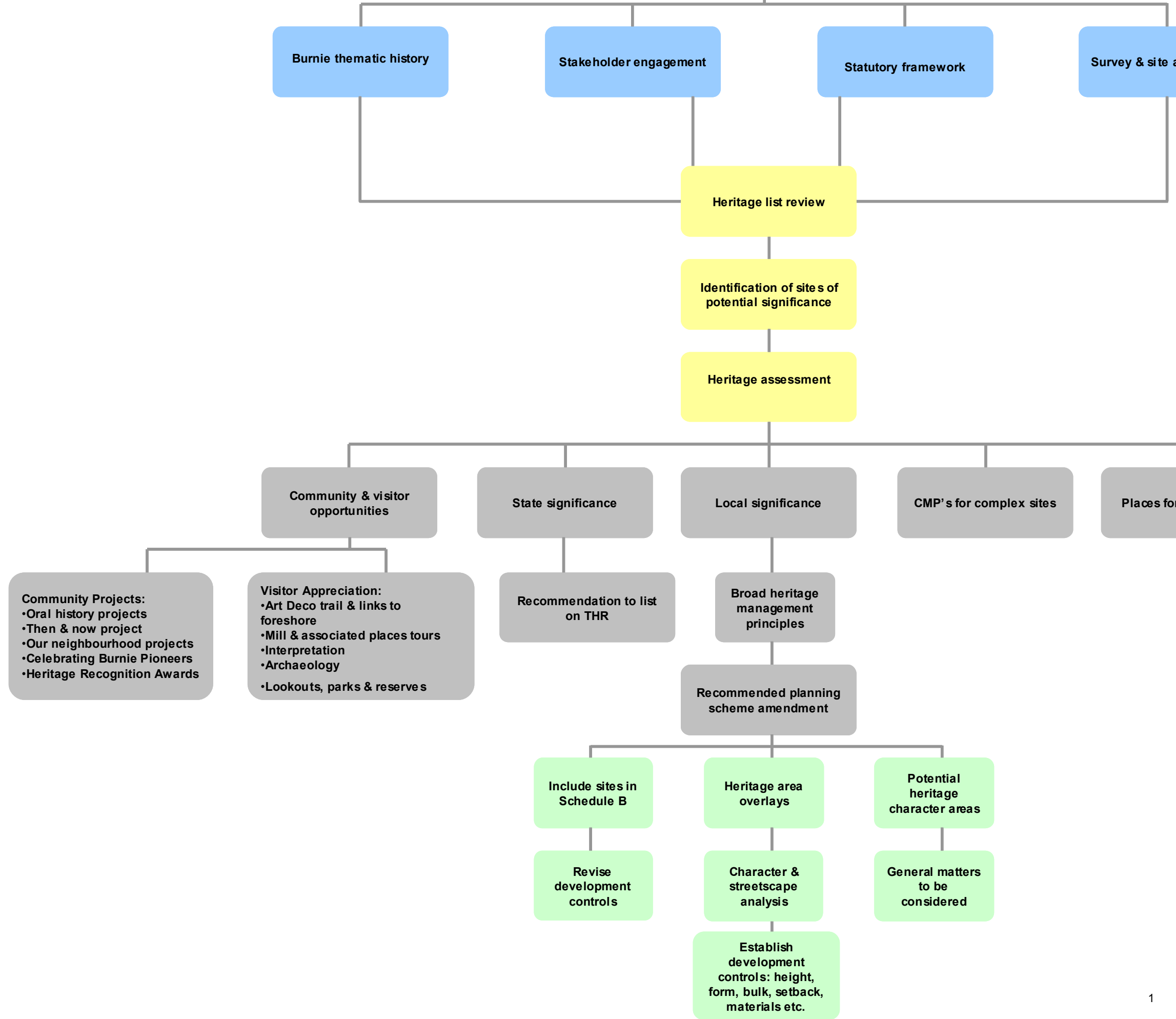
Phase 1

Phase 2

Phase 3

Phase 4

BURNIE HERITAGE STUDY





APPENDICES



Appendix A
Threshold Indicators



Table 4 Threshold Indicators

Indicator	Description
Earliness	Earliness relates to the chronology of the place in relation to the development of its region and State, and applies particularly to Criterion (a) and (c). The earlier the place, the greater the likelihood of contributing to our understanding of the past, and the higher its level of significance.
Representativeness/ Integrity	A place may be representative in demonstrating the characteristics of a broader class of cultural places, which have been important in shaping our past. Classes may be architectural, or may relate to a historical theme of the region or state. This threshold also indicates the level of integrity of a place, in its ability to be representative of its period of significance, which will usually be its period of construction. It should be noted that integrity does not preclude change over time. Heritage places evolve and this will have varying levels of impact on the integrity of the place. The determining factor is whether or not the place in its design, materials, workmanship and setting retains a reasonable ability to demonstrate its period of construction, or historical association.
Regional importance	Regional importance indicates the relative significance of that place within its local environment as compared to the broader Tasmanian context. This threshold is associated with the assessment of criterion (a). Places in one region may be considered to have State level significance, while an equivalent place in another region would be assessed as having local significance. These differences demonstrate a variety of factors such as varied settlement patterns, types of places, and hierarchy of social status across Tasmania. Places of high regional importance may contribute to a better understanding of the history and evolution/pattern of the State.
Distinctiveness/ Exceptionality	Places that are distinctive or exceptional are those places that are icons or landmarks, and places which may have outstanding qualities of the criteria which they meet.
Rarity	Rarity indicates the extent to which a place demonstrates rare, uncommon or endangered aspects of Tasmania's heritage, either within the local or State context. Rarity can be used to consider most criteria, however the Act also specifies it as a separate criterion, relating to rare or uncommon aspects of Tasmania's heritage. What is important though, is that the rarity of the place relates to a heritage value. Factors to consider for rarity include the age, design, materials or form of the place in demonstrating an uncommon aspect of Tasmania's heritage.

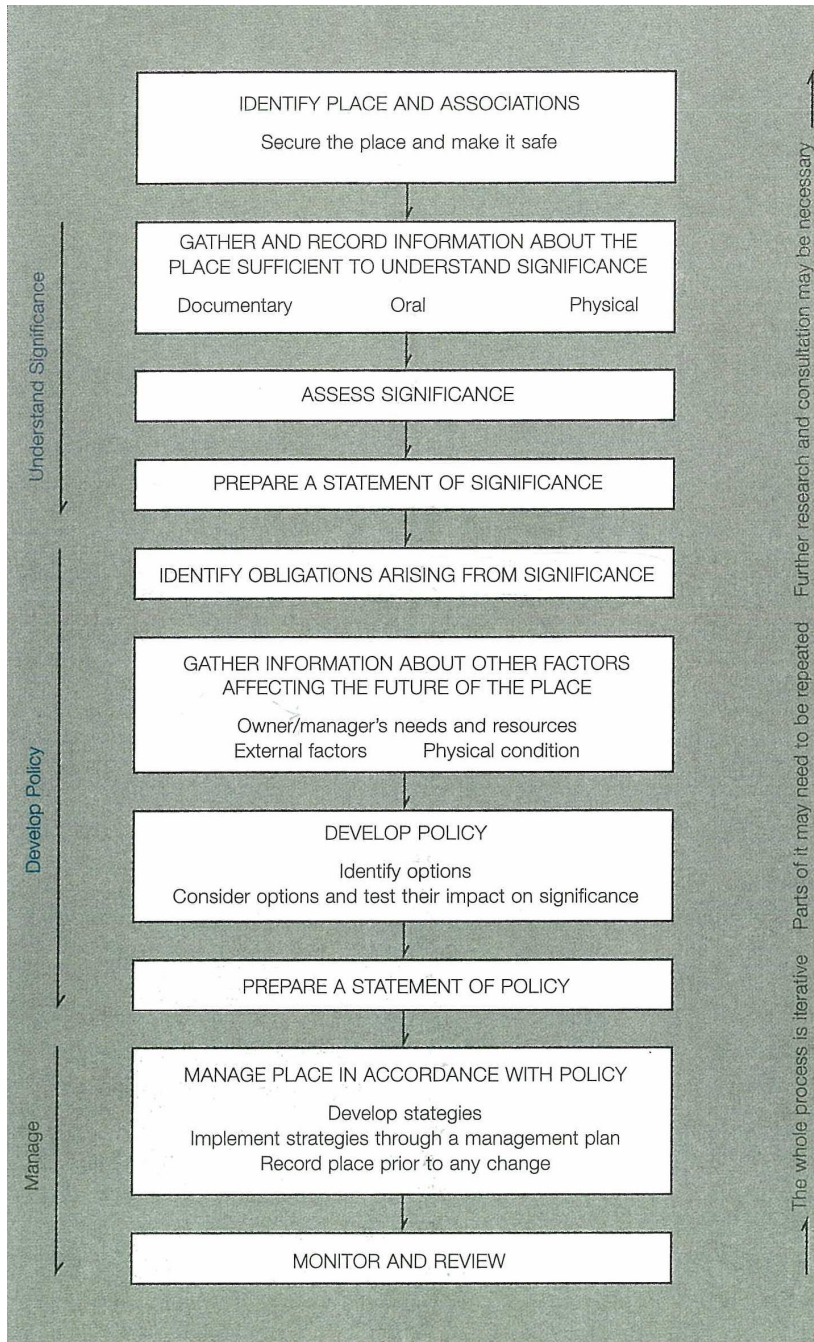
Source: Adapted From Queensland Heritage Council, 2006, Using the Criteria: A Methodology, Queensland Heritage Council, Queensland.





Appendix B
Burra Charter Framework for CMPs

The following diagram shows a framework from the Burra Charter for undertaking CMPs.¹⁴



¹⁴ Marquis Kyle, D, Walker, M. The Illustrated Burra Charter, Australia ICOMOS, 2004, p11.



Appendix C
Information for Landowners



THE TASMANIAN HERITAGE REGISTER¹⁵

Information for heritage property owners

The Tasmanian Heritage Register is a statutory list of places that are of heritage significance. These places are important because they contribute to our culture and society.

Identifying and registering places as being of heritage significance are the first steps in protecting those places that we as a community want to conserve. It ensures that the significance of a place is considered when works are proposed.

Why was my place selected?

Your place is one of several thousand that have been identified as being an important part of Tasmania's heritage. The Tasmanian Heritage Council judged its significance when your place was assessed against the criteria for entry in the Register.

The Tasmanian Heritage Council is the State's decision making body on historic heritage. It is responsible for administering the Historic Cultural Heritage Act 1995. A copy of the Act is available on our website.

The Heritage Council is assisted in this role by Heritage Tasmania, a business unit of the Department of Environment, Parks, Heritage and the Arts.

To determine historic cultural heritage significance, the Heritage Act requires that a place be assessed against one or more of the criteria for entry in the Register. These criteria are:

- ▶ it is important in demonstrating the evolution or pattern of Tasmania's history;
- ▶ it demonstrates rare, uncommon or endangered aspects of Tasmania's heritage;
- ▶ it has potential to yield information that will contribute to an understanding of Tasmania's history;
- ▶ it is important as a representative in demonstrating the characteristics of a broader class of cultural places;
- ▶ it is important in demonstrating a high degree of technical achievement;
- ▶ it has a strong or special meaning for any group or community because of social, cultural or spiritual associations;
- ▶ it has a special association with the life or work of a person, group or an organisation that was important in Tasmania's history.

Can I provide further information or object to my place being entered on the Register?

Yes, you can provide additional information or formally object the decision following the provisional entry of your place in the Register. If you make an objection and are still dissatisfied with the decision, you have a right of appeal to the Resource Management and Planning Appeals Tribunal. You have 60 days in which to lodge an objection with the Heritage Council.

¹⁵ http://www.heritage.tas.gov.au/property_owners.html



Please note that the only grounds of objection are that the place is not of heritage significance. That is, it does not meet any of the criteria set out in the Act.

What are the benefits of my place being on the Register?

- ▶ If registered, it means your place has been recognised as part of one of Tasmania's most important assets - our rich cultural heritage. Our heritage contributes to our Tasmanian identity and sense of place as an island with a significant role in Australia's history and development.
- ▶ Our heritage advisers can also provide you with free and expert architectural or conservation advice and on-site consultation. Please consider contacting one of our heritage advisers when you plan to do works. This free service can make a real difference and may save you money.
- ▶ You may qualify for funding under the Heritage Conservation Funding Program. Priority is given to physical conservation works, for example urgent stabilisation or essential maintenance works. The Heritage Council may provide funding for up to one-third of the cost of approved works, usually to a limit of \$25, 000. Visit our website for information and details on other funding opportunities.

Will insurance be affected if my property is heritage listed?

Heritage registration should not affect your insurance. Insurance should reflect the age, construction and physical condition of a building, whether or not it is entered in the Heritage Register. If an owner has special requirements, these should be discussed with their insurer or an insurance broker. Please contact Heritage Tasmania for assistance if you experience any difficulties.

What Does Having a Place on the Register Mean?

Having a place on the Register will have little effect on most property owners. What it means is that the issue of the significance of the place will be considered when the time comes for any modifications to be made. This will be considered when you lodge a building or development application with your local council.

The Heritage Council approves 95 per cent of works applications it receives.

To assist this process, if you are thinking of doing some work to your place, we recommend that you contact Heritage Tasmania. Our heritage advisers can provide you with free expert advice including technical information and support as well as on-site consultation.

Where your proposed works are minor, and won't affect the significance of the place, the Heritage Council may provide you with an 'exclusion' from the normal works application process. Please contact Heritage Tasmania to check for eligibility.

Are internal works included?

Only if the internal works may affect the heritage significance of the place. For example, the removal of an original fireplace or staircase would affect the significance of the place, and therefore is unlikely to be supported by the Heritage Council.

In most cases, redecoration, including wallpapering and repainting, will not require the approval of the Heritage Council. Sometimes original decorative schemes will be of importance. Check with Heritage Tasmania before commencing works.



How long does it take to obtain approval?

The application is submitted in writing to the local planning authority (local council). From then, the Act provides a statutory period of 42 days for determination of a works application.

What happens if I apply to do work and it is not approved?

Nearly all applications are approved, some with conditions. These conditions are included to help preserve the heritage values of the place. We recommend that you contact one of our heritage advisers for assistance prior to lodging a works application.

If you are dissatisfied with a Heritage Council decision please discuss it with us. If you are still dissatisfied you can appeal to the Resource Management and Planning Appeal Tribunal. It is the same process that you would go through if you were dissatisfied by a decision made by your local council regarding a planning permit.

Does the Act restrict me from changing the use of my property?

The best thing for a heritage place is its continual use, and the Heritage Council's task is to assist, not hinder, this usage. A change of use itself does not require approval, but any works that involve modifying the significant elements of the place will require approval from the Heritage Council.

Are there penalties for not abiding by the Act?

Yes. However, the Heritage Council does not see its role as a 'heritage policeman', but rather as a 'heritage ombudsman'. The Heritage Council tries to work proactively with owners to resolve issues through discussion and mediation, rather than by conflict, objection and using penalties.



2 Salamanca Square Hobart 7000
GPO Box 667 Hobart 7001
T: 03 6210 0600 F: 03 6210 0601 E: hbamail@ghd.com.au

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Document Status

Rev No.	Author	Reviewer		Approved for Issue		
		Name	Signature	Name	Signature	Date
	K. Harris J. Puustinen	A. Brownlie				