



DRAFT GUIDELINES FOR STATE GOVERNMENT HERITAGE

Management and Conservation of
State Government
Heritage Assets

Why HERITAGE matters

Heritage is our legacy from the past. It is what we live with today, and what we pass on to future generations. It is irreplaceable – UNESCO World Heritage Centre

Western Australia has a rich and important history that is represented by the unique and diverse heritage places that remain in our State today. These are often well known places, and are valued by the public as providing a link to our past. They are also important for fostering civic pride, providing a sense of place, for education, leisure and tourism, and for their contribution to economic prosperity, regeneration and sustainability.

To ensure that these places continue to remain for future generations, it is important to pay them extra attention and care to make sure that they are being managed, conserved and used appropriately. It is also important that their heritage significance is being recognised and protected, and so that they are not at risk of being irreparably changed, damaged or lost.

What is heritage significance?

Heritage significance is a term often used when describing important heritage places.

Heritage significance relates to the specific importance or value given to a heritage place. As part of the heritage listing process, heritage places are assessed to identify specific physical elements and tangible and intangible values of importance. It is then these elements and values that should then be conserved and protected.

Heritage significance is identified and recognised for places considered by the community or groups of people to be important to their culture. These places are inherited from their past, and should be conserved and protected into the future.

The term heritage significance can be used interchangeably with the terms cultural heritage significance and cultural heritage value.

STATE GOVERNMENT HERITAGE

The Government of Western Australia is the largest owner of heritage places in the State, owning and managing over 500 of the 1300 places in the State Register of Heritage Places and on other heritage lists, such as the World Heritage List, the National Trust List of Classified Places, and Local Government Local Heritage Surveys.

Heritage assets enrich a agency's portfolio through community recognition and engagement, historic continuity, place making, and countering the bureaucratic sterility the public often associate with government offices and places.

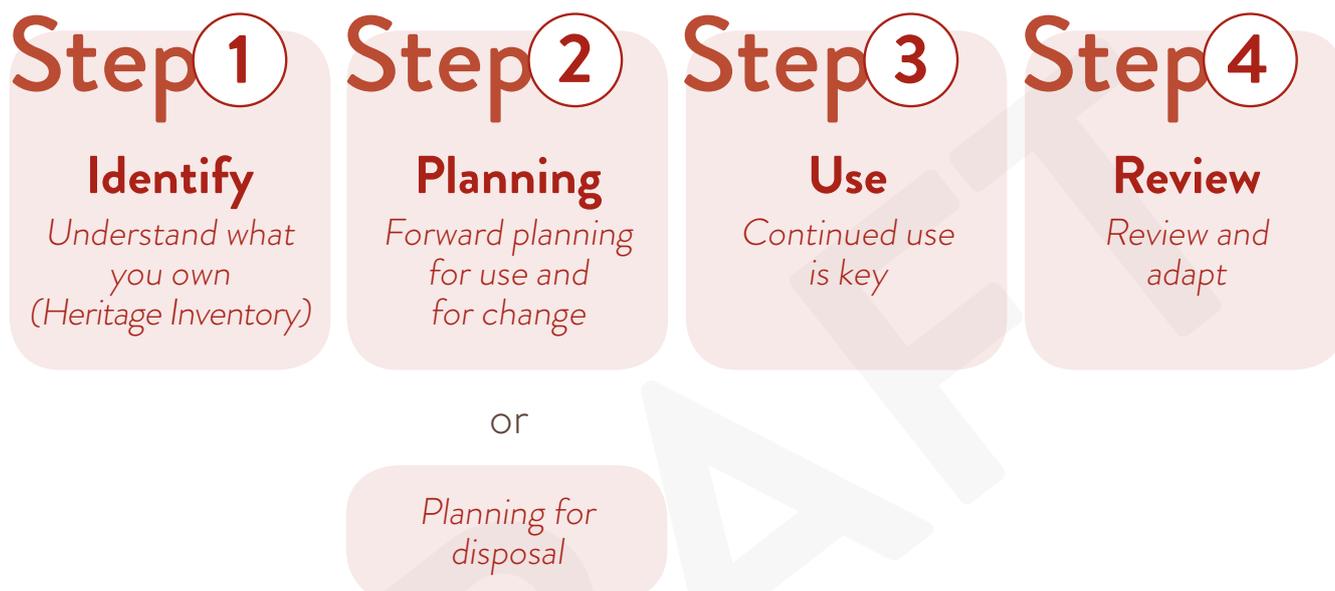
Heritage assets within a agency's property portfolio may be only a small proportion of its total assets. However as a custodian of these important heritage

places, agencies have a responsibility to ensure that they are identified, managed and conserved in the present and for the future.

As with all State assets, agencies face the cost, conservation and usability issues that heritage assets can present. With effective forward planning and management, these heritage assets can fulfil the agency's needs. When agencies manage their heritage assets well, they demonstrate good heritage management and conservation practices to the wider community that they set an example to other owners of heritage places.

GUIDELINES – practical use

These guidelines recommend a four step approach to managing heritage assets.



More detail or expert assistance may be required by an agency to begin or follow the steps set out in these guidelines, particularly if there is little heritage specific asset management within the agency already. In these cases, the Heritage and Property Services division of Department of Planning, Lands and Heritage is able to provide further support and one-on-one agency guidance.

What is a heritage asset?

The *Heritage Act 2018* identifies a heritage asset as:

Heritage asset, in relation to an agency, means a place that is owned, occupied or controlled by the agency and, meets any of the following criteria:

- Is a place included in the State Register of Heritage Places
- Is a place included in the Heritage Council's Assessment Program
- Is a place included in a Local Government's Local Heritage Survey (previously known as Municipal Inventory)
- Is a place included in a Local Planning Scheme's Heritage List or Heritage Area under the *Planning and Development Act 2005*
- Is a place that in the opinion of the Heritage Council, or that has been identified by another body or member of the public, displays cultural heritage significance.¹

¹ Section 38 of the *Heritage Act 2018*, plus factors of cultural significance in the **2018 Act**.

HERITAGE ASSET MANAGEMENT Guidelines

These guidelines recommend a four step approach to managing heritage assets.



HERITAGE INVENTORIES

The first step in effective heritage asset management is identifying and understanding the heritage assets that a State agency has within its portfolio, and to do this, the Heritage Council recommends that each agency prepares its own Heritage Inventory.

A Heritage Inventory is a document that collates all of the information about an agency's heritage assets into one centralised depository, and should include all of the places that meet the criteria of a heritage asset as defined in the *Heritage Act 2018* (noted above). With continual

organisational change within Government and individual agencies, it is important to ensure that a centralised record of an agency's heritage assets is prepared, retained, made available and updated to ensure effective management of those assets over the long term.

The Heritage Council recommends a four stage process for the preparation of Heritage Inventories (shown in the diagram on the following page), which links in with the overall management and conservation process set out in these guidelines.

Stage 1

List of Heritage Assets

Compile a list of heritage assets, and identify places where statutory processes apply.

Stage 2

Condition Reports

Detailed condition reports for State registered heritage assets, with note of required repairs.

Compile a list of at risk (very poor condition or vacant) heritage assets.

Stage 3

Thematic History

Thematic history of agency, with analysis of heritage assets that represent agency themes, for agency wide disposal clearance.

Stage 4

Strategic Planning

Analysis of an agency's heritage portfolio, with recommendations about strategic planning issues – priorities for works programs, budgeting, use issues, disposal candidates, at risk issues that require immediate action.

The Heritage Inventory process is divided into manageable stages, each one serving a specific asset management function, and which allows an agency to develop its inventory over time, according to the resources and level of detail required by the owning agency.

See the **Guidelines for State Agencies – Preparation, review and periodic updating of State Government Heritage Inventories** for more detailed information about this process. The

Heritage and Property Services branch of the Department may be able to provide assistance to agencies for the preparation of their Heritage Inventories.

Upon completion, Heritage Inventories should be provided to the Department and accessioned into the Heritage Council's library, and linked to the online database InHerit, which then provides the owning agency with access to a centralised digital depository of its heritage information.

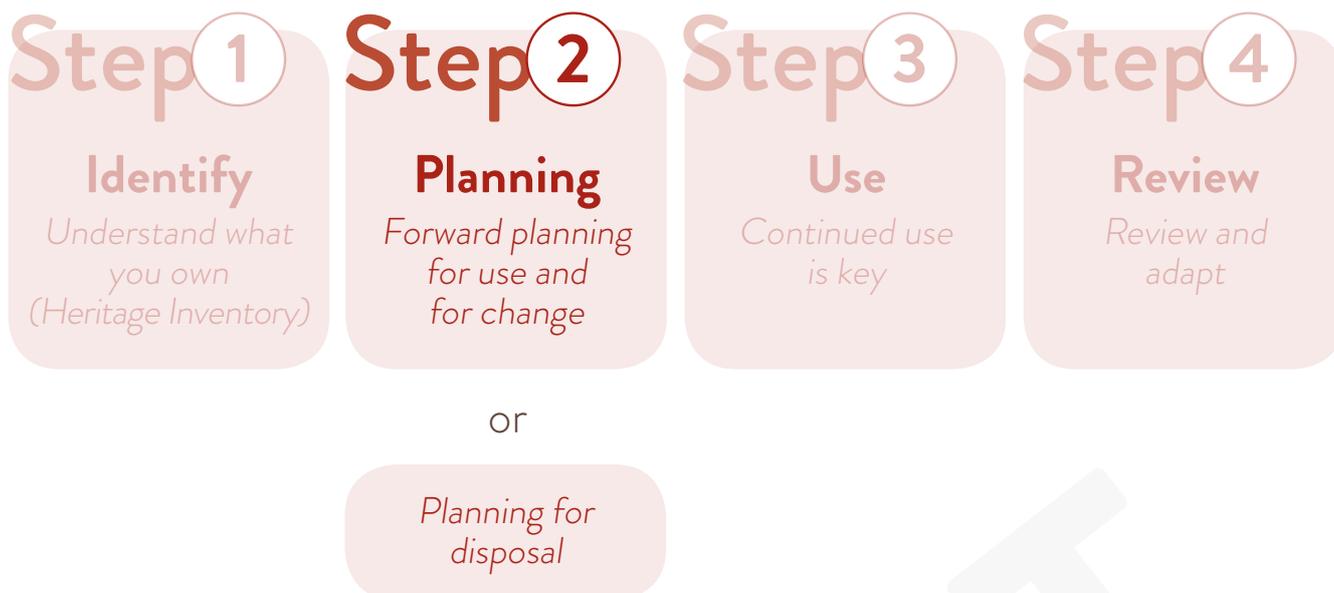
STRATEGISE AND PRIORITISE

Once prepared, information in the Heritage Inventory can be used and integrated into overall agency Strategic Planning documents and processes. At an asset level, the Heritage Inventory is able to indicate whether a heritage asset is performing optimally, if additional funding or works programs are required, if there are significant dangers or risks that need to be addressed, or whether disposal should be considered.

Agencies should consult the Department of Treasury's **Strategic Asset Management Framework** (SAMF) for detailed guidance about the State Government's expectations for asset management and planning. The SAMF sets out how to undertake effective asset planning, which is particularly relevant to heritage assets. With well executed planning, these

buildings will more often than not contribute to fulfilling the needs of an agency while also being more cost effective than constructing new buildings. Other positive outcomes include reducing environmental impacts through unnecessary demolition, and satisfying public interest in retention of valued heritage properties.

Through effective strategic asset planning, appropriate funding for heritage asset maintenance and works can be allocated out of the agency's overall budget.



PLANNING FOR USE

Having people occupying and the using heritage assets helps with the prompt identification and resolution of issues such as condition problems, defects and performance. Many State Government owned heritage assets such as schools, courthouses, police and fire stations remain in full and active use, and continue to meet the operational needs of the agency. As a general rule, using a heritage asset helps to ensure its maintenance and conservation.

In contrast, an unoccupied and underutilised assets will deteriorate rapidly, creating higher expenses in the short and long term, and potentially result in it becoming a target for vandals.

Forward planning with tools such as a Conservation Management Plan (CMP) helps to ensure that heritage assets are properly used, their special heritage

significance is respected and protected, and that they are regularly inspected for defects and repaired when necessary.

Other heritage management and planning tools that may be useful include Conservation Management Strategies (CMS) and Building Condition Assessments (BCA), both which usually include a Schedule of Works.

It is good practice for each State registered heritage asset to have a CMP prepared, and for it to be used to guide the use and management of the heritage asset. It is recommended to review and update a CMP every ten years. In the intervening years, the Heritage Council recommends undertaking a condition report of each State registered heritage asset every two years. More information and guidance about this condition reporting is provided in **Guidelines for State Agencies – Preparation, review and periodic updating of State Government Heritage Inventories.**

PLANNING FOR WORKS PROGRAMS AND MAINTENANCE

A CMP, or other similar management document, will set out a planned schedule of works and maintenance.

Works programs

A schedule of works sets out specific actions that are required to conserve and maintain the heritage asset, and to improve the condition and use of the asset. This schedule will usually include large programs of work, such as roof repair, removal and replacement of elements in poor condition, repair of cracking masonry, demolition of intrusive elements, and repainting.

Maintenance

Maintenance for heritage assets, like any asset, is essential to ensuring its ongoing use and performance, and requires a maintenance plan and budget allocation. The aim of maintenance planning (also known as preventative maintenance) is to protect and conserve the heritage asset, avoid unnecessary deterioration, and maintain sufficient and uninterrupted use of the asset.

The maintenance plan will set out a schedule of regular works that are required to be carried out periodically, at intervals such as weekly, monthly, quarterly, twice-yearly and yearly.

The cost of doing nothing

The cost to an agency owner of doing nothing when it comes to maintenance can be severe. Although there may be

short term financial benefits from not carrying out regular maintenance, the consequences will likely be a deterioration in the asset's physical fabric, a reduction in the use and performance of the asset, a higher cost when works are finally undertaken, a decreased financial return if/when the asset is eventually sold, and reputational damage to the agency through poor care of its asset. It is also likely that the heritage significance of the asset will be negatively impacted, through irreparable damage and loss of building fabric and its associated significance.

PLANNING FOR CHANGE

It is a misconception that heritage listed assets cannot be changed to meet contemporary needs or adapted for new uses.

The asset's CMP will indicate which parts of the asset can be changed, and also indicate alternative uses that may be acceptable if the current use is not optimal.

Different types of change that may be considered for a heritage asset include:

- Alterations and additions
- Adaptation/adaptive reuse
- Removal of intrusive elements
- Upgrading to meet modern standards
- Insertion of new services
- In very rare cases, demolition.

PLANNING FOR DISPOSAL

Sometimes the best future for a heritage asset involves its disposal out of government ownership.

What is disposal?

In regards to heritage assets, the term disposal refers to the sale out of government, long-term lease (over ten years) or full or partial demolition.

The Department of Treasury's SAMF guidelines for Asset Retention and Disposal and the requirements of the Government Heritage Property Disposal Process (GHPDP) must be followed when a heritage asset is being considered for disposal.

The SAMF guidelines for asset retention and disposal explains the expectation that asset disposal should be well-planned and managed as part of an agency's annual Strategic Asset Plan (SAP).

As soon as a heritage asset has been included in an agency's Disposal Plan (which forms part of its SAP), the Department recommends that it be informed of the agency's intention to dispose of the asset, to initiate GHPDP at the earliest possible stage.

Government Heritage Property Disposal Process (GHPDP)

GHPDP is a legislated process which ensures that government manages the disposal of heritage assets appropriately and transparently. The process provides

that heritage assets under consideration for disposal out of government have been identified and assessed, and protected with agreed management actions in place where appropriate.

GHPDP applies to all heritage assets as defined in the *Heritage Act 2018* and its supporting Regulations (see **What is a heritage asset?**). Disposal means either the sale, lease, full or partial demolition of a heritage asset.

The time and amount of information required for a heritage asset to go through GHPDP will differ depending on the individual place. GHPDP can take anywhere between 2 to 18 months, depending on what is proposed, the level of information already available about the heritage asset, and whether protection and a management plan is required.

It is recommended that the owning agency begins to discuss GHPDP with the Department at the earliest possible opportunity to avoid unanticipated delays to the disposal process.

Thematic Histories and disposal clearance

In order to assist with disposal of heritage assets, agencies can include a Thematic History as part of their Heritage Inventory. This Thematic section provides an understanding of the history and development of the agency, and enables the identification of heritage assets that are representative of the agency's story.

Based on this information, the agency can seek a decision from the Heritage Council about which heritage assets should be

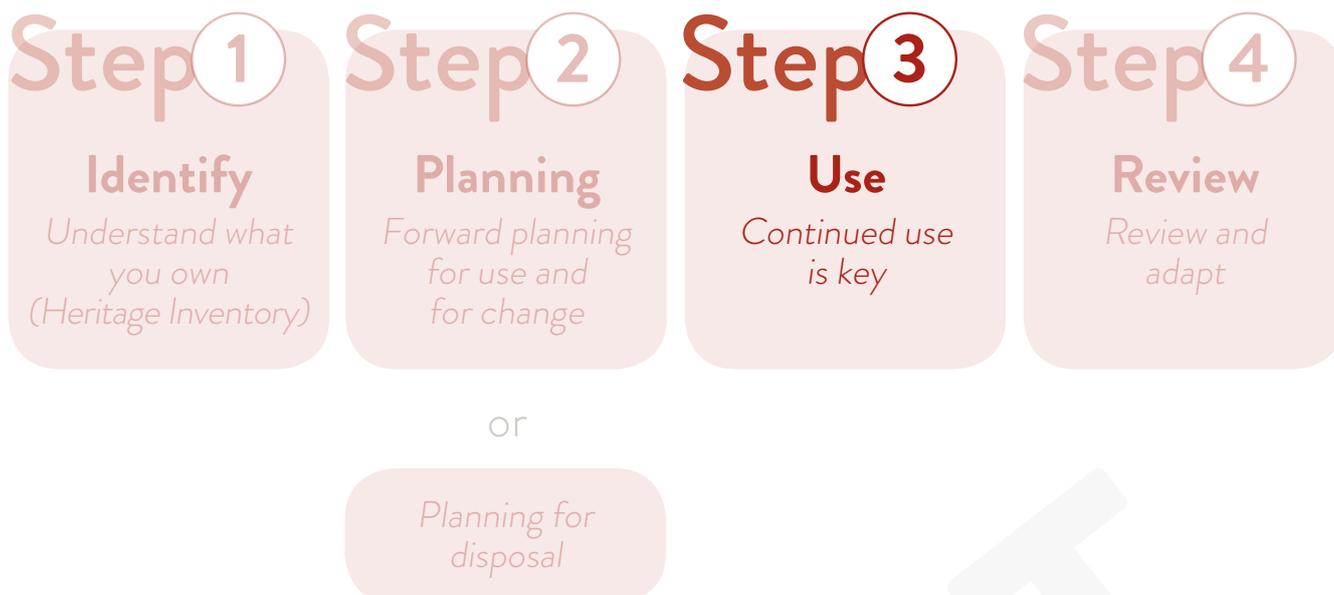
considered for entry in the State Register of Heritage Places in the future, and which are approved for future disposal.

For more information about Thematic Histories in Heritage Inventories and about GHPDP see:

Guidelines for State Agencies – Preparation, review and periodic updating of State Government Heritage Inventories.

Guidelines for State Agencies - Government Heritage Property Disposal Process (GHPDP)
(currently being prepared).

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ASSIGN RESPONSIBLE OFFICERS

An easy and direct way of ensuring that a heritage asset is being properly managed is to assign responsible officers, such as a departmental asset manager to monitor the asset at a strategic level. This can also be complimented by a property manager, specialist in-house heritage officer or by contracting heritage advice.

DAY-TO-DAY USE

The best way to manage and conserve a heritage asset is to ensure its regular use. Users, including those that are leasing a heritage asset, should be inducted as how to use the heritage asset, and instructed to report any defects or issues of condition promptly to the property manager so these can be addressed. Special attention may be required with heritage assets to inform the users of the property's unique heritage significance.

IMPLEMENT WORKS PROGRAMS

Works programs set out in the CMP should be implemented. These may need to be supervised by a qualified heritage specialist.

VACANT HERITAGE ASSETS

Unoccupied and underutilised assets deteriorate rapidly, creating greater expenses in the short and long term. Unoccupied buildings also often become a target for vandals.

If at all avoidable, heritage assets should not be left vacant and unused. If surplus to requirements, the owner agency should consider leasing out the property, introducing a temporary use, adapting it to be used for another purpose, or disposing of it through sale. If vacant, assets still require budget for maintenance and repairs if damaged, and for security

measures. It is in the best interest of the owning agency to act promptly to keep periods of vacancy to a minimum.

CELEBRATE, INTERPRET AND PROMOTION

Owning agencies should take every opportunity to celebrate and promote their heritage assets.

This will increase community awareness about heritage assets, and provide the opportunity for the agency to promote itself and the positive heritage management outcomes it has achieved. The agency could also consider increasing community engagement with the asset by allowing public access for heritage open days. This will foster community appreciation and increase the asset's place and value within the community, and benefit the agency's public reputation.

Utilising social media or the agency's website is an easy and direct way of celebrating and promoting an agency's heritage successes.



REVIEW OF INDIVIDUAL HERITAGE ASSETS

Any heritage asset that has a management planning document, such as a CMP, should have this reviewed and updated every ten years.

To complement the CMP, agencies are encouraged to undertake a condition report of each State registered heritage asset every two years.

If the heritage asset has been identified as at risk, it is recommended that the condition is reviewed annually.

More information about review of heritage assets and their condition is provided in **Guidelines for State Agencies – Preparation, review and periodic updating of State Government Heritage Inventories.**

REVIEW OF HERITAGE INVENTORY

The Guidelines for State Government Heritage Inventories set out a staged approach to the preparation of Heritage Inventories, which allows for flexibility depending on the need and resources of the owning agency.

It is recommended to keep the Heritage Inventory up-to-date with regular review, which is set out in further detail in **Guidelines for State Agencies – Preparation, review and period updating of State Government Heritage Inventories.**

REPORTING TO HERITAGE COUNCIL AND MINISTER FOR HERITAGE

In order to increase awareness and promote assistance, the Department may provide information to the Heritage Council and the Minister for Heritage about the compilation of State Government Heritage Inventories.

WHERE to GET HELP

THE DEPARTMENT'S WEBSITE

More information in relation to the management and conservation of heritage assets is available on the Department's website at www.dplh.wa.gov.au.

Here you can find more detailed guidance about each of the management steps set out in this guidelines document in relation to the identification, planning, use, review and disposal of assets. There are also supplementary documents relating to specific areas of heritage management, such as heritage management and planning tools, adaptive reuse case studies, example scope of works and maintenance plans, and the Government Heritage Property Disposal Process.

THE DEPARTMENT'S HERITAGE SERVICES

The Heritage Services division of the Department may be able to provide further support and one-on-one guidance to State agencies, including:

- Preparation of site specific condition reporting templates for State Registered Heritage Assets
 - Provision of advice and support in relation to the use or change of a heritage asset
 - Preparation of heritage management documentation
 - Preparation of Building Condition Assessments
 - Assistance in scoping and commissioning thematic histories of an Agency, and subsequent analysis for GHPDP purposes.
- Provision of training and education to heritage officers and asset management staff about general heritage matters
 - Assistance in the preparation of Heritage Inventories (particularly to identify the heritage assets owned by an agency)



Disclaimer: These guidelines have been prepared by the Department of Planning, Lands and Heritage on behalf of the Heritage Council of Western Australia to assist State Government Agencies with the efficient management of their heritage assets.

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