

## Resource 13: Further reading (Technical guidelines and background reports)

This resource provides a summary of key technical guidelines and background reports that explain the concept of heritage conservation, why it is important, the processes and guidelines for the identification, assessment and management of heritage places including statutory protection via heritage provisions in planning schemes.

Table R13.1 provides a summary of the guidelines and reports considered to be of most benefit for each step of the review process.

Table R13.2 provides a detailed description of each document, which identifies:

- The purpose and content of the document
- What it is useful for in relation to the key tasks associated with identifying, assessing, protecting and managing local heritage places.

**Table R13.1: Reading list for each step of the heritage review process**

Task	Essential reading	Further information
1. Prepare	<ul style="list-style-type: none"> <li>• <a href="#"><u>VLHG</u></a></li> <li>• <a href="#"><u>Heritage information Pack</u></a></li> <li>• <a href="#"><u>Heritage issues. Summaries from Panel Reports</u></a></li> <li>• <a href="#"><u>HERMES for LGA users and consultants</u></a></li> <li>• <a href="#"><u>Local Government's Role in Heritage Protection: An introduction for councillors</u></a></li> <li>• <a href="#"><u>Practitioners Guide to Victoria's Planning Schemes</u></a></li> </ul>	<ul style="list-style-type: none"> <li>• <a href="#"><u>Burra Charter Practice Note: Understanding and assessing cultural significance</u></a> (Australia ICOMOS, November 2013)</li> <li>• <a href="#"><u>State of Heritage Review Local Heritage Report</u></a> (HCV, 2020)</li> <li>• <a href="#"><u>Victoria's Framework of Historical Themes</u></a> (HCV, February 2010)</li> <li>• <a href="#"><u>Bass Coast Shire Heritage Gaps Review Prioritisation Framework</u></a> (GML Heritage Victoria Pty Ltd, October 2020)</li> <li>• <a href="#"><u>City of Greater Bendigo Heritage Gap Analysis</u></a> (Landmark Heritage Pty Ltd, May 2019)</li> </ul>
2. Undertake	<p><i>In addition to the above see also:</i></p> <ul style="list-style-type: none"> <li>• <a href="#"><u>Burra Charter Practice Note: Preparing studies and reports: contractual and ethical issues</u></a> (Australia ICOMOS, November 2013)</li> </ul>	<p><a href="#"><u>Why heritage: a synthesis of evidence for the social, economic and environmental impacts of heritage.</u></a> (Public Value Consulting &amp; Extent Heritage, August 2023)</p>
3. Implement	<ul style="list-style-type: none"> <li>• <a href="#"><u>PPN46</u></a></li> <li>• <a href="#"><u>Heritage Information Pack</u></a></li> <li>• <a href="#"><u>Local Government's Role in Heritage Protection: An introduction for councillors</u></a> (MAV and HCV, February 2023)</li> <li>• <a href="#"><u>Heritage issues. Summaries from Panel Reports</u></a> (PPV, March 2024)</li> </ul>	<p><a href="#"><u>Why heritage: a synthesis of evidence for the social, economic and environmental impacts of heritage.</u></a> (Public Value Consulting &amp; Extent Heritage, August 2023)</p>

**Table R13.2: Technical guidelines and background reports summary**

Name / Author / date	Purpose and content	What is it useful for?
<p><i><u>Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (Burra Charter)</u></i> (Australia ICOMOS, November 2013)</p>	<p>The Burra Charter and its associated practice notes provide the best practice standard for assessing and managing places of cultural heritage significance.</p> <p>Most, if not all, heritage policies, guidelines and controls in Australia are based on the principles and procedures set out in the Burra Charter.</p> <p>For further information visit <a href="http://australia.icomos.org">australia.icomos.org</a></p>	<p>The Burra Charter is useful for:</p> <ul style="list-style-type: none"> <li>• Preparing for and undertaking reviews of legacy studies</li> <li>• Briefing council staff and councillors</li> <li>• Preparing and exhibiting a PSA.</li> </ul> <p>Specifically, the Burra Charter assists with an understanding of the key steps in the process of identifying, assessing and managing heritage places. The following practice notes are especially useful:</p> <ul style="list-style-type: none"> <li>• <i><u>Understanding and assessing cultural significance</u></i> (Australia ICOMOS, November 2013). This explains concepts of cultural significance including the different types of heritage values, how to use heritage values to assess places, and the purpose and use of a statement of significance.</li> <li>• <i><u>Preparing studies and reports: contractual and ethical issues</u></i> (Australia ICOMOS, November 2013) This is very useful for preparing a heritage brief or managing a heritage study consultant. It covers issues such as defining scope, preparing contracts, authorship, review of work by the client, consultation and public access.</li> <li>• <i><u>Developing policy</u></i>. This is useful for preparing heritage policy for inclusion in the PPF or preparing heritage guidelines that could become a background document listed in the planning scheme.</li> </ul> <p>The Burra Charter and its Practice Notes can be used to:</p>

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		<ul style="list-style-type: none"> <li>• Explain the concept of heritage significance and the importance and value of heritage places to councillors and communities</li> <li>• Ensure the correct approach is used in the identification and assessment of heritage places</li> <li>• Determine whether heritage citations contain the appropriate information that justifies the assessment of significance</li> <li>• Ensure that heritage study briefs clearly and concisely set out the tasks and outcomes required, and the responsibilities of each party.</li> </ul>
<p><i>Victorian Local Heritage Guidelines</i> (DTP, May 2026)</p>	<p>The Guide outline the key matters to consider when assessing whether a place meets the threshold of local heritage significance and, if so, whether the place should be included in the HO in the planning scheme.</p> <p><i>VLHG</i> provides guidance on the use and application of the HO, including the standard of information required to justify the application of HO. This includes:</p> <ul style="list-style-type: none"> <li>• Places suitable for inclusion in the HO</li> <li>• The use of group, thematic or serial listings</li> <li>• The heritage criteria to be used for assessment and threshold guidelines</li> <li>• Writing a SoS</li> <li>• Drafting the HO schedule and applying specific controls</li> <li>• Incorporating SoS and making them publicly accessible</li> <li>• How to map heritage places.</li> </ul>	<p><i>VLHG</i> is useful for:</p> <ul style="list-style-type: none"> <li>• Preparing for and undertaking reviews of legacy studies.</li> </ul> <p>They include:</p> <ul style="list-style-type: none"> <li>• An assessment framework.</li> <li>• The roles of thresholding in establishing local significance thresholds using a three-step process.</li> <li>• Definitions of heritage criteria, values and key terms</li> <li>• Case studies of places that satisfy each of the heritage assessment criterion.</li> </ul> <p><i>VLHG</i> is an essential resource when preparing, undertaking and implementing heritage studies. It is used to:</p> <ul style="list-style-type: none"> <li>• Ensure the correct approach has been used in the identification and assessment of heritage places and justifies their inclusion in the HO</li> <li>• Ensure the format and content of the PSA is correct, including the proposed application of the HO schedule, maps and the use of other provisions such as</li> </ul>

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<p><u><i>Practitioners Guide to Victoria's Planning Schemes</i></u> (DTP)</p>	<p>The guide sets out key rules for when considering or preparing a new or revised planning scheme provision. It explains:</p> <ul style="list-style-type: none"> <li>• The principles that should underpin the creation, selection and application of a planning scheme provision</li> <li>• How a planning scheme relates to the VPPs</li> <li>• Rules and advice about how the various components of a planning scheme operate</li> <li>• How to select, write and apply various elements of a planning scheme.</li> </ul> <p>It includes a useful diagram that shows how the various documents including planning practice and advisory notes, ministerial directions, other guidelines, the VPPs, planning schemes and planning scheme amendments relate to each other.</p>	<p>incorporated and background documents.</p> <p>The guide is useful for:</p> <ul style="list-style-type: none"> <li>• Briefing council staff and councillors</li> <li>• Preparing and exhibiting a PSA.</li> </ul> <p>Much of the information contained in the guide in relation to the application of the HO is included within <i>VLHG</i>.</p> <p>The guide provides useful additional information in relation to:</p> <ul style="list-style-type: none"> <li>• Understanding how heritage provisions interact with other parts of the planning scheme</li> <li>• Overarching principles of the VPPs, and style guides</li> <li>• 'Rules' and 'How to' guides for writing heritage policies and schedules</li> <li>• Guidelines for incorporating statements of significance and including heritage studies as background documents in planning schemes.</li> </ul> <p>The guide can be used to:</p> <ul style="list-style-type: none"> <li>• Ensure the correct approach has been used in the identification and assessment of heritage places, and justifies their inclusion in the HO</li> <li>• Ensure the proposed application of the HO schedule and maps and other provisions including the use of incorporated and background documents is correct.</li> </ul>
<p><u><i>Planning Practice Note 46 – Strategic Assessment Guidelines and checklist</i></u> (DTP, September 2025)</p>	<p><u><i>Minister's Direction No. 11 - Strategic Assessment of Amendments</i></u> requires a planning authority to evaluate and document how an amendment addresses specified strategic considerations. These Strategic Assessment Guidelines are used to guide a</p>	<p><i>PPN46</i> is useful for preparing and exhibiting a PSA.</p> <p>It includes a handy checklist that provides a quick snapshot of all the matters to be considered where preparing a PSA.</p>

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	strategic assessment under Minister's Direction No. 11	
<p><i><u>The Victorian Heritage Register Criteria and Threshold Guidelines</u></i> (HCV, December 2022)</p>	<p>This guide outlines key considerations in determining whether a place or object is of state-level cultural heritage significance and could be included in the Victorian Heritage Register (VHR).</p> <p>It is intended to assist with the preparation of nominations, assessment of places, and determining whether places should be included on the VHR.</p> <p>The guidelines state they should not be used to inform assessments under 'different legislation', including places proposed to be included in the HO in accordance with the <u><i>Planning &amp; Environment Act 1987</i></u>.</p>	<p>The guidelines are useful for:</p> <ul style="list-style-type: none"> <li>• Preparing for and undertaking reviews of legacy studies.</li> </ul> <p>While the guidelines should not be used for local assessments, they contain useful information not currently included in the local guidelines including:</p> <ul style="list-style-type: none"> <li>• Defining the extent of a heritage place</li> <li>• Definitions of heritage criteria, values and key terms</li> <li>• Case studies of places that satisfy each of the heritage assessment criterion.</li> </ul> <p>The guidelines can be used to:</p> <ul style="list-style-type: none"> <li>• Ensure the correct approach is used in the identification and assessment of heritage places.</li> </ul>
<p><i><u>State of Heritage Review Local Heritage Report</u></i> (HCV, 2020)</p>	<p>The Review documents the findings and recommendations arising from a state-wide review to assess and improve local cultural heritage protection and management in Victoria. It provides a snapshot of local heritage management and is intended to serve as a benchmark for future comparisons.</p> <p>Information contained in the Review was gathered by a variety of means including a council survey (of note, all 79 councils responded), community survey, desktop reviews of heritage studies, interviews and workshops.</p> <p>The Review identifies:</p> <ul style="list-style-type: none"> <li>• Effective parts of the system that provide strong local heritage protection</li> <li>• Areas needing improvement</li> <li>• Ways for the state government, local councils and the HCV to collaborate.</li> </ul> <p>A key objective is to improve community understanding of the benefits of local and State cultural heritage protection and 'demystify' the current arrangements.</p>	<p>The Review is useful for:</p> <ul style="list-style-type: none"> <li>• Preparing for and undertaking reviews of legacy studies</li> <li>• Briefing council staff and councillors.</li> </ul> <p>The importance of the Review is as a resource for council staff to understand how their municipality compares to others in relation to local heritage protection and management and to gain an understanding of the various approaches used by councils across Victoria to identifying, protecting, supporting and communicating local heritage. It provides useful insights into undertaking heritage studies and reviews and the key issues that could arise through the process and how to manage them. This includes:</p> <ul style="list-style-type: none"> <li>• An overview of the four levels of heritage protection (World, National, State and local) that apply in Victoria and a</li> </ul>

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	<p>The aim is to boost cooperation among all levels of government and to preserve Victoria's local heritage.</p>	<p>summary of the approaches in other states</p> <ul style="list-style-type: none"> <li>• A detailed analysis of local heritage studies and provisions across every municipality in Victoria. This includes: <ul style="list-style-type: none"> <li>○ Two 'stocktake' tables: one listing the numbers of heritage places and properties included in the HO and the other listing data on the recent heritage studies, gaps in information and supportive measures (e.g. do they have a heritage advisor) and communication mechanisms and use of the HERMES database</li> <li>○ Identifying heritage places via heritage studies and other assessments. This includes an analysis of key issues including gaps in heritage studies</li> <li>○ Protecting local heritage places</li> <li>○ Supporting local heritage</li> <li>○ Communicating local heritage</li> <li>○ Resourcing local heritage</li> <li>○ Case studies in relation to the above matters including preparing a 'gap' heritage study, heritage study implementation, preparing a heritage strategy and various initiatives to support and communicate local heritage including heritage advisory services and financial incentives such as rate reduction</li> </ul> </li> <li>• Discussion of key issues with heritage assessment and protection including</li> </ul>

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<p><u><i>Heritage Information Pack (HIP)</i></u> – (HCV, 2023)</p>	<p>The HIP includes resources to assist and inform local government in relation to heritage identification, protection and management. There are three key documents:</p> <ul style="list-style-type: none"> <li>• Local Government’s role in heritage protection: An introduction for councillors (see below)</li> <li>• Four factsheets: <ul style="list-style-type: none"> <li>– What is heritage?</li> <li>– The heritage protection system</li> <li>– Why do we protect heritage?</li> <li>– What is your role in heritage protection?</li> </ul> </li> <li>• <u><a href="#">A PowerPoint template for briefing councillors and staff on local heritage protection.</a></u></li> </ul>	<p>resourcing and political will, opposition from owners and council staff knowledge of heritage.</p> <p>The HIP is useful for:</p> <ul style="list-style-type: none"> <li>• Preparing for and undertaking reviews of legacy studies</li> <li>• Briefing council staff and councillors.</li> </ul> <p>The preparation of the HIP was an outcome of one of the key recommendations of the <i>State of Heritage Review Local Heritage Report</i>, discussed above. The factsheets and the PowerPoint template provide a useful summary of the findings of the Review.</p> <p>The HIP can be used to:</p> <ul style="list-style-type: none"> <li>• Explain the concept of heritage significance and the importance and value of heritage places to councillors and communities</li> <li>• Justify the need to undertake heritage studies and protect locally significant heritage places in the planning scheme</li> <li>• Prepare council briefing reports</li> <li>• Ensure the correct approach is used in the identification and assessment of heritage places.</li> </ul>
<p><u><i>Local Government’s Role in Heritage Protection: An introduction for councillors</i></u> (MAV and HCV, 2023)</p>	<p>This concise report explains the role of local government in heritage protection. It includes:</p> <ul style="list-style-type: none"> <li>• A summary of the reasons why heritage is important to local government</li> <li>• ‘Top 5 tips’ to get the most out of local heritage</li> <li>• A summary of key local government heritage issues</li> <li>• An overview of heritage protection and legislation in Victoria and local government statutory responsibilities</li> </ul>	<p>This report is useful for:</p> <ul style="list-style-type: none"> <li>• Preparing and undertaking reviews of legacy studies</li> <li>• Briefing council staff and councillors</li> <li>• Preparing and exhibiting a PSA</li> <li>• Preparing and attending Panel hearings.</li> </ul> <p>This is an essential resource when preparing a council report or briefing executive officers within council.</p>

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	<ul style="list-style-type: none"> <li>• Risks (financial, reputational and others) associated with failing to identify and protect heritage</li> <li>• Three case studies: managing council heritage assets, the importance of heritage studies in VCAT matters, the importance of completing heritage assessments and including places in the HO to provide certainty</li> <li>• Common heritage misconceptions and facts.</li> </ul>	<p>In addition to the matters identified for the HIP (see above) the report can be used to:</p> <ul style="list-style-type: none"> <li>• Clearly explain to executive staff and councillors the statutory responsibilities of councils in relation to local heritage and the risks with not identifying and protecting local heritage places</li> <li>• Respond to issues raised by property owners opposing heritage listing.</li> </ul>
<p><u><i>Why heritage: a synthesis of evidence for the social, economic and environmental impacts of heritage</i></u> (Public Value Consulting &amp; Extent Heritage, August 2023)</p>	<p>This report analyses the economic, social and environmental value of heritage drawing together decades of research to show the full value of heritage to the community.</p> <p>It contains a synthesis of current research on:</p> <ul style="list-style-type: none"> <li>• The social, economic, and environmental value of heritage to Australian communities</li> <li>• A summary of some of the gaps in the available research.</li> </ul> <p>The report is not about the significance of heritage in the sense of assessing the different cultural values or thresholds of significance that might justify the decision to protect a heritage place. Instead, it is about the difference that caring for heritage can make to people, the economy and the environment.</p> <p>The Executive Summary is most useful, it includes:</p> <ul style="list-style-type: none"> <li>• A summary of key findings, including a one-page 'Headline findings' infograph (Figure 3 on p.17) that identifies 10 key economic, social and environmental benefits of cultural heritage</li> <li>• A section that examines 10 heritage 'myths' and discusses some of the common assumptions about the value of heritage in Australia and explores the evidence for, or against, them.</li> </ul>	<p>The report is useful for:</p> <ul style="list-style-type: none"> <li>• Preparing for and undertaking reviews of legacy studies</li> <li>• Briefing council staff and councillors</li> <li>• Preparing and exhibiting a PSA.</li> </ul> <p>The report is an important resource because it provides empirical data that identifies the importance and benefits of heritage identification, protection and dispels many of the current myths and assumptions.</p> <p>It can be used to:</p> <ul style="list-style-type: none"> <li>• Explain the concept of heritage significance and the importance and value of heritage places to councillors and communities</li> <li>• Justify the need to undertake heritage studies and protect locally significant heritage places in the planning scheme</li> <li>• Clearly explain to executive staff and councillors the statutory responsibilities of councils in relation to local heritage and the risks arising from not identifying and protecting local heritage places</li> <li>• Respond to issues raised by property owners opposing heritage listing.</li> </ul>

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<p><i>HERMES for LGA users and consultants</i> (HV - not dated)</p>	<p>This manual provides guidelines for using, updating and maintaining the Hermes database. The Hermes database is the key repository for information about heritage places in Victoria and is the source of information which is publicly accessible via the <a href="#">Victorian Heritage Database</a> (VHD).</p> <p>Currently, <i>VLHG</i> requires that when a place is included in the HO, the SoS for that place should be publicly viewable through the VHD.</p>	<p>HERMES is useful for:</p> <ul style="list-style-type: none"> <li>• Preparing for and undertaking reviews of legacy studies</li> <li>• On going tasks associated with managing HO places and precincts included in the planning scheme, recommended for inclusion in the HO, or recommended for future assessment.</li> </ul> <p>Updates to the Hermes database in 2021 significantly improved its useability and function. Ensuring the Hermes database is up-to-date can play an important role in undertaking heritage reviews by providing a central, accessible source of information about heritage places. It is useful when preparing lists of places for review and especially when undertaking comparative analyses.</p> <p>Not all information has to be manually entered into Hermes. The 'Attachments' tab allows for PDF reports (such as legacy heritage citations, scans of local histories, etc.), or images/maps in jpeg or other formats to be easily uploaded ensuring all useful information about a heritage place is contained in one place. It is also possible to create new place records filled with basic details using a dedicated Excel spreadsheet.</p>
<p><i>Heritage issues. Summaries from Panel Reports</i> (PPV, April 2024)</p>	<p>This report is intended to assist a planning authority preparing heritage amendments, a party presenting at a Panel Hearing and a Panel Member considering a heritage-related amendment.</p> <p>The report:</p> <ul style="list-style-type: none"> <li>• provides an overview of the number, proportion and type of heritage-related planning scheme amendments from 1998 to 2023</li> </ul>	<p>This report is useful for:</p> <ul style="list-style-type: none"> <li>• Preparing for and undertaking reviews of legacy studies</li> <li>• Briefing council staff and councillors</li> <li>• Preparing and exhibiting a PSA</li> <li>• Preparing for and attending Panel hearings.</li> </ul> <p>Specifically, the report assists with an understanding of:</p>

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	<ul style="list-style-type: none"> <li>identifies heritage-related panel reports which have notable and commonly addressed discussion, grouped by topic</li> <li>lists heritage-related panel reports submitted from 1998 to 2023.</li> </ul>	<ul style="list-style-type: none"> <li>How heritage places are assessed including use of heritage criteria, comparative analysis and thresholds, identifying and defining precincts and serial listings</li> <li>The relevance of commonly raised issues such as building condition, impacts upon development opportunity and property value and financial costs of heritage listing</li> <li>Preferred approaches to the application of HO schedule controls (for example, internal, trees, prohibited uses) and HO mapping in accordance with VLHG</li> <li>Consideration of strategic issues including balancing social and economic considerations and strategic justification for heritage controls.</li> </ul>
<p><u><i>Bass Coast Shire Heritage Gaps Review Prioritisation Framework</i></u> (GML Heritage Victoria Pty Ltd (Context PL), October 2020)</p> <p><u><i>City of Greater Bendigo Heritage Gap Analysis</i></u> (Landmark Heritage Pty Ltd and David Helms Heritage Planning, May 2019)</p>	<p>These reports are two examples of frameworks or strategies prepared to assist with the prioritisation of future heritage reviews and studies.</p> <p>Broadly, the reports contain findings and recommendations in relation to:</p> <ul style="list-style-type: none"> <li>Places, precincts and group/thematic or serial listings not currently included in the HO with the strongest potential for local significance</li> <li>Recommendations for the review and update of documentation for places currently included in the HO.</li> </ul> <p>Prioritisation of heritage review and assessment work to ensure it is carried out in the most efficient and effective manner.</p>	<p>These reports are useful as examples of how to prioritise heritage assessment work when resources are limited and/or there are multiple legacy studies, or studies that were only partially implemented. They are useful in setting out a clear 'roadmap', which can be used:</p> <ul style="list-style-type: none"> <li>To provide strategic justification for creating business cases within council for future work</li> <li>To demonstrate to DTP when seeking authorisation or to a Planning Panel that the proposed PSA is part of a considered and logical work program to identify and protect heritage places in the municipality.</li> </ul>