

Heritage Strategy

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Responsible Department: City Planning



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*The City of Casey acknowledges that we are on the traditional land
of the Bunurong and Wurundjeri People
and pays respect to all elders past and present.*

1. Purpose

The City of Casey Heritage Strategy provides an action plan to identify, protect and maintain heritage places, support and assist owners of heritage places, and educate and promote Casey's history and heritage assets for the benefit of current and future generations.

2. Definitions

Conservation	means all the processes of looking after a place so as to retain its cultural significance.
Council	means Casey City Council, being a body corporate constituted as a municipal Council under the Local Government Act 1989
Councillors	means the individuals holding the office of a member of Casey City Council
Council officer	means the Chief Executive Officer and staff of Council appointed by the Chief Executive Officer.
Cultural significance	means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.
Heritage place	means a geographically defined area including elements, objects, spaces and/or views that are of heritage significance. Places may have tangible and intangible dimensions.
Traditional owners	means the traditional custodians of the land now recognised as Casey, being the Boon Wurrung and Woi Wurrung Peoples of the Kulin Nations.
Registered Aboriginal Party	means an organization that holds decision making responsibilities for protecting Aboriginal cultural heritage in a specified geographical area.

3. Scope

The Strategy applies to all natural, cultural and built history and heritage throughout the City of Casey.

4. Vision Statement

The City of Casey is a community that respects and is proud of its diverse natural, cultural and built heritage; it conserves, enhances and celebrates its history and heritage for the benefit of current and future generations.

5. Context

5.1 History of Casey

For many centuries before European settlement, the Casey area formed part of the territory of the Bunurong and Wurundjeri peoples. A number of sites of significance to these indigenous communities are located throughout the municipality, particularly within coastal areas and near creeks and waterholes.

Following European occupation, Aboriginal protectorates were introduced to respond to the dislocation of indigenous communities. In 1837, a site in an area known as 'Nerre Nerre Warren' was selected by members of the Wurundjeri, Bunurong and Taungurong peoples as the headquarters of a newly established Corps of the Native Police.

The earliest records of pastoral squatters in Casey are from 1838-40, attracted by the combination of good soil, woodlands and grassy plains, and by 1847 the first purchases of pre-emptive rights to homestead blocks were completed.

Early pastoral runs included Captain Robert Gardiner's *Berwick Station*, Thomas H. Power's *Eumemmering*, Robert Hines Allen's *Balla Balla* and the Manton brother's *Tooradan*. One of the largest, *Balla Balla*, once covered 2400 hectares of land and supported 120 cattle and 2000 sheep. Major roads connecting the runs at the time included the Gippsland Road and Western Port Road.

The passage of a series of Land Acts in the 1850s and 1860s resulted in the carving up of large pastoral runs into smaller freeholdings and marked the waning of the pastoral era. Smaller lots led to a focus on more intensive forms of agriculture, such as dairying, market gardening and cropping. *Springfield* (now known as the Old Cheese Factory) was perhaps the largest early cheese factory in Berwick, constructed in 1875.

The construction of the Main Gippsland and Great Southern railway lines in the 1870s and 1880s were major factors in the development of Casey, promoting the marketing of produce from local dairy farms, orchards and market gardens. The lines also encouraged the establishment of new village townships near railway stations, including new townships of Narre Warren and Clyde. Casey Airfield, named after the municipalities namesake Lord Casey, was constructed in Berwick in 1935 and operated for 50 years before its closure; its site is currently occupied by the Berwick campus of Monash and Federation Universities and Nossal High School.

Following each of the World Wars, the government established 'soldier settlement farms' to support returned soldiers and their families. Examples of this occurred in Tooradin, Narre Warren and other parts of the former Cranbourne Shire.

In the 1950s, the rural areas of the western end of the former City of Berwick were transformed into an industrial suburb, commencing in Doveton with abattoirs and a lace factory. Major international companies subsequently moved

into the Doveton area, including International Harvester Company, General Motors Holden and HJ Heinz.

5.2 National Policy Context

The Federal Government provides a framework for the protection of heritage places of national significance.

The Australian Heritage Database includes places registered on the World Heritage List, National Heritage List, Commonwealth Heritage List, the archival Register of the National Estate and the List of Overseas Places of Historic Significance to Australia.

The protection of assets of national significance is legislated under the:

- *Environment Protection and Biodiversity Conservation Act 1999*
- *Aboriginal and Torres Strait Islander Heritage Protection Act 1987*

5.3 State Policy Context

The Victorian Government plays a central role in managing and legislating for the protection of State and locally significant heritage, through agencies including Heritage Victoria and Aboriginal Victoria.

Victorian Heritage Register

Places of State significance are recorded on the Victorian Heritage Register. At present, the City of Casey has three places of State significance on the Victorian Heritage Register:

- *Edrington* – 6 Melville Park Drive, Berwick
- *Cranbourne Avenue of Honour* – South Gippsland Highway, Cranbourne
- *Nerre Nerre Warren* – Churchill Park Drive, Endeavour Hills

Victorian Heritage Database

Heritage places that are recorded on the Victorian Heritage Register, the Casey Planning Scheme or the National Trust Classification are listed on the Victorian Heritage Database. The Victorian Heritage Database is a centralised online repository managed by Heritage Victoria and is publicly accessible.

Legislative Framework

The Victorian government provides the legislative framework for protection of heritage assets at both the State and local level. This includes:

- *Planning and Environment Act 1987*
- *Heritage Act 1995*
- *Aboriginal Heritage Act 2006*

5.4 Local Policy Context

The City of Casey makes an important contribution to heritage conservation through statutory protection of heritage places, managing heritage assets and supporting the owners of heritage.

Council Plan 2017-2021

Casey's commitment to the preservation of heritage is identified in the Council Plan 2017-2021. The Council Plan identifies a range of strategies and indicators to guide the actions of Council. This includes:

5.1 Plan for the future growth areas and existing communities while respecting and maintaining our heritage.

Indicator: Demonstrated improvement in planning proposals in urban areas as a result of Council's negotiation with developers.

Indicator: Protection of heritage values through planning processes.

5.3 Develop awareness and encourage involvement of the community in the preservation and improvement of the natural environment and local heritage sites.

Indicator: Increase community participation in biodiversity, sustainability and heritage grant programs.

Indicator: Increase awareness of Casey's heritage.

Casey C21 – Creating a Great City – A Vision for the future

Casey C21 is Casey's long term vision for the municipality as it grows to a projected population above 500,000 residents. It is the direction of where the city is going and how it will get there.

Themes of C21 include to create a sense of place by creating "a distinct image and identify for Casey and for Casey's diverse range of communities and places".

Casey Planning Scheme

The Casey Planning Scheme sets out the key directions for the land use planning and development of the municipality and the statutory mechanisms for achieving its objectives.

The Municipal Strategic Statement (MSS) underpins the application of zones, overlays and other provisions in the Casey Planning Scheme and as such provides the basis for heritage conservation.

Specifically, Clause 21.07 'Built Environment' of the MSS identifies Casey's strategies to "*protect significant natural, cultural and built heritage places from adverse impacts resulting from deterioration and inappropriate use and*

development” and to “encourage the retention and maintenance of heritage places for the benefit of present and future generations”.

This is to be implemented through the application of the Heritage Overlay, undertaking further studies of additional heritage places and investigating incentives for owners to retain and restore places of heritage significance.

The Heritage Overlay in the Casey Planning Scheme provides the statutory mechanism to conserve and enhance heritage places of natural or cultural significance.

Traditional Owners

The traditional custodians of the land now recognised for Casey are the Boon Wurrung and Woi Wurrung Peoples of the Kulin Nations.

There is one Registered Aboriginal Party for the Casey area under the *Aboriginal Heritage Act 2006*. In July 2017 the Victorian Aboriginal Heritage Council appointed the Bunurong Land Council Aboriginal Corporation (BLCAC) as a Registered Aboriginal Party (RAP) for part of the City of Casey.

The Bunurong Land Council, Boon Wurrung Foundation and Wurundjeri Tribe Land Compensation and Cultural Heritage Council represent the Traditional Owner Groups within the municipality.

6. Opportunities and Challenges

As one of the fastest growing municipalities in Victoria, the City of Casey continues to face the significant challenge of trying to protect and integrate the most valued parts of our heritage into an evolving environment whilst meeting the needs of a rapidly changing community.

The table below provides a summary of some of the key challenges and opportunities affecting the City of Casey relating to heritage.

Challenge	Opportunity
<p>Citations and Statements of Significance for many heritage places are out-dated and do not adhere to current standards.</p> <p>Additionally, there are a number of errors and anomalies in the Heritage Overlay Schedule and mapping.</p>	<p>An opportunity exists to review and update heritage listings to ensure our most valued heritage is appropriately protected.</p>
<p>Casey is experiencing significant development pressure and is one of the fastest growing municipalities in Victoria.</p> <p>Challenges persist with integrating heritage in developing areas.</p>	<p>An opportunity exists to work with landowners and developers to secure positive outcomes.</p> <p>Further opportunities exist to better utilise our most valued heritage to provide a point of difference and sense of place in our newly developed communities.</p>
<p>The City of Casey website and Casey Heritage Database (HERMES) are not easily accessible and information is not up to date.</p>	<p>An opportunity exists to review and update the heritage information on Casey's website and to utilise new technology to better present information to the community.</p>
<p>There is a general lack of awareness and appreciation of Casey's heritage in the community and a lack of understanding of heritage principles by some heritage place owners and managers, occasionally resulting in demolition by neglect.</p>	<p>An opportunity exists to better assist the community to engage with its natural, cultural and built heritage. New technologies can be used to improve awareness and accessibility to heritage places and information.</p>
<p>The heritage grants funding scheme is not as well targeted in meeting the needs of heritage places as it could be.</p>	<p>An opportunity exists for the heritage grants scheme to better assist owners and managers of heritage places.</p>

7. Key Achievements

Knowing

- Heritage studies have been undertaken for much of the municipality, including the *Casey Heritage Study 2004 (Post European Contact) and Thematic Environmental History Report*.
- Ongoing studies have continued to identify natural, cultural and built heritage as part of planning for Casey's growth areas.

Protecting

- The findings of Casey's heritage studies have resulted in over 180 individual listings and one precinct implemented into the Heritage Overlay of the Casey Planning Scheme.

Key studies include:

- *Heritage of the City of Berwick 1993*
- *Heritage of the City of Casey Historic Sites in the former Cranbourne Shire 1996*
- *An Overview of the Aboriginal Archaeology within the "Casey Foothills" Narre Warren North and Harkaway 1996*
- *City of Casey (Cranbourne, Knox) Heritage Study 1997*
- *An Overview of the Aboriginal Archaeology within the "Non-Urban South & Non-Urban Foreshore" 1997*
- *City of Casey Heritage Study Environmental History 1998*
- *Casey Heritage Study 2004*
- *Casey Significant Tree Strategy 2011*

Where a heritage place has been identified as warranting protection in the above studies, statutory controls for their protection have been implemented into the Casey Planning Scheme through Planning Scheme Amendments. Key amendments include:

- Amendment C46 – implements the Aboriginal Cultural Heritage Policy
 - Amendment C79 – applies interim heritage controls over places identified in the *Casey Heritage Study 2004*
 - Amendment C80 – implements permanent heritage controls over places identified in the *Casey Heritage Study 2004*
 - Amendment C104 – revises the Aboriginal Cultural Heritage Policy
 - Amendment C116 – corrects anomalies and mapping errors in the Heritage Overlay
 - Amendment C147 – applies interim controls to places identified in the *Casey Significant Tree Study 2011*
 - Amendment C148 – implements permanent heritage controls to places identified in the *Casey Significant Tree Study 2011*
 - Amendment C162 – revises the Aboriginal Cultural Heritage Policy
 - Amendment C215 – amends the Schedule to the Heritage Overlay to permit prohibited uses for heritage places in growth areas
- The Casey Growth Area Heritage Places Policy provides a framework for the protection and integration of heritage places in Casey's growth areas.

Supporting

- Casey provides ongoing financial assistance towards conservation works of heritage properties through the Casey Heritage Grants program established in 2008.
- The well-established Heritage Sub-Committee of the Conservation Advisory Committee allows for community representatives to provide guidance and advice to Council on a range of matters including natural and cultural heritage.
- Casey engages heritage consultants to provide free advice to landowners on planning matters through the Casey Heritage Advisory Service.
- Casey engages heritage consultants to provide strategic and statutory heritage advice to Council.

Promoting

- Council promotes and maintains various heritage assets that are open to the community, including the Old Cheese Factory and Myuna Farm.
- The City of Casey website provides access to a database of heritage assets, the Thematic Environmental History of Casey and other information on the history of the municipality.
- Maintenance of a Local History Archive at the Narre Warren Library.
- Interpretation of Casey's history through signage and the Avenues of Honour.

8. Strategic Action Plan

The Strategic Action Plan guides the objectives, Council's role and the actions towards the conservation of heritage for which the City of Casey is responsible. These objectives, roles and actions are set out under the four directions below.

Subject to resourcing and future business planning, the implementation of the strategic action plan will be prioritised based upon the following timing:

- Ongoing
- Short term 1-2 years 2017/18 to 2018/19
- Medium term 3-4 years 2019/20 to 2020/21
- Long term 5+ years 2021/22 onwards

8.1 Knowing

Knowing our heritage means identifying, assessing and documenting our natural, cultural and built history and heritage.

Objectives

- To continually expand knowledge of Aboriginal, natural and cultural history and heritage across Casey and ensure this is well documented to current standards.
- To ensure documentation and mapping of listed heritage places is always accurate and current.

- To ensure accessibility to accurate and current documentation of heritage places through the use of the Victorian Heritage Database and the HERMES system and through best-practice storage and management of historical records.

Role of Council

It is Council's role to:

- engage appropriately qualified heritage consultants to advise Council on the significance of places across Casey.
- have accurate and current information on all heritage places across the municipality.
- apply best practice methodology for the collection and storage of documentation regarding the history and heritage of Casey.

Action	Sponsor/Lead	Priority (S/M/L)
<p>Review of existing heritage listings</p> <p>Engage qualified heritage consultants to review listings to:</p> <ul style="list-style-type: none"> • improve the quality of citations to ensure they remain current and accurate • revise mapping to ensure the elements of significance are appropriately protected and controls are not applied to items of no significance • meet current standards and provide the necessary information and guidance for decision making. 	City Planning	S
<p>Managing HERMES database</p> <p>Conduct a full review of the HERMES database with relation to listings in the Casey Planning Scheme to ensure it is current and accurate.</p>	City Planning	S
<p>Continue to review the HERMES database regularly as new information becomes available and Planning Scheme amendments are completed.</p>	City Planning	Ongoing
<p>Digitisation and storage of Council records</p> <p>Commence creation of a single, digital and accessible source of information for all Council records, including citations, studies, photographs, Cultural Heritage Management Plans, Conservation Management Plans heritage advice and other relevant information for each heritage place.</p>	City Planning	S
<p>Prepare an appropriate procedure/policy for the storage of historical records on behalf of the community in accordance with industry best-practice.</p>	City Planning	S
<p>Consolidate knowledge of Aboriginal cultural heritage</p> <p>Commence a review, consolidation and digitisation of all knowledge of Aboriginal cultural heritage.</p>	City Planning	S
<p>Prepare mapping of areas of known for potential sensitivity, subject to appropriate protocols, based on Cultural Heritage Management Plans in Council's database.</p>	City Planning	M
<p>Engagement with Traditional Owner Groups</p> <p>Establish positive ongoing relationships with representatives of all relevant Aboriginal communities and traditional owner groups with a view to developing a better understanding of Aboriginal heritage and how it can be supported.</p>	City Planning / Connected Communities	M

Action	Sponsor/Lead	Priority (S/M/L)
Register of Council owned heritage		
Identify all natural, cultural and built heritage assets under Council ownership and/or management and maintain a register of their location, manager and management plans.	City Planning / City Presentation	M
Ensure all Council owned assets have current and accurate heritage citations.	City Planning / City Presentation	L

8.2 Protecting

Protecting our heritage means using statutory controls to manage and protect the ongoing conservation of our natural, cultural and built heritage. It also means supporting owners and managers to protect heritage places.

Objectives

- To support conservation by applying statutory controls to places identified as of local significance.
- To ensure statutory controls are relevant and based upon accurate and current documentation.
- To lead by example through best-practice management of Council-owned heritage assets.
- To encourage owners and managers to adopt best-practice conservation approaches.

Role of Council

It is Council's role to:

- manage the Casey Planning Scheme to ensure that places of significance are appropriately protected.
- apply the principles of the Burra Charter when providing pre-application advice or assessing permit applications relating to heritage places.
- apply best practice methodology to the management and conservation of heritage places it owns and/or manages.
- regularly train staff on the history of Casey and the best practice management of heritage assets.

Action	Sponsor/Lead	Priority (S/M/L)
Internal staff training Hold regular internal training sessions to ensure relevant staff understand statutory frameworks and best practice heritage management principles.	City Planning / Statutory Planning and Building Services	Ongoing
Support and encourage participation in relevant Planning Institute of Australia PLANET Professional Development programs.	City Planning / Statutory Planning and Building Services	Ongoing
Planning Scheme Amendments Translate findings of existing heritage listings review into statutory controls under the Heritage Overlay via a series of Planning Scheme amendments. Establish key criteria for determining priority order for review.	City Planning	S
Prepare regular Planning Scheme amendments to revise the Heritage Overlay as new information becomes available.	City Planning	Ongoing
Geo-heritage Sites Review the <i>City of Casey, Victoria – Geoheritage Sites (2014)</i> study for heritage places warranting protection in the Heritage Overlay.	City Planning	M
Review Register of the National Estate Review entries in the archived Register of the National Estate against the Heritage Overlay in Casey's Planning Scheme to identify places that may not be appropriately protected or may be better protected with a different mechanism (ie. the Environmental Significance Overlay).	City Planning	M
Management of Council owned heritage Review and prepare management plans for all Council owned heritage assets and consider the need for Incorporated Plans and/or Conservation Management Plans to guide their future maintenance and development.	City Planning / City Presentation	M
Implement priority actions from conservation management plans for Council owned heritage assets through the 10 year capital works program	City Planning/City Presentation/Service & Asset Planning	M
Permit considerations Encourage an appropriate standard of documentation to be provided with permit applications.	City Planning / Statutory Planning	Ongoing
Encourage property owners to pre-application meetings prior to lodging plans involving the adaptation of heritage places.	City Planning / Statutory Planning	Ongoing
Consider whether heritage sites in strategic locations may benefit from the ability to apply for permits for prohibited uses.	City Planning	L
Consider whether owners of heritage sites may benefit from Incorporated Plans to allow permit exemptions for particular works.	City Planning / Statutory Planning	L
Consider a policy regarding referral of applications to a heritage consultant to ensure protection of sensitive interfaces with identified areas of heritage significance.	City Planning / Statutory Planning	L
Review the Heritage Overlay Schedule for applicability of specific planning controls for individual heritage places.	City Planning	L

8.3 Supporting

Supporting our heritage means providing various forms of assistance to the owners and managers of our natural, cultural and built heritage.

Objectives

- To provide advice and financial incentives towards the best practice management and conservation of heritage places.
- To ensure owners and managers of heritage places are aware of the assistance and support available to them by Casey and other agencies.
- To support Council staff and Councillors to further their knowledge and understanding of heritage and conservation practices.

Role of Council

It is Council's role to:

- support and educate land owners on their responsibilities to protect and conserve the historically significant assets on their land in accordance with best practice methodology and State and local government guidelines.
- provide financial assistance to landowners to ensure the best practice conservation of heritage places.
- engage appropriately qualified heritage consultants to provide advice to landowners on the significance of places across Casey and appropriate management and conservation techniques.
- encourage and support local history groups in their role to further develop the knowledge of history and heritage and further educating the community.

Action	Sponsor/Lead	Priority (S/M/L)
Conservation Advisory Committee Continue to support heritage via the Heritage Sub-Committee of the Conservation Advisory Committee as a tool for engagement between Council officers, Councillors and the community.	City Planning / Governance	Ongoing
Casey Heritage Grants Program Continue to support Casey's heritage owners by offering joint financial incentives towards maintenance and restoration works.	City Planning / Community Activation	Ongoing
Conduct a thorough review of the guidelines, procedures and level of funding for the Casey Heritage Grants Program.	City Planning	S
Heritage Advisory Service Continue to support Casey's heritage owners by offering a service to provide guidance and preliminary advice on maintenance, restoration or other works.	City Planning	Ongoing
Conduct a review of the service with a view to determining the most efficient and effective method for its delivery.	City Planning	S

Action	Sponsor/Lead	Priority (S/M/L)
<p>Annual brochures for heritage owners Create brochures targeted at existing and new owners of heritage places providing general information on heritage in Casey, advice on grants (including those offered by external parties) and advisory service and information on the Heritage Overlay.</p>	City Planning / Communications	M
Distribute brochures annually. Consider how this may coincide with distribution of letters regarding the Heritage Grants program.	City Planning	Ongoing
<p>Heritage Landowners Forum Hold an annual forum for owners and managers of heritage assets to provide informal opportunities to share ideas and meet with Council staff, Councillors and heritage advisors. Consider how this could relate with other events, including Casey's environmental recognition function or the National Trust Heritage Festival.</p>	City Planning	M

8.4 Promoting

Promoting our heritage means raising awareness, understanding and appreciation of our natural, cultural and built heritage.

Objectives

- To promote and celebrate Casey's most valued heritage.
- To continually raise awareness of Casey's heritage and history and encourage participation through the website, social media and public events.
- To continue to partner with and support community groups with an interest in Casey's heritage and history.

Role of Council

It is Council's role to:

- make information regarding the history and heritage of Casey publicly accessible in an easy to use format.
- educate all generations on the history and heritage of the municipality.

Action	Sponsor/Lead	Priority (S/M/L)
Promotion of best practice heritage management Utilise various forms of media (such as Casey newsletters, website, social media, awards programs) to promote best practice heritage outcomes.	City Planning / Communications	Ongoing
Casey website and online presence Review the existing Casey website heritage/history page and revise to be more accessible and engaging.	City Planning / Communications	S
Concurrent with the digitisation of Council records, consider what information can be shared with the wider community and what the best platform is.	City Planning	S
Heritage Brochures, Trails and Guides Review existing brochures, trails and guides and prepare and distribute new documents as necessary to encourage engagement with Casey's natural, cultural and built heritage.	City Planning / Communications	M
National Trust Heritage Festival Support the annual National Trust Heritage Festival, either in form of sponsorship, events or access to Council facilities.	City Planning / Events	M
Heritage Interpretation Strategy Prepare design guidelines for uniform heritage interpretive signage and plaques.	City Planning / City Design	M
Review existing signage against design guidelines and consider potential locations for new signs and plaques.	City Planning / City Design	L
Natural and Cultural Heritage Centre Scope options for a future Natural and Cultural Heritage Centre to house Casey's heritage archives and provide an education function for the community.	City Planning	L

9. Administrative Updates

It is recognised that, from time to time, circumstances may change leading to the need for minor administrative changes to this document. Where an update does not materially alter this document, such a change may be made administratively. Examples include a change to the name of a Council department, a change to the name of a Federal or State Government department, and a minor update to legislation which does not have a material impact. However, any change or update which materially alters this document must be by resolution of Council.

10. Review

This Strategy replaces the *Heritage Strategy (2001)*.

The next review of this document is scheduled for completion by 30 June 2021.