

# HERITAGE STRATEGY 2020-2023

**BROKEN HILL**  
CITY COUNCIL

**AUSTRALIA'S FIRST  
HERITAGE LISTED CITY**

QUALITY CONTROL		
EDRMS REFERENCES	11/129 – D20/47866	
KEY DIRECTION	4 Our Leadership	
OBJECTIVE	4.3 We unite to succeed in Australia's first heritage listed city	
STRATEGY	4.3.1 Develop a strategy to protect Broken Hill Heritage Assets	
RESPONSIBLE OFFICER	Acting Manager City Development and Planning	
REVIEW DATE		
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ASSOCIATED DOCUMENTS		

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Fire Station, Patton Street, General View, Argent Street, Broken Hill



Railway Museum, Blende Street



Typical Housing in Broken Hill

## 1. INTRODUCTION

This Strategy has been prepared to meet the requirements of the New South Wales Heritage Office three-year funding agreement to support local government heritage management in New South Wales. This Strategy focuses on the built heritage within the City. Council is also committed to a strategy to protect the significant Cultural Heritage of the place and desires opportunities by which Indigenous Cultural Heritage, can be more fully embraced in its cultural and heritage strategies for the City.

Broken Hill is a remarkable City with a mining history of world significance – despite minimal rainfall and extreme summer temperatures, it has survived as a unique settlement with a strong community spirit and civic pride. From 1886, it burgeoned as a mining centre attracting skilled men and labour from all over the world. By 1907, when it was proclaimed a city, 9,000 men were employed on the mines. With mining as its focus, the population of the City has peaked twice – in 1915 with 35,000 and in 1952 at just under 33,000 people. However, since that time the population has steadily declined as the mines have closed. The current population is 17,800.

The purpose of this document is to provide a summary of strategies that the Broken Hill City Council will employ, to guide heritage management for the financial years 2020/2021, 2021/2022, 2022/2023. The report provides a context of the Sustainable Development Goals and the Historic Urban Landscape approach to management of cities and their environments. It proposes that Broken Hill should refer to these frameworks in its Heritage Management Strategies.

The report also responds to the 9 recommendations of the Heritage Branch publication, *Recommendations for Local Council Heritage Management*, which have been reviewed and used in the preparation of this Heritage Strategy. This is a required framework for the NSW Heritage Office.



## 2. HERITAGE IN CONTEXT – THE SUSTAINABLE DEVELOPMENT GOALS (SDGs) 2015

The 2030 Agenda for Sustainable Development was agreed by 193 Member States at the United Nations Sustainable Development Summit (September 2015) including Australia as a signatory. There were 17 clear goals (SDGs) set to be reached by 2020. The goals apply equally to Australia and Australians as they do internationally <https://sdgs.org.au>.

Of particular relevance to the City of Broken Hill is **Goal 11 SUSTAINABLE CITIES AND COMMUNITIES** - Make cities and human settlements inclusive, safe, resilient and sustainable <https://sdgs.org.au/goal/sustainable-cities-and-communities/>. Goal 11.4 outlines 'Strengthen efforts to protect and safeguard the world's cultural and natural heritage'.



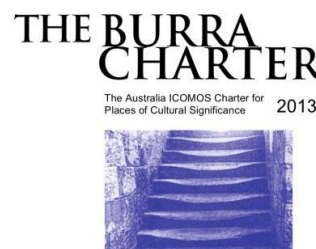
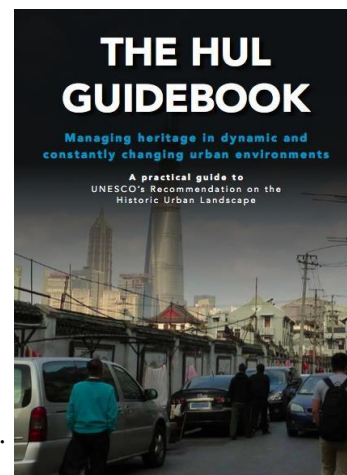
## 3. HERITAGE IN CONTEXT – THE HISTORIC URBAN LANDSCAPE RECOMMENDATION AND THE BURRA CHARTER

The UNESCO *Recommendation on the Historic Urban Landscape* (HUL) was adopted by the 36th Session of the UNESCO General Conference in 2011. HUL addresses 'the need to better integrate and frame urban heritage conservation strategies within the larger goals of overall sustainable development', (HUL introduction point 5). It states 'historic urban landscape is the urban area understood as the result of a historic layering of cultural and natural values and attributes, extending beyond the notion of 'historic centre' or 'ensemble' to include the broader urban context and its geographical setting', (HUL definition 8).

It 'provides the basis for a comprehensive and integrated approach for the identification, assessment, conservation and management of historic urban landscapes within an overall sustainable development framework'. (HUL definition 10).

The *Burra Charter*, 2013 - The Australia ICOMOS Charter for Places of Cultural Significance, 2013 - is a best practice standard for managing cultural heritage places in Australia. It was first adopted in 1979 and has evolved to reflect heritage practice today. It is designed for owners, managers and custodians of heritage places.

The Charter highlights tangible and intangible heritage including Aboriginal cultural heritage and calls for consideration of fabric, setting, use and associations. All of these issues need to be considered as part of this Heritage Strategy.



## 4. NSW HERITAGE OFFICE RECOMMENDATIONS – AIMS AND ACTIONS FOR BROKEN HILL

### RECOMMENDATION 1.0 – ESTABLISH A HERITAGE COMMITTEE TO DEAL WITH HERITAGE MATTERS IN YOUR AREA

**Background:** A Council Heritage Committee has always been an important part of the Management Framework for Council's Heritage Program, which was established in 1986. Council's website clarifies the objectives, as follows: 'The Committee is responsible for identifying opportunities and recommending to Council, community activities that will grow the City's brand as Australia's First Heritage City and to encourage community participation in heritage activities' <https://www.brokenhill.nsw.gov.au/Council/Committees/Broken-Hill-Heritage-Committee>.

**Aim:** Increased community participation, awareness and appreciation of heritage in Broken Hill – with input from local council, relevant government representatives and community members.

**Actions:**

- Ensure active consultation with various stakeholder representative bodies to ensure community participation, awareness and appreciation of heritage occurs.
- Liaise with relevant stakeholders, who should be kept informed of specific heritage matters that will be of interest to the group or individual.

### RECOMMENDATION 2.0 – IDENTIFY, LIST AND LEGALLY PROTECT HERITAGE ITEMS IN THE LOCAL GOVERNMENT AREA

**Background:** A milestone achievement for Broken Hill was securing National Heritage Listing for the City of Broken Hill in January 2015, the first and only city to achieve this recognition. Enthusiasm and interest in this recognition needs to be ongoing and the status used to leverage for other benefits, such as increased interest in heritage tourism. Council applied for and received two grants for further heritage studies in 2019 which will be completed in 2020. The 'National Heritage Values' study will provide the background for the current Heritage Survey/ LEP review, at Council level. As the City is nationally listed, the National criteria should inform local and state based heritage listings and decisions. Ongoing reviews should establish the heritage schedule for the next ten plus years. Ongoing challenges for protecting heritage relate to potential mine closures, redundancy of many buildings that have heritage value, declining population and need for buildings, ongoing decentralisation of retail away from central traditional shopping areas.

**Aim:** To increase protection and appropriate management of heritage assets.

**Council will:**

- Ensure that the outcomes of the heritage studies are acted on in updating the Broken Hill LEP, to ensure greater protection of heritage assets, acknowledging that presently the identified heritage items in the LEP, fall short of providing an adequate representative spread of the diversity of heritage within the City.
- Develop a strategy to monitor places and sites into the future that have heritage significance, in particular to assist with adaptation of redundant heritage items and places.
- Implement the provisions of the LEP including the heritage assessment clause (5.10.5), which requires appropriate heritage assessment at time of lodging Development Applications. Council can request the Heritage Advisor to assist applicants in undertaking this where required, LEP provisions include under 5.10 Heritage Conservation include:
  - (4) **Effect of proposed development on heritage significance** the consent authority must, before granting consent under this clause in respect of a heritage item or

*heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).*

- (5) **Heritage assessment** the consent authority may, before granting consent to any development -
- (a) on land on which a heritage item is located, or*
  - (b) on land that is within a heritage conservation area, or*
  - (c) on land that is within the vicinity of land referred to in paragraph (a) or (b), require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.*
- (6) **Heritage conservation management plans** the consent authority may require, after considering the heritage significance of a heritage item and the extent of change proposed to it, the submission of a heritage conservation management plan before granting consent under this clause.

- Ensure that current Development Control Plans are completed and regularly updated as required. Current DCP dated 2016 includes heritage guidelines.
- Continue with electronic formatting of heritage listed items and inclusion of electronic photographs into the Council database.
- Respond to any threats for demolition of places – either individually listed or within Conservation Areas.
- Continue to provide input to the NSW Heritage Branch in the identification and listing of state significant buildings/places within the City of Broken Hill Region on the State Heritage Register.

### **RECOMMENDATION 3.0 – APPOINT A HERITAGE ADVISOR TO ASSIST THE COUNCIL, COMMUNITY AND OWNERS OF HERITAGE ITEMS**

**Background:** Broken Hill City Council continues its Heritage Advisory Service, now in its 33rd year of operation. It was the second advisory service established in NSW and has the reputation for being a very successful program.

**Aim:** To increase community participation and proactive heritage and urban design management in Broken Hill.

#### **Council will:**

- Request input from Council's Heritage Advisor in the assessment of applications likely to impact on the heritage significance of buildings and places – ensure that this is broadly applied given the National Heritage List status of the whole City, even if/where places effected are not individually listed in the LEP.
- Continue to provide input for pre-Development Application (DA) meetings.
- Continue to provide input for design of new development in a heritage context and provide design input for this.
  - Continue to provide designs for new verandahs including preparation of sketches and drawings in Broken Hill Heritage Conservation Areas.
- Actively promote and identify sources of funding for projects, such as State or Commonwealth Government initiatives and advise property owners on required information for application.
- Actively promote and identify conservation projects (building maintenance and repairs) and assist with works.
- Continue to provide input into the review of Council reports, policies and standards relating to heritage management and urban design.

- Provide advice to owners of key buildings requiring conservation and upgrading.
- Work with the mines on management of their heritage assets.

#### **RECOMMENDATION 4.0 – MANAGE LOCAL AND STATE HERITAGE IN A POSITIVE MANNER**

**Background:** Council has always prioritised positive and proactive management of heritage sites and issues positively. Studies undertaken in 2020 – the 'National Heritage Values' Study and the Local Government Heritage Study seek to explain and expand upon the heritage values as a benefit to the City, many of which are based around the heritage appeal of the City.

Council has been pro-active in offering advice to a wide range of people in the community on heritage and engaging with them not just in relation to heritage matters but to assist in better design, process, dealing with Council etc. to make the overall process of gaining approvals more straightforward and the processes more certain. Heritage is a core value of the City and heritage week activities and a range of other events through local groups work towards this. There can be pressures to demolish heritage items and places within heritage areas where it is perceived that it will be cheaper and easier to build something new. This perception may be correct in some cases, but the progressive loss of items or contributory buildings erodes the core heritage value of the City and can establish precedents that will undermine heritage values and places. Consequently, it is also necessary for Council to be clear on how the listings are understood and when consents are required.

Council previously had delegation from the Heritage Council of NSW for changes to State Heritage Register listed places where the works would not have a major adverse impact on heritage values. However, this was revoked.

Recently (1 September, 2020) the NSW Heritage Council allowed the City of Sydney Council to grant exemptions or approvals for changes to State Heritage Register listed places, where the works would not have a major adverse impact – or materially affect – the important heritage values. These delegated functions are now formally activated, i.e. City of Sydney Council can now assess and determine applications under the *Heritage Act 1977* within the City of Sydney Local Government Area. This delegation power would be of great advantage to the City of Broken Hill.

**Aims:** Proactively manage heritage and urban design within Broken Hill, promote the conservation and maintenance of the Broken Hill's heritage and provide policies appropriate to the assessment of applications, which relate to places of heritage significance.

#### **Council will:**

- Pursue with the Heritage Council of NSW the ability for the Broken Hill City Council to grant exemptions or approvals for changes to State Heritage Register listed places, where the works would not have a major adverse impact – or materially affect – the important heritage values. Council previously had this delegation.
- Investigate sources for another training program which was successfully run with ABCT training from Adelaide during the Heritage Near Me Week (October 2016).
- Continue to digitise significant newspapers and other documents as part of the Broken Hill Outback Archives collection.
- Encourage activation of vacant shopfronts. Vacant shopfronts should be seen as an opportunity to be used for temporary displays, with owners encouraged to participate in the activation of shopfronts similar to the Newcastle NSW 'Renew Newcastle: Creating Creative Enterprise Hubs: A Guide by Marcus Westbury'. This approach should lift the appearance of Argent Street, adding value to the visitor experience and engendering a greater sense of pride and place amongst the local community. Participating societies, school groups and art organisations could provide a window display, using historic items for contemporary displays of interest to bring greater life to the street.



- Liaise with relevant agencies so that Aboriginal heritage is also well managed.
- Provide property owners with advice on heritage controls and/or incentives that may apply to their heritage item.
- Provide updated heritage guidelines and fact sheet for builders and owners.
- Evaluate the success of heritage programs and investigate new opportunities.
- Provide owners of heritage items with free conservation advice - this is currently being undertaken and will be continued.
- Support the use of incentives for appropriate heritage work.
- Provide updated conservation guidelines for distribution within the City.
- Provide specific advice for property owners on relevant technical problems (e.g., use of lime mortar rather than cement mortar for any stone and brick re-pointing)
- Ensure that the comprehensive LEP has appropriate controls for the assessment of applications for conservation areas or places of heritage significance.
- Continue to seek the input of Council's Heritage Adviser in the assessment of applications likely to impact on the heritage significance of buildings or places. Request heritage impact reports where required for major applications
- Continue to implement the heritage provisions within Council's Development Control Plan relating to heritage.
- Establish oral history recordings. The remoteness of the region and necessity to be self-sufficient, created generations of Broken Hill citizens who saved, improvised and collected. The legacy of this bygone approach to survival in this remote arid zone is a wealth of knowledge, stories and social history memorabilia. This generation of Broken Hill people are now, largely, in their 80s. There is an urgent need to focus on safeguarding these collections and the oral memories that go with them. Funding needs to be sourced for a comprehensive oral history project to be launched.
- Apply to re-establish delegation for processing of development applications associated with minor works to State heritage items.

**RECOMMENDATION 5.0 – CONTINUE THE HERITAGE INCENTIVES FUND TO PROVIDE SMALL GRANTS TO ENCOURAGE LOCAL HERITAGE PROJECTS AND TRAINING PROGRAMS, SEEK OUT OTHER RELEVANT FUNDING**

**Background:** Council policy for these programs is outlined in <https://www.brokenhill.nsw.gov.au/Council/Policies/Heritage-Assistance-Grants-Policy>  
Evaluate Council grants program to include a review of funds available, with the aim to set out a detailed strategy for future grants based on a revised approach and more significant projects.

**Aim:** Increased community participation and proactive conservation and management of heritage within the Broken Hill region.

**Council will:**

- **Broken Hill Heritage Assistance Grants** - The Heritage Restoration Fund is administered by the City of Broken Hill and has supported the conservation of many key buildings in the City. This program, now in its 34th year, provides grants and loans for private property owners. This fund is used to finance the verandah program and a residential paint scheme program. Continue to actively use and supplement this funding as required.
- Seek out other funding sources, to ensure that more verandahs are constructed to assist with heating/cooling issues on commercial properties and on main street properties generally.

- Encourage new commercial development to incorporate shading verandahs and provide landscaping in car parks to reduce ambient temperatures and address private and public OHS issues, thereby ensuring a wider compatibility with the City's Sustainability Strategy 2018-2023.



*Run of continuous verandahs all erected as part of the verandah program, which now provide amenity and shade for pedestrians and business owners.*



## **RECOMMENDATION 6.0 – RUN A MAIN STREET PROGRAM**

**Background:** There have been various projects focused on Argent Street and Oxide Street and their activation. The long-term projects of reinstating verandahs and colour schemes has had a significant visual impact on the character of the main streets. However, there are economic and social issues that underlie how the city's main streets function that are critical elements to address. The shift to larger shopping centres away from Argent Street, the closure of banks and other issues require examination and resolution for the main street and CBD area to function. Other works can take place and will follow activation, but a heritage upgrade will not resolve the functional needs of the City. Heritage is a key element to how change can happen and retaining heritage values and elements is critical to the future of the CBD. Council will implement the recommendation of a CBD Masterplan in 2021/2022.

**Aim:** Encourage the upgrade and improvement of Argent, Oxide and Patton Streets as the main commercial heritage streetscape hubs.

### **Council will:**

- In the immediate future focus on the economic reactivation on Argent Street by encouraging businesses to locate there and improve the overall amenity of the street.
- Look to increase residential use in the main street area to increase activation of the streets.



## RECOMMENDATION 7.0 – PRESENT EDUCATIONAL AND PROMOTIONAL PROGRAMS

**Aim:** To raise community awareness and appreciation through education on heritage related issues and management within Broken Hill and to promote cultural heritage and museum development opportunities.

### Council will:

- Promote Broken Hill events and projects.
- Encourage involvement and interaction with local schools to ensure involvement of young people, and their schools in local heritage activities. Utilise the resources of the History Council of NSW (refer [historycouncil.nsw.org](http://historycouncil.nsw.org)) and the Historical Society of Broken Hill. Develop historical themes as encouraged by the History Council. This initiative could also link into projects of other stakeholder groups.
- Continue to promote Broken Hill at relevant symposiums and encourage the use of Broken Hill as part of conferences, e.g. as part of post conference tours.
- Encourage tours of special interest groups to Broken Hill – e.g. geology clubs, historical societies etc. Importantly, given the Australian National Trust movement is about 100,000 strong and is part of the 7 million strong International National Trusts Organisation, the City should proactively engage with National Trust movement to generate interest and assistance, designing heritage tours opportunities within the City.
- Liaise with Heritage Committee members to determine ongoing nature of the Annual Heritage Awards.
- Continue to promote and develop a range of brochures for Broken Hill in respect of heritage conservation issues and different components of the region's history.
- Continue to liaise with and involve community groups, on issues affecting heritage



conservation in Broken Hill.

- Provide heritage information sessions for the Council as required.
- Investigate preparation of a database of heritage items and places of historical significance accessible to the public, which is to be accessed through Council's website.
- Continue to provide support to community and tourism groups in the development of cultural heritage tourism projects and programs.

#### **RECOMMENDATION 8.0 – THE BROKEN HILL CITY COUNCIL TO LEAD BY EXAMPLE BY PROPERLY MANAGING PLACES OWNED OR OPERATED BY COUNCIL**

**Background:** Council has engaged in a range of upgrades and works to their own properties. Heritage issues are considered during the design and development processes. There is now an increasing awareness of the importance of due process in relation to heritage and approvals to ensure that the heritage assets that Council owns are assessed in relation to their heritage values. The 2020 audit of Council assets includes heritage considerations.

**Aim:** To increase Council and community participation in the proactive conservation and management of heritage within Broken Hill.

**Council will:** Continue with its management of its heritage assets via the following which include:

- Maintain a register of assets with heritage significance. Works to heritage listed Council sites should be flagged for heritage referral prior to planning or implementing works. Council will engage in best practice in relation to Council owned heritage assets.
- Continue to maintain existing significant heritage assets including the following:
  - Various structures with parks owned by the Broken Hill City Council, e.g. rotundas.
  - Assist in resolving the issues of retention of mining structures on the Line of Lode - including safety, liability and proposed demolitions.
  - Set a good example to the community by properly managing places owned and operated by Council.
  - Prepare Conservation Management Plans and/or concise Heritage Strategy Plans for Council owned properties, depending upon the availability of funding, and where required.
  - Seek out suitable sources of funding.



*Sully's Emporium 393 Argent Street before (left), after major upgrade works – completed January 2005*



*Art Store Added in 2010*

### **RECOMMENDATION 9.0 – PROMOTE SUSTAINABLE DEVELOPMENT AS A TOOL FOR HERITAGE CONSERVATION**

**Aim:** Proactive heritage and sustainable development within Broken Hill region.

**Council will:**

- Reference the Sustainable Development Goals as an overarching objective for heritage management, particularly Goal 11
- Continue to implement the sustainability framework for heritage within its Community Strategic Plan 2010- 2030 and will continue to implement this framework
- Encourage appropriate change of use for heritage buildings to ensure the ongoing use and maintenance of these buildings
- Ensure that the installation of solar panels on buildings within the heritage conservation areas and on heritage items are in appropriate locations
- Encourage re-use of buildings and materials and sustainable approaches to new design.





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