

Tweed Heritage Strategy 2020-2023

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1 Introduction

The Tweed Shire Heritage Strategy sets out Council's approach to the management of built and other non-Aboriginal historic heritage in the Tweed local government area over the next 3 financial years. It does this by identifying and committing to a set of heritage initiatives to conserve and protect, as well as promote an understanding and appreciation of heritage in the Tweed.

Public awareness of the value of heritage management and conservation is ever growing in the Tweed. Over the next three years it is anticipated the ongoing promotion of best practice heritage management, through the actions outlined in this strategy, will become even more widely recognised and taken-up by the wider community.

The public is being supported through a range of media about good heritage management such as easy to find website information and accessible fact sheets and guidelines, which will be progressively updated and expanded over the life of this strategy. Promotion of grants programs and incentives for property owners has also raised awareness and understanding of heritage in the Tweed over recent years.

Council has an important role in identifying, assessing and managing heritage in the Tweed. It fulfils this role through the preparation of local environmental plans, development control plans, strategic planning, heritage management plans, development assessment and ongoing education of both Council staff and the community.

The active approach that Council takes to heritage management is highly dependent on continued success at gaining external funding, extensive community participation and contribution, and ongoing Council budgetary support. These funding and participation sources are vital to the ongoing success of heritage management in the Tweed as set out in this strategy.

This Strategy has been designed to meet the requirements of the NSW Heritage Division's funding agreements in support of local government heritage management in NSW.

The NSW Heritage Branch publication *Recommendations for Local Government Heritage Management* has been reviewed and utilised in the preparation of this heritage strategy.

2 Purpose

The purpose of this document is to provide the primary non-statutory strategic pathway for local heritage management in the Tweed. It provides a summary of the strategies and actions Tweed Shire Council will employ to guide heritage management for the financial years 2020-21, 2021-22 and 2022-23.

This strategy is concerned with heritage management within the context of Council's jurisdiction in land use and infrastructure planning, compliance and regulation. It does not extend display, celebration or archiving of artefacts or historical information. These elements of heritage management and promotion are conducted primarily by Council's Community Services Unit, including the Tweed Regional Museum, and whilst related are not necessarily directly linked to the objectives sought by this strategy.

Additionally, the Tweed contains Gondwana rainforests that are World Heritage listed in relation to their ecological value and excellent examples of geological processes. This Strategy does not extend to objective and actions for the conservation and protection of these World Heritage listed places, acknowledging the level of protection that already exists for these areas in higher level legislation and governance.

Similarly, this strategy does not extend to protection and management of Aboriginal Cultural Heritage, leaving this instead to existing established policy. The award-winning Tweed Shire Aboriginal Cultural Heritage Management Plan (ACHMP) was adopted by Council in 2018. It provides a comprehensive framework for the assessment, management, protection and conservation of Aboriginal cultural heritage in the Tweed. The ACHMP has been successfully integrated into Council's development processes.

3 Today's Tweed Context

Tweed Shire is the northern-most local government area in coastal NSW. It shares a border with the City of Gold Coast and Scenic Rim local government areas in Queensland to the north, Kyogle to the west, and Lismore and Byron Shire to the south.

It is the largest local government area on the NSW north coast, covering over 1300 square kilometres with a population of over 92,000.

Tweed Shire includes the rural villages of Tyalgum, Uki, Tumbulgum, Condong, Chillingham, Burringbar and Mooball, Crabbes Creek and Bilambil, with substantial rural areas focussed around those villages and smaller rural hamlets. There is also significant coastal development including the villages of Pottsville, Hastings Point, Cabarita, and Fingal Head, the growing town of Kingscliff, and the major regional centre of Tweed Heads.

The region has been experiencing significant growth and development in recent years, particularly in coastal areas, and is anticipated to accommodate a large proportion of the North Coast Regional Plan's forecast of increase in population, housing and employment. Increasing development pressure can increase the risk to vulnerable attributes such as heritage and the natural environment. It is therefore essential that the local heritage items and places of the Tweed are protected into the future.

4 Historical Context

The Tweed's history began with the Bundjalung people who have lived in this nation for over 40,000 years. The landscape is a significant part of their cultural connection to place, with Wollumbin, the coastal plains and other features holding special significance. Aboriginal cultural heritage is methodically explored, described, mapped and protected through the award-winning Tweed Aboriginal Cultural Heritage Management Plan.

Early European settlement was founded seeking out the highly valuable red cedar timber and later agriculture with the production of sugar cane, dairy and grazing being the primary industries of the region in the 19th and 20th centuries. The rivers of the area played an integral part in the transport of goods and people. In more recent times, tourism and lifestyle choice have increasingly become drivers for how people experience and interact with the Tweed.

5 Legislative Context

In Australia the responsibility for managing heritage spans all levels of government. However, the primary responsibility for managing historic heritage lies within state and local government jurisdictions.

The NSW Heritage Council and the NSW Heritage Branch oversee items of state heritage significance listed on the State Heritage Register. There are three legislative instruments that regulate cultural heritage in New South Wales:

1. NSW Heritage Act 1977
2. NSW Environmental Planning and Assessment Act 1979
3. NSW National parks and Wildlife Act 1974

Local government has responsibility for local heritage items and heritage conservation areas. The principle legislative tool that guides local government management decisions is the local environmental plan.

Councils also has the ability to prepare strategic documents that guide how they approach heritage management outside of the regulatory space, for example through community engagement, grants programs and promotion of heritage conservation more widely in the community.

Tweed Shire Council implements heritage management through the Tweed Local Environmental Plan 2014, the Tweed Development Control Plan Section A15 Heritage, the Tweed Aboriginal Cultural Heritage Management Plan 2017, and the recommendations of the 2012 Tweed Community Based Heritage Study

Together these plans inform the holistic management of built, cultural and natural heritage of the Tweed.

6 Heritage Management in the Tweed to Date

Heritage conservation and management in the Tweed Shire in 2020 is in a stronger position than it has ever been.

With adoption of the Community Based Heritage Study and its subsequent implementation through the heritage schedule of Tweed Local Environmental Plan 2014, heritage protection is now a reality for 146 items, 6 archaeological sites and 6 Heritage Conservation Areas.

Assisted by funding under the NSW Government's Heritage Grants Program, the Tweed Local Heritage Assistance Fund has been running successfully for six years. The program provides financial incentives to owners of heritage items or properties within heritage conservation areas for small scale conservation, repair or restoration projects.

In 2014 a part-time Heritage Advisor position was appointed, and since then has been providing invaluable heritage expertise to the community and council staff on a wide range of heritage related matters.

With funding support from NSW Heritage Grants Program, Tweed Shire Council successfully implemented the 'Look Up' Program during 2015 and 2016. The 'Look-Up' program funded physical improvements to the front façades of buildings within the

Murwillumbah Main Street Heritage Conservation Area, with a particular emphasis on the removal of air conditioning units from front windows and repairs and appropriate period repainting to shop fronts and parapets. The program promoted best practice heritage management and practice through targeted projects and partnering with private property and business owners. It received significant community acknowledgement given its high visibility and clear positive visual impact on the character of the main street.

In addition to promoting heritage conservation on private property, Tweed Shire Council has promoted best practice heritage management through own its asset management. A significant number of Council's own buildings are listed, and there have been a number of refurbishment and repurposing projects over the past few years that have incorporated heritage conservation works. Some examples include the Kingscliff Community Hall upgrade, which won the Australian Institute of Architects NSW Country Division Heritage Award in 2019; refurbishment of the Queen Street Amenities building in the Murwillumbah Town Centre; and repurposing the Coolamon Centre for administrative use.

7 Strategic Framework

This document draws from and maintains consistency with higher order strategic plans that contain directions for the protection and management of the Tweed's heritage. How the objectives and directions from these documents that link to heritage conservation and this Strategy are described below.

7.1 North Coast Regional Plan 2036

Regional objectives within the *North Coast Regional Plan 2036* that relate to heritage are:

- the protection of historic heritage, ensuring best practice heritage management consistent with the ICOMOS guidelines;
- preparing and reviewing heritage studies for the LGA and managing the adaptive and sympathetic use of heritage items and assets.

7.2 Tweed Community Strategic Plan 2027

The *Tweed Community Strategic Plan 2017-2027* (CSP) is the centrepiece of the local government Integrated Planning and Reporting framework and every plan, strategy or policy Council develops should align with the visions, priorities and goals stated in that plan

The community of the Tweed have expressed aspirations for the protection of local character and identity through the CSP vision for the Tweed which is:

The Tweed will be recognised for its desirable lifestyle, strong community, unique character and environment and the opportunities residents enjoy

Heritage is a significant component of the character of many of the Tweed's rural villages and more established urban areas.

The actions within this 3-year heritage strategy are aligned with the strategic direction identified within the "leaving a Legacy" service stream of the CSP, which is to *plan for sustainable development which balances economic, environmental and social consideration; and to promote good design in the built environment.*

The key action to this direction is the *sustainable management and protection of Aboriginal and European heritage*.

7.3 Draft Tweed Local Strategic Planning Statement

The draft *Local Strategic Planning Statement* (LSPS) sets out a 20-year vision for land use planning in the Tweed. The importance of heritage, preservation of character and celebration of identity are key themes within the planning priorities and associated actions of the draft LSPS, as listed below:

- Promote the respect, protection and management of Aboriginal cultural heritage and historic heritage.
- Preserve and enhance the distinctive characteristics of our centres, towns and villages that make them unique and special, into the future.
- Promote a diverse tourism industry that is in harmony with and leverages off, the Tweed's natural environment, rich cultural and heritage assets, emerging niche rural industries and enhances local communities, culture and environment.

Public exhibition of the draft Tweed Local Strategic Planning Statement (LSPS) is complete and the document is now in the final stages of review for adoption.

7.4 Tweed Community Based Heritage Study 2012

The Tweed Community Based Heritage Study 2012 was commissioned to investigate and record items of heritage significance in the Tweed Shire, and to provide recommendations for the protection and management of these places into the future. It delivered an inventory of significant places, an analysis of their significance and recommendations for listing, detailed management policies and importantly, recommendations to implement a community heritage grants scheme and appoint of a Heritage Advisor through the NSW Heritage Grants programs.

8 Key Directions

The Key Directions are informed by the NSW Heritage Branch publication *Recommendations for Local Government Heritage Management*.

8.1 Community Participation

Objectives

Increase community participation in heritage matters

Increased community awareness and appreciation of heritage in the Tweed

Actions

Continue to seek external funding to support community members in their heritage conservation endeavours.

Investigate potential to implement an annual community heritage award to encourage people to look after heritage properties.

Encourage local heritage consultants, tradespeople and suppliers to list themselves on the directories on Heritage Division website and Council's consultants list so that community can find them.

Leverage on opportunities for community engagement and heritage awareness during implementation of the Tweed Shire Council Cultural Plan.

8.2 Identify Heritage Items and Heritage Conservation Areas

Objectives

Identify and protect buildings and places of local heritage significance through listing in the local environmental plans.

Increase knowledge and proactive management of heritage in the local area.

Promote heritage as a key contributor to local character.

Actions

Incorporate the heritage items and heritage conservation areas recommended by the Tweed Community Based Heritage Study into the Tweed City Centre Local Environmental Plan 2012.

Review existing Heritage Conservation Area boundaries within the Tweed Local Environmental Plan 2014.

Maintain and update the State Heritage Inventory database as new items of heritage significance are identified and/or as changes occur to listed items and conservation areas.

Review the 2012 Tweed Community Based Heritage Study to ensure the Tweed's diverse heritage is recognised and represented in heritage listings, covering a range of places and items.

Prepare a heritage housekeeping Planning Proposal to update the Tweed LEP 2014 heritage schedule and mapping.

Encourage local character statements or community visions within locality plans to consider heritage as a key character component where appropriate.

8.3 Heritage Advisor Service

Objectives

Increase community access to heritage information and professional advice.

Build capacity within the organisation to achieve positive heritage outcomes.

Actions

Continue seeking annual funding to support the existing Tweed Heritage Advisor Service.

Provide free technical expertise to assist the community, owners and occupants with the conservation and longevity of heritage items and places.

Provide advice to assist property owners in gaining independent heritage funding for conservation works.

Seek the input of the Heritage Advisor in the promotion and education of heritage management.

Seek the input of the Heritage Advisor in the assessment of development applications that have potential to impact on the heritage significance of buildings or places.

Heritage Advisor to maintain and Update the Heritage Inventory Database.

Heritage Advisor to undertake further review of site card information and inventory for heritage listed properties.

8.4 Manage Local Heritage in a positive manner

Objectives

Ensure development occurring to or on heritage items or within heritage conservation areas is sympathetic to the heritage significance and ensures a strong future for heritage.

Promote the conservation and maintenance of the Tweed's heritage.

Proactive effective heritage and urban design management.

Minimise additional cost to owners of heritage places

Actions

Establish a local heritage suppliers and services directory.

Investigate concessions on Development Application and Construction Certificate fees for heritage conservation works.

Continue the Local Heritage Assistance Fund and Heritage Advisor services, which provide free professional advice and financial support for heritage conservation works.

Maintain an effective compliance service to provide a deterrent from damage to heritage and ensure heritage is protected and enhanced.

8.5 Continue the Tweed Local Heritage Assistance Fund grant program

Objectives

Increased community participation and proactive conservation and management of heritage in the Tweed

Provide small grants to encourage local heritage projects

Minimise additional cost burden to owners of heritage properties

Actions

Continue to seek funding for, promote and administer the Tweed Local Heritage Assistance Fund on an annual basis.

Run promotional campaign at end of program to maintain awareness for following year.

Amend procedure and policy framework to include the collection of feedback from successful applicants on completion of program to inform improvements to the program. Conduct a survey of past grant recipients to garner feedback on the success of the program so far.

Investigate opportunities to develop a specific fund to assist not-for-profit community groups and owners (not developers) to prepare Conservation Management Plans.

Investigate a cycle of targeted fund allocation for main street improvements only every two or three years.

8.6 Main Street Program

Objectives

Council and the community actively participate in achieving attractive and well managed heritage main streets.

Actions

Investigate a cycle of targeted fund allocation from small grants program for main street improvements within Murwillumbah and/or villages every two or three years.

Develop a heritage information package for owners of main street commercial heritage properties.

Review of Murwillumbah Main Street Heritage Conservation Area.

8.7 Educational and Promotion

Objectives

Increased awareness and appreciation of heritage by the council, owners and community.

Raised community awareness and appreciation of heritage through education.

Actions

Investigate potential to implement an annual community heritage award to recognise people who look after heritage properties, have improved the heritage potential of the area, and encourage others to do the same. Example award name: the 'Tweed Heritage Ambassador Award'.

Host at least one community education event/seminar every two years that provides information on how to appropriately care for and maintain older buildings.

Provide opportunities for relevant staff to attend training courses and conferences.

Encourage staff develop and maintain industry connections through networking emails and events.

Review accuracy and presentation of website and printed material (existing fact sheet series) to incorporate up to date information and incorporate Plain English.

Encourage local heritage consultants, tradespeople and suppliers to list themselves on the directories on Heritage Division website.

Continue to provide support to Tweed Regional Museum and Community Services team in development of Heritage Walking Trail.

Provide input into Signage Policy review with emphasis on heritage signage.

Contribute appropriate information / articles to the Tweed Link to inform the community about heritage issues and events.

8.8 Lead by Example

Tweed Shire Council has a significant number of assets that are listed as locally significant under the Tweed Local Environmental Plan 2014. Council commits to continue managing its heritage listed assets to industry best practice standards and aspires to award winning quality of heritage conservation.

Objectives

Set a good example to the community by properly conserving and managing heritage places owned and operated by Council.

Raise staff awareness and appreciation of heritage through appropriate training.

Actions

Prepare an inventory and mapping (heritage asset register) of historically significant places and buildings owned or managed by Tweed Council and awareness program for relevant staff.

Prepare heritage asset maintenance plans or conservation management plans for Council owned heritage buildings and places, as funding becomes available.

Ensure works to public infrastructure, spaces, parks and Council owned assets to heritage items and within conservation areas and in the vicinity of heritage items respect and consider heritage significance.

Implement outstanding recommendations of the Tweed Shire Community Based Heritage Study 2012.

Ensure records are appropriately archived – implement a new standard condition for development consents to heritage items that Statements of Heritage Impact and relevant photographic records are to be registered on TROVE.

8.9 Promote Sustainable Development as a tool for heritage management

Heritage and sustainability are intrinsically linked. The principles of heritage conservation fit neatly within the philosophical context of sustainability – recycle, reuse and minimise environmental and socially negative impacts.

Objectives

Proactive heritage and sustainable development through promotion of sustainable management and adaptation of heritage places

Actions

Promote the social, economic, and environmental benefits of heritage management to the community through heritage advisor service and general urban design and planning advice.

Produce a fact sheet on the sustainable management and use of heritage items or within conservation areas

Produce fact sheet to guide the installation of solar panels and other new technology on heritage items or within a conservation area

Encourage innovation and support and enable interpretation and compatible adaptive reuse, infill or sympathetic additions to heritage places.

Encourage regeneration of places within conservation areas and discourage development which may detract from the heritage values of conservation areas and listed heritage places with the Heritage DCP

Encourage appropriate endemic and other landscape planting within heritage places and the conservation areas with the Heritage DCP

Encourage energy efficiency and water saving measures within conservation areas and heritage places within the Heritage DCP

9 Review Timeframes

This strategy sets out Council's aspirations for the 2020-2021, 2021-2022 and 2022-2023 financial years.

Review of the actions within this plan will be undertaken in the second quarter of 20203.



TWEED

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