

DRAFT MELBOURNE HERITAGE STRATEGY 2024

STORIES OF PEOPLE AND PLACE



CITY OF MELBOURNE

Acknowledgement of Traditional Owners

The City of Melbourne respectfully acknowledges the Traditional Owners of the land we govern, the Wurundjeri Woi-wurrung and Bunurong / Boon Wurrung peoples of the Kulin and pays respect to their Elders past and present.

We acknowledge and honour the unbroken spiritual, cultural and political connection they maintained to this unique place for more than 2000 generations.

We accept the invitation in the Uluru Statement from the Heart and are committed to walking together to build a better future.

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Summary

This is our draft new heritage plan for the City of Melbourne. It sets a new direction, based on a broad, people-centred and city-wide approach to cultural heritage.

We have taken the opportunity to review what we have achieved since the last strategy was published in 2013 and to consider some of the challenges ahead. We are proud of what we have achieved, including a series of comprehensive Heritage Reviews for our neighbourhoods, an updated heritage protection system and the first online map of Aboriginal Melbourne, working with Traditional Owners and other Aboriginal people with connections to the City of Melbourne, to begin to capture the places and landmarks that hold special significance.

However, much has changed since 2013, and we need to reconsider our priorities in light of the major challenges that we face as a city. In this strategy, we outline five priorities for our work on heritage:

- Aboriginal heritage
- Powerful experiences
- Distinctive places
- The climate and biodiversity emergency
- Stewardship.

In line with the Uluru Statement from the Heart, we need to walk together with the Traditional Owners of the land, the Wurundjeri Woi-wurrung, and the Bunurong / Boon Wurrung peoples, as well as other Aboriginal and Torres Strait Island peoples with connections to the City of Melbourne.

One of our headline challenges is the climate and biodiversity emergency. Heritage must be part of the solution and not contribute to the problem. When we consider sustainable development in Melbourne's future, we need to consider culture – including heritage – alongside environmental and social issues. Our city is growing fast, and we must find new and more creative ways to both care for people's heritage and address other issues that are important to our community and impact their lives, such as the need for an increased housing supply.

We also need to listen to the views of our partners and stakeholders, from those who question the value of heritage to the passionate enthusiasts, understanding their concerns and priorities. This way of thinking goes beyond the perspective that heritage is about protection alone. It also recognises the many ways people engage with heritage through heritage experiences and activities. It takes a city-wide approach that embeds heritage in other aspects of our work.

We recognise that how we work is just as important as what we do. We are proposing five ways of working that embed a broad, people-centred city-wide approach into everything we do. We will be respectful and informed, collaborative, integrated, inclusive, and long-term and sustainable. We look forward to your feedback and working in partnership to take this draft plan forward.

Figure 1 Plan on a page



Heritage snapshot

We have compiled an initial overview of the rich diversity of the City of Melbourne's heritage, including some of the people and organisations involved.

Aboriginal heritage

Vast areas of cultural heritage sensitivity across the municipality have been identified, which may contain Aboriginal heritage. The local Heritage Overlay lists three places as Aboriginal heritage places and many more potential places have been identified through our recent heritage reviews. Mapping Aboriginal Melbourne, an interactive digital map developed with Traditional Owners and Aboriginal communities, maps places of Aboriginal historical and cultural significance within the municipality.

Figure 2 Locations of Aboriginal cultural significance



Top Left *Eel Trap*, 2003, Fiona Clark (Kirrae Whurrong) and Ken McKean, Location: Birrarung Marr

Top Right *Futurescape*, 2013, Helen Bodycomb (and the children at ArtPlay) Location: Backyard at ArtPlay, Birrarung Marr

Bottom Left *Birraring Wilam (Common Ground)*, 2006, Vicki Couzens (Kirrae Whurrong/Gunditjmara),

Lee Darroch (Yorta Yorta, Mutti Mutti and Trawlwoolway) and Treahna Hamm (Yorta Yorta), Location: ArtPlay, Birrarung Marr

Bottom Right Smoking ceremony at narm ngarrgu Library and Family Services, Munro development, 2024

Figure 3 Heritage places in the City of Melbourne



Parks and gardens

The City of Melbourne has nearly 480 hectares of internationally acclaimed parks and gardens. Most of our 14 major parks and gardens have some form of heritage protection or include important cultural assets, such as the World Heritage-listed Carlton Gardens and Royal Exhibition Building. While not all are heritage-listed, smaller local parks and reserves also add definitive character to our neighbourhoods. Many trees on private properties and in public spaces have heritage protection.

Heritage buildings as creative hubs and exhibition and community spaces

City of Melbourne manages galleries, exhibition spaces and studio spaces, some of which are housed in historic buildings. For example, the Meat Market is an iconic heritage-listed building, which provides a hub for creative arts and cultural productions. A former railway signal box houses the Signal creative hub, while other historic buildings such as Kathleen Syme Library, Kensington Town Hall, Boyd Community Hub and Melbourne Town Hall provide public facilities and host exhibitions and events.

Heritage fleet

Melbourne is home to a significant number of historic vessels and replicas of historic ships. The heritage fleet comprises the Alma Doepel, Enterprize, Steam Tug Wattle, Polly Woodside and the Mission to Seafarers building, which opens vessels to the public and provides sailing experiences. The Australian Register of Heritage Vessels includes many other historic vessels with connections to Melbourne.

Our collections

Our City Collection is an eclectic and important range of cultural material, comprising 8000 items from public art and memorials to historical artefacts, photography and more. The City Gallery at Melbourne Town Hall presents frequent exhibitions on city life past and present. Specialist curators collaborate with artists and filmmakers to offer intriguing views of Melbourne life. Our seven public libraries provide physical and digital resources to help visitors explore the history of their house, create a family tree, research history, or simply browse. The libraries also offer interactive self-guided walks and access to various exhibits.

Languages and cultural diversity

Melbourne is home to one of the most multicultural communities in Australia. More than half of residents were born overseas and use a language other than English at home. The city's residents speak more than 100 languages and come from around 140 different cultures.

Cultural diversity is also celebrated within our streetscapes. Chinatown and Lygon Street boast a rich and long-standing history of migration to the municipality. Chinatown was first protected over 40 years ago and today maintains a vibrant and ever-evolving network of colourful traditional signage, food and cultural events.

People and organisations

Many other people and organisations are involved in heritage in the municipality.

- **Owners and occupiers** – The majority of protected heritage places are owned or occupied by individual householders. Others are owned or occupied by businesses or not-for-profit organisations. A relatively small percentage of heritage assets are open to the public – the majority are in everyday use as residences, business premises or public services.
- **Volunteers** – Heritage relies heavily on volunteers. Approximately 14 per cent of people in the municipality volunteer, although we don't know how many of those volunteer for heritage activities.
- **Heritage organisations, museums and galleries** – Melbourne hosts a range of museums, galleries and heritage visitor attractions, including the Australian Centre for the Moving Image, Melbourne Immigration Museum, Melbourne Museum, National Gallery of Victoria, Shrine of Remembrance and the Old Treasury Building Museum.
- **Community organisations** – Many passionate local organisations advocate for community heritage including a wide range of Aboriginal community organisations, six historical societies including the Royal Historical Society of Victoria, 16 resident and community groups and the Genealogical Society of Victoria, which represents 46 member societies. A range of other not-for-profit organisations look after cultural heritage, often opening it up to the public by providing exhibitions and heritage experiences. These include the National Trust (Victoria), which opens places like Old Melbourne Gaol to the public for tours interactive tours. Working Heritage manages 16 sites across Victoria, including several in our municipality. There are many other wonderful museums and heritage attractions across the city.

Why heritage?

What is heritage?

Heritage shapes our neighbourhoods and the places where we work and play. It is beneath our feet and all around us. The often-untold stories of the people of Melbourne are written in buildings, streets and open spaces. Food, cultural traditions, languages, stories and memories are also part of our heritage. Heritage contributes to the distinctiveness that makes Melbourne special and is core to the cultural diversity of our city.

The word heritage can be confusing. Is it just buildings that are formally protected under heritage and planning legislation? Or does it go beyond that?

Our new draft Strategy starts with a very broad view of heritage, defining it as the things people care about and want to hand on to the future. It is inspired by the Aboriginal philosophy of caring for Country, and the idea that if we care for Country, Country will look after us.

This document uses the terms 'heritage' and 'cultural heritage' interchangeably. Although Victorian heritage legislation distinguishes Aboriginal cultural heritage from other heritage, this draft Strategy takes an integrated approach to the term.

This broad view includes physical places, landscapes and buildings, collections and other physical things that matter to us, as well as intangible stories and memories. While all of these may be important to people, only some are formally protected.

Heritage is also something that we experience. Festivals and activities such as Open House Melbourne, NAIDOC Week events or Lunar New Year events bring people together to encounter cultural heritage. Museums, libraries, public parks and cultural hubs all provide ways to engage with our past.

Heritage activities can also be the things we do in our own lives when we research, share, protect or advocate for history, tradition or our own heritage. Perhaps you have researched your family history, restored a much-loved object, building or vehicle, or belong to one of Melbourne's many active historical societies, or community, multicultural and neighbourhood groups, or heritage technology groups?

What can heritage do for us?

So why does heritage matter? Heritage can be seen as a luxury, or, sometimes, an impediment to growth.

Yet comprehending our heritage and history is vital to understanding, inclusion and belonging. All who live and work in the municipality encounter heritage in our daily lives. Heritage experiences can impact people in many different ways, perhaps through encountering new or surprising stories. Heritage can bring people together, but it also has the potential to divide us.

Caring for heritage can also deliver wider public benefits. Older buildings are an important carbon sink and reusing them can contribute to decarbonisation. Heritage activities can foster social connections and new skills; seeing one's heritage and stories reflected in the city can create a powerful sense of belonging and inclusion. Heritage makes the places people live, work and visit distinctive and special.

Heritage sectors (for example museums and architecture) are a key part of the creative industries which play an important role in Victoria's economy, contributing \$38.5 billion as a whole in the financial year ending 2022. International research has also shown that creative businesses located in historic places can be more successful than those located elsewhere.

Heritage is a large contributor to Melbourne's visitor economy. Melbourne is considered Australia's capital for culture and history, which are major drivers of visitation. Individual heritage sites are core to the visitor experience, such as Old Melbourne Gaol, the Queen Victoria Market, or Federation Square – Melbourne's premier meeting place, visitor destination and event location. More than one in four international tourists to Melbourne visit historic or heritage buildings.

Heritage, wellbeing and sustainable development

Cultural heritage can also play an important role in wellbeing and sustainable development. There is a move toward placing people's wellbeing at the heart of our thinking about the economy and how society functions now and in the future. Heritage can contribute to wellbeing through both caring for heritage assets and engaging in heritage activities.

Sustainable development meets the needs of current generations without compromising the ability of future generations to meet their needs. Cities around the world are now promoting culture as part of sustainability, noting that the arts, culture, and heritage can contribute to sustainable development in their own right and by contributing to other goals.

City of Melbourne recognises the importance of sustainability – how we balance ecological, social and economic factors in order to protect the planet, halt climate change and promote social development for present and future generations. We were one of the first cities to sign up to the United Nations Sustainable Development Goals (SDGs) and create a Voluntary Local Review of our progress towards them. The review provides a guiding framework for us to assess how we are tackling global challenges with local action – to end poverty, protect the planet and support peace and prosperity by 2030. Heritage can contribute to our efforts to achieve a number of the SDGs.

Figure 4 Heritage and the United Nations Sustainable Development Goals

How can heritage contribute to the 17 UN Sustainable Development Goals (SDGs)?		
Health and wellbeing goals (SDG 1,2,3,4,5)	Taking part in heritage activities can bring people together, create social connections and deliver mental and physical health benefits.	    
Sustainable economic growth (SDG 8,9)	The heritage sector can contribute to local economies through its role in the visitor economy and through jobs in architecture, construction, repair, interpretation, museums, archaeology and visitor attractions.	 
Sustainable cities & communities (SDG 11)	Caring for and reusing heritage assets can create more distinctive places, that reflect people's diverse stories.	
Climate action: responsible consumption and production (SDG 12,13)	Making better use of existing buildings can reduce the need for additional carbon emissions from new construction. Traditional Owner knowledge around plants and environmental management can also help manage the environment.	 

Our role

What is our role in heritage?

As the local council, City of Melbourne provides municipal services that support the community, including planning, community services, recreation and arts and culture.

Heritage is relevant to many aspects of our work including:

- Support for Aboriginal cultural heritage – We are committed to working with Traditional Owners and Aboriginal people to ensure Aboriginal heritage can continue to enrich the city and be considered through planning and development processes.
- Planning services – Heritage is part of the wider role we play in both strategic and statutory planning processes. As the local planning authority, we work in partnership with others to research, identify, protect and manage heritage in the municipality and keep the local Heritage Overlay up to date, reflecting expert knowledge and changing views of what is important. We are also the responsible authority in relation to most planning permits and ensure that heritage is given due weight in decisions about the future of the city to achieve net community benefit.
- Cultural and community services – Heritage activities are part of the work of many of our cultural and community services, including arts and creativity, libraries, public programs and events.
- Property management services – City of Melbourne maintains and manages a wide range of heritage places and items, including parks, buildings, collections and public art. All have a history and many are formally protected. Most are open to the public and help us deliver wider community services.
- Support for heritage owners – We support heritage owners through our Melbourne Heritage Restoration Fund and by providing advice and information, such as the recent Heritage Owner's Guide.
- Strategic projects – We take an active role in Melbourne's future when we lead projects such as the Greenline Project, where heritage is core to the creative design approach.






Who are our partners?

As explained in Figure 5 below, City of Melbourne is only one small part of a wider network of people and organisations that do much of the everyday work of caring for the municipality's heritage. Traditional Owners provide cultural leadership for Aboriginal cultural heritage, while other Aboriginal-led businesses and organisations provide cultural heritage expertise and services. Several not-for-profit trusts and organisations look after cultural heritage, opening to the public through exhibitions and heritage experiences.

Major public authorities manage or advocate for heritage protection, such as the Victorian Aboriginal Heritage Council, the Heritage Council of Victoria and Heritage Victoria – with whom we have an essential working relationship – as well as the Melbourne Museum, the Public Record Office Victoria and the State Library of Victoria.

Our other partners include community groups, businesses, developers and individual owners who play vital roles in heritage, either as owners and occupiers, advocates, or providers of heritage services.

Figure 5 Heritage organisations and their responsibilities

HERITAGE AND LEVELS OF RESPONSIBILITY			
	Organisation	Responsible for...	Authority
	Community and local heritage groups	Providing input and guidance on the identification, protection and celebration of heritage places and objects of significance. Through engagement, these groups can provide much-needed information on the value of these places at the local level.	Local / Regional
	Registered Aboriginal Parties	Representing the Traditional Owners of particular lands throughout Victoria. These owners act as the primary source of knowledge and guidance on matters relating to Aboriginal places or objects and speak on matters of management and protection within their lands.	
	Local council	The identification, protection, management and celebration of heritage places and objects that are of significance to their community. Councils identify places of significance, list them in the local Heritage Overlay and manage changes through planning permit applications.	
	Department of Transport and Planning	Administer any changes to the Planning Scheme including the local Heritage Overlay and local Heritage Policies.	Victoria
	Heritage Victoria	Recommend places for the Victorian Heritage Register and Victorian Inventory and manage change to these places through heritage permit applications.	
	Heritage Council of Victoria	Decide which recommended places should be included on the Victorian Heritage Register and review permit decisions made by Heritage Victoria.	
	Victorian Aboriginal Heritage Council	The obligations of the state under the Aboriginal Heritage Act 2006, seeking to represent the RAP's, return First Nations ancestors to Country, protect secret and sacred objects and provide advice to federal and state authorities on Aboriginal cultural heritage.	
	First Peoples State Relations	Work with First Peoples on cultural heritage management.	
	National Trust of Australia (Victoria)	Advocates to protect heritage through restoration, management and research. The National Trust of Australia (Victoria) operates a number of historic places across the state for visitors to experience. The National Trusts of Australia is the national body representing each state and territory National Trust and advocates for improved heritage funding and policy outcomes.	National
	The Uluru Dialogue	Represents the cultural authority of, and leads education on, the Uluru Statement from the Heart.	
	Australian Heritage Council	Advising the Minister for the Environment in making recommendations to the National Heritage Register.	International
	UNESCO	Identification, protection and preservation of sites deemed to be of "outstanding value to humanity".	
	International Council on Monuments and Sites	Advocates for the protection of cultural heritage places internationally through providing research and guidance for conservation and management.	
	United Nations	Support the implementation and evaluation of the Sustainable Development Goals that aim to provide peace and prosperity for all people and protect our environment.	International

Creating the draft strategy

What have we achieved?

Our last heritage strategy was published in 2013. It focused on heritage protection, including managing our extensive heritage information, creating new ways to protect heritage, looking after our existing heritage and celebrating and communicating heritage in partnership with the community and other stakeholders. The significant amount of work done since 2013 ensures the future growth of the city will be informed by its distinctive heritage.

We are proud that we have achieved much of what we set out to do. We commissioned a series of neighbourhood heritage reviews, which captured what is special and distinctive about each of our local areas. These reviews included investigating previously unloved or under-protected heritage, such as modern movement buildings. Figure 6 shows the status of our heritage reviews. All of the reviews recommend changes to our heritage controls, and some of these changes are still being progressed through Planning Scheme Amendments.

In the last two years alone, our Melbourne Heritage Restoration Fund has helped 36 heritage building owners to repair their buildings in order to help keep them in use. We updated our system of categorising heritage places and introduced a new policy to guide the development of heritage places, which applies to all new heritage planning permit applications. We created a Heritage Design Guide to provide simple advice for developers and key stakeholders. Our Heritage Owner's Guide helps owners understand how they can maintain, change or develop heritage buildings. We have improved the way we identify, assess and document gaps in the recording of items and places of cultural and natural heritage significance. Our art and heritage collection at the Town Hall is now publicly accessible, helping everyone access, understand and celebrate parts of Melbourne's history and heritage.

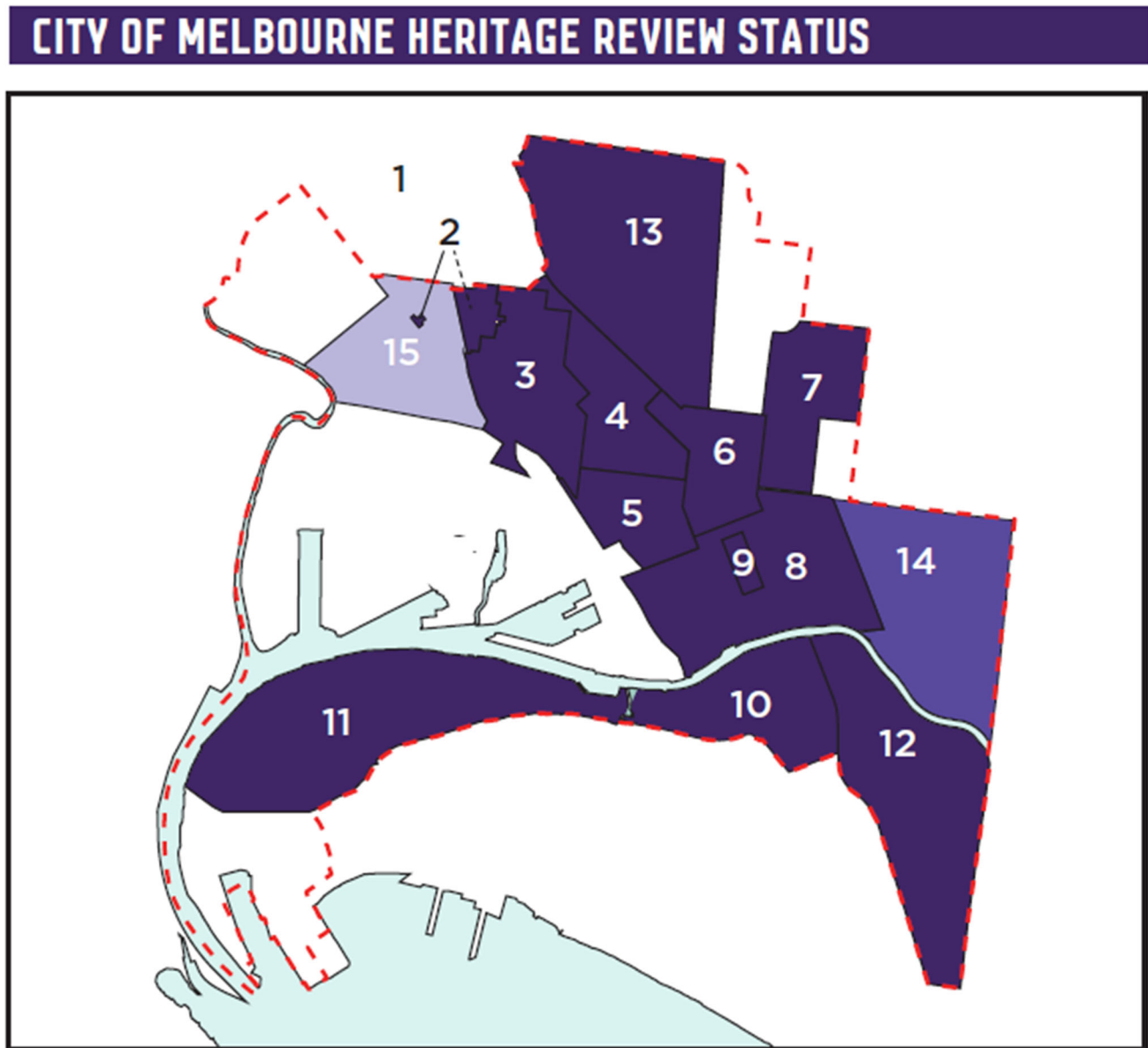
We have also pioneered a new collaborative approach toward heritage studies through the Hoddle Grid Heritage Review co-research model. It sets a methodology for identifying places of significance to Aboriginal people and how these places can be protected, working with Traditional Owners to better understand their connections and stories.

The Aboriginal Heritage Action Plan was published in 2015. It has directed our work with Traditional Owners to create an online map of Aboriginal Melbourne – which establishes a vital starting point for telling stories and planning for the future – as well as many projects that celebrate Melbourne as an Aboriginal place, including narm ngarrgu Library and Family Services.



Image 1 Linda, Library Branch and Community Heritage Team Leader, standing at the front of the Boyd Community Hub in Southbank

Figure 6 City of Melbourne's heritage review status, June 2024



KEY

COMPLETED HERITAGE REVIEWS

1. Updated heritage categorisation system and local heritage policy - whole municipality
2. Kensington (part)
3. Arden-Macaulay
4. North Melbourne
5. West Melbourne
6. City North
7. Carlton
8. Hoddle Grid
9. Guildford and Hardware Lane Precinct
10. Southbank
11. Fishermans Bend
12. South Yarra
13. Parkville

CURRENT HERITAGE REVIEWS

14. East Melbourne and Jolimont

FUTURE HERITAGE REVIEWS

15. Kensington

--- City of Melbourne boundary

Why do we need a new strategy?

Much has changed since the 2013 strategy was published and new challenges are ahead. We have an opportunity to go beyond heritage protection and think differently, exploring how heritage can contribute to our wider work. We need to do more to understand how different people engage with and experience heritage across the municipality.

We recognise that we must be guided by Aboriginal cultural heritage. Aboriginal stories and connections are central to the story of Melbourne. We need to do more to acknowledge Aboriginal stories in everything we do while respecting the authority of Traditional Owners and learning from Aboriginal thinking and philosophy about caring for Country.

We need to ensure that heritage does not prevent us from addressing our problems. Melbourne has been growing fast, and it faces immense pressure to provide affordable, secure and well-located housing. In this context, heritage can be seen as a barrier to be removed rather than a feature that can contribute character to change.

Heritage has also been understood as a barrier to responding to the climate emergency, but this needs to change. We need to consider how heritage can help achieve a zero-carbon future.

Above all, we need to acknowledge that heritage is not easy. People value their heritage and that of others in different ways. When untold stories finally come to light, they can change our understanding of ourselves and of others. Our ideas of heritage change over time, as each new generation comes to terms with the past. As part of our new plan, we need to continue to reflect on those changing ideas about heritage.

Who has been involved?

We have created this draft Strategy in collaboration with others. To start the conversation, we published the Heritage, People and Place Discussion Paper 2024. We put forward the idea of a people-centred approach to heritage that focussed not just on why heritage matters to people, but ways to empower people to get involved. It explored how this could be achieved through five focus areas – reflecting Aboriginal heritage at the centre of the municipality; heritage interpretation; heritage, urban change and economic growth; heritage and climate change; and innovative heritage planning approaches.

Over four weeks in early 2024, we reached out to residents, businesses, government agencies, industry partners and other relevant stakeholders by conducting workshops, exhibiting promotional tools and releasing an online survey. Our aim was to understand what aspects of heritage are valued by the community and how the community would like to see heritage protected, managed and celebrated..

We met with Traditional Owners to discuss this strategy and a potential approach to heritage interpretation. These conversations will continue as we collaborate on the final Strategy.

The engagement process has helped reveal the connections between our work and that of others. It has helped us understand people's views and how this work may affect their lives. It has been an opportunity to think about the role of heritage in pressing issues such as the climate and biodiversity emergency.

The feedback has shaped our thinking and influenced this draft. We recognise that people have different views on heritage and have taken the time to reflect deeply on what we have heard. We have reshaped the priorities, weaving the initial focus on innovative heritage planning and processes into each of the other priorities. We added a new priority relating to stewardship and day-to-day care of heritage. Key points from the consultation have been incorporated into the opportunities and challenges section of each priority within this draft Strategy and will inform our potential action areas.

We have heard the call to take a whole-of-city approach, extending heritage's reach beyond planning to collaborating internally across City of Melbourne. You can find out more about the feedback we received in our Engagement Report.

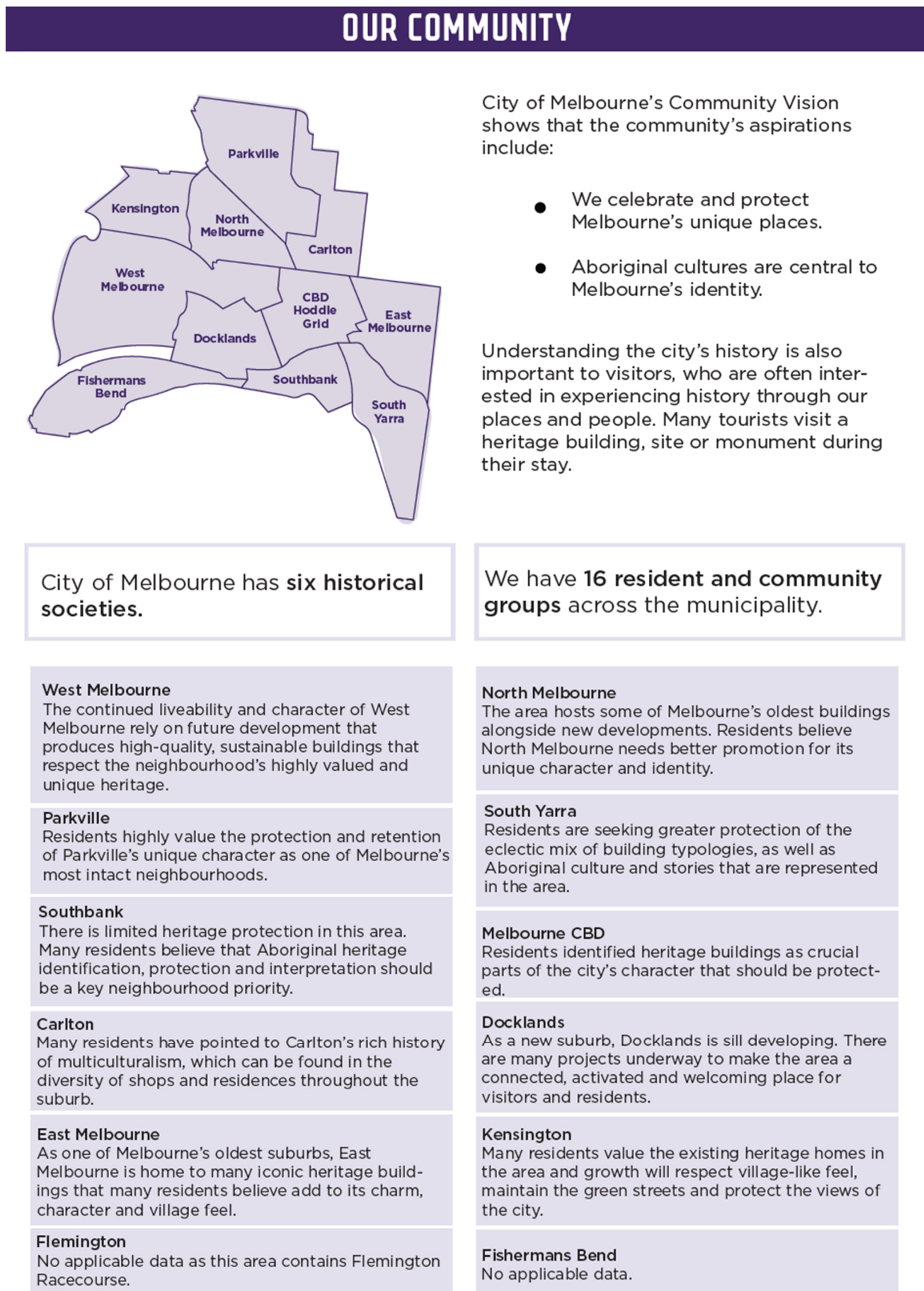
What we heard from our community

Figure 7 Responses to the Discussion Paper



Over the past 10 years, we have also received thousands of community comments on heritage in response to many other projects.

Figure 8 Community feedback on heritage over the last 10 years



Making the link to other plans

In developing this draft Strategy, we collaborated across teams within City of Melbourne to learn more about how heritage can contribute to other priorities. For example, we understood that heritage sits at the heart of each of the themes in the Council Plan 2021–25:

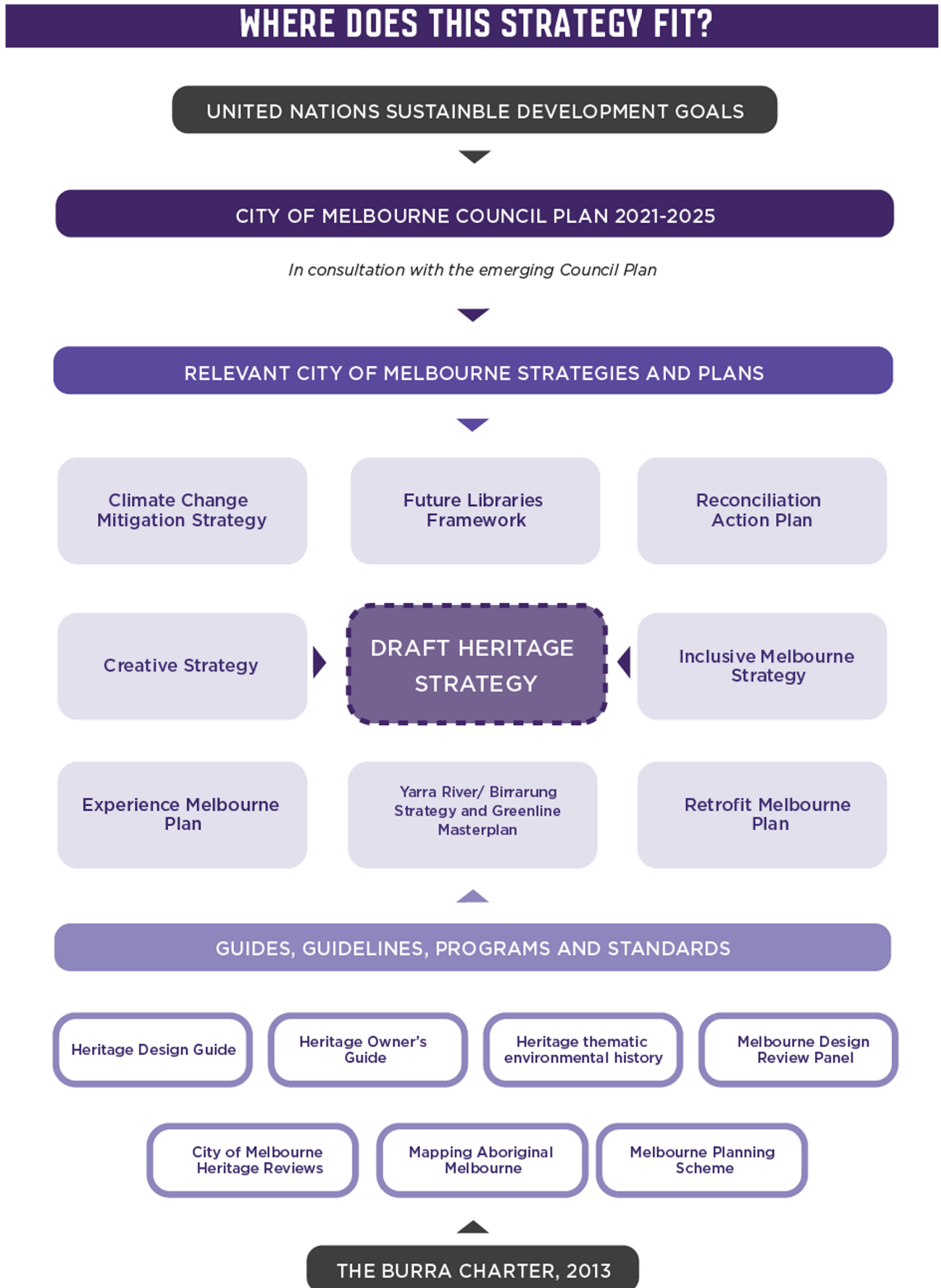
- Aboriginal cultural heritage is central to our vision to govern with Traditional Owners and the broader Aboriginal community and make the changes needed for the City of Melbourne to be recognised an Aboriginal city.
- As part of the economy of the future, heritage activities make a significant contribution to both the visitor and creative economies and are an important asset to maintain.
- Melbourne's unique identity and place is underpinned by thousands of years of living on Country and by the historic places and buildings of the past two centuries.
- Extending the life of existing buildings, whether protected or not, can contribute directly to addressing the climate emergency, while trees and places keep the city cool and can contribute to biodiversity.
- Given that so many of us have different needs, heritage experiences must be accessible and affordable.
- Participating in heritage activities can bring us together and contribute to health and wellbeing, while cultural safety is a key consideration in how we share and present what can sometimes be difficult stories of our past.

While heritage can help with almost any aspect of our work, we have identified strong connections to other City of Melbourne documents, shown in Figure 9.



Image 2 People walking past heritage shopfronts at the corner of Bourke and Crossley Streets Melbourne

Figure 9 How the draft Heritage Strategy relates to other City of Melbourne plans, policy and programs



Mission and approach

Draft mission

City of Melbourne embraces a broad, people-centred, city-wide approach to cultural heritage that is respectful and informed, inclusive, integrated and collaborative, and recognises the long-term contribution heritage can make to the city's future.

This approach involves thinking differently about heritage. It goes beyond protecting heritage to understanding how heritage experiences and activities can help achieve other City of Melbourne ambitions. This draft mission is informed by what we have heard during engagement so far and through our ongoing conversations with stakeholders across the city.

An inclusive view of heritage embraces Aboriginal and non-Aboriginal cultural heritage, recognising and respecting the leadership and authority of Traditional Owners.

It includes places that are formally protected for their cultural and natural significance. It acknowledges the importance of Country and recognises the responsibilities of caring for Country. It extends to other tangible (or physical) heritage that people value and want to pass on to the future, such as collections, public artworks and memorials, historic ships and technology and archives. It also recognises the importance of intangible cultural heritage – the stories, traditions and languages of the diverse communities of Melbourne.

This broad view also recognises that heritage is something we experience in our city every day, as visitors, workers and residents, shaping the places we live, work and play. It reflects the value of heritage activities – the things that we do in our own lives, or collectively when we come together to research, care for, or advocate for our shared heritage.



Image 3 People dining on the footpath in a heritage streetscape in Carlton.

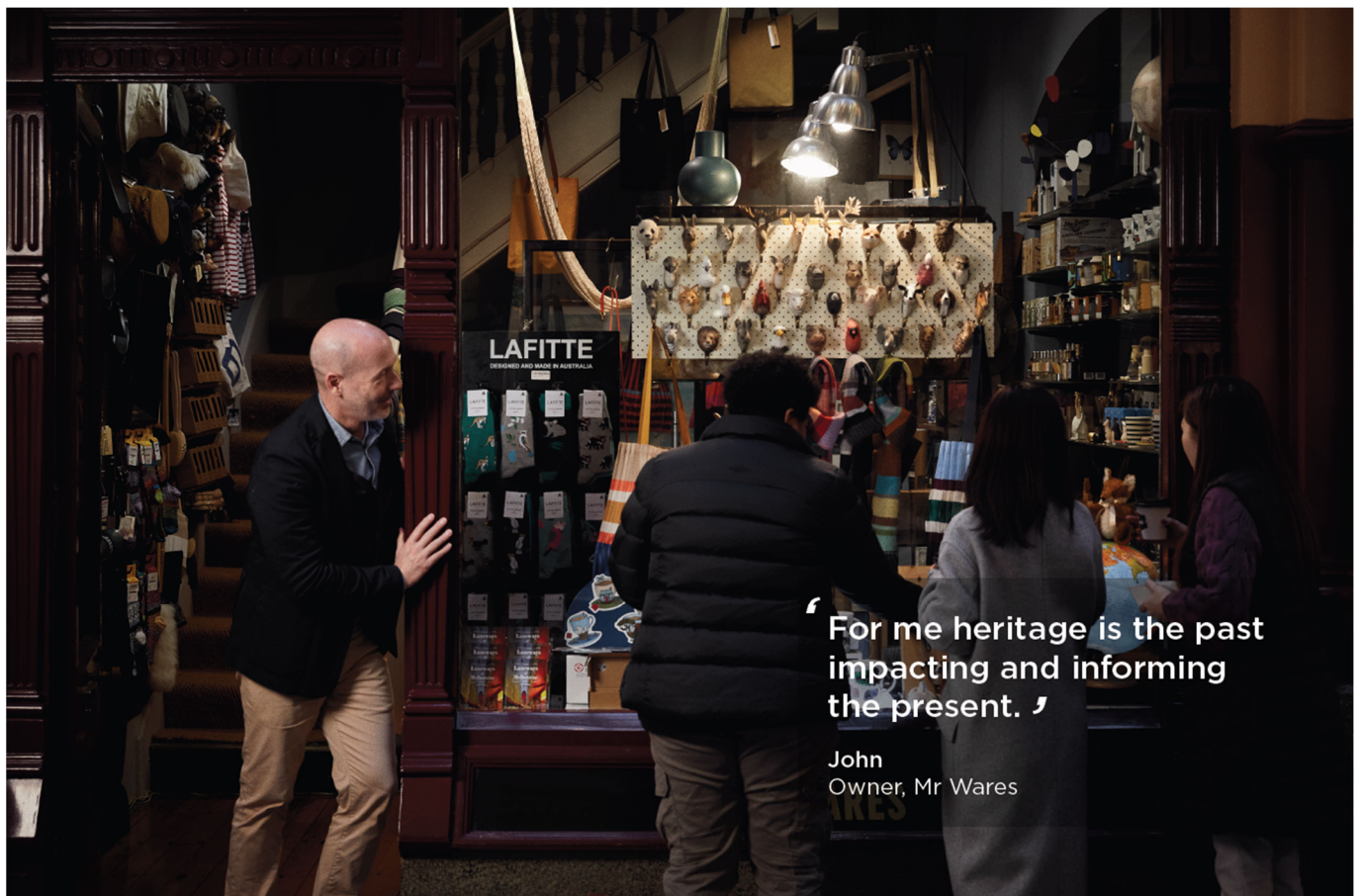
A people-centred approach

This draft Strategy takes a people-centred approach, by aiming to find ways to connect and work with our community. Since our last heritage strategy, we have focused on identifying and protecting places that are important to people across the City of Melbourne. We can now focus on finding new ways to work with people to care for and understand heritage, involving diverse members of our community and respecting heritage expertise.

A people-centred approach is central to everything we do at City of Melbourne. Listening to the voices of the community is critical to success. We involve communities in shaping our future through initiatives such as neighbourhood planning. This draft Strategy extends this approach to heritage.

A people-centred approach recognises that heritage is significant because of people's connection to it and that caring for heritage can create wider public value. It acknowledges that heritage can benefit people and recognising our past is meaningful to our community.

To take this approach, we must involve and empower communities in our heritage work, ensuring that the heritage and stories of all people are acknowledged and celebrated, reflecting current values. This means moving beyond statutory processes. It could result in more underrepresented places being considered for protection and could provide more opportunities for community involvement in heritage reviews, but it does not change the statutory process for applying heritage controls, which must be done in accordance with Victorian Government guidance.



“For me heritage is the past impacting and informing the present.”

John
Owner, Mr Wares

Image 4 John and customers standing in front of a heritage shopfront in the Block Arcade

A whole-of-City-of-Melbourne approach

Cultural heritage does not exist in a silo. It is part of the identity of our city and can be a foundation that helps us achieve other things. This is a strategy for how heritage can contribute to our wider work.

Five ways of working

An inclusive, people-centred, whole-of-city approach to heritage means working differently. We propose five ways of working that will help us do that, recognising that how we work with people to do things is as important as what we do. They are not specific to heritage but are inspired by international thinking on sustainability and wellbeing, which require us all to work differently. They draw on guiding principles set out in other City of Melbourne strategies.

Respectful and informed working means ensuring we understand and respect the values and perspectives of others. It means listening to and learning from others and gathering data and information before making decisions.

Collaborative working involves co-creation and co-production. It recognises that we can achieve more by working together on projects and initiatives to find shared goals.

Integrated working focuses on our integrated approach to policymaking. Integrated means considering the full range of consequences or impacts of action so that activity in one policy area or strategy can complement, rather than undermine, the work of others.

Inclusive working recognises the importance of involving a diverse range of people in helping to shape the decisions that will affect their lives. It goes beyond consultation to finding ways to involve people in the ongoing realisation of actions within the strategy in conjunction with final decision-making.

Long-term and sustainable working ensures we focus on long-term solutions. It includes a shift to how actions can be preventative, acting early to tackle the root of the problem, by considering how decisions will impact the wellbeing of future as well as current generations.

Applying the five ways of working to heritage

Implementing the plan involves more than setting actions and processes. Our new broad, people-centred, whole-of-city approach to heritage does not mean business as usual. We need to change the way we work and think about heritage:

- We will demonstrate **respect** for people's knowledge and perceptions of their own heritage and what is important to them. We recognise that people have different views on their own heritage and that of others and will listen to a wide range of views about what is important. We will base decisions on the best available evidence.
- We will **collaborate** with partners in the public, private and not-for-profit sectors on new initiatives to achieve wider heritage outcomes, including working with Traditional Owners, building owners, community history and heritage groups, developers and property owners.
- We will **integrate** heritage into other City of Melbourne initiatives, including the visitor and creative economy, planning, asset management and new design to achieve social, economic, environmental and cultural benefits.
- We will adopt a more **inclusive** approach to interpretation and other heritage initiatives, ensuring that people are involved in our work.
- We will apply **long-term** thinking to heritage by developing a better understanding of the strategic and cumulative impacts of development on heritage, and the longer-term economic, social and environmental benefits of caring for it. We will promote the maintenance and care of our existing heritage through preventative conservation.
- As we apply each of these ways of working, we will support **self-determination** of Traditional Owners and the broader Aboriginal community when engaging and **collaborating**, so that they have the power to determine priorities and be involved in decisions that affect them. We will **respect** Aboriginal knowledge, history, heritage, and culture and connection to Country, and **integrate** this into our work. We will be **inclusive** by supporting the voices and aspirations of Aboriginal people, and plan for the **long-term** by investing in strong and sustainable partnerships and Aboriginal led approaches.

Our priorities

Aboriginal heritage



Image 5 Birrarung Wilam (Common Ground) sculpture at Birrarung Marr, Wurundjeri Country

Aboriginal heritage and the future of the city

Melbourne is an Aboriginal city. Aboriginal culture and heritage is important to the stories we tell, the way we care for place and our approach to climate change. Traditional Owners provide leadership on Aboriginal cultural heritage issues. Other Aboriginal and Torres Strait Islander people also continue to have important connections to the municipality.

The Victorian Aboriginal Heritage Council describe Aboriginal cultural heritage as including meaningful places and objects, and going beyond that to include intangible heritage including knowledge and lore. Aboriginal cultural heritage cannot be isolated from other heritage. Past, contemporary and continuing Aboriginal stories are woven into the places, heritage buildings and landscapes of the city. Aboriginal stories, language and traditions are intrinsically linked to the landscape and our heritage experiences today.

The principles of self-determination are vital to cultural heritage management, set out in 'Dharuwa Ngilan – the vision for Aboriginal and Torres Strait Islander heritage in Australia and the Best Practice Standards in Indigenous cultural heritage management and legislation'.

In addition to mapping Aboriginal Melbourne and the activities in the Aboriginal Heritage Action Plan 2015–18, we have been working with Traditional Owners on a co-creation approach to heritage research as part of the Hoddle Grid Heritage Review. But that is only part of the transformation to embed Aboriginal cultural heritage into our work.

It is also important to acknowledge that Aboriginal heritage in Victoria is protected under the *Aboriginal Heritage Act 2006* (the Act) and local Council's do not influence its application. The Act recognises Registered Aboriginal Parties as the primary guardians, keepers and knowledge holders of Aboriginal Cultural Heritage. Our role is to acknowledge Aboriginal heritage and celebrate continuing Aboriginal culture as vital to our city identity.

Opportunities and challenges

Aboriginal cultural heritage, language and storytelling are already reflected in so many different aspects of our work, from the Council Plan, which notes that Melbourne is an Aboriginal city, to planning and development, creativity, the visitor economy, the Melbourne Arts Precinct and the Greenline. We have much to learn from Aboriginal people about Country and Caring for Country, which is inspiring new urban design thinking.

However, there are also challenges. During our consultation, we heard that truth-telling about our heritage is vital as we strive for reconciliation. The places and stories of the Traditional Owners, the Wurundjeri Woi-wurrung and Bunurong / Boon Wurrung peoples of the Kulin, as well as other Aboriginal and Torres Strait Islander people who have a connection to the city, should be told as part of our living history and identity. Engagement must be meaningful and we should not shy away from learning from uncomfortable stories that are appropriate to be shared.

We heard that non-Aboriginal people want to know more about the Aboriginal culture and stories of Melbourne, but also recognise the need to respect culturally sensitive knowledge.

Traditional Owners and workshop and survey participants told us we need to centralise Aboriginal culture, heritage and knowledge into heritage planning and change standard approaches to provide Traditional Owners with more opportunities to influence future change. Most respondents saw the design of public spaces, community events and onsite interpretation as priorities for acknowledging Aboriginal cultural heritage. People were also interested in Aboriginal place names for different parts of the city.

The Hoddle Grid Heritage Review taught us about the value of a co-creation approach to research, in line with the Australian Institute of Aboriginal and Torres Strait Islander Studies ethical principles. This approach demonstrates the potential to continue taking a layered approach to heritage, recognising that all heritage places in Melbourne are on Country and side-by-side with other heritage values.



“Heritage for me means connection to my culture through my ancestry, my family today and my community.”

Robert
Manager, Koorie Heritage Trust

Image 6 Robert standing in the Koorie Heritage Trust on Wurundjeri Country

Our priority

We will respect the knowledge and authority of Traditional Owners regarding the municipality's Aboriginal cultural heritage. We will work together with Traditional Owners and all Aboriginal and Torres Strait Islander people with connections to the City of Melbourne to ensure their culture and stories they want shared are elevated in all our heritage activities, including experiences, placemaking, stewardship and addressing the climate emergency.

We will collaborate with Traditional Owners and other Aboriginal people with connections to the City of Melbourne in exploring the following actions:

- empowering Traditional Owners to shape the way Aboriginal cultural heritage is prominently acknowledged, respected, and interpreted across all City of Melbourne heritage activities
- exploring an Aboriginal Cultural Heritage Framework to embed Aboriginal cultural heritage leadership and a co-creation model across our wider work, in line with our Reconciliation Action Plan
- progressing and updating Aboriginal heritage actions for the City, including those from our recent Heritage Reviews, in collaboration with Traditional Owners and the broader Aboriginal Community
- continuing to develop and promote the Aboriginal Mapping project to enhance the information, accessibility, user experience and achieve more widespread use by those who visit the municipality.



Image 7 Reestablished indigenous plants in West Gate Park on Bunurong Country

Powerful experiences



Image 8 Elizabeth, CO.AS.IT. Manager Italian Historical Society & Museo Italiano standing in the Museo Italiano

How heritage interpretation creates powerful experiences

Heritage places need to be understood for them to remain meaningful and supported by the community. Heritage interpretation aims to strengthen the relationship between people and heritage places by sharing the stories and connections a place holds with those who live, work in, or visit the city. It can take many forms, commonly including signage and artwork, but can also include wayfinding, events, digital media, building and public realm design.

Every year the Open House Melbourne event – the largest built-environment festival in Australia – opens hundreds of heritage and modern places to the public, inspiring conversations about the importance of good design in shaping communities. It is one of the many examples of how transformational heritage experiences can encourage us to think differently.

Creative and cultural experiences such as these are one of the top three reasons people visit the City of Melbourne. Heritage is key to how visitors – and indeed our existing residents and workers – experience our city. Heritage protection shapes the setting in which experiences happen by giving the city its distinctive physical form and character, while powerful heritage stories can amaze, delight, or challenge us.

Across the city, artists, curators, designers, historians and community leaders tell stories that connect us with the past. For example, 40 of Melbourne's historic laneways have been revitalised by artists through the recent Flash Forward visual and acoustic art initiative. At the Old Treasury building, curators work with filmmakers and other artists to showcase the history of Melbourne and Victoria.

The city is an open-air gallery. We encounter culture, heritage and stories in the public realm through signage and tours as we meander through heritage buildings like the Block Arcade or see monuments against the city skyline. Our eclectic city collection of public art, memorials and historic artefacts continues to inspire new stories. We also experience the past through digital media, festivals, exhibitions and performances.

Heritage interpretation should be a key component of our work to reveal and celebrate our city's different layers of history. Good interpretation requires care; it should capture the attention and connect heritage and people's own personal experiences to meet the needs of different audiences. Communicating heritage requires compassion: not

everyone wants to celebrate the past. Many of Melbourne's public institutions are multi-layered places that also hold stories of pain and trauma.

Opportunities and challenges

Heritage activities, storytelling and interpretation can contribute directly to many of our city-wide ambitions. Embedding Aboriginal culture, heritage and stories into the public realm helps people understand whose Country they are on and can transform the very essence of the Melbourne experience. Heritage experiences connect visitors with the psyche of place and contribute to our ambitions for creative Melbourne. They ensure that the city leaves visitors with the feeling of having connected with something intangible yet distinctively Melbourne.

The heritage collections held by our libraries foster a sense of belonging to ensure our city and its community thrive through citizen engagement and better access to city data. Seeing your stories reflected in the city – whoever you are – is part of the vision of our Inclusive Melbourne strategy.

But there are also challenges. As people's ideas about the past change, we must rethink how we tell stories and whose stories are being told and not told. For example, fewer than two percent of the 580 statutes in Melbourne, and only five of the 25 on City of Melbourne land, represent women. We must tell a more diverse story of Melbourne's past.

Survey and workshop participants told us that a respectful and inclusive approach to interpreting heritage is important, recognising that many places have more than one story. They argued for a layered approach, telling multiple stories of places and involving people in interpretation and storytelling. We also heard more from Traditional Owners about how they interpret the city, and the need to share their stories so we better understand the meaning and history of places. Victorian participation in Aboriginal experiences designed for visitors, such as walks or visits, is below national levels.

Knowledge and information about the past are essential to creating great experiences. However, we also heard that there are gaps in how we manage the huge amount of knowledge and data about the city's past. It is not widely accessible and can easily be lost as we transition to new technology. We must also consider how people with different abilities can participate.

Our priority

Create many more powerful heritage experiences that connect people to the multi-layered stories of Melbourne, through creative, informed, inclusive and accessible interpretation.

We will collaborate with others to explore the following actions:

- working with Traditional Owners and other Aboriginal and Torres Strait Islander peoples with connections to Melbourne to co-create an approach to making Aboriginal culture, stories and language visible across the city, including immersive experiences, events, festivals, public art, signage and more
- working with neighbouring municipalities to share stories that carry across boundaries
- creating a role for a city historian to raise awareness of the city's history and embed history and heritage across everything we do
- developing a heritage interpretation strategy for the municipality, co-created with Traditional Owners and other Aboriginal and Torres Strait Islander peoples, involving historical societies and local people. This could include:
 - gathering stories the community deems important in interpreting the city's tangible and intangible heritage, such as adding new stories to historic sites to show the layers of our past
 - a framework to promote high-quality interpretation as part of new development, to ensure that good storytelling informs design
 - direction to ensure our existing and new plaques and memorials reflect people's diversity and their contemporary values, including under-represented groups and stories
 - a heritage hoardings policy, to create temporary structures to tell heritage stories, representing the multiple voices of the community
 - an approach to affirm distinct stories and narratives for our diverse neighbourhoods, celebrating their unique sense of place and culture
- enhancing the role of heritage in the City of Melbourne's brand and experiences and its reputation as the cultural capital of Australia
- exploring an improved content management system for heritage and historical content across City of Melbourne to help others more easily access heritage information.

Distinctive places



Image 9 Dana sitting in heritage residence with their dog

How heritage can create distinctive places and neighbourhoods

Heritage is what makes Melbourne different. Country, history, place and water have shaped the Melbourne of today. They give our city its special character and the distinctiveness that drives our visitor economy, attracts creative industries and businesses and makes Melbourne a great place to live, work and play.

Melbourne boasts established neighbourhoods with distinct cultural identities, from the Italian enclave of Lygon Street in Carlton to the longest-continuing Chinatown in Australia. Through it all is the ongoing cultural heritage of the Wurundjeri Woi-wurrung and Bunurong / Boon Wurrung peoples, and other Aboriginal and Torres Strait Islander peoples who connect to this place. The city blends well-preserved Victorian architecture with cutting-edge modern landmarks. From the iconic Flinders Street Station to the world heritage-listed Royal Exhibition Building and the contemporary marvels of heritage-listed Federation Square, the city's architecture, vibrant streets and iconic laneways mirror its evolving cultural narrative.

Planning for the city's future is integral to its sustainability, prosperity and distinctiveness. From an early focus on building controls to more strategic planning in the 1980s that highlighted Melbourne's unique character and the role of parks, boulevards and historic precincts, our role has always been to care for what makes it special.

The full public value of heritage is not well understood. Heritage can play a vital role in shaping the future. Conserving heritage is not about creating monuments frozen in time – instead, it is a way of managing change to celebrate the defining elements of our history. Change includes alteration, development and adaptive reuse; indeed, the best way to conserve a building is to keep it in use.

People's changing view of heritage and its cultural significance is critical to shaping this process. Heritage is one of the planning goals in Victoria and must be considered alongside other priorities in achieving net public benefit. Caring for heritage can also contribute to other planning goals, such as economic or environmental benefit.



Image 10 Michael standing in front of doorway of his restaurant in a heritage building

Opportunities and challenges

Heritage is an opportunity to shape better places, not to create a barrier to change. We can celebrate heritage as an important feature of our city's sustainable development and economic growth, and there are many examples of how heritage has facilitated high-quality design. Heritage buildings can be adapted and complemented by modern additions, giving places another life and meaning – ensuring they continue to contribute to our city's culture and story. Heritage places can also complement more affordable housing and increase in supply by playing a role in shaping high quality design and planning of better quality and denser housing. The relationship between heritage and housing supply and affordability needs to be better understood as we work to tackle the housing crisis. However, through our engagement on the Discussion Paper, we heard that we need to find ways to protect what is important while allowing our city to grow and prosper. Survey and workshop feedback reminded us that urban living should be accessible and heritage should not be a barrier to a more inclusive city.

'City identity' and 'place' were the two most important benefits of heritage identified by survey participants. Nevertheless, most survey participants felt that we do not provide the right balance between heritage protection and opportunity for new development. Some said heritage has a negative effect on housing which is a growing issue; others were concerned about the quality of new developments and missed opportunities for placemaking and integration. Some felt that developers were winning out over residents and communities advocating for heritage protection.

We heard that Country can be hard to discern and we need to do more to make Country legible – reflecting the views, waterways, landforms and topography that shaped Melbourne and restoring some of the lost indigenous species and planting that once dominated.

We heard about the need for innovative heritage planning and processes, such as engaging communities more, so that underrepresented stories can be acknowledged. Others said heritage processes and systems are not always easy to understand. People asked how we can protect places that are important for their social function, such as a pub, cafe or a much-loved venue. Some were concerned about preserving individual sites: keeping the facade may not be sufficient because the heritage is inside the building, but, in most cases, interiors are not protected.

There were mixed views on the need for flexibility in managing changes to heritage, with equal numbers of survey participants advocating for more, less or targeted flexibility. Some felt that heritage protection might be driving construction in greenfield developments, while others were concerned at the perception that heritage is anti-

development, rather than part of the evolving story of Melbourne. We need to better understand the contribution that heritage makes to tourism, character, amenity and liveability, and the retention of unique skills and trades.

Our new neighbourhood model provides an opportunity for people-centred heritage. It uses a place-based approach to bring diverse perspectives into neighbourhood planning by understanding the priorities of residents, students, businesses, workers and visitors.

Our priority

We will celebrate and preserve the city's diverse cultural heritage. We will embed heritage into planning and design at an early stage to ensure that the distinctive and special qualities of the city and its neighbourhoods continue to be legible and inform the way they grow.

We will collaborate with others to explore the following actions:

- empowering Traditional Owners and broader Aboriginal community to play a greater role in embedding Aboriginal cultural heritage in future planning and design, potentially through an Aboriginal Cultural Heritage Framework.
- identifying view lines of Country and considering how to improve their legibility
- fostering creative methods of engagement that encourage active participation in shaping our city, neighbourhoods and streets, and community input about what makes neighbourhoods special or distinctive
- balancing expert heritage advice on planning decisions, and the views of communities where these differ
- continuing to review how we protect heritage to reflect people's changing perceptions, including post-war heritage, previously unloved heritage such as modern movement buildings, the heritage of under-represented groups or periods and Melbourne's multicultural communities
- actively exploring how heritage data can be publicly available and accessible
- promoting examples where heritage has enabled sustainable development, good design, and economic activity
- identifying the impact of heritage on achieving social and economic objectives, including research on the relationship between heritage controls, housing supply and affordability.



Image 11 People walking through Chinatown, Little Bourke Street

The climate and biodiversity emergency



Image 12 Two people standing in Melbourne laneway with planting

‘The greenest building is the one that already exists’

Carl Elefante – former president of the American Institute of Architects

How heritage can help address the climate and biodiversity emergency

Heritage conservation can help address climate change by retaining the energy and carbon embodied in heritage building fabric and by reducing waste.

Existing buildings account for more than two-thirds of energy consumption and emissions in the municipality. However, retrofitting and adapting buildings causes fewer construction emissions than a knockdown rebuild approach. Retrofitting with an innovative design can improve environmental performance and liveability. Reusing existing buildings reduces construction waste and avoids demand for new steel or concrete.

Heritage can also foster nature and ecology in the city. Aboriginal approaches to caring for Country, including knowledge of indigenous plant species, have much to teach us about biodiversity and ecological resilience. Many of our major parks and green spaces are cultural heritage assets. Our system of local heritage protection also involves protecting urban trees, and other important trees are protected through our Exceptional Tree Register. Our canopy contributes to ecological resilience and cooling the city.

On the other hand, climate change-driven fire, flood and extreme weather events pose a risk to heritage. Existing buildings may need to be adapted to respond to more extreme weather. Loss of cultural heritage, including places, stories and treasured items, can have a significant impact on individuals and whole communities.

Opportunities and challenges

In 2019, City of Melbourne declared a climate and biodiversity emergency. We are committed to net zero emissions by 2040. Our Climate Change Mitigation Strategy commits us to four priorities for achieving our emissions

reduction targets. Heritage can contribute to two of these: zero emission buildings and precincts, and reducing the impact of waste.

To reach zero emissions, the city's buildings must be transformed – so we are driving better reuse of existing buildings, including heritage buildings. Our Retrofit Melbourne framework helps facilitate investment to retrofit mid-tier commercial buildings to make them zero-carbon ready. The heritage sector is also learning more about modest retrofit mechanisms that may not always need a permit, such as improving heating and cooling systems, secondary glazing and insulation. However, we learned from workshop feedback that the private sector continues to struggle with meeting heritage requirements as well as building codes designed for modern buildings.

Making better use of existing buildings and infrastructure, including heritage buildings, can reduce waste. Cities consume three-quarters of all natural resources globally, which is why Melbourne has adopted the principles of the circular economy. A circular economy designs out waste, keeps products and materials in use, and preserves and regenerates natural capital.

Industry experts told us that we need to do more to incentivise retrofitting heritage buildings. Challenges include the need for specialist materials and modern standards for thermal comfort. Although installing solar panels on heritage buildings has benefits, there is debate about how best to do so. People also asked for more information about retrofitting and suggested incentives such as targets and rewards for sustainable retrofits.

Going beyond heritage, the bigger and more strategic challenge is to acknowledge the value of embodied energy in existing buildings, whether listed or not, and to encourage their reuse. There is a risk that current energy efficiency ratings can create unintended incentives to demolish existing buildings.

We also have an opportunity to strengthen the link between heritage and nature in the city. Our ambition is for thriving biodiversity and ecosystem resilience. As we protect heritage trees and facilitate the greening of buildings and heritage laneways, we can also increase people's thermal comfort on the streets.

Our priority

We will contribute to our zero emissions target by encouraging the retrofit and reuse of existing buildings to make use of their embodied carbon, and contribute to nature in the city by protecting heritage trees and encouraging initiatives such as greening historic places.

We will collaborate with others to explore the following actions:

- helping achieve zero-emission buildings and precincts by exploring the need for clearer guidance or policy updates to guide how to retrofit heritage and older buildings, including strategies for addressing issues such as glazing, solar panels and particular types of heritage, such as post-war buildings
- adopting circular economy principles by making better use of existing buildings and promoting examples of adaptive reuse
- exploring ways to address both energy efficiency and cultural significance in heritage buildings
- understanding more about the value of embodied carbon in existing buildings, including heritage buildings, in decarbonising construction
- protecting heritage trees and encouraging new planting associated with heritage spaces and buildings
- increasing indigenous plant species in heritage projects, drawing on Aboriginal knowledge and expertise
- advocating for incentives to promote retrofit and adaptive reuse as an alternative to new construction.

Stewardship



Image 13 Emma standing inside heritage venue Meat Market in North Melbourne

The value of stewardship

Practising heritage in all forms is about stewardship – caring for the things people value and want to pass on to the future, whether physical or intangible.

Stewardship starts with everyday care. It can include maintaining or repairing things to extend their life. Keeping things in use is one of the best ways to sustain our heritage, whether languages, traditions or buildings. Traditional Owners have an ongoing stewardship role in caring for Country and people on Country.

Caring for our shared heritage creates wider public value. There are economic, social, environmental and cultural benefits from caring for heritage. It delivers wider rewards, from the mental health benefits of connecting with stories and seeing one's history acknowledged, to the economic impact of the heritage sector. Importantly, caring for heritage does not stop change – it is simply a starting point for how we shape the future. Innovative design, writing and creativity often spring from exploring, honouring and reimagining our past.

At City of Melbourne, we are proud heritage stewards. We care for a portfolio of heritage buildings, open spaces and collections. Some are open to the public and others support our core services and functions. We also assist others to care for their heritage, helping them keep heritage buildings in use and providing support for conservation through our Melbourne Heritage Restoration Fund. We work in partnership with a range of community and not-for-profit organisations that care for Melbourne's heritage.

Opportunities and challenges

We have already highlighted how caring for heritage contributes to wider City of Melbourne goals, from planning and placemaking, addressing climate change and reducing waste, to the visitor and creative economies. There are a range of tools, such as conservation management plans, that can help property owners or managers care for their buildings in a way that also respects their cultural significance.

But stewardship is not always easy. As a property manager, we know how important it is to maintain and manage what we have. Day-to-day maintenance – sometimes known as preventative conservation, or repair works are vital,

but often unglamorous aspects of caring for heritage and can require access to heritage craft skills or Traditional Owner knowledge in caring for Country. Property managers can face technical challenges.

Engagement participants told us that we need to do more to acknowledge the value of heritage, including the wider cultural and social benefits. We heard that we need to do more to recognise unsung heritage heroes – the community groups and individuals who play a vital role in caring for our past. We were reminded of the benefits of adaptive reuse as a way to care for heritage places and deepening their history, allowing existing buildings to be reinvigorated as they are repurposed as spaces for housing and commercial uses such as the recent City of Melbourne Make Room initiative. Participants pointed to examples of arts organisations that reuse heritage buildings, keeping them in community use while protecting urban distinctiveness.

Our priority

We will take a sustainable approach to heritage stewardship, in a way that recognises not just why heritage matters to people, but also the wider social, economic, place-based and cultural impacts and benefits of conserving it.

We will collaborate with others to explore the following actions:

- showing leadership through the stewardship of our own properties, collections and open spaces, by maintaining and managing them well and ensuring that they are accessible and inclusive
- finding ways to better engage with heritage managers and custodians, including Traditional Owners, community groups, businesses and individual owners, and creating regular opportunities for these groups and individuals to come together and share knowledge and information
- seeking to understand the barriers that prevent people and organisations from caring for and investing in heritage and exploring ways to address barriers to adaptive reuse
- complementing our program of arts research with heritage research to understand more about how it creates public value for the municipality
- exploring ways to celebrate Melbourne's unsung heritage heroes, including community groups and individuals who are leading the way in caring for, researching or interpreting heritage.



Image 14 Brendan standing in his workshop in the Nicholas Building

Next steps

Finalising the strategy

This draft Strategy is a high-level document prepared in response to engagement and consultation on our Heritage People and Place Discussion Paper. It ensures that the strategy is based on an understanding of what the community wants.

We will conduct further engagement on this draft. The community's feedback and our collaboration with Traditional Owners and other key stakeholders will inform our final strategy.

Before publishing the final version, we will host a formal public engagement and review the document based on further internal and external feedback. The strategy will also be reviewed against City of Melbourne priorities and include a detailed implementation plan with agreed actions and timeframes.

By grounding this draft in a rich understanding of community needs, we have created a foundation for a broad, people-centred, city-wide approach to heritage.

Monitoring and review

Once the strategy and priorities are finalised, it will set specific short- and long-term actions that can be regularly reviewed against our five overarching priorities. We will also assess how to track progress against those actions and review the plan, identifying specific outcomes linking heritage to achieving wider City of Melbourne outcomes and goals.



Image 15 Anthony standing in wine cellar of restaurant in heritage building

Glossary

Burra Charter – best practice for managing cultural heritage places in Australia.

Country – a term Aboriginal people use that can be described as the lands with which they have a traditional attachment or relationship. Caring for Country is an approach that embraces the Aboriginal philosophy that if we care for Country, Country will care for us.

Cultural heritage – Victorian heritage legislation refers to Aboriginal cultural heritage and uses the term heritage to refer to non-Aboriginal heritage. However, cultural values are central to both.

Heritage – what people value and want to pass on to the future. It includes Aboriginal cultural heritage and historic heritage, and tangible and intangible heritage. Some but not all of that heritage is formally protected.

Heritage activities – used here to mean the many ways people actively engage with heritage, including their heritage or that of others, including researching family history or restoring vintage vehicles or buildings.

Heritage assets – the things people value and want to pass on to the future including physical things such as buildings, places, landscapes or objects and intangible heritage such as traditions, stories and memories.

Heritage building – formally defined in heritage legislation as a building that is a place, or forms part of a place, that has been given heritage protection under a planning scheme.

Heritage experiences – the different ways that people encounter the past in their lives and as residents, workers and visitors, including public programs and events, exhibitions, walks, signage and digital media.

Heritage Overlay – one of several overlays in the Victorian Planning Provisions. The Heritage Overlay protects sites with heritage value and includes lists of places of local and state significance.

Intangible heritage – things people value that don't have a physical form, such as knowledge, skills and languages. They are not usually protected in planning but can be protected through intellectual property rights.

Interpretation – the different ways of telling stories that enable people to encounter and understand the past, whether online or in-person, including exhibitions, productions, events, public programs, artworks, talks, plaques and signage.

People-centred approach – a way of working that recognises that heritage is what people value, that it delivers wider benefits, and that it is important to involve people and communities in heritage activities and in caring for heritage assets.

Planning scheme – delivers the objectives of the planning system, including provisions to protect heritage.

Protected heritage places – buildings and sites formally protected under local, state or national heritage legislation, including places under World Heritage, the Victorian Heritage Register and the Heritage Overlay.

Statement of Significance – a document that describes what, how and why a place has heritage significance. It is incorporated into the planning scheme and guides planning decisions.

Sustainable development – development that meets the needs of present generations without compromising the ability of future generations to meet their needs. The United Nations 2030 Agenda for Sustainable Development was adopted by member nations in 2015.

Sustainable development goals – 17 goals that provide a roadmap for global efforts to achieve sustainability to 2030 and beyond. City of Melbourne is committed to the goals as a framework for shaping action.

Tangible heritage – heritage that has a physical form such as buildings, places, landscapes, collections and infrastructure. It distinguishes physical heritage assets from intangible heritage assets.

Victorian Heritage Register – lists places deemed to be of cultural significance to the State of Victoria. Places on the list are protected by Heritage Victoria under the Heritage Act 2017.

Wellbeing – wellbeing approaches to policy go beyond macroeconomic statistics to recognise that social progress is about improving the wellbeing of people and households. Local councils have a role in supporting community members to achieve optimal health and wellbeing under the *Victorian Public Health and Wellbeing Act 2008*. Australia's new wellbeing framework measures our progress towards a more healthy, secure, sustainable, cohesive and prosperous Australia

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CITY OF MELBOURNE

Heritage, People and Place Discussion Paper 2024

Engagement Report



Giving every person a voice.

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Capire acknowledges
and deeply respects the Wurundjeri
people and
the Traditional Owners
of the Victorian land.



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Capire staff and associates take great care while transcribing participant feedback but unfortunately cannot guarantee the accuracy of all notes. We are however confident that we capture the full range of ideas, concerns and views expressed during our consultation activities.

Unless otherwise noted, the views expressed in our work represent those of the participants and not necessarily those of our consultants or our clients.

VERSION	AUTHOR	AUTHORISED	DATE
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PROJECT OVERVIEW

The City of Melbourne (CoM) Heritage Strategy aims to protect the city's heritage buildings, places, and objects to celebrate and preserve its cultural significance. As the current strategy, developed in 2013, reaches its conclusion, the new strategy will focus on a people-centred approach to identifying, acknowledging, sharing and protecting the city's diverse traditions, memories, places, and objects.

CoM prepared the Heritage People and Place Discussion Paper (Discussion Paper) to initiate a conversation with the community and other stakeholders. The Discussion Paper outlines potential approaches to addressing emerging challenges and opportunities, and feedback received will help guide the development of a new heritage strategy (Draft Heritage Strategy 2025).

The Discussion Paper explores how heritage can positively address various urban pressures and changes CoM faces. It suggests adopting a people-centred approach across different focus areas that prioritises community involvement and values people's relationship with places.

The key aspects of a people-centred approach include:

- recognising the significance of places due to their connection with people
- empowering community to shape cultural heritage
- encouraging diverse community involvement while respecting expert knowledge.

The Discussion Paper explores how a people-centred heritage framework could be implemented through Five (5) Focus Areas, including:

1. **Reflecting Aboriginal heritage:** acknowledging and celebrating the central role of Aboriginal history which links to all other focus areas in the paper.
2. **Heritage interpretation:** better understanding the city's heritage, its heritage places, and values by creating experiences that connect people with the place's stories.
3. **Heritage, urban change and the economy:** accommodating growth and change while ensuring that Melbourne's distinctive places remain a prominent feature of its evolution and ongoing economic prosperity.
4. **Heritage and climate change:** adapting to climate change and providing environmentally sustainable heritage buildings and places for people to live, work and enjoy.
5. **Innovative heritage planning and processes:** exploring the future of heritage protection, alternative processes that enable more community involvement, and how the heritage of different parts of the community can be better understood and protected.

ENGAGEMENT APPROACH

A range of promotional, communication, and engagement tools were utilised to ensure CoM's residents, businesses, government agencies, industry partners, and other relevant stakeholders had a chance to share their ideas and feedback.

The engagement activities occurred for a little over four weeks, with an online survey open from 20 February to the 19 March 2024. There were five (5) workshops (4 in-person and 1 online) held with peak bodies, general community, industry professionals, resident groups and historical societies to have a deeper discussion about the ideas proposed in the Discussion Paper.

Several submissions were received from institutions, individuals and activist groups in relation to the Discussion Paper.

This report presents findings and insights from all feedback received during the community engagement period.

The CoM has separately engaged with Traditional Owners, the Wurundjeri Woi-wurrung Cultural Heritage Corporation and Bunurong Land Council Aboriginal Corporation and will continue to do so as the new Strategy is developed.

A total of 216 participants provided feedback. Most survey participants were residents and workers in the CoM, with the majority of the participants aged between 20-49 years.

The following is a summary of the feedback received from all engagement methods for each of the five Focus Areas. Further details of the summaries can be found under the sections of each Focus Area in this report.

Reflecting Aboriginal heritage

- Participants expressed the need for CoM to centralise Aboriginal culture, heritage and knowledge into heritage planning and change standard approaches.
- Participants supported CoM acknowledging Aboriginal cultural heritage in the city through public art, exhibitions and performances, the design of public spaces, onsite interpretation boards and community events.
- Participants had a strong awareness of the listed examples of the work CoM is doing to acknowledge and celebrate Aboriginal cultural heritage in our city and highlighted other examples of relevant projects including:
 - Yulungah App and walking tours
 - support of Yirramboi and Rising festivals
 - Stolen Generations marker
 - Colours of our Country project
 - Floating wetlands project
 - Town Hall Commons project.
- Workshop participants highlighted:
 - the need for meaningful engagement with Traditional Owners and the importance of truth telling (for example the 'forgotten' stories about dispossession)
 - the need to undertake deep research to record this information, and mapping as a useful tool
 - the need to provide Traditional Owners with more opportunities to influence the built environment and planning controls.

Heritage interpretation

- Feedback received across the engagement called for CoM to consider the importance of intangible heritage.
- Key methods identified for how CoM should explore engaging with diverse voices included: meeting with community groups, through events, and via social media and engagement activities for children and young people.
- CoM could lead by example with heritage interpretation by acknowledging:
 - the importance of layered interpretation such as including multiple people and groups' stories related to place
 - the importance of nuance in heritage interpretation, particularly cross-cultural interpretations for example in relation to CoM's transient population.
- Participants outlined who was important to involve in heritage and the ways this participatory involvement could be conveyed.
- The appointment of a City Historian was strongly supported, to draw together information.
 - There were also comments for CoM to invest additional funding to uncover peoples stories.

- Most survey participants (81%) either strongly disagreed (43%) or disagreed (38%) with the statement "the City of Melbourne provides the right balance between heritage protection and new development".
- The main reasons for disagreement included:
 - There is a sense that new developments have 'spoiled' the city and have not taken into context the surrounding built environment.
 - Many had issues with the quality of new developments and a perception of missed opportunities for placemaking and integration.
 - There were concerns regarding developers 'winning out' over residents and passionate community members advocating for the protection of heritage buildings and culturally significant locations.
 - There is a need for enhanced protections and acknowledgement of places of significance related to Aboriginal culture. Examples were shared for how to build knowledge amongst the community about stories as well as places.
 - Many participants commented on the need for stronger heritage protection that includes more than just the façade, such as notable interiors.
 - Conversely, a few felt that heritage protection is having negative impacts on housing opportunities, and that this balance needs to be addressed.
- Of those survey participants who agreed (12%) or strongly agreed (2%):
 - A few participants acknowledged the difficulties in balancing new and old buildings.
 - A few participants expressed that they felt CoM is progressive and had taken a greater focus on protecting heritage in recent years.

The following summary relates to feedback gathered during the workshops.

- Whilst a few participants raised concerns that heritage buildings aren't being adequately protected (e.g., through VCAT decisions), others stated that CoM needs to allow for more change to account for population growth.
- To preserve cultural richness, participants felt that urban living should be accessible to people of different socio-economic backgrounds to create a city for everyone.
- Participants supported opportunities for adaptive re-use and outlined benefits. It was suggested CoM could promote case studies of successful adaptive re-use projects.
- Many participants emphasised that developments are not a hinderance to heritage but rather contribute to the evolving story of CoMs' built environment.
- Participants expressed a desire for the value of heritage to be better acknowledged. These values included economic, cultural, social and intangible benefits. Additionally, participants highlighted that heritage buildings bring people into the CBD and contribute to the knowledge economy.

Heritage and Climate Change

- 45% of survey participants acknowledged that they would be in support of CoM not requiring planning permits for visible solar panels on local heritage places, given their positive impact on the environment. In comparison, 23% voted 'no' to supporting this, given the disruption of panels on the character of heritage streetscapes, and a further 15% opposed them due to their impacts on the appearance of a heritage building.
- When asked to indicate their level of agreement with the statement 'In addition to solar panels, other changes should be permitted to heritage places to improve their environmental sustainability', 37% survey respondents 'strongly agreed' that permits shouldn't be required for these improvements, with slightly less (31%) agreeing. 12% of respondents were indifferent, neither agreeing nor disagreeing.

- Most survey participants agreed (68%, strongly agreed and agreed) that more changes to heritage places should be allowed if they are done so sustainably.

The following summary is related to feedback gathered at workshops.

- The topic of solar panels generated a mix of responses at workshops. Many participants recognised the benefits of having solar panels and their role in the environment.
- The majority of participants agreed that there is room for CoM to allow for flexibility so that heritage places can operate more sustainably. A few argued that permit processes serve as a check and balance to prevent visual clutter and maintain the city's character.
- There were a number of suggestions on how buildings can be adapted to be more sustainable while honouring the heritage of the building.
- Participants were in support of CoM providing information and offering support for owners to future retrofit heritage buildings.

Innovative heritage planning and processes

- 45% of survey participants considered 'building interiors' as the least recognised/celebrated form of heritage in CoM, followed by 'places of significance to multicultural communities' (39%).
- A slightly smaller number of survey participants (35%) considered 'intangible heritage' and 'landscape or natural heritage' as the least recognised/celebrated heritage in CoM, with 'Aboriginal heritage' following closely at 34%.
- An equal number of survey participants (23%) were either against flexibility in heritage policies or were okay with it as long as it resulted in more affordable housing, and a further 22% were in favour of flexibility if it allowed for the continuation or expansion for traditional use.
- Workshop participants highlighted the importance of understanding a place's significance and historical, with an emphasis on the need to challenge the limited knowledge of history and educate future generations on the value of heritage sites.

Important benefits of heritage

- Survey participants identified city identity (22%) and the character of local places (22%) as the two most important benefits of heritage. Cultural uses (5%) and personal connections (2%) received the least support with a few stating there was no benefit in the open-ended response option.

Next steps

CoM will seek to engage with its community, Traditional Owners and other relevant stakeholders as it moves through all stages of the development of a new Heritage Strategy.

The feedback gathered will help inform the preparation of the Draft Heritage Strategy, which will be considered by the Future Melbourne Committee in 2024.

Future engagement on the Draft Heritage Strategy will lead to the development of the Final Heritage Strategy in 2025, including an implementation plan with agreed actions and timeframes.

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1. Introduction

The City of Melbourne (CoM) Heritage Strategy aims to protect the city's heritage buildings, places, and objects to celebrate and preserve its cultural significance. As the current strategy, developed in 2013, reaches its conclusion, a new Heritage Strategy is being prepared. It will focus on a people-centred approach to identifying, acknowledging, sharing and protecting the city's diverse traditions, memories, places, and objects.

CoM prepared the Heritage People and Place Discussion Paper (Discussion Paper) to initiate a conversation with the community and other stakeholders on this new approach. The paper outlines potential ways of addressing emerging challenges and opportunities, and feedback received will help guide the development of a new Heritage Strategy.

The Discussion Paper explores how heritage can positively address various urban pressures and changes the City is facing. It suggests adopting a people-centred approach across different focus areas that prioritises community involvement and values people's relationship with places.

The key aspects of a people-centred approach include:

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The Discussion Paper explores how a people-centred heritage framework could be implemented through Five (5) Focus Areas, including:

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5. **Innovative heritage planning and processes:** exploring the future of heritage protection, alternative processes that enable more community involvement, and how the heritage of different parts of the community can be better understood and protected.

1.1. Report purpose

This report outlines the engagement findings gathered during community consultation from 20 February to 19 March 2024. It provides an overview of the stakeholders the CoM consulted with during this period and highlights the main themes identified in the feedback received. This feedback will inform the new Draft Heritage Strategy.

1.2. Engagement objectives

The engagement objectives shaped the engagement questions and activities. The engagement objectives were to:

- Understand what aspects of heritage are valued by the community.
- Understand how the community would like to see heritage both protected, managed and celebrated by Council.
- Speak with diverse members of the community in addition to the typical stakeholders (such as historical groups) to get a broader picture of community sentiment on heritage.

- Inform the community about how heritage plays a role in the city's economy and climate change mitigation and adaptation.

1.3. Limitations

While every effort was made to make the engagement period as successful as possible, it is acknowledged that some limitations and constraints exist, including:

- Capire has reported on information documented by participants and interpreted it to represent their views as closely as possible.
- All feedback received through the engagement program and included in this report has been summarised to reflect key themes. This report analyses and presents data under key themes reflecting issues frequently raised; it does not provide details of all qualitative feedback provided by participants.

2. Engagement approach

A range of promotional, communication, and engagement tools were utilised to ensure CoM's residents, businesses, government agencies, industry partners, and other relevant stakeholders had a chance to share their ideas and feedback. This section details the engagement promotion and delivery approach.

2.1. Promotion

The following methods were used to promote the project:

- **Participate Melbourne webpage** was a central location for all public information about the project. The webpage introduced the Discussion Paper, promoted the consultation events, hosted the survey, the frequently asked questions (FAQs), and downloadable links to various Heritage Strategy-related content.

The webpage is available at <https://participate.melbourne.vic.gov.au/heritage-strategy>.

- **Postcards** promoting the project and engagement were handed out at CoM Neighbourhood Survey pop ups and distributed to local businesses and facilities.
- **Social media** included paid social media advertising that promoted the project and encouraged people to provide feedback via the online survey or attending a workshop.
- **Online news articles** were published through CoM newsletters to promote the start and conclusion of the engagement period.
- **Targeted invitations** were sent to identified stakeholders and community groups to ensure that they were informed and encouraged to participate.

2.2. Engagement activities

Figure 1 illustrates the webpage statistics from Participate Melbourne Heritage Strategy page for the duration of the engagement. Table 1 outlines the engagement activities delivered to collect feedback from the community and stakeholders and the number of participants who engaged in each activity.

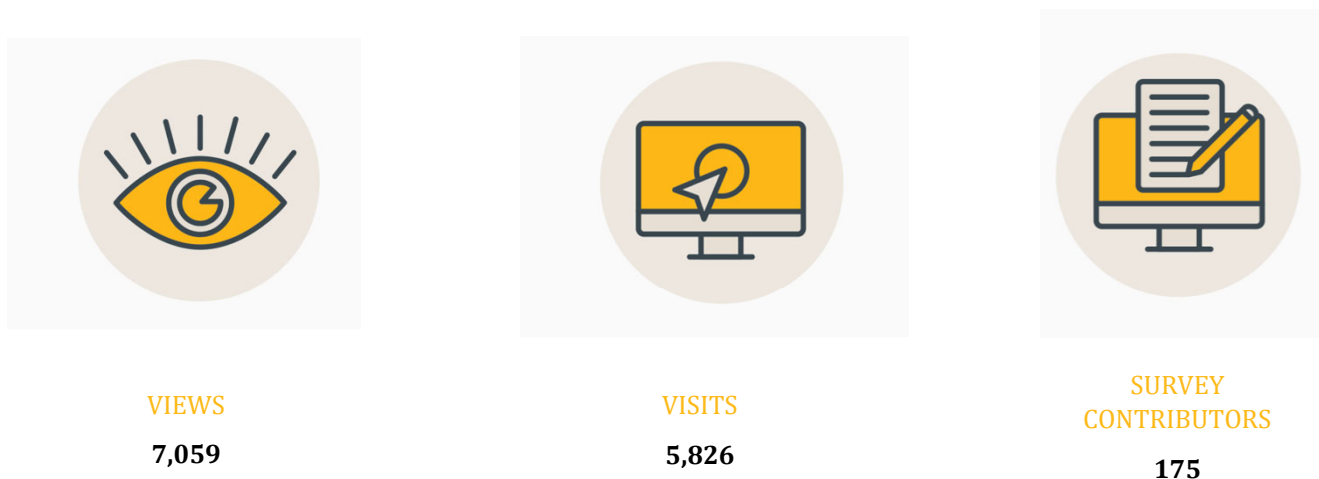





Figure 1. Webpage statistics via the Participate Melbourne Heritage Strategy

Engagement activity	Date(s) and location(s)	Participation
 <p>Survey: An online survey was open for the duration of the engagement period. The survey prompted participants to provide feedback on current approaches taken by CoM in relation to the five Focus Areas, and input on important benefits of heritage and areas that Council should consider when implementing the new strategy. The findings of the survey are illustrated in the next section of the report. Note: See the Appendix for survey questions.</p>	<p>Open from 20 February until 19 March 2024</p> <p>Hosted on the Participate Melbourne website.</p>	175 participants
 <p>Workshops: There were five (5) workshops (4 in-person and 1 online) held with peak bodies, communities, property owners/developers and historical societies to have a deeper discussion about the ideas proposed in the Discussion Paper.</p>	<p>Workshop #1 – Peak bodies (in-person)</p> <p>Workshops #2 – Community (in-person)</p> <p>Workshop #3 – Retrofit workshop – Industry Professionals (in-person)</p> <p>Workshop #4 – Historical societies and Residents Groups (in-person)</p> <p>Workshops #5 – Community (online)</p>	41 participants
 <p>Individual submissions: Several submissions were received from institutions, individuals and activist groups in relation to the Discussion Paper. The feedback received is highlighted throughout the report.</p>	<p>There was no request for submissions, however, the project team received submissions directly via email throughout the engagement period.</p>	7 submissions

3. Survey participants demographics

The following section outlines the demographic data of survey participants. Note the workshops did not seek demographic information.

3.1. Gender

Figure 2 illustrates that more than half (55%) of survey participants identified as male, 41% as female, and a small number identified as “Other” (4%).

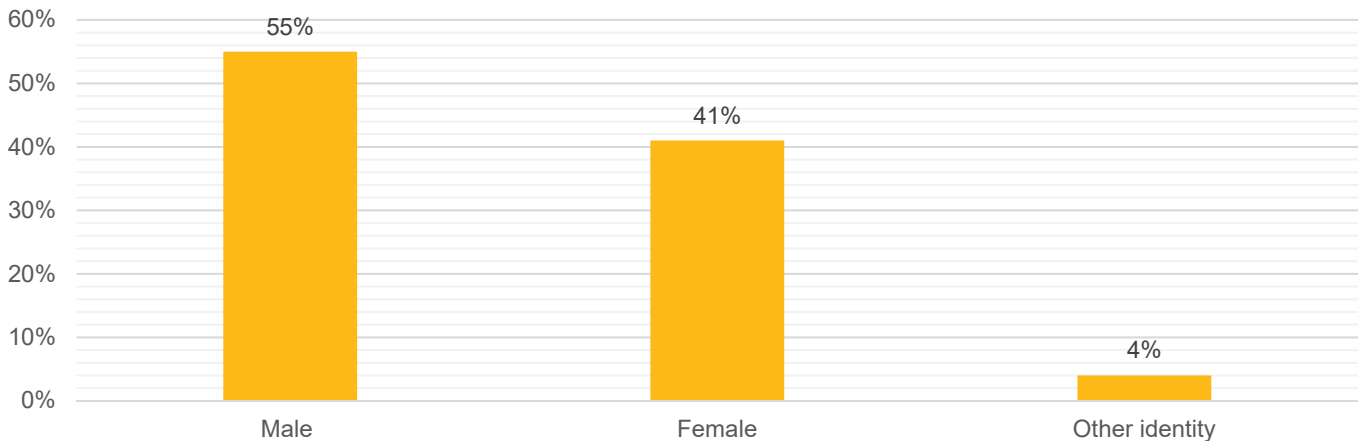


Figure 2. Participants gender identity (n = 166)

3.2. Age

Approximately half of the participants were between the ages of 25 to 44 (57%). The most represented age group were 35 to 39 (16%).

The least represented age groups, falling under 1%, were 15-19, 75-79, 80-84 and 85 and over (Figure 3).

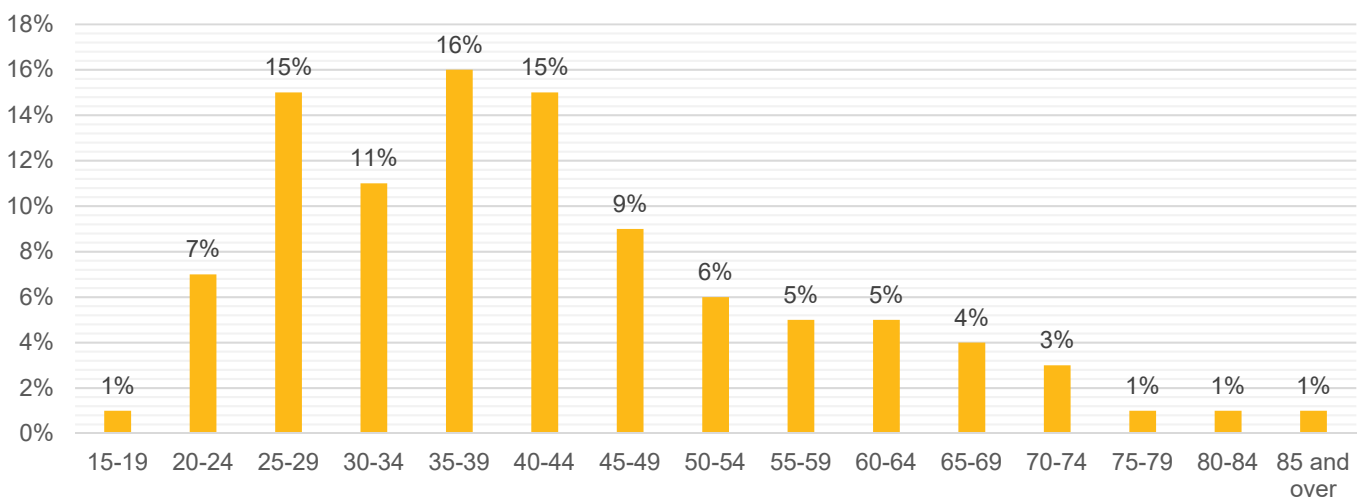


Figure 3. Participants age (n = 160)

3.3. Representation

Figure 4 illustrates the identified groups of participants, noting that participants could select multiple responses that apply. The highest represented group were people from the LGBTQIA+ community (24%), followed by participants born overseas (19%). International students and Aboriginal people were the least represented (1% respectively).

Languages spoken other than English, selected by participants included:

- Arabic
- Chinese
- French
- Greek
- Harari
- Indonesian
- Italian
- Mandarin
- Punjabi
- Russian
- Somali
- Spanish.

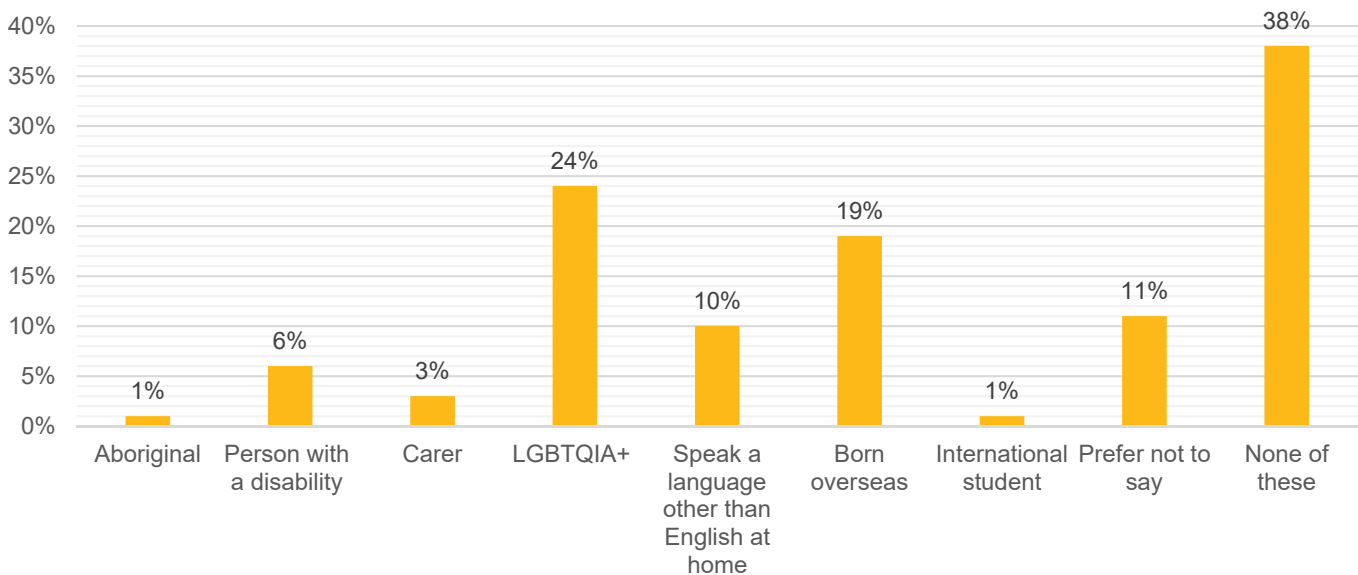


Figure 4. Participants representation ($n = 197$)

3.4. Connection to the City of Melbourne

Participants were asked to identify what best describes their connection to the CoM project. The most common responses were from residents (44%) and workers (30%) (Figure 5).

The least common responses were 'prefer not to say' (3%) and 'own a business' (1%). Several responses outlined multiple points of connection to the CoM under "other" (e.g. resident and business owner).

"Other" connections included:

- interest in history
- family connection
- historian.

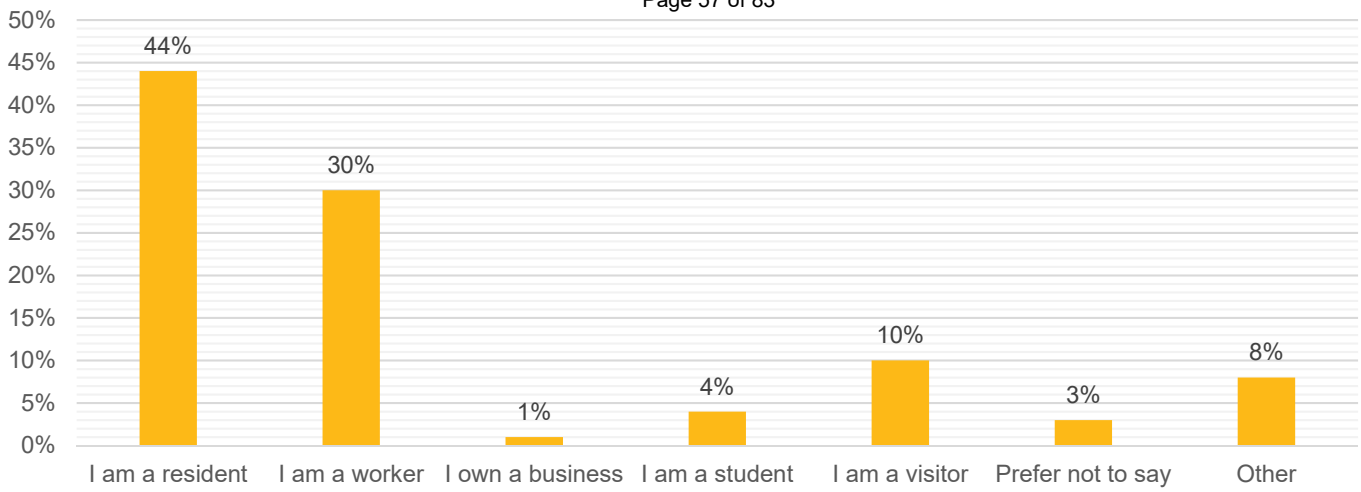
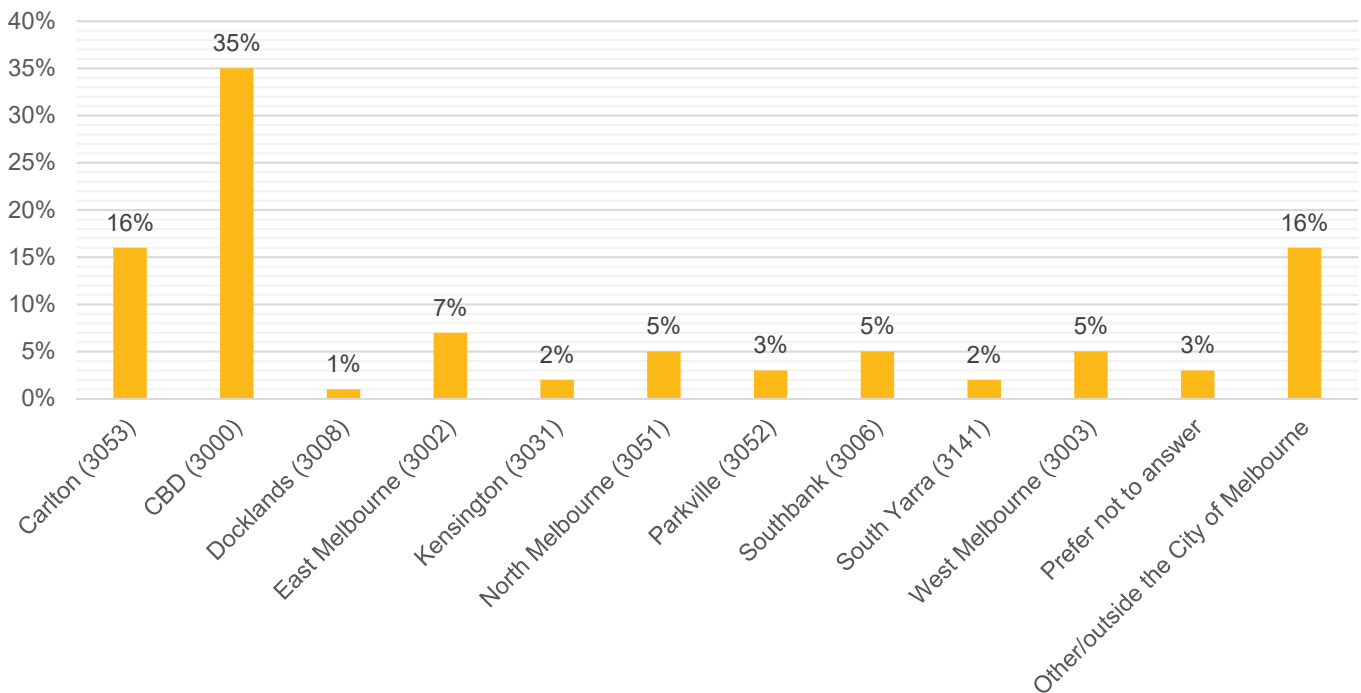


Figure 5. Participants connection to the CoM (n = 174)

3.5. Suburb

Most participants are connected through the CBD (35%) followed by Carlton (16%) and outside the CoM (16%) (Figure 6).

There were several participants who indicated “Other” suburbs of connection (16%), including places outside of Melbourne, such as Sydney, New Zealand and Tokyo.



3.6. Previous consultation

Figure 7 illustrates the engagement history of participants with CoM. Most participants (48%) had not participated in a CoM consultation before, followed by those who had participated one or twice (30%), and those who participated regularly (14%).

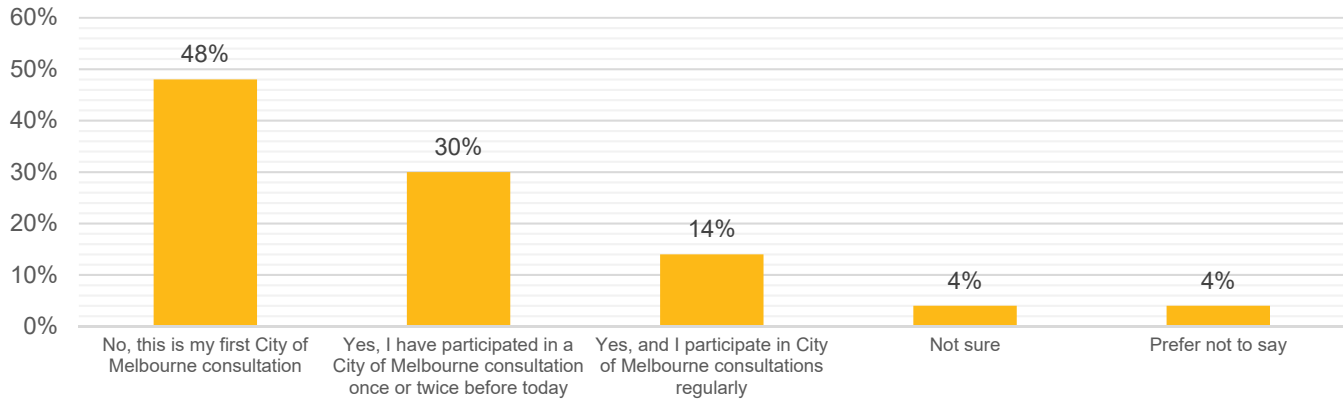


Figure 7. Previous CoM consultation (n = 170)

3.7. Motivation to participate

Figure 8 shows the most common motivation for participating in the consultation was ‘having a say and contributing to the future of the city’ (58%), followed by ‘this project directly impacts me’ (30%) and ‘saw the project on social media’ (27%). The least common responses were ‘passing by/approached by CoM’ (2%) and ‘saw the project on media’ (1%).

Responses under “Other” included:

- email from another source
- through a community group or organisation
- CoM resident.

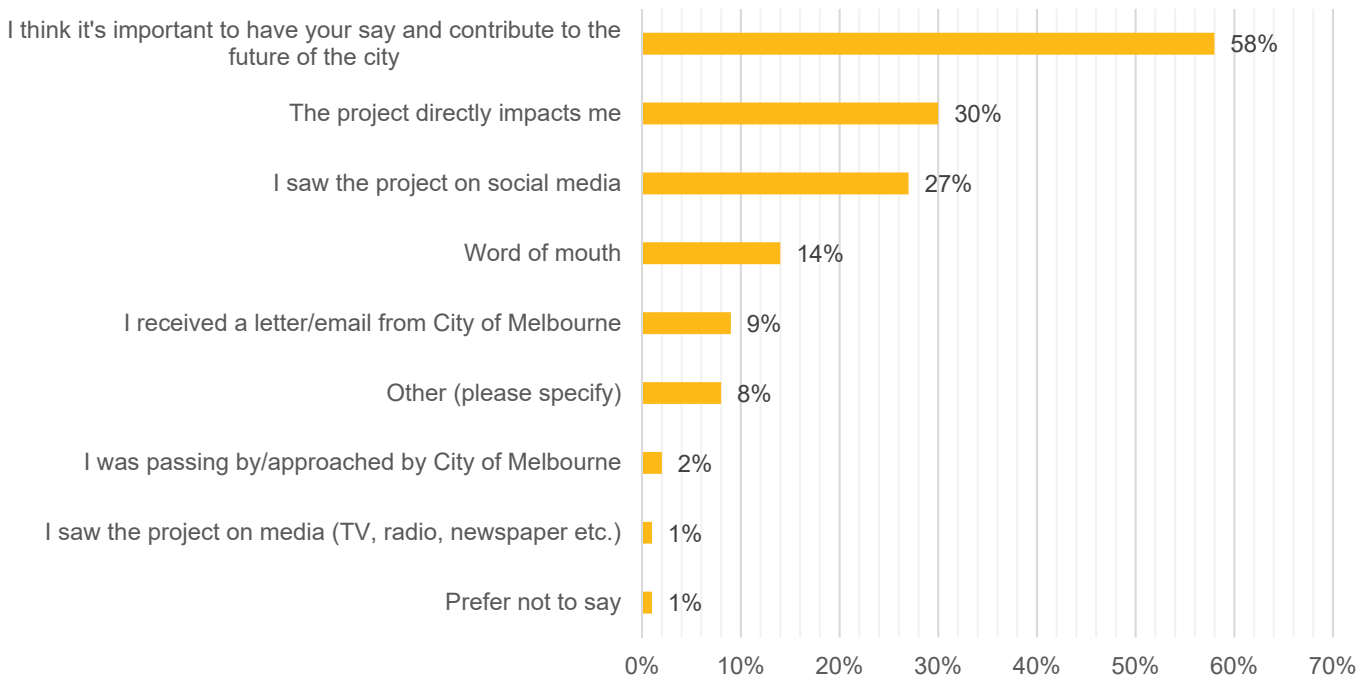


Figure 8. Motivation to participate (n = 263)

4. Findings

Sections 4.1 to 4.8 include information from the workshops, surveys and individual submissions (submission). Table 2 outlines the engagement activities included under each theme. Each theme is summarised under ‘survey results’ and ‘workshop findings’ where applicable. Submissions have been integrated under the relevant themes, reflecting in the sub heading and annotated accordingly. Quotes are recorded verbatim.

Table 2. Engagement activities included in each theme

THEME	ENGAGEMENT ACTIVITIES INCLUDED
4.1 Connection to City of Melbourne Heritage	Survey participants
4.2 Important benefits of heritage	Survey participants
4.3 Focus Area 1: Reflecting Aboriginal heritage	Survey, workshop participants and submissions
4.4 Focus Area 2: Heritage interpretation	Survey, workshop participants and submissions
4.5 Focus Area 3: Heritage, urban change and the economy	Survey, workshop participants and submissions
4.6 Focus Area 4: Heritage and climate change	Survey, workshop participants and submissions
4.7 Focus Area 5: Innovative heritage planning and processes	Survey, workshop participants and submissions
4.8 Additional feedback	Survey participants

4.1. Connection to City of Melbourne Heritage

SURVEY RESULTS

Survey participants were asked to indicate their connection to CoM heritage. Note participants could select all that applied.

Figure 9 show most participants (73%) indicated an interest in heritage in the CoM, with over half (59%) being visitors to heritage buildings and/or places and one per cent Traditional Owners.

“Other” responses included:

- local resident and/or business owner
- work and/or study heritage
- work as an architect, town planner or historian
- member of a history society.

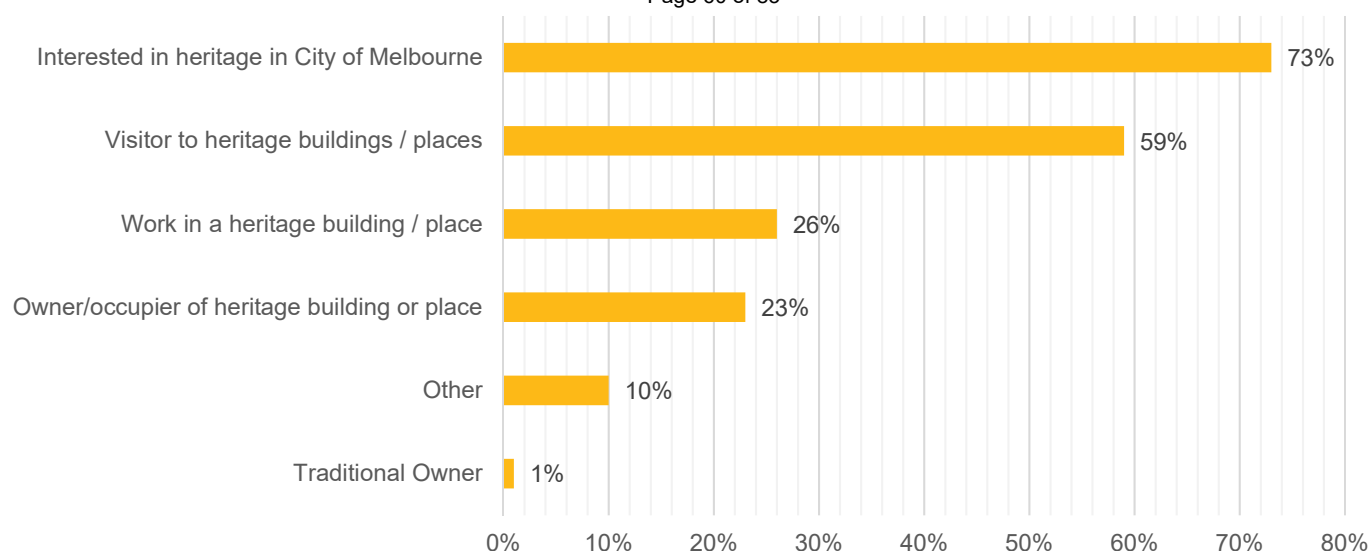


Figure 9. Participants connection to heritage places in the CoM (n = 335)

4.2. Important benefits of heritage

SURVEY RESULTS

Survey participants were asked a question on the most important benefits of heritage. Participants could select up to three benefits.

Figure 10 shows that city identity (22%) and the character of local places (22%) were the two common benefits selected by participants. Cultural uses (5%) and personal connections (2%) received the least support (Figure 10).

Two percent (2%) of participants selected “Other” in response. Most participants who selected “Other” noted this was due to ‘none’ not being an option. A couple of participants commented that heritage protections can have negative outcomes for housing supply, community needs and environmental impacts.

“Other” responses included:

- continuity of history
- learnings from the past to inform the future
- architectural beauty
- none – heritage was described as a disbenefit.

“Understanding our past equips us to understand and deal with the future.” – survey participant

“None. Heritage protections reduce housing supply, increase homelessness and increases carbon emission by forcing new developments to green fields.” – survey participant

Which of the following do you consider the most important benefits of heritage?

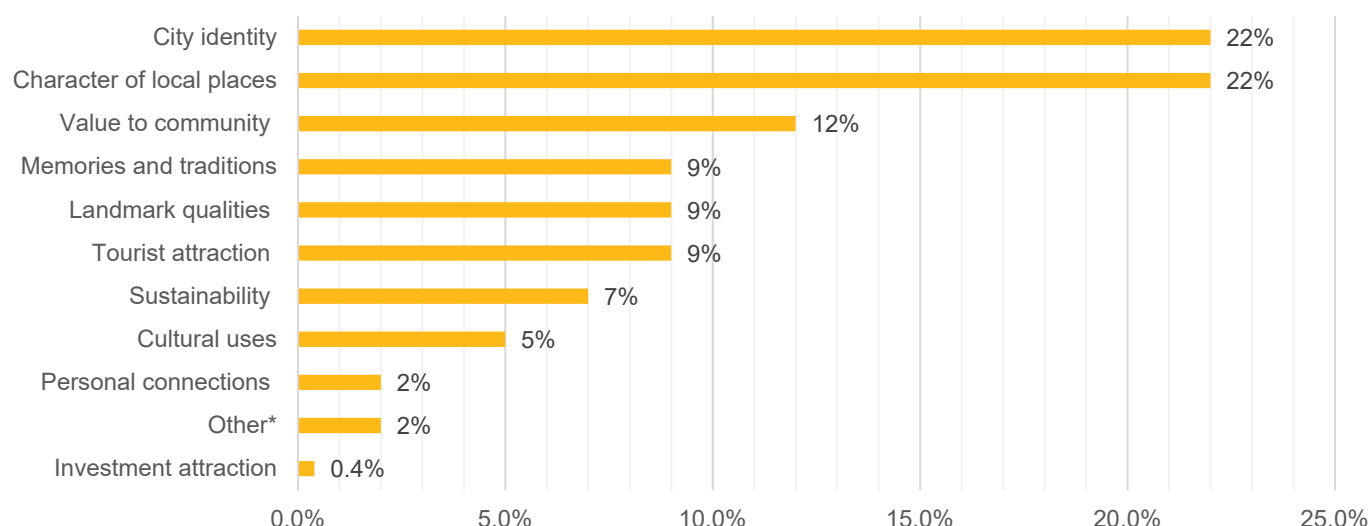


Figure 10. Most important benefits of heritage (n = 450). Note several participants who selected "other" described a disbenefit

4.3. Focus Area 1: Reflecting Aboriginal heritage

The engagement sought feedback on existing initiatives CoM is undertaking to celebrate Aboriginal cultural heritage, and other ways CoM should celebrate Aboriginal heritage.

Submitters, survey and workshop participants heavily supported centralising Aboriginal culture, heritage and knowledge to Melbourne's heritage planning. Participants outlined the importance of meaningful engagement, truth-telling and engaging in deep research with Traditional Owners and Aboriginal groups.

SURVEY RESULTS

Survey participants were asked to identify how CoM should acknowledge Aboriginal cultural heritage in the city.

Participants could select as many options as they like. Public art (54%), exhibitions and performances (50%) received the most support (Figure 11).

The next most common responses were through the design of public spaces (47%), onsite interpretation boards (46%) and community events (45%). Social media (19%) and mobile apps (14%) received the least support.

"Other" suggestions included:

- authentic engagement with Traditional Owners
- place names
- truth-telling
- permanent museum or display
- establishing a register and providing legal protection for places and objects of significance.

How should City of Melbourne acknowledge and celebrate Aboriginal cultural heritage in our City?

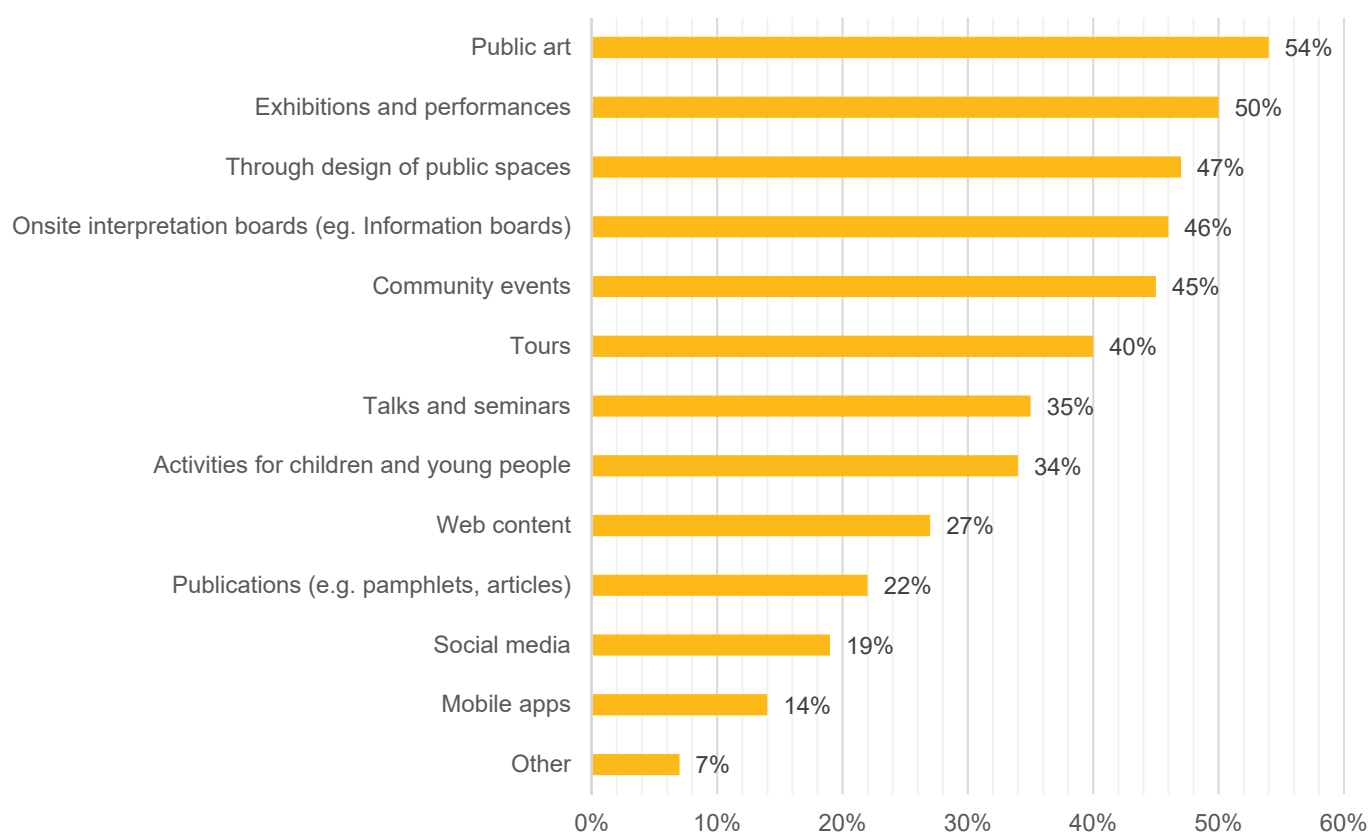


Figure 11. Acknowledging and celebrating Aboriginal cultural heritage (n = 771)

Survey participants were asked about their awareness of CoM's work to acknowledge and celebrate Aboriginal cultural heritage in our city. Note participants could select more than one option and 15 participants did not select any of the options provided.

Figure 12 illustrates that approximately a third of participants had knowledge of Mapping Aboriginal Melbourne (37%), Greenline Master Plan (31%) or Narrm Ngarrgu Library and Family Services (30%). Nine per cent (9%) of participants selected "Other" which was primarily chosen by those who were not aware of the initiatives.

"Other" responses included:

- Yalinguth App and walking tours
- support of Yirramboi and Rising festivals
- Stolen Generations marker
- Colours of our Country project
- Floating wetlands project
- Town Hall Commons project.

Are you aware of the work City of Melbourne is currently doing to acknowledge and celebrate Aboriginal cultural heritage in our city?

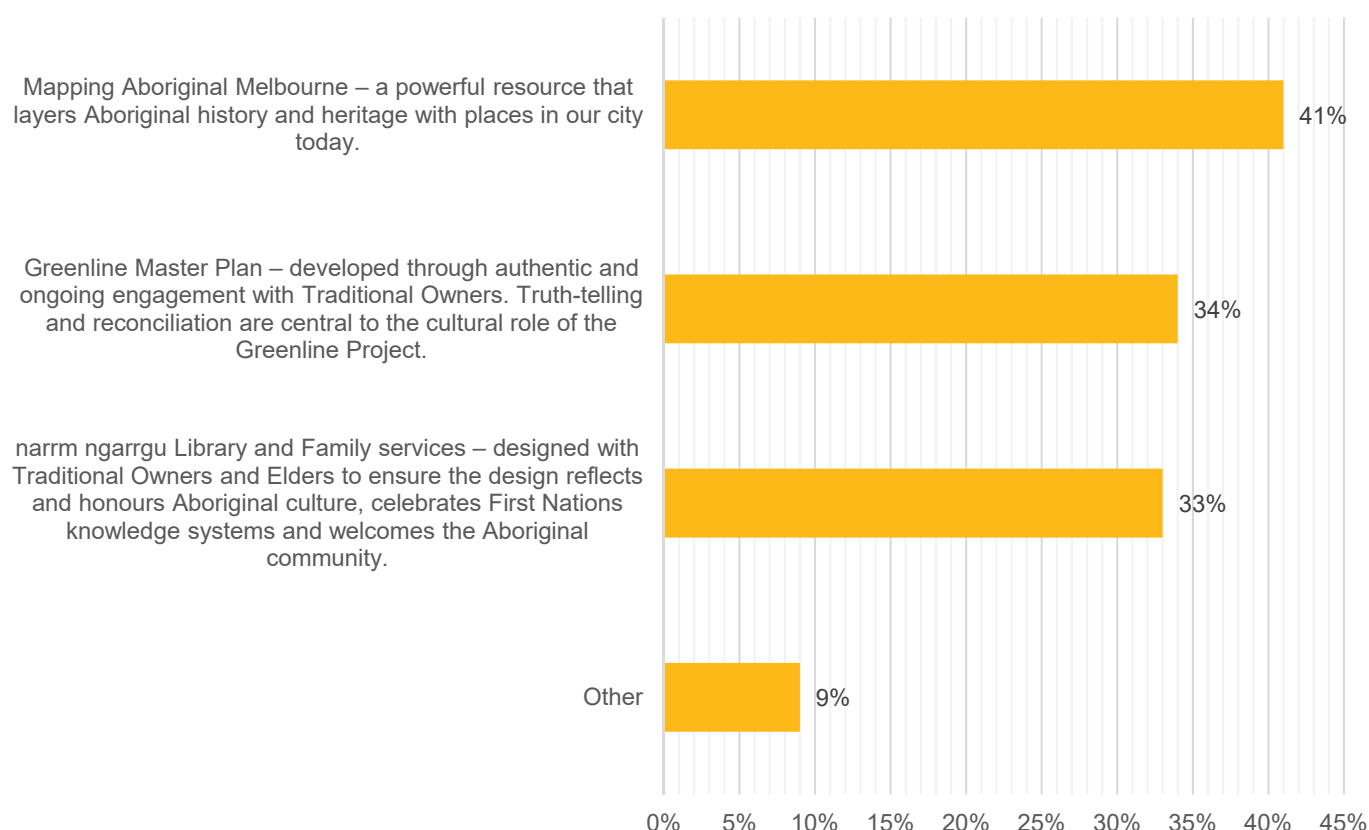


Figure 12. Knowledge of existing work CoM is doing to celebrate Aboriginal cultural heritage (n = 188)

WORKSHOP RESULTS

Workshop participants were asked to reflect on how CoM can lead by example with Aboriginal heritage. Responses focused on meaningful engagement and truth-telling, undertaking 'deep' research and the ability for Traditional Owners to influence the built environment. One submission expressed their organisation's intention to align with the key ideas under this Focus Area, by considering the principal framework to complement and enrich their existing strategy work.

Meaningful Engagement and Truth-telling

Participants highlighted the importance of authentic engagement with Traditional Owners and various Aboriginal groups and organisations to ensure CoM hears from various perspectives, including what participants described as modern mob community perspectives.

Participants also outlined the importance of telling the 'forgotten' stories such as stories of dispossession. A few participants commented on the role of historic colonial buildings in dispossession.

Other suggestions for CoM to consider included:

- Embrace challenging and nuanced conversations and histories.
- Use online and in-person engagement tools, to embrace those who have difficulties with technology.
- Listen to Traditional Owners and Aboriginal groups, relay this information to community and make it visible (e.g. at festivals or guided walks).
- Don't make assumptions; there are positive stories in Aboriginal culture.
- Compensate and support Traditional Owners and local groups for their time.

Participants discussed the importance of 'deep' research and ways to record this information. There was a significant number of participants who mentioned mapping as a useful tool that the CoM was using. Other suggestions for CoM to consider included to:

- Create a database of Aboriginal history (e.g. record oral histories, landmarks, meeting areas, burial sites, flora and fauna).
- Ensure the database can be updated easily.
- Consider apps with information (e.g. similar to what has been done for significant trees).
- Promote and celebrate existing work CoM is doing, potentially through case studies (e.g. Mapping Aboriginal Melbourne).

Built Environment and Planning Controls

Other comments by participants focused on Traditional Owner's influence on the built environment and inclusion in planning controls. A participant suggested that CoM review how Aboriginal heritage is represented in the planning scheme.

Several other participants mirrored this sentiment and emphasised the importance of more policies for Aboriginal heritage. Other ideas for CoM to consider included:

- rewilding to restore native habitat and wildlife
- including and maintaining Aboriginal signage (e.g. panels, plaques, audio clips)
- involving Traditional Owners in CoM urban planning and architecture.

"Tell multiple stories at the same place. You are always on Country" - workshop participant

"The historic map of the landscape was great" - workshop participant

"Deep research, 'real' meaningful consultation, embrace the difficult and challenging" - workshop participant

4.4. Focus Area 2: Heritage interpretation

Building knowledge of the value of heritage sites within the community is necessary to ensure these sites remain meaningful and supported. Heritage interpretation, which relies on sharing stories that form a connection, can strengthen the bond between people and heritage. Feedback received across the engagement activities called for CoM to also consider the importance of intangible heritage. There was also strong support from both survey and workshop participants for a City Historian. This section provides details on the community groups CoM should engage with and how, and other history to record. It also outlines how the information should be relayed and presented.

SURVEY RESULTS

Survey participants were asked to indicate the methods CoM should use to engage with diverse voices in the community, to capture untold stories. Note survey participants could select all options that apply.

Survey participants identified meeting with community groups (56%), events (49%), social media and engagement activities for children and young people (35% equally) as key methods CoM should use to engage (figure 13).

"Other" responses included:

- use heritage places for storytelling (e.g. exhibitions that include photographs, digital and experimental art)
- hire professionals to engage with community groups who are underrepresented in culturally safe ways
- hire a City Historian to create ongoing resources
- collate more information including sponsoring research projects, revisiting archives and recording oral histories.

How should City of Melbourne engage with diverse voices in the community to capture untold stories?

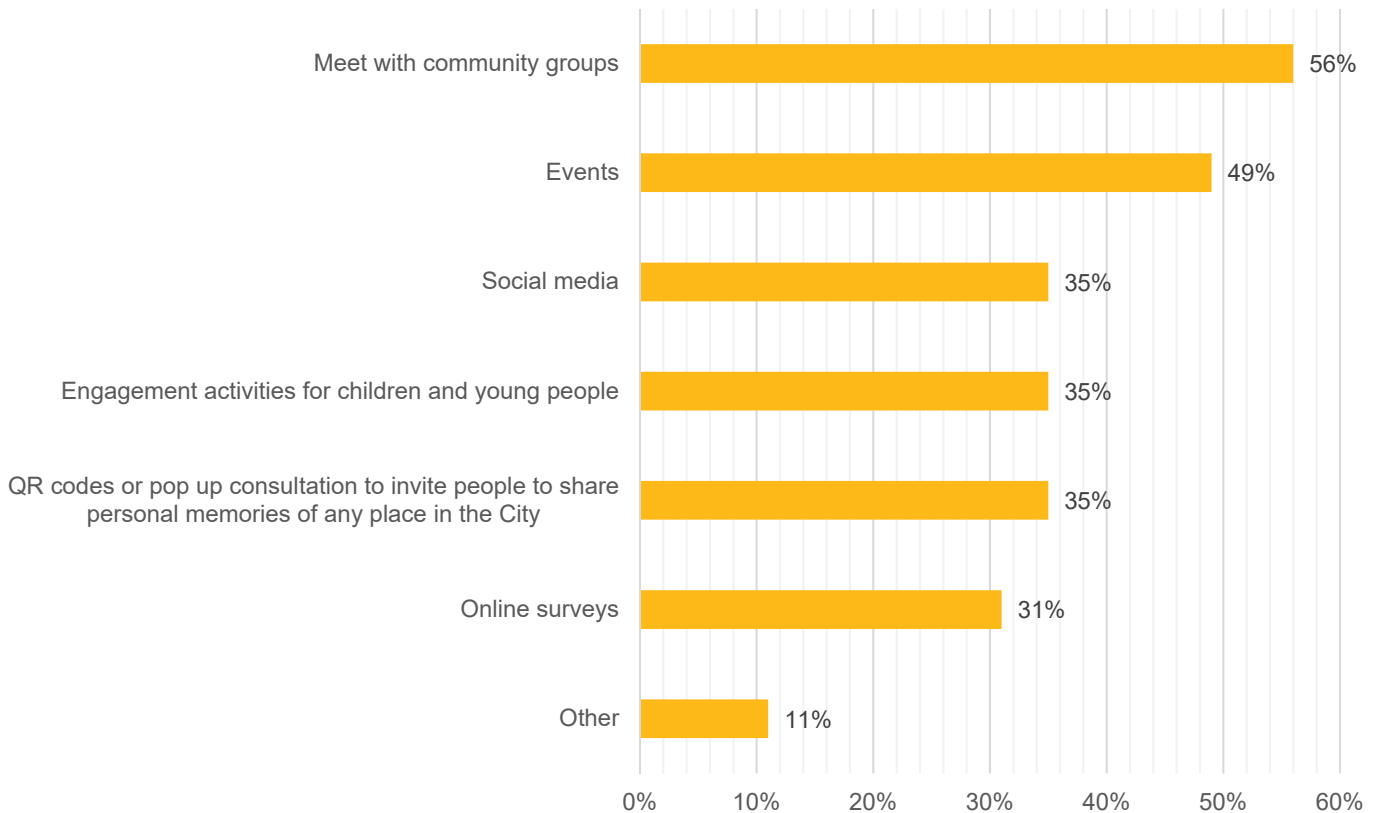


Figure 13. CoM engagement with diverse voices in the community (n = 442)

WORKSHOP RESULTS

Participants outlined how CoM could lead by example with heritage interpretation. There was a strong focus on the importance of layered interpretation such as including multiple peoples and groups' stories in place. Participants emphasised the importance of nuance in heritage interpretation, particularly cross-cultural interpretations. This was highlighted multiple times in relation to CoM's transient population.

Participants outlined who was important to involve in heritage and the ways this participatory involvement could be conveyed. Participants suggested CoM employ a City Historian to draw together information in alignment with findings from the survey. There were also comments for CoM to invest additional funding to uncover peoples stories.

Other suggestions included:

- engaging with Traditional Owners knowledge and truth-telling
- ongoing engagement with multicultural communities (e.g. new migrants stories)
 - providing information in multiple languages
- engaging groups whose heritage doesn't tie closely to significant built fabric (e.g. LGBTQIA+)
- incorporating both business and residents' history
- considering the history of fashion, food/pubs, contested sites
- viewing buildings and developments in context rather than in isolation
- co-locating stories, letting them sit side by side without forming conclusions
- considering a thematic approach for interpretation, linking with other Councils
- ensuring the stories are easily understood without context

- considering broader interpretation methodologies other than plaques and signage
- being creative but overt
- having visual representations of the layers of change over time on significant sites
- rewriting existing historical statements of significance to include more nuance.

"Try to ensure that the stories that we tell are relevant to the demographic/transient population" - workshop participant

"Melbourne has had waves of immigration, there is a multicultural history to tell" - workshop participant

4.5. Focus Area 3: Heritage, urban change and the economy

Celebrated for its multiculturalism and historic assets (precincts, streets, buildings etc.), Melbourne is considered a vital economic hub for Victoria and Australia. Preserving heritage boosts cultural tourism, fosters pride in unique places, and supports heritage skills and trades. This section provides an overview of participant perspectives on new development, tourism and the benefits of adaptive re-use.

SURVEY AND SUBMISSION RESULTS

Survey participants were asked to use a slider to indicate their level of agreement with the statement "the City of Melbourne provides the right balance between heritage protection and new development". Most participants (81%) disagreed with the statement (strongly disagreed 43% and disagreed 38%). Participants were also asked to describe why they agreed or disagreed.

The main reasons for disagreement included the following sentiments:

- There is a sense that new developments have 'spoiled' the city and have not taken into context the surrounding built environment. Many commented on issues with the quality of new developments and missed opportunities for placemaking and integration.

'Many significant beautiful buildings knocked down to be replaced by cheaply made eyesores, at the expense of our environment, these buildings should be protected' - survey participant

- There were concerns regarding developers 'winning out' over residents and passionate community members advocating for the protection of heritage buildings and culturally significant locations.
 - One submission emphasised this point, suggesting that CoM should find the balance between new development and heritage.

- It was suggested that CoM can find the right balance by focusing on representing the community and its voices and upholding its responsibilities in maintaining State, National and one World Heritage-listed places - submission.

'We must commit to what we have already built, maintain those buildings which are heritage listed as community environments. Deepen the history via engagement rather than erasing and starting a new, this must be community driven rather than the function of gentrification.' - survey participant

- Places of significance related to Aboriginal culture were mentioned a number of times, particularly the need for enhanced protections and acknowledgement.
- To build knowledge of Aboriginal culture, it was suggested that CoM establish a program for new immigrants and international students to perceive, understand, and learn about Aboriginal culture and heritage - submission.
- Another suggestion included embedding Aboriginal stories, places, people and symbols in the centre and making it easy for the public to identify - submission.

"There are important Aboriginal places in South Yarra and Melbourne and they should be identified and explained on site (with pictures if possible) so people will understand what went on here before colonisation. Over the last 50 years or more developers and those with money have been the winners, not our heritage. This needs to change." - survey participant

'New developments must all take significant steps towards the recognition of Indigenous culture, land and Lore' - survey participant

- A few survey participants commented on the need for stronger heritage protection that includes more than just the façade.
- Concerns were raised about the potential destruction of notable interiors that have yet to be located and listed. It was suggested that CoM consider this a priority - submission.

'The recent heritage guidelines are very good, but they should require more substantial setbacks.' - survey participant

'Having a building with the facade kept is not enough. Sometime the heritage is inside the building and light helps protect the heritage of the initial design of a building and its light.' - survey participant

'Where facadism has become an acceptable form of development, leaving only the very husk of heritage buildings' - survey participant

- Conversely, many felt that heritage protection is having negative impacts on housing opportunities, and that this balance needs to be addressed.

'Heritage protection is being abused to stifle development of much-needed housing' - survey participant

'Obscene heritage protection that is destroying livability of Melbourne - which is our true heritage.' - survey participant

'There is ample economic evidence on the costs of planning restrictions such as heritage. It has been proven that such restrictions reduce the supply of housing, increase housing costs, increase homelessness and increase carbon emissions by pushing Melbourne's growing population out to greenfield developments.' - survey participant

Of those who agreed with the statement (12%), or strongly agreed (2%), comments related predominately to the following:

- A few participants acknowledged the difficulties in balancing new and old buildings.
- A few participants commented that they felt CoM is progressive and has taken a greater focus on protecting heritage in recent years.

Level of agreement: 'The City of Melbourne provides the right balance between heritage protection and new development'

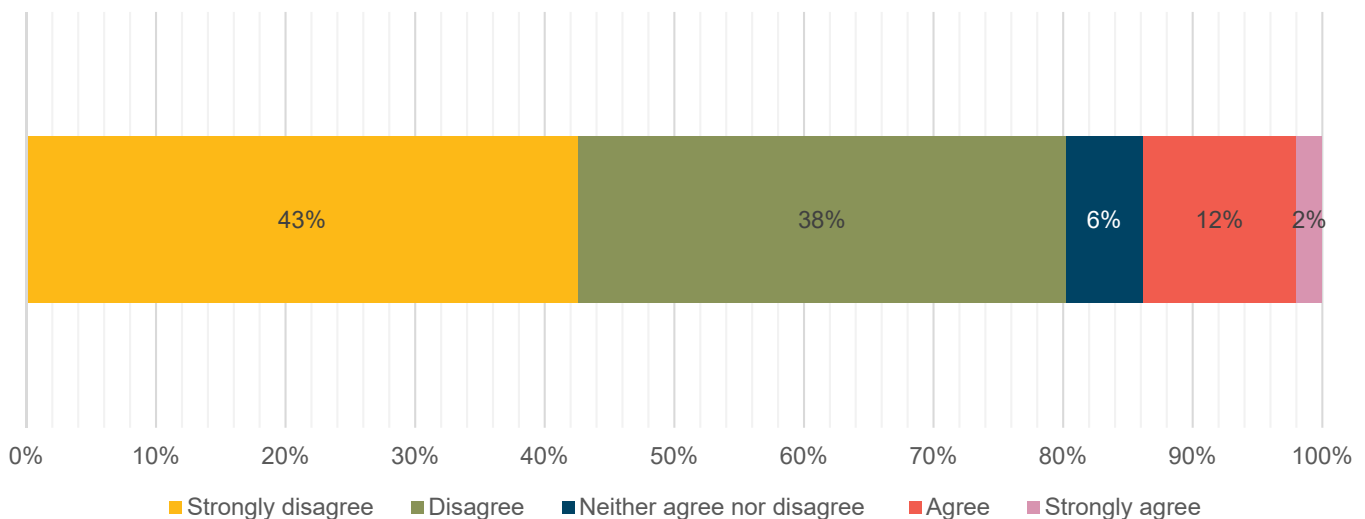


Figure 13. Level of agreement on Heritage protection (n = 163)

WORKSHOP RESULTS

Workshop discussions focused on how CoM can lead by example with heritage, urban change and the economy. There was a mix of perspectives regarding how CoM can provide the right balance between new development and heritage protection in the workshops.

Participants raised concerns that heritage buildings aren't being adequately protected (e.g. through VCAT decisions), while others stated that CoM needs to allow for more change to account for population growth (one participant suggested the

removal of heritage overlays on terrace houses). Participants also highlighted that CoM is committed to cultural and economic diversity. Therefore, to preserve cultural richness, participants stated urban living should be accessible to people of different socio-economic backgrounds to create a city for everyone.

A common suggestion was to support opportunities for adaptive re-use; participants outlined some of the benefits including:

- retention of height limits (e.g. to reduce wind tunnels)
- retention of architecture and character
- buildings providing space for commercial use and/or housing (where appropriate).

Participants suggested CoM could showcase these benefits by promoting case studies of successful adaptive re-use projects.

A few participants also raised concerns that there is a false narrative that heritage is anti-development. These participants were eager to clarify this narrative, stating that development has and continues to be part of the evolving story of CoMs' built environment.

More broadly, participants expressed a desire for the value of heritage to be better acknowledged. These values included economic, cultural, social and intangible benefits. Additionally, participants highlighted that heritage buildings bring people into the CBD and contribute to the knowledge economy.

Other considerations for CoM included:

- **Promote heritage tourism:** through visitor centres, local events alongside tools such as social media. Participants suggested using QR codes in laneways and/or creating a mobile app version of the Mapping Aboriginal Melbourne.
- **Guidance for new developers:** on how to preserve CoM character, consider incentives for developers such as land tax, rates and reductions.
- **Draw on existing knowledge by collaborating:** with Traditional Owners, multicultural communities and teams such as the CoM Creative Spaces, to develop frameworks that can help guide urban planning and design.
- **Maintain heritage streetscapes:** through programs with property owners including façade revitalisation.

4.6. Focus Area 4: Heritage and climate change

Building construction and operation contribute to over two-thirds of energy consumption and emissions in CoM. Therefore, preserving heritage offers an opportunity to combat climate change by conserving the energy and carbon stored in heritage building materials. Retrofitting and adapting heritage buildings produce fewer emissions than demolishing and rebuilding them while enhancing environmental performance and quality of life. This section outlines participant perspectives on how CoM should balance heritage preservation with a climate change response.

SURVEY RESULTS

Survey participants were asked two (2) questions under this focus area.

Figure 14 illustrates that 45% of participants recognised the importance of visible solar panels to the environment and are in support of removing the need for a planning permit. In comparison, 23% disagreed and considered them a disruption to the character of heritage streetscapes, and 15% opposed them due to their impact on the appearance of a heritage building.

Responses under "Other" leaned towards the 'No' response, in favour of permits for checks and balances.

Should the City of Melbourne stop requiring planning permits for visible solar panels on local heritage places?

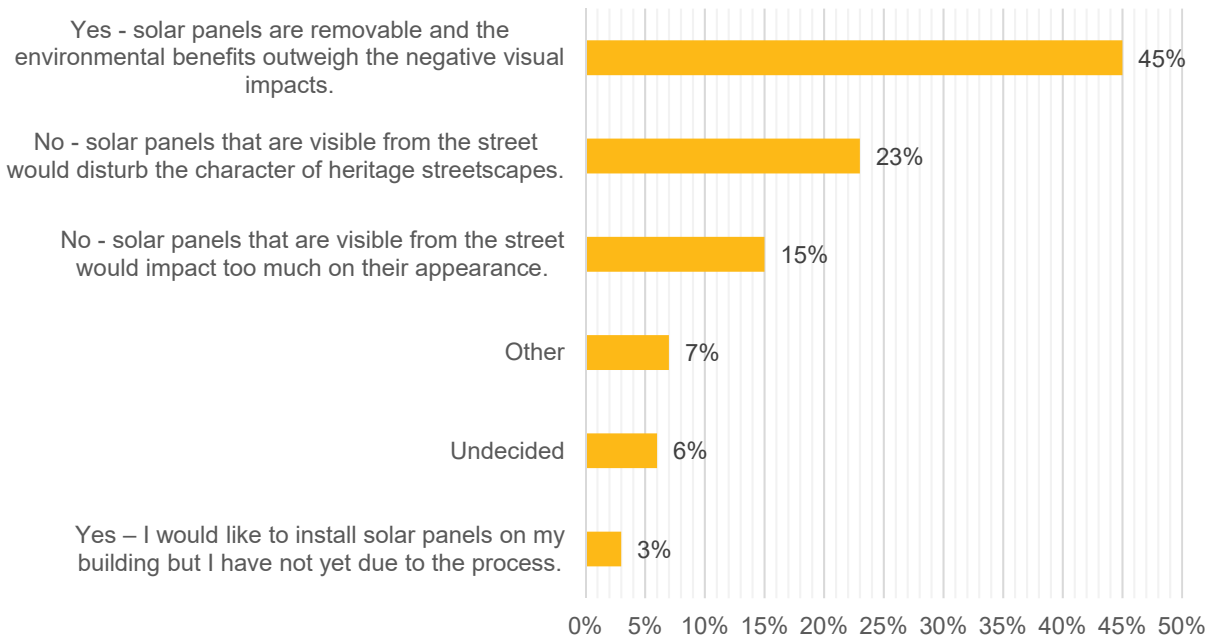


Figure 14: Percentage (%) of feedback in relation to planning permits for visible solar panels (n = 175)

Survey participants were also asked to use a slider to indicate their level of agreement with the statement 'In addition to solar panels, other changes should be permitted to heritage places to improve their environmental sustainability?'

Figure 15 (below) illustrates the level of agreement among survey participants regarding the proposed changes to not require planning permits for other changes to heritage places with the addition of solar panels.

A total of 37% 'strongly agreed' that more changes should be allowed without a permit if they improved the sustainable operation of a building, and slightly less (31%) 'agreed'.

A total of 12% of participants were indifferent, neither agreeing nor disagreeing, and 10% 'strongly disagreed'. The survey question wasn't open-ended and feedback on why these answers were given is not known.

Level of agreement: 'In addition to solar panels, other changes should be permitted to heritage places to improve their environmental sustainability'

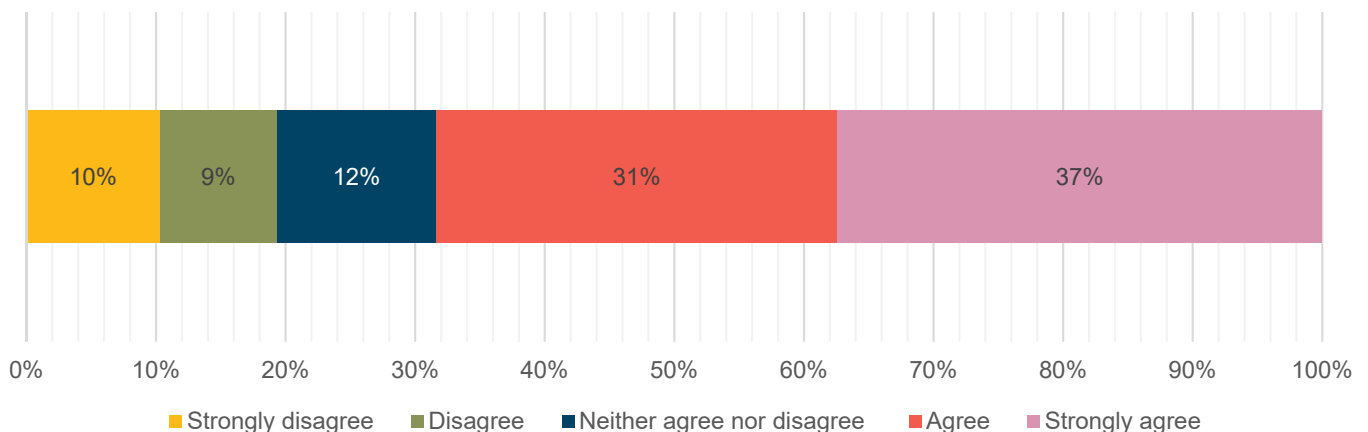


Figure 15. Percentage (%) of feedback related to the level of agreement on changes on heritage places (n = 680)

WORKSHOP FEEDBACK

A few workshop participants expressed that a decade-long strategy was inadequate and that a 25 to 50-year strategy would be beneficial (survey participants also echoed this sentiment). Participants suggested that such a long-term approach will better position CoM to prepare and respond to climate change in the future, through longer-term goals and foresight in planning.

Participants also emphasised that climate change threats will destroy valuable buildings. Therefore, CoM should oppose systems that don't consider adaptability for future preservation.

Other suggested areas of consideration included:

- emphasising the importance of showing people the value of spaces to deter demolition rather than relying solely on regulations
- restricting cars and building more apartments, results in people moving closer to the inner city and in return allowing them to see the value of where they live
- continuing to plant more trees, greenery and Indigenous plants (there was also a suggestion to have flora be considered as heritage)
- the view that CoM should be relying on Indigenous knowledge and expertise, given the country's history, as many things have been built that are not appropriate for the land.

Aligning with the survey results above (Figure 14), the topic of solar panels generated a mix of responses in the workshops. Many workshop participants understood the benefits of having solar panels and their role in the environment. In contrast, a few preferred not to have them due to the impact they would impose on heritage character. Additionally, a few participants were okay with their installation as long as they weren't visible.

Another challenge hindering solar panel installation was the limitations on what can be done to the fabric of heritage buildings. The Heritage Overlay requires a planning permit for the installation of visible solar panels. Given the reversibility of installation, a few participants argued that CoM should be lenient and promote visible solar panels on certain buildings.

Other noted considerations that extend beyond solar panels included:

- double glazing
- greenery (such as trees)
- CoM identifies environmental protection opportunities and supports organisations in improving their sites
- sustainable building practices (i.e. replacing terrace houses with more energy-efficient apartments leading to a reduction of carbon emissions or reusing and repurposing heritage buildings).

A few raised concerns that planning rules often overlooked the height impacts from new developments on existing heritage properties such as:

- overshadowing by new buildings, blocking access to daylight and amenities such as skylights and solar panels
- wind, heat and noise.

General Flexibility in Heritage Places

The majority of participants agreed that there is room for CoM to allow for flexibility so that heritage places can operate more sustainably. A few argued that permit processes serve as a check and balance to prevent visual clutter and maintain the city's character. The following summarises feedback on this topic:

- Encouraging building retention is the most effective environmentally sustainable option.
- Sympathetic restoration is essential to preserving heritage while allowing for sustainable alternatives.
- There is a need to consider the accessibility of the heritage building for it to be inclusive to those with different mobility.
- Tax breaks could provide incentives for developers to finance the repurposing of existing heritage buildings.

- Collaboration with City Power is important to incorporate nearby substations into buildings during electrification.
- Adaptability for changes to be reverted to their original position should be allowed.

Retrofitting Melbourne

There were a number of suggestions on how buildings can be adapted to be more sustainable while honouring the heritage of the building; these included:

- insulating buildings
- advocating the preservation of existing buildings due to their embodied carbon value
- engaging early in consultation and providing permit advice for prospective building purchasers to streamline the preservation process
- reducing car parking to encourage adaptive reuse (e.g. expanding heritage buildings/streetscapes given the extra space)
- promoting urban forestry policies and incentives for greening older buildings to combat urban heat
- imposing stricter regulations on building demolition, citing examples from the UK, Germany and Sweden as positive models
- engaging with heritage professionals to promote modern preservation approaches and encourage broader thinking
- providing information and support to owners of heritage buildings to reduce the burden of the process
- ensuring that planning rules should allow for flexibility to account for embodied environmental and carbon impacts; incorporating embodied carbon savings into new development could increase the value of retrofitting.

Retrofitting Challenges

Participants discussed that while there are many benefits to retrofitting, this process can present unique challenges, including:

- The cost of insulation or rewiring is challenging to incentivise but necessary for connectivity.
- Obstruction of significant elements prevents the greening of buildings.
- Exterior insulation and plot boundaries are a challenge.
- There is a need for specialist building products (e.g. windows) in heritage style as required.
- Poor thermal enclosure practices, inadequate ventilation, and unhealthy buildings are factors; heritage buildings were made for ventilation, making it challenging to meet modern thermal comfort expectations.
- Retrofitting may result in only the exterior being retained, leading to issues with thermal comfort and sustainability.
- DDA access is perceived to be problematic in heritage buildings.

Encouraging Retrofitting

When participants were asked, what CoM could implement to encourage retrofitting of buildings in a heritage overlay, suggestions included:

- tax credits and rate reductions as incentives
- investing in testing strategies to address barriers to retrofitting
- promoting the adoption of future-proof materials and sustainable practices in retrofitting
- rewarding sustainability retrofits with incentives for developments
- establishing a minimum upfront carbon emission target to support heritage retention

Support for Future Retrofitting

Participants supported CoM providing information and offering support for owners; the suggested approaches included:

- increasing the number of heritage consultants or experts in heritage authority
- providing written information and in a series of easy-to-follow videos in languages other than English
- online information, with available links to successful retrofit projects and downloadable materials
- introducing a heritage review panel with experience in sustainable heritage
- design guides with easy-to-follow instructions.

4.7. Focus Area 5: Innovative heritage planning and processes

Heritage has typically been closely tied to statutory heritage planning and the legal responsibilities of authorities. However, there are numerous ways to acknowledge and celebrate heritage, including unlisted heritage and its role in local character, sense of place, uniqueness, amenity, and community values.

The following section outlines the types of heritage that participants felt were under-represented, the instances in which heritage policies should or should not be more flexible and perspectives on protecting and preserving heritage.

SURVEY RESULTS

Survey participants were asked two (2) questions under this focus area.

Figure 16 illustrates that 45% of participants considered 'building interiors' as the least recognised/celebrated heritage, followed by 'places of significance to multicultural communities' (39%).

A slightly smaller number of participants (35%) considered 'intangible heritage' and 'landscape or natural heritage' as the least recognised/celebrated heritage, with 'Aboriginal heritage' following closely at 34%.

Responses under "Other" emphasised social/cultural places of significance, including intangible heritage (e.g. view lines); in contrast, a few others argued that all the current listed heritage was sufficient, as more imposed limitations on places, will hinder the city's ability to develop, and accommodate the growing population.

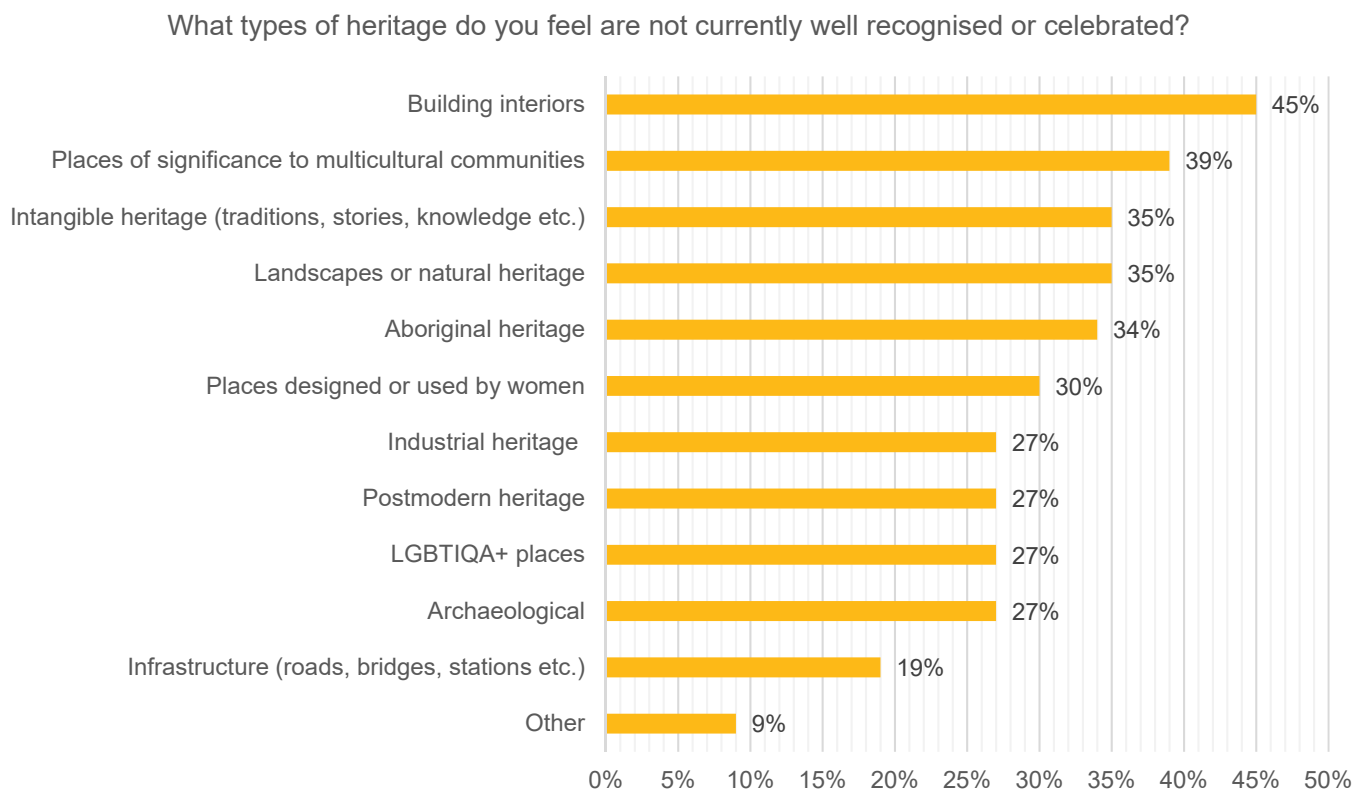


Figure 16: Percentage (%) of feedback related to lack of recognition/celebration of heritage(s) (n = 680)

The survey asked participants in what circumstances should there be room for flexibility in our heritage policies to ensure heritage buildings can continue to be enjoyed in contemporary Melbourne. Figure 17 illustrates that 23% of participants

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wouldn't prefer any flexibility in CoM planning policy process. In contrast, 23% of participants were okay with flexibility as long as it allows for more affordable housing, or the continuation or expansion of a traditional use (22%).

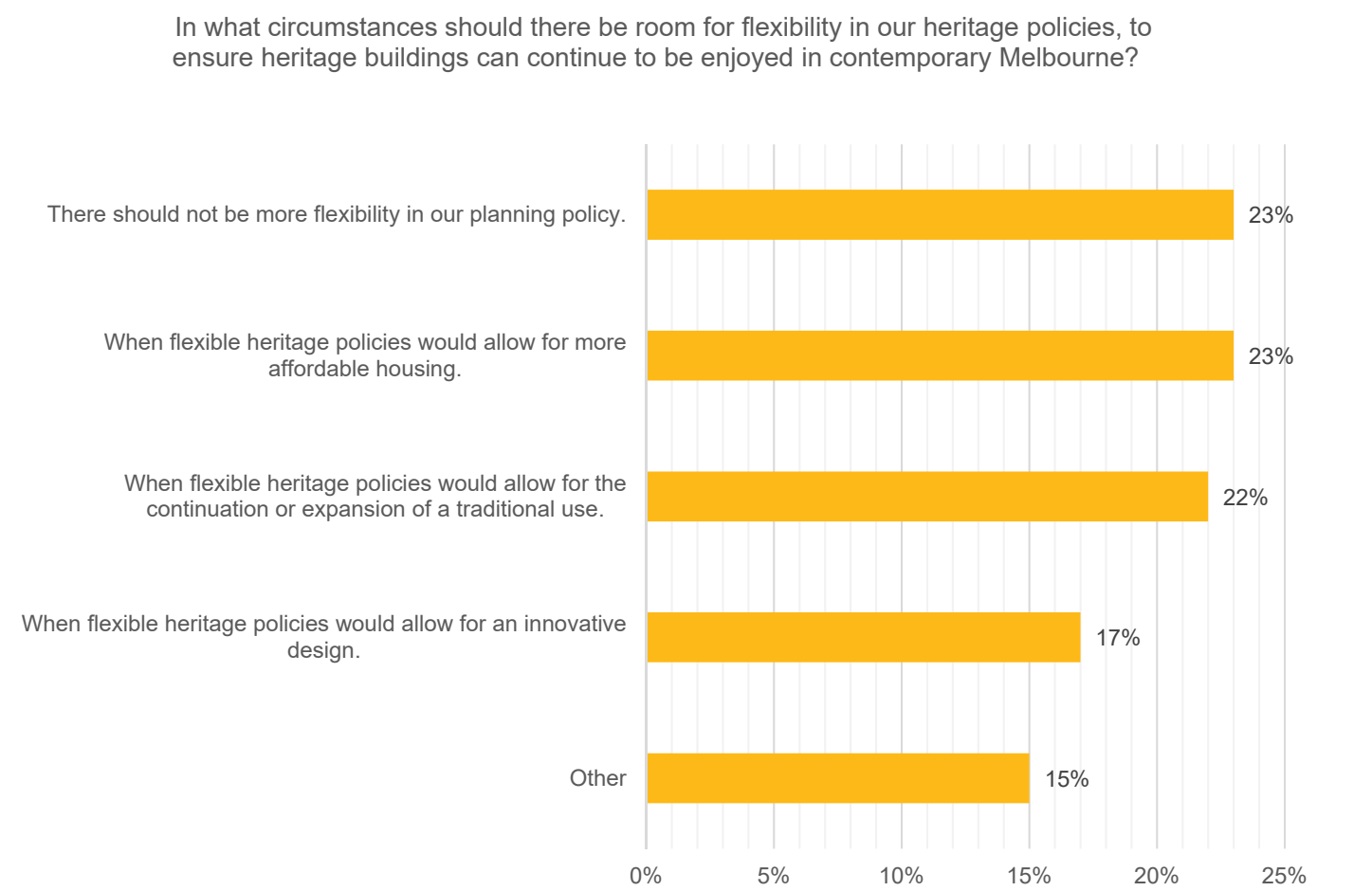


Figure 17: Percentage (%) feedback in relation to heritage policy flexibility (n = 171)

WORKSHOP AND SUBMISSION FEEDBACK

Workshop participants expressed the importance of understanding a place's significance and historical use. They emphasised the need to challenge the limited knowledge of history and educate future generations on the value of heritage sites.

Below are summaries of other points raised by participants; these included that CoM should:

- balance the protection of heritage sites with opportunities for practical use
- encourage incentives for environmentally sustainable improvements and celebrating their implementation
- utilise old buildings (i.e. Boyd Community Centre and Malthouse Theatre) for community purposes while maintaining their character
- recognise the diverse heritage needs of different suburbs and collecting specific feedback from each
- acknowledge the social value of places like pubs and cafes, even if they're not visually appealing
 - other areas of significances included cultural spaces (venues) that have shaped the identities of certain communities in the City – submission.
- ensure the protection of the city's character, including height limits and heritage elements through the planning scheme
- implement planning overlays that uphold heritage values and increasing pre-application processes for development
- foster a heritage appreciation and education culture across all Council teams.

- collaborating internally with various departments, such as arts and culture, to ensure that the new strategy encompasses the input of all teams, extends consideration beyond planning, and ensures everyone's involvement in its advocacy.
 - The above point was also very strongly supported by one individual stakeholder (submission), who expressed the importance of CoM implementing a heritage strategy that is a whole City approach.
- ensuring the inclusion of the heritage and diversity of inner suburbs that are also a part of CoM
- broadening its focus on heritage planning to encompass all of its activities by integrating heritage considerations into everything it undertakes
- ensuring alignment between Design and Development Overlay and Heritage Overlays to preserve heritage values effectively
- establishing a Heritage/History Advisory Panel that will be the bridge between Council and local communities
- engaging in consultation with local historical societies and reinstating the CoM Heritage Committee with local representatives.

4.8. Additional feedback

SURVEY AND SUBMISSION RESULTS

Survey participants were asked 'Would you like to share any additional feedback or comments on the focus areas or ideas in the Discussion Paper?' Seventy-six (76) comments were received. A summary of sentiments is captured below:

- Many participants commented on the need for adequate **community and stakeholder consultation** on formulating heritage policies and making decisions around new developments. Examples were provided where the perception is that community concerns regarding demolishing important buildings were not listened to.

'Ensure "community" feedback represents an accurate cross-section of the community. The current structure of "community consultations" enables certain demographics to have louder voices' - survey participant

- Many commented on concerns regarding **population growth and the housing crisis**.

'Mine is a simple philosophy; all considerations of heritage, of neighbourhood character, of any other nebulous value intended to exclude those who have-not, should be subservient to the need to put roofs over heads.' - survey participant

'Heritage restrictions increase housing stress by limiting the supply of housing and pushing rent up' - survey participant

'The city is growing at an extremely fast rate whether the residents of leafy single bedroom homes in Carlton North like it or not. And these areas are ideal for medium density. We cannot keep adding housing developments to the city fringe. It's not fair or equitable to lock people out of amenity. Ultimately it will make most of Melbourne unliveable.' - survey participant

- A number of participants commented on concerns regarding **environmental impacts** and indicated support for zero carbon builds and other considerations related to climate change.

'To talk of heat amelioration is hypocritical when buildings block the skyline and air flows.' - survey participant

'City of Melbourne heritage policies restrict height and vertical extensions. Less density in the transport-rich inner city means more people pushed to the fringe, increasing carbon emissions for all of Melbourne.' - survey participant

- Specific feedback was provided regarding **changes to heritage policies to allow more density without allowing full demolition**. As in previous sections, there were also a number of comments relating to facadism.

'I get really concerned that modernizing heritage buildings often means the wholesale destruction of interiors of craftsmanship that no longer exists and cannot be replicated.' - survey participant

'Facadism seems to be City of Melbourne's standard issue planning stance for heritage buildings. It only keeps a modicum of what came before; it strips away all character of the former building and one cannot experience the building's historic fabric or inhabit its former rooms or appreciate its stories. At least one room's depth into the heritage building should remain intact - not just the shell' - survey participant

- A few participants commented **support for the ‘people-centred approach’ to heritage**, while others had concerns around how this would be implemented.

‘The people focused proposed for City of Melbourne’s heritage strategy is one to be applauded... [it] empowers a community to shape the cultural heritage that is important to it and goes beyond the outdated concept of a pretty building, with social, political and spiritual values being as important as physical fabric’ - survey participant

‘thank you for preparing this paper. I feel that heritage has hugely overstepped the mark, and it’s having a negative impact on the environment, housing and innovative design’ – survey participant

‘It does not establish a performance-based platform for designing, planning and managing Melbourne in ways that help shape the CBD and local neighbourhoods towards being vibrant, walkable, resilient and meaningful. Instead, it may create unpredictable and unfavourable outcomes due to competing human agendas.’ - survey participant

- As survey participants and workshop participants echoed above, the community is very interested in hiring a **City Historian**.
 - A City Historian who will contribute to the nuance of places of significance and guide the City in maintaining an awareness of key issues and trends was highly recommended by one individual stakeholder - submission.

‘A City Historian is an excellent idea, to consult with mid-tier building owners e.g., apartments.’ - survey participant

‘A City Historian would help to discover the stories and voices from our past, including Melbourne’s rich Aboriginal history and heritage’ - survey participant

5. Next steps

City of Melbourne will seek to engage with its community, Traditional Owners and other relevant stakeholders as it moves through all stages of the strategy development.

As the engagement on the Discussion Paper has reached its conclusion, the feedback gathered will help inform the preparation of the Draft Heritage Strategy, which will be considered by the Future Melbourne Committee in 2024.

Future engagement on the Draft Heritage Strategy will lead to the development of the Final Heritage Strategy in 2025, including an implementation plan with agreed actions and timeframes.

6. Appendix

6.1. Appendix B: Survey questions

Heritage Discussion Paper Survey Questions – Participate Melbourne

What is your connection to heritage places in the City of Melbourne? (mandatory)

Select however many apply

- Owner/occupier of heritage building or place
- Work in a heritage building/place
- Visitor to heritage buildings/ places
- Interested in heritage in City of Melbourne
- Traditional Owner
- Other (please specify) (limit to 250 characters)

Which of the following do you consider the most important benefits of heritage?

Select up to three benefits

- City identity
- Character of local places
- Landmark qualities
- Tourist attraction
- Investment attraction
- Sustainability (saving on building waste and energy needed to construct new buildings)
- Value to community
- Memories and traditions
- Personal connections
- Cultural uses
- Other (please specify) (limit 250 characters)

Focus Area 1: Reflecting Aboriginal heritage

Acknowledging and celebrating the central role of Aboriginal history which links to all other focus areas in the Discussion Paper.

How should City of Melbourne acknowledge and celebrate Aboriginal cultural heritage in our City?

Select as many as you like

- Events (such as talks or seminars)
- Talks or seminars
- Exhibitions
- Tours
- Publications (e.g. pamphlets, articles)
- Activities for children and young people

- Web content
- Social media
- Onsite interpretation boards (eg. Information boards)
- Mobile apps
- Public art
- Through design of public spaces
- Other (please specify) (limit 250 characters)

Are you aware of the work City of Melbourne is currently doing to acknowledge and celebrate Aboriginal cultural heritage in our City?

Select activities you have heard of before completing this survey

- Mapping Aboriginal Melbourne – a powerful resource that layers Aboriginal history and heritage with places in our City today.
- Greenline Master Plan – developed through authentic and ongoing engagement with Traditional Owners. Truth-telling and reconciliation are central to the cultural role of the Greenline Project.
- narm ngarrgu Library and Family services – designed with Traditional Owners and Elders to ensure the design reflects and honours Aboriginal culture, celebrates First Nations knowledge systems and welcomes the Aboriginal community.
- Other (please specify) (limit to 250 characters)

Focus Area 2: Heritage interpretation

Sharing a better understanding the history of the city, its heritage places and values by creating experiences that connect people with the stories of place.

How should City of Melbourne engage with diverse voices in the community to capture untold stories?

Select however many apply

- Events
- Social media
- Online surveys
- Meet with community groups
- Engagement activities for children and young people
- Other (please specify) (limit to 250 characters)

Focus Area 3: Heritage, urban change and the economy

Accommodating growth and change while ensuring that Melbourne's distinctive places remain a prominent feature of its evolution and ongoing economic prosperity.

Use the slider to indicate how much you agree/disagree with this statement?

The City of Melbourne provides the right balance between heritage protection and new development

Slider

Note to DPM:

5 increments with 3 labels

- Strongly disagree
- Neither agree nor disagree
- Strongly agree

Please describe why you agree/disagree that City of Melbourne provides the right balance between heritage protection and new development? (limit to 500 characters)

Focus Area 4: Heritage and climate change

Adapting to climate change and providing environmentally sustainable heritage buildings and places for people to live, work and enjoy.

Should the City of Melbourne stop requiring planning permits for visible solar panels on local heritage places?

Solar panels that are not visible from the street or a public place do not require a planning permit to be installed. Solar panels that would be visible from the street currently do require a permit so that their visual impact can be assessed.

- No - solar panels that are visible from the street would impact too much on their appearance
- No - solar panels that are visible from the street would disturb the character of heritage streetscapes
- Yes - solar panels are removable and the environmental benefits outweigh the negative visual impacts
- Yes – I would like to install solar panels on my building but do not due to the process
- Undecided
- Other (please specify) (limit to 250 characters)

Use the slider to indicate how much you agree/disagree with this statement?

In addition to solar panels, other changes should be permitted to heritage places to improve their environmental sustainability

Slider

Note to DPM:

5 increments with 3 labels

- Strongly disagree
- Neither agree nor disagree
- Strongly agree

Focus Area 5: Innovative heritage planning and processes

Exploring the future of heritage protection, alternative processes that enable more community involvement and how the heritage of different parts of our community can be better understood and protected.

What types of heritage do you feel are not currently well recognised or celebrated?

Select however many apply

- Places of significance to multicultural communities
- Aboriginal heritage
- LGBTIQ+ places
- Places designed or used by women
- Landscapes or natural heritage
- Archaeological
- Intangible heritage (traditions, stories, knowledge etc.)
- Infrastructure (roads, bridges, stations etc.)
- Postmodern heritage
- Industrial heritage
- Laneways
- Building interiors
- Other (please specify) (limit to 250 characters)

In what circumstances should there be room for flexibility in our heritage policies, to ensure heritage buildings can continue to be enjoyed in contemporary Melbourne?

- When flexible heritage policies would allow for the continuation or expansion of a traditional use
- When flexible heritage policies would allow for more affordable housing
- When flexible heritage policies would allow for an innovative design
- There should not be more flexibility in our planning policy
- Other (please specify) (limit to 250 characters)

Case study of flexible heritage policies in practice

Designed by Kirsten Thompson Architects, the Holocaust Museum, Elsternwick, was expanded and renovated in 2022.

The renovation incorporates the original heritage fabric in the new design, uniting the past and present into one facade, rather than creating a separation between old and new.

[Heritage-Strategy-Holocaust-Museum-Elsternwick.png](#)



Image courtesy of mhmm.org.au

Would you like to share any additional feedback or comments on the focus areas or ideas included in Discussion Paper?

(free text 500 character limit)

About you

The following questions are about you. By telling us a bit about you, we can make sure that we're hearing from different voices.

Your answers will be de-identified for analysis, and we won't share your data with any other party.

You may choose the option for 'Prefer not to say' for question you do not wish to answer.

How do you describe your gender?

- Female
- Male
- Non-binary/gender diverse
- Prefer not to say
- I use a different term (please specify)

What is your age?

- Under 15 years
- 15-19 years
- 20-24 years
- 25-29 years
- 30-34 years
- 35-39 years
- 40-44 years
- 45-49 years
- 50-54 years
- 55-59 years
- 60-64 years
- 65-69 years
- 70-74 years
- 75-79 years
- 80-84 years
- 85-89 years
- 90+ years
- Prefer not to say

Do you identify with any of the following?

Description: Select all that apply.

- Aboriginal
- Torres Strait Islander
- Person with disability
- Carer
- LGBTIQ+
- Speak a language other than English at home
- Born overseas
- International student
- Prefer not to say
- None of these

If select yes to speak a language other than English at home

What language do you speak at home?

Which of the following best describes your connection to this City of Melbourne project?

- I am a resident
- I am a worker
- I own a business
- I am a student
- I am a visitor
- Prefer not to say

- Other (please specify)

Based on your connection to this project, where do you live/work/own a business/study/visit?

- Carlton (3053)
- CBD (3000)
- Docklands (3008)
- East Melbourne (3002)
- Kensington (3031)
- North Melbourne (3051)
- Parkville (3052)
- Southbank (3006)
- South Yarra (3141)
- West Melbourne (3003)
- Fisherman's Bend
- Prefer not to answer
- Other/outside the City of Melbourne (please specify)

Have you participated in a consultation with City of Melbourne before?

- No, this is my first City of Melbourne consultation
- Yes, I have participated in a City of Melbourne consultation once or twice before today
- Yes, and I participate in City of Melbourne consultations regularly
- Not sure
- Prefer not to say

What motivated you to participate in this consultation today?

- I was passing by/approached by City of Melbourne
- The project directly impacts me
- I think it's important to have your say and contribute to the future of our city
- I received a letter/email from City of Melbourne
- I saw the project on social media
- I saw the project in the media (TV, radio, newspaper etc.)
- Word of mouth
- Prefer not to say
- Other (please specify)

Please provide your email if you would like to receive updates about this project:

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Capire acknowledges
and deeply respects the Wurundjeri
people and
the Traditional Owners
of the Victorian land.



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