OWNERS CORPORATION PS326519P

1 Wiltshire Drive KEW VIC 3101

WILLSMERE

Heritage Works Management Policy

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1. Purpose

1.1 The Owners Corporation recognises the significance of the property as a heritage-listed place and acknowledges the importance of preserving and protecting its heritage values for the benefit of current and future owners and occupiers.

1.2 This Policy documents the Owners Corporation's existing governance framework for planning, assessing, approving and delivering future works affecting the Property. It is intended to support consistent decision-making and ongoing consideration of applicable heritage requirements.

1.3 The Policy is intended to promote consistent decision-making and facilitate ongoing consideration of applicable heritage obligations, including:

(a) Heritage Act 2017 (Vic);

(b) Heritage Regulations 2017 (Vic);

(c) Heritage Victoria Permit No. 1816 and any subsequent permits or permit conditions;

(d) the Conservation Management Plan applicable to the Property, as amended from time to time;

(e) Australia ICOMOS Burra Charter principles (**the Burra Charter)**;

(f) the Owners Corporation Act 2006 (Vic) (**the Act**);

(g) the Owners Corporation Rules; and

(h) any other relevant statutory approvals or regulatory requirements

(collectively, **the Principles**)

1.4 For the purposes of this Policy:

(a) Heritage significance means the cultural heritage significance identified in the Victorian Heritage Register entry and the Conservation Management Plan.

(b) References to areas of Primary Significance, Contributory Significance and Limited or No Significance are references to the classifications identified in the Conservation Management Plan, as amended from time to time.

(c) Approval pathway means the process by which proposed works may proceed, including reliance on a general exemption, permit exemption application, heritage permit application or other statutory approval process.

(d) Applicable heritage requirements include relevant legislation, Heritage Victoria permits and permit conditions, Heritage Victoria guidance, the Conservation Management Plan, the Burra Charter, planning controls and any specialist heritage advice obtained by the Owners Corporation.

2. Policy Statement

2.1 The Owners Corporation is committed to managing the common property in a manner that respects the heritage significance of the Property. Heritage considerations should form part of the planning and approval process for proposed works, and relevant records should be maintained to support transparent and consistent decision-making.

2.2 Nothing in this Policy is intended to alter existing responsibilities or approvals processes already adopted by the Owners Corporation, but rather to provide a documented framework to support future decision-making.

3. Heritage Sub-Committee

3.1 To assist the Owners Corporation Committee (**the Committee**) in discharging its responsibilities, the Committee may establish a Heritage Sub-Committee.

3.2 The purpose of the Sub-Committee is to:

(a) assist the Committee in reviewing proposed works affecting heritage fabric or heritage significance;

(b) review whether proposed works have regard to applicable heritage requirements;

(c) liaise with heritage consultants, project managers and contractors where appropriate;

(d) maintain and monitor heritage-related records and approvals; and

(e) provide recommendations to the Committee regarding heritage matters.

3.3 The Sub-Committee does not diminish or replace the authority of the elected Committee or the powers of the Owners Corporation under the Act.

3.4 When a Heritage Sub-Committee is in place, the Heritage Sub-Committee acts in an advisory capacity only. The Sub-Committee does not have authority to approve works, expend funds, enter contracts, provide statutory consents, or otherwise bind the Owners Corporation unless expressly authorised by resolution of the Committee. All recommendations of the Sub-Committee are subject to consideration and determination by the Committee. The Sub-Committee may undertake the following:

3.5 The key functions of the Heritage Sub- Committee are as follows:

(a) Heritage Review and Advice

(i) Review proposed maintenance, repair, restoration, renewal and upgrade works that may affect heritage fabric or the heritage significance of the Property.

(ii) Consider whether proposed works are consistent with the Principles.

(iii) Provide recommendations to the Committee regarding proposed works, heritage impacts and risk management considerations.

(iv) Consider whether proposed works or activities are covered by a specific exemption, or by general exemptions.

(v) Review and provide recommendations on any Heritage Impact Statement or heritage assessment prepared in support of a permit application, exemption application or internal heritage review.

(b) Monitoring and Compliance

(i) Promote awareness of heritage requirements amongst Committee members, contractors, consultants and lot owners.

(ii) Maintain oversight of heritage approval processes applicable to Owners Corporation projects.

(iii) Monitor changes to heritage legislation, permit conditions and conservation requirements relevant to the Property.

(iv) Identify heritage-related risks associated with proposed projects and provide recommendations for their management.

(c) Consultant and Contractor Engagement

(i) Recommend when specialist heritage advice should be sought.

(ii) When authorised by the Committee, liaise with heritage consultants, architects, project managers and contractors engaged in connection with heritage-related works.

(iii) Review heritage consultant reports and recommendations and provide advice to the Committee.

(d) Records and Documentation

(i) To assist the Owners Corporation Manager to maintain a Heritage Register containing:

A. Heritage Victoria permits and approvals;

B. conservation reports;

C. heritage assessments;

D. heritage consultant advice;

E. significant project records; and

F. Committee decisions relating to heritage matters.

(ii) To assist the Owners Corporation Manager to ensure relevant heritage documentation is available to inform future decision-making.

(e) Strategic Planning

(i) Assist the Committee in developing long-term heritage conservation strategies and maintenance priorities.

(ii) Review proposed capital works programs from a heritage perspective.

(iii) Identify opportunities for conservation, preservation and enhancement of heritage features.

(f) Communication and Education

(i) Provide guidance to the Committee regarding heritage obligations and conservation principles.

(ii) Assist in developing policies, procedures and checklists relating to heritage management.

(iii) Facilitate communication between the Committee, consultants, Heritage Victoria and other relevant stakeholders where appropriate.

4. No Heritage Sub-Committee

4.1 If a Heritage Sub-Committee has not been established, or there is no appointed Heritage Sub-Committee at the relevant time, all functions and responsibilities identified in this Policy as being undertaken by the Heritage Sub-Committee shall be undertaken by the Committee.

5. Heritage Works Procedure

For future works affecting, or potentially affecting, the Property, the Owners Corporation will apply the following overall process:

5.1 **Identify the proposed works**

The scope, location and nature of the proposed works must be documented.

5.2 **Initial heritage screening**

The Committee, manager or Heritage Sub-Committee must consider whether the works may affect heritage fabric, common property, areas of primary significance, areas of contributory significance, or the external appearance of the Property.

5.3 **Review relevant documents**

The relevant Heritage Victoria permit, Conservation Management Plan, Burra Charter principles, Owners Corporation Rules and any applicable guidance must be considered.

5.4 **Consider approval pathway**

The Owners Corporation must consider whether the works may:

(a) proceed under a general permit exemption;

(b) require a permit exemption application;

(c) require a heritage permit;

(d) require other statutory approval; or

(e) require further advice before a pathway can be determined.

5.5 **Obtain specialist advice where appropriate**

Where the approval pathway or heritage impact is uncertain, the Committee must seek advice from the appointed heritage conservation consultant and, where appropriate, obtain pre-application guidance from Heritage Victoria.

5.6 **Sub-Committee review**

Where appropriate, the Heritage Sub-Committee must review the proposed works and provide recommendations to the Committee.

5.7 **Committee decision**

The Committee must consider the relevant material and determine whether to approve the works, approve them subject to conditions, seek further information, obtain further advice, or refer the matter to Heritage Victoria.

5.8 **Record keeping**

The Owners Corporation must retain records of the assessment process, approvals, consultant advice, photographs, permit exemption material, Heritage Victoria correspondence and Committee decisions.

5.9 **Works delivery and completion**

Approved works must be undertaken consistently with the approved scope, any applicable conditions and relevant heritage advice. Completion records must be retained and the Heritage Register updated.

5.10 **Decision-Making Hierarchy**

In determining any proposed works, the Owners Corporation must generally have regard to the following hierarchy:

(a) Heritage Act 2017 (Vic) and Heritage Regulations 2017.

(b) Heritage Victoria Permit No. 1816 and any subsequent permit conditions.

(c) Conservation Management Plan.

(d) Burra Charter.

(e) Heritage consultant advice.

(f) Owners Corporation Rules and governance requirements.

(g) Operational and budgetary considerations.

6. Heritage Permit Exemptions

6.1 Pursuant to the Victorian Heritage Database, General exemptions apply to the Property. General exemptions have been designed to allow everyday activities, maintenance and

changes to the property, which do not harm its cultural heritage significance, to proceed without the need to obtain approvals under the Heritage Act 2017.

6.2 As at the date of this Policy, the Victorian Heritage Database entry for the Property does not identify any place-specific permit exemptions. The Owners Corporation should confirm the current position before relying on this Policy for future works: VHD.

6.3 General exemptions may apply to categories of work including maintenance and cleaning, minor repairs, painting and wallpapering, internal fit-outs, testing and investigation works, services, safety and security measures, vegetation management and other specified activities.

6.4 The existence of a permit exemption does not remove the need for the Owners Corporation to consider the heritage significance of the Property, the Conservation Management Plan, applicable conservation principles or any conditions attaching to the exemption. Heritage Victoria notes that permit exemptions are generally intended to facilitate works that do not adversely affect the cultural heritage significance of a registered place. Where works are likely to adversely affect heritage significance, a heritage permit may still be required.

6.5 Accordingly, prior to undertaking works that are proposed to proceed on the basis of a permit exemption, the Owners Corporation must follow the Heritage Victoria General Permit Exemptions guide published by Heritage Victoria dated August 2024 and as amended from time to time.[1]

6.6 In doing so, consideration must be given to whether:

(a) a relevant exemption may apply to the proposed works;

(b) any place-specific exemptions have been issued for the Property;

(c) the conditions and limitations of the relevant exemption can be satisfied;

(d) the proposed works are consistent with the Conservation Management Plan and applicable conservation policies;

(e) specialist heritage advice should be obtained;

(f) notification to Heritage Victoria may be required;

(g) if the general exemptions do not apply, whether the Owners Corporation is eligible to apply for a heritage permit exemption;

(h) records of the works should be retained on the Owners Corporation's heritage register and project records; and

(i) the Owners Corporation may submit a voluntary general exemptions record form to keep a record in Heritage Desk and/or notification to the Executive Director, Heritage Victoria for the works.

6.7 Where there is any uncertainty as to whether a permit exemption applies, the Committee must ordinarily obtain advice from a suitably qualified heritage consultant in the first instance and

[1] https://www.heritage.vic.gov.au/__data/assets/word_doc/0026/713816/general-permit-exemptions-august2024.docx

may seek guidance from Heritage Victoria where further regulatory clarification is required. The Committee may also refer the matter to the Heritage Victoria Sub-Committee for review and recommendation prior to deciding.

6.8 **Heritage Permit Exemption Register**

To support good governance practices, the Owners Corporation must maintain a Heritage Permit Exemption Register recording:

(a) the nature of the works undertaken;

(b) the exemption relied upon;

(c) supporting documentation and advice obtained;

(d) any notifications provided to Heritage Victoria;

(e) the date of completion of the works; and

(f) photographs or other records of the completed works.

(g) Maintaining appropriate records assists the Owners Corporation in demonstrating that heritage considerations were incorporated into its decision-making processes and supports the long-term management of the Property.

6.9 **Guiding Principle**

Nothing in this policy is intended to suggest that all works affecting the Property require a heritage permit. Rather, the Owners Corporation must seek to ensure that, prior to undertaking future works, appropriate consideration is given to whether a heritage permit, permit exemption, notification requirement or other approval pathway may be available and applicable in the circumstances.

7. Heritage Victoria and Other Significant Governance Requirements

7.1 This checklist is intended to assist the Owners Corporation, Committee, Heritage Sub-Committee, consultants, and contractors when considering future works that may affect the heritage significance of the Property. It is a governance tool designed to support informed decision-making and should be considered alongside applicable legislation, permits, conservation documents and professional advice.

7.2 When planning, assessing, and undertaking works affecting the Common Property, the Owners Corporation will have regard to the Principles.

7.3 In line with the requirements under the Conservation Management Plan and the Burra Charter the following principles will apply.

7.4 The Owners Corporation recognises that appropriate repair and maintenance practices are fundamental to the long-term conservation of the Property.

7.5 Accordingly, when considering repair and maintenance works, the Owners Corporation must seek to:

(a) preserve significant existing fabric and heritage elements;

(b) minimise unnecessary removal, replacement or alteration of significant fabric;

(c) prioritise repair over replacement where appropriate;

(d) undertake maintenance works in a timely and proactive manner to minimise deterioration;

(e) implement cyclical maintenance programmes designed to support the long-term conservation of the Property;

(f) ensure that significant heritage considerations are incorporated into maintenance planning processes; and

(g) Where specialist expertise is considered appropriate, the Committee may obtain advice from suitably qualified heritage consultants, architects, engineers, project managers or other professionals with experience in the conservation, maintenance and repair of historic buildings.

7.6 The Owners Corporation further recognises that regular maintenance can assist in reducing deterioration of heritage fabric and may contribute to the long-term preservation and value of the Property.

7.7 The Owners Corporation recognises that future works may from time to time be proposed in areas of varying heritage significance and that such works must be considered with regard to the significance of the affected area, applicable conservation policies and the overall heritage significance of the Property.

7.8 Specifically:

(a) Areas of Primary Significance

(i) Where proposed works affect areas, buildings, spaces or fabric identified as being of primary significance, consideration should first be given to the conservation, retention, repair and protection of significant heritage fabric.

(ii) Subject to any applicable approvals and specialist advice, opportunities for the restoration, conservation or reconstruction of altered or missing significant fabric may also be explored where supported by appropriate evidence and conservation objectives.

(iii) Works affecting areas of primary significance should, wherever reasonably practicable, seek to avoid the loss of significant heritage fabric and maintain the identified cultural heritage values of the Property.

(b) Areas of Contributory Significance

(i) Where proposed works affect areas, spaces or fabric identified as being of contributory significance, consideration should first be given to retaining and conserving original or significant fabric associated with those areas.

(ii) The Owners Corporation acknowledges that future works may from time to time require modifications to facilitate changing operational, functional or building requirements. In such circumstances, proposed works should seek to:

A. minimise impacts on significant fabric;

B. retain the principal heritage characteristics of the affected space;

C. respect the heritage character of the relevant area; and

D. maintain consistency with the broader heritage significance of the Property.

(c) External Areas of Contributory Significance

(i) Proposed works within external areas identified as being of contributory significance must seek to:

A. be sympathetic to the heritage character of the Property;

B. complement the existing built form and landscape character;

C. avoid unnecessary impacts upon significant heritage fabric; and

D. support the ongoing heritage significance of the Property as a whole.

(ii) Consideration must also be given to maintaining the established form, scale and visual character of significant buildings and structures throughout the Property.

(d) Areas of Limited or No Heritage Significance

(i) Where proposed works affect areas identified as having limited or no heritage significance, consideration may be given to opportunities to:

A. remove elements that are inconsistent with the heritage character of the Property;

B. improve the presentation and legibility of significant heritage elements;

C. support the conservation objectives applicable to the Property; and

D. ensure that new works are generally sympathetic to, and do not detract from, the overall heritage significance of the Property.

7.9 Principle of Future Adaptation

(a) The Owners Corporation acknowledges that the Property has evolved over time and may continue to require adaptation to accommodate changing operational, building management and occupancy requirements.

(b) Accordingly, where future works are proposed, the Committee must balance functional requirements with heritage conservation objectives and have regard to:

(i) the significance of the affected fabric or space;

(ii) whether alternatives with lesser heritage impacts are reasonably available;

(iii) whether proposed works can be undertaken in a manner that is sympathetic to the heritage significance of the Property;

(iv) whether proposed works are supported by appropriate specialist advice; and

(v) whether proposed works are generally consistent with applicable conservation policies and objectives.

(c) In considering future proposals, the overarching objective must be to support the long-term conservation of significant heritage fabric while allowing for the reasonable and sustainable use, maintenance, and management of the Property.

7.10 Heritage Review of Significant Works

(a) Prior to determining significant works affecting areas of identified heritage significance, the Committee may consider:

(i) advice from the Heritage Sub-Committee;

(ii) relevant Conservation Management Plan policies;

(iii) applicable Heritage Victoria permits or approvals;

(iv) specialist heritage consultant advice;

(v) impacts on significant heritage fabric; and

(vi) options for minimising heritage impacts and conserving significant heritage elements.

(b) The Committee must record the heritage considerations taken into account as part of its decision-making process where appropriate.

8. Burra Charter Compliance Checklist

A Burra Charter Compliance Checklist which is a recommended checklist to assist guidance with the Burra Charter requirements is in the **attachments**.

9. Heritage Victoria Consultation

9.1 In August 2026, the Owners Corporation sought guidance from Heritage Victoria regarding the level of involvement Heritage Victoria expects to have in future works at the Property, including whether Heritage Victoria should be consulted for each proposed project (see **Attachments**).

9.2 Heritage Victoria advised that it does not have capacity to be closely involved in every project affecting places on the Victorian Heritage Register and does not act as a consultant for heritage places. Heritage Victoria indicated that owners and managers should use available guidance materials, permit exemptions and approval pathways, and should obtain advice from appropriately qualified heritage consultants in the first instance.

9.3 Heritage Victoria has further advised that pre-application discussions remain available where additional regulatory guidance is required.

9.4 Accordingly, the Owners Corporation's approach must be to:

(a) undertake an initial assessment of proposed works through the Committee, Heritage Sub-Committee and, where appropriate, suitably qualified heritage consultants;

(b) determine whether the proposed works may proceed under an applicable permit exemption, require further advice, or warrant consultation with Heritage Victoria;

(c) seek specialist heritage advice where appropriate; and

(d) engage directly with Heritage Victoria where permit requirements are uncertain, a permit application may be required, or pre-application guidance would assist in the assessment of a proposal.

9.5 This approach is intended to be consistent with Heritage Victoria's expectation that heritage consultants provide advice in the first instance, while preserving the ability for the Owners Corporation to engage with Heritage Victoria where appropriate having regard to the nature and complexity of the proposed works.

ATTACHMENTS

(a) Heritage Victoria Permit No. 1816;

(b) Willsmere Conservation Management Plan (includes Burra Charter, HBC Statement of Significant, HBC Permit, Owners Corporations Rules, proposal for a museum Archive) as available at willsmere.net);

(c) Australia ICOMOS Burra Charter principles;

(d) The Burra Charter 2013, including the Burra Charter Process;

(e) Heritage Victoria response dated 12 August 2026.

BURRA CHARTER COMPLIANCE CHECKLIST

WILLSMERE Owners Corporation VHR H0861

For ALL Common Property Works

Answer YES or N/A.

If any response is "NO", the proposed works should be referred to the Heritage Sub-Committee and/or heritage consultant for further consideration before proceeding

1.	Is the work necessary to retain significance? (Art 3)	YES / NO / N/A
2.	Is the work maintenance of an appropriate visual setting, e.g. form, scale, colour, texture and materials? (Art 7)	YES / NO / N/A
3.	Does the work retain the original location? (Art 9)	YES / NO / N/A
4.	Does the work ensure no removal of contents which form part of the cultural significance of the property? (Art 10)	YES / NO / N/A
5.	Do the works retain or restore original fabric (e.g. bluestone, slate, cornices)? (Art 11, 12, 13, 14 and 15)	YES / NO / N/A
6.	Is the change reversible without damage? (Art 22)	YES / NO / N/A
7.	Is new work distinguishable from original? (Art 22)	YES / NO / N/A
8.	Full archival recording (photos, drawings) completed? (Art 23, 24, 25 and 29) (before and after)	YES / NO / N/A
9.	Has a Heritage Impact Statement or heritage assessment been obtained where recommended by the heritage consultant, Heritage Victoria or required for an approval application?	YES / NO / N/A
10.	Have all required Owners Corporation approvals, resolutions and consents been obtained?	YES / NO / N/A

APPROVED BY: _____ (Heritage Sub-Committee Chairperson or other authority of Heritage Sub-Committee per resolution)

DATE: ____/____/____

BURRA CHARTER ARTICLES

Article 3. Cautious approach

3.1 *Conservation* is based on a respect for the existing *fabric*, *use*, *associations* and *meanings*. It requires a cautious approach of changing as much as necessary but as little as possible.

3.2 Changes to a *place* should not distort the physical or other evidence it provides, nor be based on conjecture. **EXPLANATORY NOTE:** Conservation normally seeks to slow deterioration unless the significance of the place dictates otherwise. There may be circumstances where no action is required to achieve conservation.

Article 8, 9, 11, 14, 15, 16, 17 and 18. Conservation processes

Conservation may, according to circumstance, include the processes of: retention or reintroduction of a *use*; retention of *associations* and *meanings*; *maintenance, preservation*, *restoration*, *reconstruction, adaptation* and *interpretation*; and will commonly include a combination of more than one of these. Conservation may also include retention of the contribution that *related places* and *related objects* make to the *cultural significance* of a *place*.

EXPLANATORY NOTE: Conservation normally seeks to slow deterioration unless the significance of the place dictates otherwise. There may be circumstances where no action is required to achieve conservation.

Article 22. New work

22.1 New work such as additions or other changes to the *place* may be acceptable where it respects and does not distort or obscure the *cultural significance* of the place, or detract from its *interpretation* and appreciation.

22.2 New work should be readily identifiable as such but must respect and have minimal impact on the *cultural significance* of the *place*.

EXPLANATORY NOTE: New work should respect the significance of a place through consideration of its siting, bulk, form, scale, character, colour, texture and material. Imitation should generally be avoided. New work should be consistent with Articles 3, 5, 8, 15, 21 and 22.1.

Article 28. Disturbance of fabric

28.1 Disturbance of significant *fabric* for study, or to obtain evidence, should be minimised. Study of a *place* by any disturbance of the fabric, including archaeological excavation, should only be undertaken to provide data essential for decisions on the *conservation* of the place, or to obtain important evidence about to be lost or made inaccessible.

28.2 Investigation of a *place* which requires disturbance of the *fabric*, apart from that necessary to make decisions, may be appropriate provided that it is consistent with the policy for the place. Such investigation should be based on important research questions which have potential to substantially add to knowledge, which cannot be answered in other ways, and which minimises disturbance of significant fabric.

file

HISTORIC BUILDINGS ACT 1981

PERMIT

HISTORIC BUILDINGS COUNCIL

a promise to the future

PERMIT NO: 1816

OWNER/S: Central Equity
ADDRESS: c/- Mr J Bourke
Level 9, 365 Queen Street
Melbourne

HISTORIC BUILDINGS REGISTER NO: 861 *FILE NO:* 6049989
NAME OF BUILDING (IF ANY): Former Willsmere Hospital
LOCATION: Princess Street
Kew

Pursuant to Section 26 of the Historic Buildings Act 1981 and in respect to the above-mentioned building, the Historic Buildings Council hereby grants the owner of the building a PERMIT, subject to any conditions as prescribed hereunder to carry out the following: Refer attached Schedule of Documentation.

CONDITIONS:

- Construction of new works is such that prior consideration has been given in design to any prospect of damage resulting to the designated building and the works be carried out in such a manner so as to prevent damage to the designated building.
- This permit is valid for two years from the date of issue.
- That this Council be informed when any works carried out within the terms of this permit have been completed.
- Should it become apparent after the issue of this permit, during further inspection, or the carrying out of works or otherwise, that original or important previously hidden or inaccessible details of the building's structure, fenestration, finishes, mouldings, fittings or fixtures, are revealed then any construction works authorised by this permit which may affect such items shall immediately cease. Written notification thereof shall be given to the Director of the Council and such works which may affect such items shall not recommence for such reasonable period as will enable the council or its staff to inspect and record the same and discussion to take place with a view to retaining or preserving the same, or the issue of a modified permit.

OTHER CONDITIONS:

Refer attached Schedule of Conditions.

TAKE NOTICE THAT ANY PERSON WHO FAILS TO COMPLY WITH A PERMIT OR A CONDITION OF A PERMIT IS GUILTY OF AN OFFENCE AND LIABLE TO A PENALTY OF UP TO 1,500 PENALTY UNITS OR 2 YEARS IMPRISONMENT.

THE ATTENTION OF THE APPLICANT IS DRAWN TO THE NEED TO OBTAIN ALL OTHER RELEVANT PERMITS PRIOR TO THE COMMENCEMENT OF WORKS.

Copies to:

* Ms W Span-Keeble, Conservation Consultant to Central Equity Ltd, Level 9/365 Queen Street, Melbourne
* Attn: Mr B Goyen, Kew City Council

Signed .....Director

Date 8/11/93

HISTORIC BUILDINGS COUNCIL
GPO BOX 2240T MELBOURNE 3001

PERMITS COMMITTEE RESOLUTION

SCHEDULE A

TO ACCOMPANY PERMIT NO. 1816

Conditions

1. The Permits Committee A of the Historic Buildings Council resolved to grant a permit for approval in principle only for the residential redevelopment of the registered former Willsmere Hospital buildings and land as generally documented in three A3 volumes titled Central Equity Willsmere Redevelopment Proposal, Submission to the Historic Buildings Council, March 1993 prepared by Willys Span Keeble, Conservation Consultant plus, Addendum No. 1, 17 March, 1993 and Addendum No. 2, 29 March, 1993 and herein after referred to as the Central Equity Submission and Addenda No's. 1 and 2, 1993, subject to such conditions as are contained in this permit.

2. Resolution of inaccuracies and/or discrepancies in the Central Equity Submission and Addenda No.'s 1 & 2, 1993 will be subject to the approval of the Director, Historic Buildings Council

3. Except as agreed in Condition 10 of this permit there will be no demolition or building works until receipt and approval of the Conservation Policy, Management and Maintenance Plan required as a condition of this permit

Conservation Policy, Management & Maintenance Plan

4. A Conservation Policy, Management and Maintenance Plan is to be prepared in accordance with the ICOMOS Burra Charter to address the whole complex and separately address individual buildings, structures, works and historic landscape components. A brief for the above Plan is to be submitted for the approval of the Director, Historic Buildings Council

5. The Conservation Policy, Management and Maintenance Plan is to be prepared by an experienced conservation architect approved by the Director, Historic Buildings Council, drawing on the skills of other relevant consultants as necessary

6. The Conservation Policy, Management and Maintenance Plan is to develop an order of priorities for works and staged program for building works to form the basis for estimates of future works requirements and assistance in establishing future annual and cyclical maintenance costs.

7. The Conservation, Policy, Management and Maintenance Plan is to ensure that all repair, restoration and reconstruction works are to be carried out in accordance with the ICOMOS Burra Charter principles to a high standard. This may involve some amendments to the works program put forward in the Central Equity Submission and Addenda No's. 1 and 2, 1993.

8. The Conservation Policy Management and Maintenance Plan is to be completed within 3 months of the issue of this permit unless otherwise approved by the Director, Historic Buildings Council

9. The Conservation Policy, Management and Maintenance Plan is to be submitted for the approval of the Director, Historic Buildings Council

10. Subject to relevant conditions of this permit, approval is given for alterations associated with the sales and display period (units and courtyard) as outlined in the preface of the Central Equity Submission and Addendum 2, Sketch Plan DW01 and the reconstruction of sandstone orbs on the brick wall subject to further details of all work and associated land-scaping being submitted for the approval of the Director, Historic Buildings Council

11. The landscape report included in Central Equity Submission, Addendum No. 1, 17 March 1993, is not approved at this stage. A detailed landscape Development Plan is to be prepared as part of the required Conservation Policy, Management and Maintenance Plan referred to in condition of this permit.

12. Relocation of the eastern sunshade is not approved until it can be demonstrated that this can be done in a satisfactory manner without adverse affect on the structure

13. The proposed new northern brick wall is to be reinstated where possible to original alignment, height and length unless approved otherwise by the Director, Historic Buildings Council

14. The wall associated with the privy in the west front garden is to be reconstructed to original detail, alignment height and length unless approved otherwise by the Director, Historic Buildings Council

Car parking

15. Car parking in the forecourt is not approved at this stage

16. If the applicant is required to provide these additional spaces under its Planning Permit approvals then the applicant is to submit amended car parking plans for car parking within the walls for the approval of the Director, Historic Buildings Council

17. Car "barns" are to be totally concealed by the perimeter walls. Where it is difficult to conceal certain "barns" behind the walls, the applicant is to submit details of proposed screen planting to the Director, Historic Buildings Council, for approval prior to the erection of these same car "barns"

The works program

18. The final works program is to be in accordance with the approved Conservation Policy, Management and Maintenance Plan

19. Draft design details for all components of the works program including service requirements (mechanical, electrical, fire services, hydraulic, gas) proposed external treatment and reconstruction work such as the footpaths are to be submitted for comment by the Director, Historic Buildings Council prior to final working drawings being commenced, either in previously agreed staging components or as a total package

20. Full contract documents amended as required for the works program are then to be submitted for the approval of the Director, Historic Buildings Council prior to tenders being let

21. All work is to be inspected regularly by an experienced Conservation Architect approved by the Director, Historic Buildings Council

22. New openings to the extent shown on the architectural drawings attached to Addendum 2 are approved in principle. Associated demolition and repair work are subject

to the conditions of the permit. Details of new/altered joinery in window openings and door openings are to be submitted for the approval of the Director, Historic Buildings Council

23. External colour schemes for all structures on the site including the former asylum., town houses, car ports, etc are to be submitted for approval of the Director, Historic Buildings Council

24. The privies and "umbrella" sunshades will be preserved, repaired and restored as determined in the approved Conservation Policy Management and Maintenance Plan. Details are to be submitted for the approval of the Director, Historic Buildings Council

Demolition works

25. No demolition works specified in the Central Equity Submission , 1993 and Addenda No's. 1 and 2, 1993 and approved by the Permits Committee shall be carried out for either registered structures or unregistered structures which are physically attached to registered structures until all necessary permits have been obtained and contracts sighted by the Director, Historic Buildings Council

26. Demolition of unregistered structures which are not physically attached to registered structures to be carried out as described in the Central Equity Submission, 1993 and Addenda No's. 1 and 2. Central Equity is to advise the Director, Historic Buildings Council of their proposed demolition program for these buildings.

27. Physical barriers and cyclone chain mesh fences must be installed to protect all registered structures and landscape items (including wall and privies)

28. Details of these protective measures including details of the demolition program, site access arrangements for vehicles and workers and a site plan showing location and type of protective measures must be submitted for the approval of the Director, Historic Buildings Council prior to the commencement of work

29. There is to be no large earth-moving machinery within 3 metres of a registered structure (such as building, fence, garden structure) unless otherwise approved by the Director, Historic Buildings Council

30. Where demolition work will physically affect a registered structure, details showing the proposed repair of registered structure (for example; new openings in brick fences) must be submitted and approved by the Director, Historic Buildings Council (or the Permits Committee if the Director so requires) prior to the commencement of work

Evidence of financial commitment

31. Central Equity must show that it is allocating sufficient funds for the repair/restoration/reconstruction components of the works program agreed as part of the Conservation Policy Management & Maintenance Plan

The revised schedule of these works and cost estimates is to be submitted for approval of the Director, Historic Buildings Council

32. No buildings works or demolition is to occur until the applicant has entered into an agreement with the Historic Buildings Council to lodge a Bank Guarantee for $250,000.00 and that such guarantee will be released upon receipt and approval of the Conservation Policy, Management and Maintenance Plan by the Director, Historic Buildings Council

33. Central Equity is to take out property insurance to enable replacement of registered items which may be damaged during the works program or to complete the restoration

component of the works program if the project does not proceed to completion. Details of the insurance cover are to be approved by the Director, Historic Buildings Council and a copy of the policy lodged with the Director, Historic Buildings Council

Covenants/Strata Titles

34. Central Equity is to submit final copies of the proposed covenants to be attached to tiles/leases (as described in principle Submission 7.6 and Addendum 1 A 2.0) in proper legal terms for approval of the Permits Committee

In addition to the points covered in the Central Equity Submission and Addenda No.'s 1 & 2 1993 the covenant should clearly indicate that the Historic Buildings Council will not generally support permit applications from the Body Corporate for the location of service ducts, aerials, reception dishes and other extraneous items to be located on the external envelope of the buildings (both new and existing buildings)

35. The proposed permit exemptions are approved in principle. The detailed application is to be submitted for the approval of the Historic Buildings Council pursuant to Section 26(8) of the Historic Buildings Act 1981

Body Corporate Rules

36. Central Equity is to submit a copy of the proposed Body Corporate Rules incorporating recommendations which may arise from the approved Conservation Policy, Management and Maintenance Plan in proper legal terms for the approval of the Director, Historic Buildings Council

Interpretation Policy and Program

37. The interpretation policy and program is agreed to in principle subject to its being reviewed following approval of the Conservation Policy Management and Maintenance Plan. The reviewed interpretation Policy an Plan is to be submitted for the approval of the Director, Historic Buildings Council

38. The work program associated with the interpretive program is to be carried out prior to certificates of occupancy being issued

Photographic record

39. That prior to any demolition work a permanent black and white photographic record of the complex, including all designated buildings, be made on archival paper and the negatives and proof sheets be lodged with the Director, Historic Buildings Council, the State Library Picture Collection and the proposed Interpretation Centre at Willsmere. Such record is to be prepared in accordance with a brief to be approved by the Director, Historic Buildings Council prior to undertaking the record.

AMENDMENT TO HISTORIC BUILDINGS COUNCIL PERMIT

PERMIT NO. 1816, ISSUED 8 APRIL 1993

HISTORIC BUILDING NO. 861
FORMER WILLSMERE HOSPITAL
PRINCESS STREET, KEW

AMENDED FROM BEING OWNED BY
CENTRAL EQUITY LIMITED

TO BEING IN THE OWNERSHIP OF:
CENTRAL RESIDENTIAL NO. 5 PTY LTD
(ACN 058 833 980)

SIGNED: _____

RAY TONKIN,
DIRECTOR, HISTORIC BUILDINGS COUNCIL

DATED: 22/10

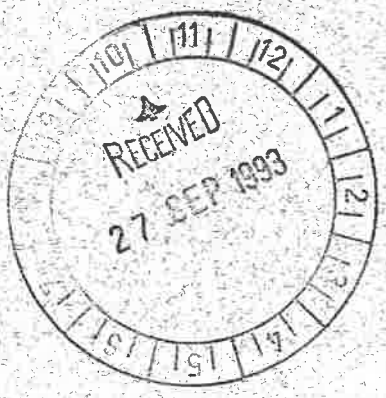
605547U

HISTORIC BUILDINGS COUNCIL

a promise to the future

Department of Planning and Housing
Olderfleet Buildings
477 Collins Street
Melbourne Victoria 3000
PO Box 2240T
Melbourne 3001
Telephone: (03) 628 5111
Facsimile: (03) 628 5650

22 September 1993



Attn: Mr P Timms
Central Equity
Level 9
365 Queen Street
MELBOURNE VIC 3000

Dear Mr Timms

WILLSMERE DEVELOPMENT, HBC PERMIT NO.1816

The following status summary of conditions attached to Historic Buildings Council Permit 1816 indicates a number of matters which require your attention:

General Conditions

Condition 1

Approval is in principle only. No action is required.

Condition 2

Allows for Director's approval of identified inaccuracies or discrepancies. Small changes can be handled through this condition.

Condition 3

Requires receipt of the Conservation Policy, Management and Maintenance Plan before any demolition or building works other than the display units.

Note: If you require any alteration to this condition please advise me and supply evidence of your work schedule and the proposed date for completion of the Conservation Plan. I consider that demolition of unregistered structures could commence but that alterations to registered structures and landscape/earthworks would have to await my approval of the Plan. I await your advice on this matter.

Conservation Policy, Management and Maintenance Plan

Condition 4

A brief has been discussed with Ms Span-Keeble and will need to be submitted.

Condition 5

Ms Span-Keeble is approved by the Director, Historic Buildings Council as the head consultant.

Condition 6

Remains outstanding.

Condition 7

I understand that Ms Span-Keeble has had access to the documentation as it is being prepared to achieve the aim of this condition for the works program.

Condition 8

Refer note to Condition 3.

Condition 9

Remains outstanding.

Condition 10

Approved.

Condition 11

Remains outstanding.

Condition 12

I understand that Ms Span-Keeble believes the sunshade can be moved safely. Details of the proposed method need to be submitted for my approval.

Condition 13

Documentation will be checked to ensure this condition is being met.

Condition 14

As per Condition 13.

Car Parking

Condition 15

Details of landscaping and hoop-iron fencing have yet to be submitted.

Conditions 16 & 17

Landscaping details have yet to be submitted.

The Works Program

Condition 18

I anticipate that this will be the case, however, if the plan will not be completed until some time after the works program has commenced there will have to be the capacity for some amendments to the work program if necessary.

Condition 19

Details have been discussed between Ms Span-Keeble and Ms Mullens. However, there has not been an opportunity for Ms Mullens to inspect the documentation until last Friday. This is satisfactory to me provided there is flexibility on Central Equity to amend plans following Ms Mullens' examination.

Condition 20

Remains outstanding.

Condition 22

Some details have been submitted and approved.

Condition 23

Remains outstanding.

Condition 24

Remains outstanding.

Demolition Works

Condition 25

Remains outstanding.

Condition 26

Refer Condition 3.

Condition 27

To be carried out as part of works program.

Condition 28

Details of the protective measures will need to be submitted soon for approval to avoid delays to your program.

Condition 29

Outlines machinery requirements for the works program.

Condition 30

Details should be submitted for the proposed repairs for approval.

Evidence of Financial Commitment

Condition 31

In part full satisfaction of this condition remains outstanding until the plan is completed.

Condition 32

The Permits Committee have indicated that they are not satisfied that this condition be met by the financial guarantee entered into between Central Equity and the Urban Land Authority.

I therefore request that this condition be met either by a Bank Guarantee or a covering cheque as discussed with Ms Mullens at Friday's meeting.

Condition 33

Please advise of the details of the insurance cover.

Covenant/Strata Titles

Condition 34

The Permits Committee have indicated that on the basis of subsequent legal advice they are concerned that the covenant included in the Body Corporate rules may not be legally binding and prevent future Body Corporate members from changing the Body Corporate rules without consultation with the Historic Buildings Council.

They are concerned at the changes to this permit condition which they believe has lessened the rigour of the Committee's intent.

Can you advise of ways in which the Committee's concerns can be met.

Condition 35

The permit exemptions have been submitted and approved.

a promise to the future

Body Corporate Rules

Condition 36

The Body Corporate Rules have been submitted and approved. However, refer the comments on Condition 34.

Interpretation Policy and Program

Condition 37

Awaits completion of the Conservation Plan.

Condition 38

Advises when the Historic Buildings Council wants the interpretation works carried out.

Photographic Record

Condition 39

Previously submitted photographs will possibly satisfy this condition.

Can you please advise me as soon as possible on the matters raised in this letter.

In the interim, if you have any queries please contact Robyn Mullens on 628-5490.

Yours sincerely

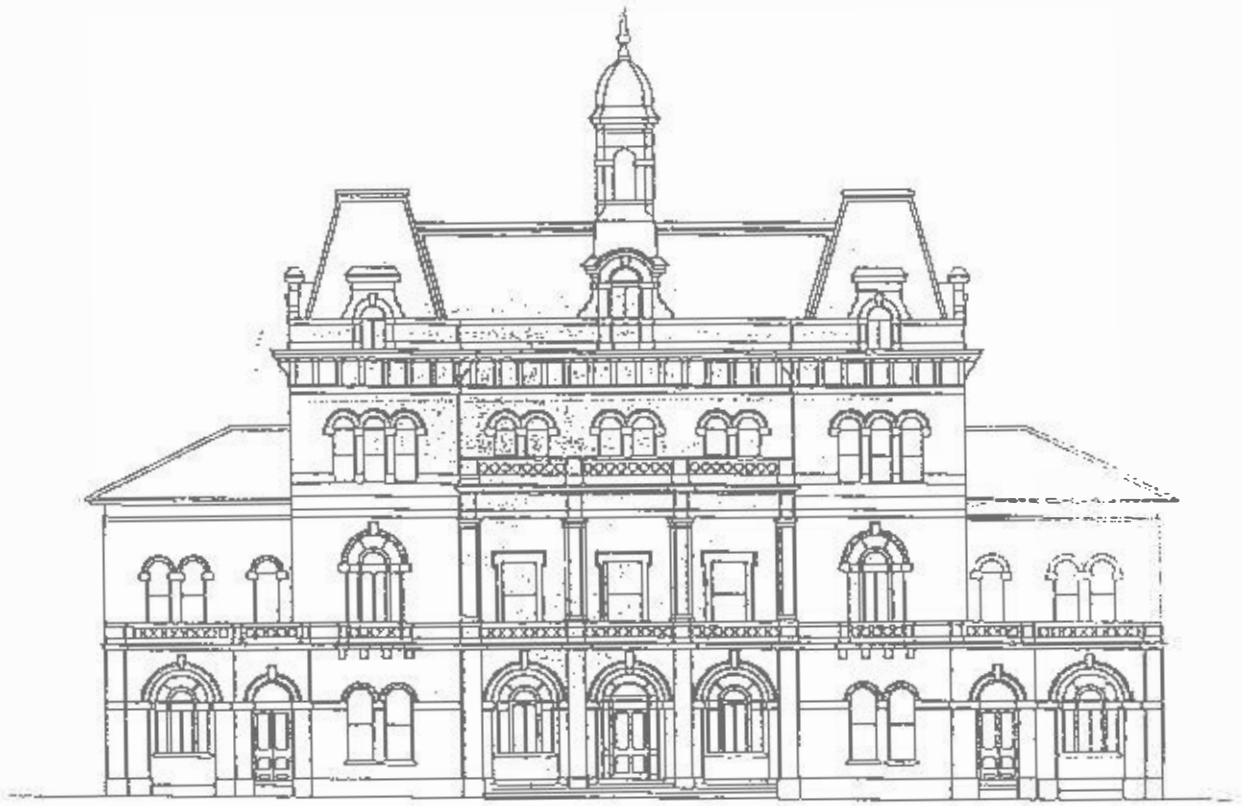
RAY TONKIN
DIRECTOR

Encl.

(rm-1\central equity\zv)

WILLSMERE

CONSERVATION MANAGEMENT PLAN



WILLSMERE

CONSERVATION MANAGEMENT PLAN

Prepared for

CENTRAL EQUITY LIMITED

by

Allom Lovell & Associates
Conservation Architects
35 Little Bourke Street
Melbourne 3000

March 1996

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ACKNOWLEDGEMENTS

This report has been prepared with considerable assistance from Willys Span Keeble, conservation consultant for the Willsmere development works.

CONSULTANTS

This report has been prepared by

Robyn Riddett
Jon Clare
Kate Gray

Allom Lovell & Associates

1.0 INTRODUCTION

1.1 Background and Brief

Following the decision to close the Willsmere Mental Hospital taken in 1986, the Victorian Government Major Projects Unit was assigned responsibility for overseeing the sale of the land for redevelopment. The hospital finally closed in 1988. In May 1990, the Jennings Group was chosen from a number of applicants, with a proposal for a combined residential, hotel and conference centre development, and ownership of the Willsmere site was formally transferred to the Jennings Group in June 1990. Because of the then economic climate, these proposals were not proceeded with, and the site was sold in February 1993 to Central Equity Limited.

Central Equity have carried out a residential development of the site, comprising conversion of the main hospital building and one of the outside wards to 154 apartments and construction of 109 new townhouses in the hospital grounds. The works were largely completed at the end of 1994.

The Historic Buildings Council issued a permit giving approval in principle for the development works in April 1993 (Appendix D). Among the conditions attached to the permit was a requirement that a conservation management plan be prepared, to address the whole complex, and separately address individual buildings, structures, works and historic landscape components. The plan was to include an interpretation policy and programme and a staged programme for future works requirements, to form a basis for estimating future annual and cyclical maintenance costs. The Body Corporate rules (Appendix E) include schedule 3 which relates specifically to the HBC permit conditions and conservation requirements.

This conservation management plan was commissioned by Central Equity Limited in October 1994. The purpose of the conservation plan is to provide a definitive document which addresses the significance of the site and buildings and provides a conservation policy and strategy. The plan is intended for adoption by Central Equity limited and the Willsmere Body Corporate as a management document for the buildings and site to provide a framework in which future works affecting the buildings and site can be assessed.

Although it had been intended by the HBC that the conservation plan be completed at an early stage in the redevelopment programme, the commissioning of the plan by Central Equity, and its subsequent completion were delayed for various reasons. The result has been that the preferred use of the conservation plan as a management tool for assessing proposed development works has in this case not been possible. The detailed approach to the conservation of the existing structures and site at Willsmere and the design of new works was agreed progressively between the developer and the HBC, and this conservation management plan was developed to take into account the development works that were in progress while the plan was being prepared. The existing assessments of significance of the site have been reviewed in the light of the development works and further knowledge about Willsmere and other nineteenth century asylum sites in Victoria, and the conservation policy has been formulated accordingly.

The scope of this conservation management plan includes the land and buildings within the Willsmere residential development site, as shown on Figure 2. This site corresponds with the Willsmere Historic Building Zone defined under the Kew Planning Scheme. It does not include the 1856 gate lodge to the north, which is also designated on the Historic Buildings



Figure 1 *Location plan*

Register, or the undesignated dalty to the south-west, both of which lie outside the development area.

1.2 Previous Reports

The buildings and site have previously been the subject of a Conservation Analysis prepared by Best Overend and Partners and Dr Miles Lewis in 1988. This document has been the main source for historical and contextual information regarding the site. In addition, a series of submissions to the HBC and the Minister for Planning were made during 1993 by Willys Span-Keeble, the conservation consultant commissioned by Central Equity Limited, and by other consultants, in connection with the HBC Permit application and the subsequent appeal regarding planning permission.

1.3 Location

The Willsmere site is located in Studley Park, Kew, between the Boulevard and the Yarra River to the west and south, the Eastern Freeway to the north and Kew Cottages and Princess Street to the east. The site is surrounded by the Kew Gardens housing development, completed shortly after the Willsmere development, on the north and west sides, and adjoins the Yarra Bend National Park to the south and west.

1.4 Heritage Listings

Historic Buildings Council

The Willsmere site, including designated buildings, was placed on the Historic Buildings Register on 12 February 1991. A copy of the HBC Statement of Significance is included in Appendix B.

National Trust of Australia (Victoria)

Willsmere is classified by the National Trust of Australia (Victoria).

Australian Heritage Commission

Willsmere is included on the Register of the National Estate.

City of Kew

The Willsmere complex is contained within the 'Willsmere Historic Building' zone pursuant to Clause 114 of the Kew Planning Scheme.

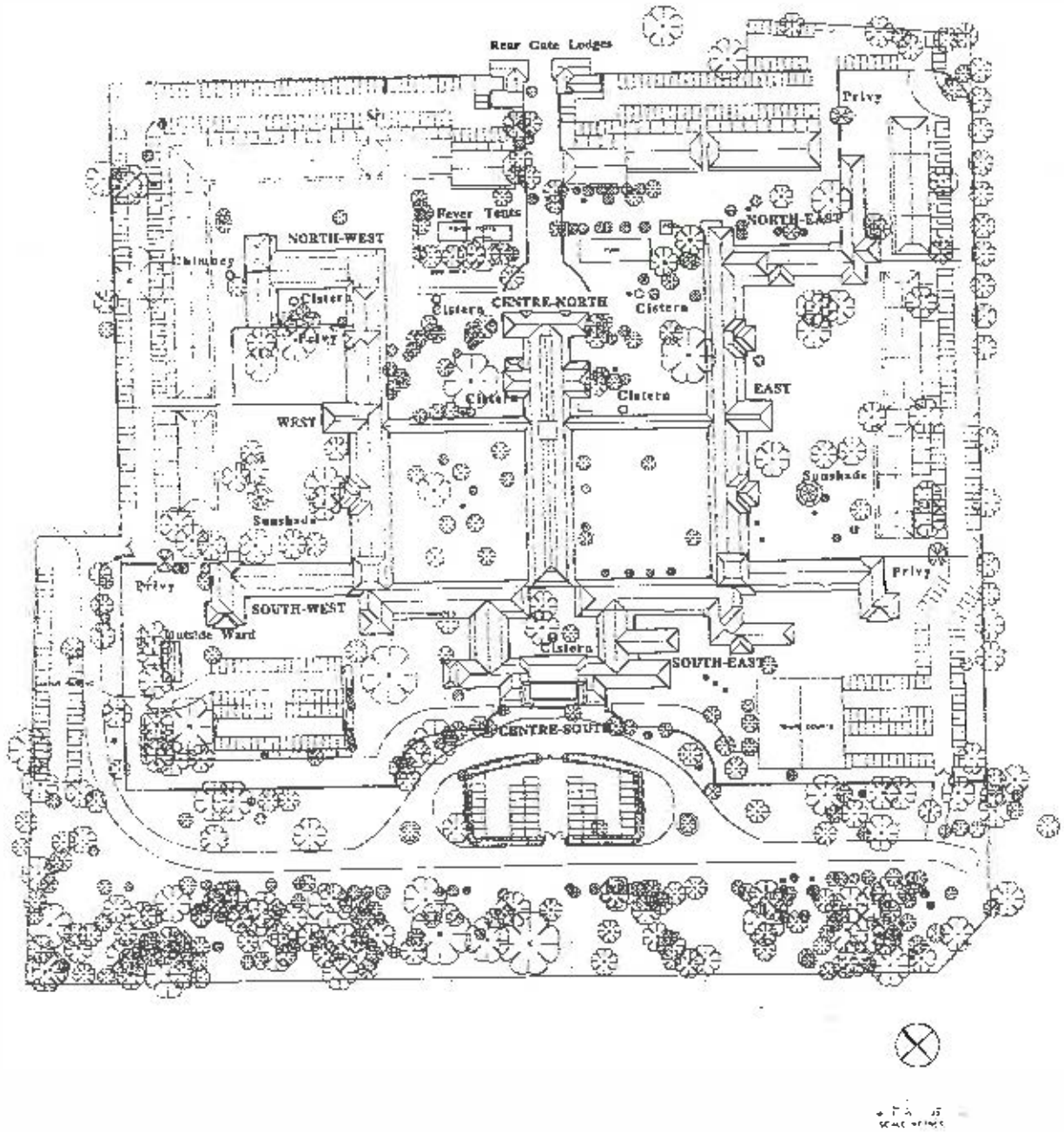


Figure 2 Site plan

1.5 Methodology

The report broadly follows the format of the Australia ICOMOS (International Cotmcil of Monuments and Sites) guidelines for the preparation of conservation plans[1] and the principles set out in the Australia ICOMOS *Charter for the Conservation of Places of Cultural Significance* (Burra Charter) adopted by Australia ICOMOS to assist in planning conservation of heritage places.

1.6 Terminology

The conservation terminology used in this report is of a specific nature, and is defined within the Australia ICOMOS *Charter for the Conservation of Places of Cultural Significance* (the Burra Charter) as endorsed by the Australian Heritage Commission (Appendix A). The terms most frequently referred to are: **place, cultural significance. fabric, conservation, preservation, restoration, reconstruction and adaptation.** These terms are defined in the charter as follows:

'Place' means site, area, building or other work, group of buildings or other works together with associated contents and surroundings.

'Cultural Significance' means aesthetic, historic, scientific or social value for past, present or future generations.

'Fabric' means all the physical material of the place.

'Conservation' means all the processes of looking after a place so as to retain its cultural significance. It includes maintenance and may according to circumstance include preservation, restoration, reconstruction and adaptation and will be commonly a combination of more than one of these.

'Preservation' means maintaining the fabric of a place in its existing state and retarding deterioration.

'Restoration' means returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.

'Reconstruction' means returning a place as nearly as possible to a known earlier state and is distinguished by the introduction of materials (new or old) into the fabric. This is not to be confused with either re-creation or conjectural reconstruction which are outside the scope of this Charter.

'Adaptation' means modifying a place to suit proposed compatible uses.

2.0 REVIEW OF EXISTING ASSESSMENTS OF SIGNIFICANCE

2.1 Previous Statements of Significance

Two previous statements of significance have been prepared for Willsmere. The first is contained in the Kew Lunatic Asylum Conservation Analysis of 1988, and was prepared by Dr Miles Lewis. The second statement was prepared as part of the 1991 Report to the Minister for Planning in connection with the inclusion of the complex on the Historic Buildings Register.

2.1.1 Kew Lunatic Asylum Conservation Analysis, 1988

The statement prepared by Dr Lewis (see Appendix C) identifies the main points relating to the significance of the complex as a whole, and goes on to discuss the individual significance of a certain individual elements of the complex. As Lewis points out, even when viewed in isolation from the other elements, there are some structures at Willsmere which are of considerable individual importance.

The first part of the statement, under the heading 'The Asylum', identifies the international importance of the main asylum building as possibly one of the largest and most intact surviving examples in the world of the mid-nineteenth century E-plan asylum type, and the historical significance of the complex as the largest and most important of the nineteenth century asylums in Victoria. The elements and characteristics which contribute to this significance are identified, namely the architecture of the administration block, the landmark quality of the towers and roofs of this building and the ability of the building envelope to demonstrate the scale and layout of the complex, as well as the individually significant elements identified in the second part of the statement.

The second part of the statement addresses the individual significance of the original 1856 gate lodge, the iron water tanks, the fever tents and the grounds and landscaping. Of these, the elements of the highest significance are identified as the lodge building and the tanks, while it is suggested that superior examples of the other elements are to be found elsewhere in Victoria.

2.1.2 HBC Statement, Report to the Minister, 1991

This statement (see Appendix B) was based to a large extent on the 1988 Conservation Analysis and includes the same points made in the 1988 statement. It comments, as does the Lewis statement, that the Kew asylum derives particular significance for its scale, intactness and landmark quality. In addition, this statement refers to the shift to grander architectural styles for institutional structures in the work of the Public Works Department in the 1860s and '70s. The statement refers to the Fever Tents, but does not include comparative assessment of the individual structures when compared with similar structures elsewhere.

2.2 Review of Assessments of Significance

The two previous statements of significance have been reviewed in the light of additional research carried out since 1991 on other asylums in Victoria and the impact of the 1993–4 development works on the complex.

Since 1991, a number of reports have been completed which assess the significance of the other principal nineteenth century asylums in Victoria at Ararat, Beechworth and Sunbury.[1] The previous statements of significance for Willsmere lack detailed assessment of the overall nature of the surviving complex at Willsmere as it compares with those at these other asylums. Willsmere was built as part of a large scale programme of construction of asylums in the 1860s and '70s, during which period large asylums of broadly similar nature were also built at Beechworth and Ararat. The Sunbury asylum was originally constructed in the 1860s as an industrial school and was expanded as an asylum in the 1890s. It is only indirectly comparable with the three earlier asylums in terms of either its architecture and planning or its historical development.

Of the three asylums built in the 1860s and '70s, Willsmere retains a more complete collection of original external elements than either of the other former asylum complexes. In particular, Willsmere is the only site which retains its original privies, and also retains more of the original perimeter and airing court walls than survive at Beechworth or Ararat. Furthermore, the vast majority of the later additions to the complex have been removed in the course of the recent development works, including all but one of the 1880s cottage wards and all of the twentieth century buildings, with the exception of the fever tents and the additional wings to the south-east of the main building. By default, therefore, Willsmere is distinguished from the other two complexes by its ability to demonstrate more clearly the nature of the *original* external layouts of the Victorian asylums, while the complexes at Beechworth and Ararat, which currently retain later nineteenth and twentieth century buildings, reflect better than Willsmere subsequent shifts in policy towards the care and treatment of the mentally ill. The 1994 works have included the insertion of new door openings in place of ground floor windows in the main building, but otherwise have largely retained and restored the original external features.

The original internal ward layout and finishes typical of the period are best demonstrated at Beechworth in the wards and laundry in the north female wing. They contain most of the elements of the original wards, including the patients' rooms doors, windows, vertically sliding shutters, fireplaces and painted exposed brick walls, and are by far the most intact of the interiors in all three of the nineteenth century Victorian asylums. All of the ward interiors at Ararat were modernised in the 1950s. At Kew, many of the interiors had previously been modernised and virtually all have been further altered as part of the 1993-4 works. Nonetheless, a high proportion of internal structural walls, columns and other original features is retained. The preserved ward interior at Kew retains some of the same features found at Beechworth, including painted brick walls and boarded patient's room doors, but lacks other original elements including the internal window shutters and the gallery fireplace. None of the original working areas at either Ararat or Kew, comparable to the laundry at Beechworth, survive intact.

Smaller structures added to the grounds at all three asylums in the nineteenth and early twentieth centuries included sunshades and fever tents. None survive at Beechworth, while there are surviving examples of both at Ararat as well as at Kew.

The following revised statement of significance takes into account the additional comparative information and the recent works. It forms the basis of the conservation policy contained in the following sections of the report.

2.3 Revised Statement of Significance

Willsmere, previously known as the Willsmere Mental Hospital, and originally as the Kew Lunatic Asylum, was opened in 1872. The design, based on the original scheme prepared in 1856 by the Public Works Deparonent architect G W Vivian, was substantially reworked in 1864, apparently largely by Vivian's collaborator on the original scheme Frederick Kawerau. Willsmere closed as a mental hospital in 1988 and was redeveloped for residential use in 1993–4.

Willsmere is of considerable historical and architectural significance.

Willsmere was one of three purpose-built lunatic asylums designed in the 1860s for the Victorian government. Although Willsmere was the last of the three asylums to open, it appears to have been the first to be designed, and the designs of the other asylums at Beechworth and Ararat appear to be based on the Kew scheme.

Although a number of external alterations have been made during the 1993-4 works and earlier, Willsmere retains in largely intact form the main external elements of the original complex and is better able than the Beechworth or Ararat complexes to demonstrate the nature of the original external layouts of these institutions and of typical practices in the care of mental patients in the nineteenth century. These elements include the exterior of the main building, the airing courts, the divisional and boundary walls and subsidiary structures including the privies, sunshades and one of the later cottage wards. While the other asylum complexes retain in more intact form other elements such as original farm complexes, 1880s cottage wards and twentieth century developments, they retain considerably less of these key elements of the original complexes.

Although considerably altered internally during the 1993-4 works, and less intact than parts of the Beechworth complex, Willsmere retains a substantially intact ward interior which is able to demonstrate the living conditions experienced by asylum patients in the nineteenth century. Other parts of the interior retain sufficient original fabric to enable the original functioning of the spaces to be understood.

The architectural significance of the hospital derives mainly from its derivation from contemporary English models, its large scale and architectural character of the main administration block and the towers. The main building is by far the largest of the asylum buildings constructed in Victoria in the nineteenth century. Its E-shaped plan form and the planning of the wards, the dining wing and service areas derives from similarly planned mental hospitals in England, notably the large 1850s asylum at Colney Hatch, and demonstrates the colonial dependence on familiar English models of asylum design and operation. The architectural character of the complex, and particularly that of the administration block and the towers, demonstrate the stylistic shift that took place in the Public Works Department in the 1860s towards a grander style for institutional buildings. The design of the administration block and the towers are of interest for their atypical character and appear to reflect contemporary German architecture. The towers and mansard roofs are among the most prominent landmarks in Melbourne.

The prominent hilltop site is enhanced by the surviving areas of nineteenth and early twentieth century landscaping, particularly in front of the complex. While less significant than the landscaping at Beechworth, the layout of the turning circle and planting in front of the administration building and remnant indigenous and early introduced planting in the airing courts and elsewhere on the site demonstrate the importance placed on landscaping in nineteenth century asylums as a part of the treatment of mental patients.

The reuse of iron tanks, originally used as containers for goods being shipped to Australia, as water tanks is of technical and mercantile interest. The water tanks at Willsmere represent the largest and best documented known surviving example of this common nineteenth century practice.

The underground water tanks are of technical significance. Typical of those found at the other contemporary asylums, they demonstrate the efforts that were made to maximise self sufficiency in water at the asylums.

The fever tents were erected in 1908 in response to a typhoid epidemic at a time when typhoid was officially considered to be under control in Victoria. Along with the surviving examples at Ararat, they are of historical interest and demonstrate contemporary attitudes to the therapeutic benefits of fresh air in the treatment of disease.

3.0 PHYSICAL SURVEY

3.1 Introduction

A physical survey of the buildings and site was undertaken in order to assess the extent and nature of the 1993-4 development and remedial works carried out by Central Equity and to identify significant areas and individual elements. The objectives of the survey have been to establish as far as possible the degree of intactness of the existing fabric and layout, and the extent to which the original fabric survives and was conserved in the 1993-4 development works, and to assess the existing physical condition of the buildings and site.

3.2 Documentation

An incomplete set of the original working drawings of the complex, dated from 1864–76, and later drawings of subsequent additions and alterations is held at the Public Record Office. The Public Record Office also holds the Public Works Department Summary Contract Books 1859–1935, which contain brief details of contracts for building and landscaping works and supply of materials in connection with Willsmere. The c. 1890 MMBW plan shows the then layout of the structures and landscape, as well as some drainage details. A set of existing conditions survey drawings was prepared for the Public Works Department in 1984 by Gutteridge Haskins and Davey Pty Ltd, Consulting Engineers. It is proposed that copies of all of these documents should be stored at the Willsmere archive centre.

The 1988 conservation analysis prepared by Dr Miles Lewis and Best Overend and Partners was the main source of historical information regarding the physical development of the complex. The bibliography lists the available primary and secondary source material. Copies of the 1988 conservation analysis and a selection of historic photographs and other historical source material is to be held at the Willsmere archive centre.

The basic documentation used for the physical survey was the set of contract drawings for the development works prepared in 1993 by Span Group Architects. The contract drawings included existing conditions plans and elevations showing the state of the buildings before work started as well as drawings showing the proposed alterations. A specification prepared by the conservation consultant Willys Span-Keeble and dated August and November 1993, for conservation and remedial works to the historic buildings, was referred to, although this specification was not formally part of the contract documents. Landscape drawings prepared by Holly Mitchell, landscape architect, showing existing conditions prior to the development works and proposed landscape works, were referred to. In addition, use was made of the March 1993 submission and addenda to the Historic Buildings Council in connection with the permit hearings and the submissions made in connection with the June 1993 appeal. The contract of sale document for the apartments contains additional information regarding the Body Corporate rules and other matters. Copies of these documents are to be held at the Willsmere archive centre.

The works carried out have conformed generally to the drawings in terms of plan layout and alterations to elevations. In terms of remedial works, and particularly wall repairs and some roof works, some of the work carried out was changed from details shown on the drawings and from the specification, as summarised in the following sections.

Other documentation of the development works, not referred to for this physical survey, includes a 1988 site survey by Breece Pitt Dixon, surveyors, building services drawings by A Lingard and Associates, civil engineering drawings, photographs of the development works in progress by the conservation consultant and others, and a video of the works taken in October 1994 shortly before completion. It is intended that copies of all of this material should be held at the Willsmere archive centre.

3.3 The Development Works

The 1993-4 development works were for conversion of the former Willsmere Mental Hospital site to residential use, and involved adaptation of the original buildings to 154 apartments and construction of 109 new townhouses around the outer perimeter of the site. Associated with the adaptation works were general remedial works to the fabric of the historic buildings and the site generally and restoration or reconstruction of previously altered fabric in a number of areas.

The following section summarise the nature of the development works in terms of the scope of demolition of existing structures, the adaptation works to each of the structures and the conservation and remedial works.

3.3.1 Demolished Structures

All of the intrusive later twentieth century buildings constructed within the grounds were demolished, together with several nineteenth century buildings. The twentieth century buildings included the VATMI industrial unit and surgical wards constructed in front of the east and west wings, and workshops, stores buildings and the boiler house to the rear. The demolished historic buildings were the chapel (originally a workshop) and two outside male wards adjacent to the north-east wing. These buildings, although designated for inclusion on the Historic Buildings Register, were assessed as having relatively little individual significance.

3.3.2 Adaptation Works

The conversion of the main building to apartments has involved substantial internal works to most areas, with extensive construction of new lightweight internal walls within existing spaces and limited demolition of existing brick internal walls, fireplaces and chimney breasts. The approach taken was to plan the individual apartments as far as possible within the existing spaces and to retain existing structural walls where possible. In most areas, the larger spaces, such as day rooms and dormitories, were retained with little or no demolition, and were subdivided to form apartments. The small individual patients' bedrooms originally located off the day rooms were most affected by internal demolition, most having been amalgamated to form larger rooms.

The internal fit-out of the apartments in most areas has a standard modern treatment. Most walls and ceilings are lined with plasterboard. Original internal window joinery, some original internal doors and other significant fabric such as decorative plasterwork and cast iron columns were retained or adapted. Although the apartment interiors generally are considerably altered, and most of the larger spaces were subdivided, in most areas it is still possible, with interpretive assistance, to understand the original uses of the various wards, day rooms,

bedrooms and other spaces. The original stair wells and other circulation areas have in most cases been retained with relatively little alteration to the original fabric.

The extent of external alterations was limited generally to the minimum necessary to adapt the building for the new use. The alterations have included insertion of new doors in place of original windows in the ward wings and other works as summarised in the following sections.

The works have included a complete replacement of services thuoghout the building, including new electrical and plumbing installations and installation of fire sprinkler equipment. Gas-fired balanced-flue heating boilers serving individual apartments were installed, mostly in the roof spaces. Flue gases are vented naturally with air flow through the original wall vents and new openings cut in the chimneys. On the east wings, where the chimneys had been demolished in the 1950s and '60s, ventilated ridge cappings were considered, but rotary cowl vents installed on the inner roof pitches were adopted instead.

Apart from insertion of 'Deluge' type roof lights at every second bay, the verandahs to the ward wings and the centre-north wing were returned substantially to their original configuration. Many Deluge type roof lights had been inserted in verandahs previously. The verandahs are divided into sections corresponding to title boundaries by low hairpin steel barriers based loosely on the design of the hairpin fencing to the front of the building.

Ward Wings

The external elevations of the ward wings, including the former laundry wing to the north-west, were altered by formation of new door openings at ground floor level, together with construction of new low-level steel access steps and platforms. New external doors are generally at original window locations and conform to the original width and height of the openings. Modern timber-framed and glazed doors and multi paned toplights broadly similar in detail to the original sashes are fitted to the new door openings. Approximately one-third of all of the ground floor windows were altered in this way. Except for two access platforms on the north-east wing, all of the new access stairs and platforms are constructed on the north facing elevations of the south-west and south-east wings. Several openings to stair lobbies and passages through the building were formed or widened.

Internally, the original plan form is substantially altered. The original small patients' bedrooms, which opened off large day rooms, have mostly been doubled in size by removing walls between adjacent rooms or opened out completely into adjacent spaces. Apart from the preserved museum and library area on the first floor of the south-west wing, the plan form of the patients' rooms survives only in some of the first floor bathrooms and studies in the west, south-east, east and north-east wings. The original large day rooms with columns and galleries generally were subdivided. Some of the day room and associated dormitory projecting wings on the outward-facing elevations retain much or all of the original plan form.

A large number of new stairs, both within double storey apartments and for access to first floor apartments, were constructed. These are simply detailed with steel posts and stringers supporting timber treads. In most cases, the original stairs within the wards were retained in largely intact state. The exceptions are in the east and west towers, where originally there were two sets of stairs giving separate access to the paying patients' wards in the front wings and the paupers' wings to the rear. The paupers' stairs were removed, and new floors constructed at first floor level. This action was taken in order to enable widening the

originally narrow passage from the airing court side of the wing to the outer side, which was considered to pose a safety problem.

Some original or early panelled or boarded doors were retained or recycled to new locations as entry doors to apartments, and some of the intact first floor patients' rooms retain their original boarded doors. Generally, however, the apartments have new flush doors. New door openings, even where an early door was fitted, were distinguished from original openings by colour coding, doors in new openings being painted a lighter green than the original doors.

Centre-South (Administration) Wing

Conversion of the former administration wing has largely retained the original form of the external elevations and internal walls. The front elevation remains substantially intact. The three entrances to the front, comprising the original central entrance to the administration offices and the two separate male and female patients' admissions entrances to each side were retained. The rear elevation was previously altered in 1914, when the stair to the east of the entrance hall was removed and the original tall arched stair window corresponding to the existing window to the west was altered. A new arched door opening was inserted in the centre of the elevation to form a passage from the main entrance through the former caretaker's room to the rear, and fitted with a modern aluminium-framed door.

Internally, the first floor cross corridor and the ground floor side entrance halls were divided by division walls between the apartments and new stair enclosures serving the adjoining wings encroach on the east and west rooms to the rear. A number of rooms were subdivided by construction of bathrooms and store rooms. Some new openings were formed and original doors built up. The door openings between the ground floor corridors and the apartments were built up behind the retained doors. Apart from these alterations, the plan form of some of the spaces remains largely intact, and generally the plan form of the administration wing is less altered than in the other wings.

Centre-North (Dining Hall and Kitchen) Wing

The centre-north wing previously comprised the double height dining hall, scrvery and kitchen, occupying most of the wing to the south, and the stores to the north. Although the dining hall remained largely intact, the kitchen and stores areas had been previously considerably altered. The dining room was converted to three double height and four single level apartments, and a new first floor and internal walls were inserted into this space. Some timber roof trusses are exposed at first floor level, while others are concealed within new partitions. The original plaster arches and other high level mouldings and the timber dado to the original dining room walls remained, except for the mouldings to the large arched niches at each end of the dining room, and were retained. The original stair at the south-east corner was retained, and new steel-framed stairs, as for the ward wings, were constructed.

The lower ground level apartments at the north end of the wing largely retain the original plan form, coursed rubble-faced bluestone walls and brick vaulted ceilings. The remainder of the stores and kitchen area was subdivided by new internal walls and little original fabric remains visible apart from windows and some roof trusses.

As with the ward wings, new ground floor door openings were formed at original window locations and roof lights were inserted in the verandah roofs. The louvred vents to the clerestory roof were removed in sections and replaced with glazing lighting the apartments

below. The remaining sections of louvres were glazed inside. The timber-framed laylights above the former dining room originally had flyscreen inserts, and these were replaced with translucent glazing. Concrete loading docks constructed over the basement light wells were removed and damaged or missing gratings were replaced.

Subsidiary Structures

Rear Gate Lodges

The two gatelodges flanking the original rear entrance were renovated as single residences. The relatively intact original brick sections were preserved externally, and new weatherboarded extensions were added to each house. The interiors of the houses were previously substantially altered and the interiors were assessed as having little significance. They were completely refurbished in similar style to the apartments in the main building, with plasterboarded walls and ceilings with coved cornices.

Fever Tents

The two fever tents were retained on their existing sites and are used as a meeting room and gymnasium.

Female Outside Ward

The 1885 female outside ward located near the south-east wing was retained and converted to a single small residence. Two additional outside wards on the male side, adjacent to the north-east wing, were demolished as part of the 1993-4 works and another outside ward, apparently built also in 1885, had previously been demolished. Some verandah columns and diagonal cross cast iron balustrade panels from the demolished wards were reused in a pergola constructed near the original site next to the north-east wing.

The retained ward was converted to a small single residence. The interior of the retained building had previously been altered and no significant fabric remained. Externally the overall form of the building remained intact, but fenestration had been altered to both the east and west elevations. The exterior was preserved largely in its existing altered state. The new internal finishes are similar to those in the main building.

Perimeter and Airing Court Division Walls

The surviving perimeter and airing court division walls between the airing courts were retained. Several new openings were cut in the perimeter and internal walls to allow vehicle access. The internal roadway openings are limited to 3,5 metres in width. The openings were formed simply by vertical cuts through the masonry, and the cut brickwork faces were rendered. A new section of perimeter wall was constructed along part of the west and north sides, as described in the following section.

Privies

All four of the original privy buildings survive. The north-east privy is being preserved intact in its c. 1950s state, with low cubicle partitions and sanitary fittings. The other privies are being used mainly for storage or for possible studio use by residents. The south-east privy was converted to a toilet serving the nearby tennis court, and has somewhat intrusive flush doors.

Sunshades

Two of the original six sunshades survived at the time the current works commenced and were retained.

The Grounds

The landscaping and site works were intended to rectify a number of existing problems, as summarised in the following section, to provide a partial restoration of the original layout and planting of the asylum grounds and to provide new car parking areas, pathways and facilities such as tennis courts, a swimming pool and barbeques.

The central oval forecourt in front of the main building was reconstructed approximately to its original alignment, and a car parking area formed within it. The two Canary Island palms (*Phoenix canariensis*) were retained, and new trees are to be planted within the forecourt in the parking area. The forecourt is being enclosed with a timber and steel hairpin fence following the design of the original fencing in this area.

The airing courts were turfed and flower beds were formed adjacent to the apartments and the new townhouses. The original path system was supplemented by a network of new paths, some intended to provide access for furniture-moving trolleys. Apart from remedial works and conservation of significant trees and landscape elements in the airing courts, the landscaping treatment to the airing courts is modern, although generally the aim was to remain sympathetic to the buildings and the original landscape design.

Car parking for residents was provided in two main areas in front of the south-east and south-west wings in front of the main building and behind the townhouses along the east, west and north sides of the complex. New access roads to the car parking areas have been constructed within the complex. Additional parking areas were provided for visitors immediately outside the west boundary wall and in the oval forecourt in front of the main building. All of the car parking spaces within the perimeter wall are under cover, the shelters being designed as open sided steel-framed sheds with curved corrugated steel roofs. The car parking areas in front of the main building were excavated to minimise the height of the shelters and their visual effect.

Included in the landscape work was construction of several ancillary structures, including peacock roosts in the south-east and south-west airing courts and bin enclosures inside the outer perimeter wall. The peacock roosts are simple timber structures intended to relate to the earlier aviaries which had been located in these airing courts. The bin enclosures are of timber lattice construction, and generally are not visible from the main building.

3.3.3 Conservation and Remedial Works

The development works had the general aim of returning the fabric of the buildings and site to sound condition and conserving those elements of the site which were assessed as having particular heritage significance. Conservation advice, including specifications and inspection of remedial works, was obtained by the developer from architect Willys Span Keeble. Additional advice on specific remedial works was obtained from architect and buildings technologist Peter Kerr. Conservation and remedial works included the following:

- Preservation and partial restoration of the exterior of the main building
- Preservation of a representative ward interior
- Preservation of the 'dungeon' interior in the north-east wing
- Preservation of significant internal elements
- Preservation of the rear gate houses, fever tents and the female outside ward
- Restoration of the extant perimeter and internal division walls
- Retention of the four extant privies
- Preservation and restoration of the two extant sunshades
- Panial restoration and reconstruction of significant landscape elements

The majority of these works were completed as part of the 1993-4 development works. A number of outstanding remedial works to the exterior of the main building were identified, mainly to window joinery and areas of render, and are to be completed. Restoration of the perimeter and division walls was partly carried out, and the remaining work is currently being carried out.

Prior to the 1993-4 works, substantial loss of the original fabric of the buildings had occurred, particularly since the 1920s, and various unsympathetic additions had been made, including a flat-roofed two storey extension to the east elevation of the south-east wing and single storey extensions to the east and west wings, as well as external stairs, ramps, loading docks, pipework and enclosed verandahs. Although the adaptation works required in connection with the residential conversion precluded a complete restoration, the aim of the works was to restore the exterior generally as closely as practicable to the original form. Most of the additions to the main building were demolished. The twentieth century wings added to the south-east wing, the bathroom wings to the south-west wing and the 1926 first floor to the north-west (former laundry) wing were retained. All of the previous external steam heating pipes and other pipework and exposed services were removed.

Virtually no maintenance work had been carried out to the buildings since the 1980s, and at the time the 1993-4 development works commenced many areas of the main building and other structures were in poor or derelict state. The main slated and lead-covered roofs and the verandah roofs were leaking, leading to timber decay and damage to internal ceilings and walls. Many areas of external render to walls, cornices and parapets were defective. Although generally the walls of the buildings were free of significant structural movement, there were some isolated areas of cracking, notably above the arched bay windows on the outside-facing elevations. Rising damp was a serious problem in many areas caused largely by the failure of the site stormwater drainage system and by raised ground levels around the main building and the boundary walls.

Main Building

Wall Repairs

Ground level surveys carried out before the 1993–4 works commenced revealed large areas of the external render found or suspected to be in poor condition. Problems included drummy areas, where render had detached from the underlying masonry, and areas of cracking associated with either structural movement or failure of the render, as well as peeling paint and flaking render coats.

The projecting cornices on the centre-south wing and the towers are constructed with cantilevered slabs of slate built into the walls and overlaid with render mouldings. The cornices were inspected in the course of the development works and, apart from cracked and drummy render, were found to be structurally sound.

Instead of replacing loose and drummy render, the majority of the existing render was retained and was reinforced and made weatherproof using various techniques. The render generally was overlaid with a high-build paint system. Wider structural cracking was pointed before application of the paint system. Pitted and rough surfaces were skim coated with a polymer type coating. The new high-build paint system and render skim coats have generally been applied on top of old paint coatings. The basalt sub-walls have not generally been repointed, and there are open-jointed areas, particularly to the high exposed sections on the east and centre-north wings.

Very exposed surfaces, such as the upper parts of the towers, and horizontal surfaces such as cornice tops were generally drummy. Technical advice was obtained from building technologist Peter Kerr on the extent and specification of further necessary render repair works to these critical areas, resulting in the use of epoxy resin injected into drummy render to improve adhesion between the render and the substrate. The injected render surface was then protected with the high build paint used elsewhere incorporating mist fibreglass reinforcing sheets, as specified by Peter Kerr.

Although the use of epoxy resin to stabilise critical areas of drummy render addresses the main problems in this area, it should be monitored in the future to ensure that there is no water penetration and damage to vertical surfaces, water ingress through horizontal surfaces such as cornices, parapets, chimneys and rendered window sills which might affect internal surfaces and joinery.

Rendered cast concrete balustrading was used in the reconstruction of the front balconies instead of the original solid pressed cement balustrading. The render coating should be monitored. The balustrading is reasonably accessible if future repairs are required.

Damp Proofing

Dampness in the walls of the main building had been caused by a range of factors. In many areas, the existing damp-proof course, located between the basalt sub-walls and the brick upper walls, had been bridged by raised ground levels or later external paving, ramps or internal concrete floors. Blockage or leaks in the stormwater drainage system resulted in excessively damp soil conditions near the building. Damp was penetrating through some subterranean walls enclosing lower ground floor rooms, as a result of drainage defects and later construction of concrete floors above the retaining walls.

A number of remedial measures were taken to control dampness, in addition to remedial works to the stormwater and roof drainage systems. Ground levels around the building were lowered and paving and concrete slabs bridging the damp-proof course were removed. Subsoil drainage was installed at the base of subterranean walls, and under new internal concrete floors below ground level. Where existing damp-proof courses had been bridged, silicone injection damp-proof courses were installed at skirting level. Approximately 50 % of walls to the west wings and 80 % of walls to the east wings, together with isolated areas in the centre-south wing have new silicone injection damp-proof courses. These carry a ten-year guarantee.

All of the airing court and perimeter walls have either spoon drains or subsoil drains on the up hill side. Deep open drains lined with concrete and covered with steel grilles were formed along the east perimeter wall where the internal ground level is higher than the stone plinth and damp proof course to the wall.

Windows and Doors

Apart from the additions to the main building, the main exterior alterations previously carried out had been to the form and detailing of the fenestration and door openings. The 1993–4 works included returning most altered fenestration to the original proportions by narrowing previously widened openings and lowering raised sills. Non-original openings were built up. As noted above, the works included alteration of approximately one-third of the ground floor windows to doorways, matching the original width and height of the windows, and some openings to stair lobbies and through passages were widened. Vinually all of the first floor windows, however, were returned to the original configuration.

The previously altered doors to the kitchen area, on the east and west elevations of the centre-north wing, were modified but not returned to the original form. An additional arched first floor window was inserted on the east elevation of the south-east wing, to apartment 115, making a bank of four arched windows instead of the original three. A non-original and somewhat intrusive wide rectangular opening formed in the south elevation of the south-east wing, opening to a recessed porch giving access to apartment 117, remains unchanged.

Surviving original external windows and doors were retained and repaired as far as practicable. The conservation consultant recommended establishment of a stockpile of all removed window and door joinery, basalt sills and other components. Virtually all of the stockpiled items were reused. Where repair of joinery was necessary, oregon was used, and details match the original. Where previously raised sills where restored to the original height, existing sashes were elongated using oregon. On the majority of new sashes, timber cover snaps were used instead of the original iron glazing bar covers. Generally the standard of joinery repairs on the eastern wings is noticeably higher than on the western wings.

Recent inspections of the repaired windows by the conservation consultants Willys Span-Keeble and Peter Kerr have identified a number of outstanding defects which are to be made good by the developer and reinspected by the conservation consultants.

Verandahs

Many sections of the verandahs and covered walkways had seriously deteriorated as a result of roof leaks and blocked rainwater drainage, leading to decayed roof timbers and corroded ironwork. Some elements of the original verandahs, such as frieze panels, were missing. In

ironwork. Some elements of the original verandahs, such as frieze panels, were missing. In some areas, verandahs had been enclosed or removed. All of the enclosures were removed and the verandahs restored to their original state. Missing sections of verandahs were reconstructed on the south-east and south-west wings adjacent to the centre administration wing, the inner south elevation of the south-east wing and the outer elevations of the east and west wings. The section of original verandah missing to the extreme east end of the building has not been reinstated.

Repairs and reinstatement of missing sections and elements have aimed to match the original detailing. New columns were constructed from steel tube and cast iron bases and capitals, all galvanised. These generally are a close but not identical match to the original wholly-cast iron columns, and are distinguished by the fillet welds between the castings and the steel tube. Leaks were occurring between the capitals and the column shafts, and a repair technique was recommended by building technologist Peter Kerr.

The remedial works specification included sandblasting and priming rusty areas of columns before painting. Some downpipe columns were fitted with 75 mm diameter plastic sleeves to the top 300 mm only.

The lead apron flashings between the verandah roofs and the walls are cracked in many places and generally are at the end of their useful life. These were partly and ineffectually repaired with lead patches, and should be either more effectively repaired, with lead-burned patches, or replaced.

New cast iron frieze panels were made for the outer verandahs, using original frieze panels as patterns. The simpler hoop iron friezes to the verandahs facing the internal elevations have also been reproduced. Where sections of roof were rebuilt, the original framing details generally were followed. Some areas of roof boarding were replaced, using beaded tongue-and-groove boards matching the original. All of the verandahs and walkways were reroofed with galvanised corrugated steel. The verandahs were altered by fitting Deluge type roof lights at every second bay throughout.

Missing or damaged bluestone margins were replaced to match. The majority of the verandahs have later concrete paving, which was retained and repaired. Some isolated areas of original square terra cotta floor tiling previously remained in the south-east wing, and elsewhere, but were taken up, and replaced with concrete. The retrieved terra cotta tiles are being relaid in the east-west covered walkway between the east and west wings and the centre-north wing, filling a large proportion of the floor area of the walkway. The remainder of the walkway floor is being paved with red concrete.

It is unclear from available documentation what was the original form of the verandah to the west elevation of the former laundry (north-west) wing, and the verandah to this elevation was rebuilt as a simple timber-framed structure similar to the verandahs to the new town houses.

Roof Works

Complete refurbishment of the roof and roof drainage system was been carried out. Works carried out included stripping and reslating all of the slated roof pitches and renewal of the lead covered flat roofs and balconies to the centre-south wing, the towers and the bay windows to the south-east and south-west wings, together with associated repair or renewal of roof timbers and rainwater goods. Five areas of flat roof to the ward wings, at the top of slated pitches, which were originally lead-covered, were renewed using galvanised sheet steel.

The original slates were 600 mm x 300 mm ('Duchess') Welsh slates. Sound original slates were refixed to the south-facing pitches of the front wings and the outer pitches of the east and west wings, and new Spanish Cupa slates, of smaller dimensions, were laid on the inner pitches facing the inner airing courts. Damaged or decayed battens and roof framing were generally replaced, although some unrepaired decayed timber, which was fairly minor, was noted in the east wing. This should be reinspected. Grey profiled cement tiles similar to the previous tiles were fixed to the twentieth century extensions to the south-east wing.

Ridge cappings and valley gutters to the main slated roofs are galvanised steel. On the mansard roofs to the towers and the centre-south wing, the steel hip flashings were replaced with lead sheet flashings, reinstating the original material. The galvanised steel ridge cappings and valley gutters are likely to have a life expectancy of 25-30 years compared with a possible life of 70-80 years for the slating and lead flashing.

Lead roof coverings were renewed generally in 25 kg/m2 (BS Code 5) lead sheet laid direct onto boarding without underlay, as was the original lead. The original layout and sheet sizes were followed, with timber-cored roll joints between sheets. Decayed boarding was replaced. Some of the flat roofs, and particularly the first floor west balcony to the centre-south wing, has cupped boarding with resulting corrugations across the fall showing in the lead. The lead thickness is regarded as the minimum required for the sheets.

The existing lead cladding to the centre-south wing cupola appears to be in sound condition and was retained. Some minor patching was carried out to the floor of the cupola. Flashings to wall and chimney abutments were renewed where defective in lead sheet. Timber duckboards are being fitted to the accessible flat roofs to the centre-south wing balconies and the centre-north wing tower.

Box gutters behind parapets to the balcony roofs and the base of the mansard roofs to the towers and the centre-south wing were renewed in stainless steel sheet. The mansard roof gutters were raised to just below the top of the parapets, widening the gutter base and allowing the possibility of overflow over the parapets in the event of blockage of the outlets. The box gutters drain direct to internal downpipes. The balcony and centre-north tower gutters have no overflows, and there is a risk of water ingress into the building in the event of the downpipes becoming blocked. The downpipes should be checked regularly and ideally overflows should be provided.

Previous galvanised steel and copper eaves gutters were replaced throughout with new galvanised quad guttering with round galvanised steel downpipes.

The roof lights over the stairs to the centre-south wing, located behind the mansard towers, are being renewed using similar profile galvanised steel glazing bars, wired glass and lead flashings. Other existing roof lights in the slated roofs to the east and north-west wings were replaced with Deluge-type roof lights. New domed plastic roof lights were installed in the flat roofs to the east and west towers. These are just visible externally but are not considered to detract substantially from the appearance of the towers. There are, however, likely to be problems of excessive heat gain under these roof lights leading to possible excessive drying-out and splitting of roof timbers.

No foil or other underlay was used under the slates to the main roof pitches, and these roofs are not insulated. The mansard roofs to the towers and the centre-south wing and the centre-north wing roof have bulk insulation batts fitted between the slating and the ceiling linings.

Chimneys

All but two of the chimneys to the male (east) wards had previously been demolished, and these chimneys have not been rebuilt. The remaining chimneys to the west ward wings and the centre-north wing were retained, although many of the chimney breasts inside the apartments below were cut back. These chimneys have had openings cut into the flues within the attic roof spaces to provide additional ventilation for the balanced flue boilers. The chimneys which previously projected through the mansard towers to the centre-south wing were dismantled to below roof level, and the other chimneys to this wing were retained. All of the flues are open at the top. The internal render linings to the upper parts of the chimney flues have been made good.

Lightning Conductors

The conservation analysis notes that a lightning conductor system based on a British code may were installed in about 1899, and that remains of an early system could be seen.[1] It is unclear to what extent this system survives. A modern lightning protection system was installed, comprising tall poles topped with spherical conductors located on the east and west tower roofs. The location of the poles at the rear edges of the flat roofs was intended to make them less prominent, as well as to avoid the central skylights which were fitted to the tower roofs.

Interiors

The majority of the interiors had previously been assessed as having relatively little individual significance, and, as described above, most were substantially altered by the adaptation works. Conservation efforts were directed towards preservation of individually distinctive elements and the following representative spaces:

- A representative example of a complete ward interior on the first floor of the south-west wing.
- The 'dungeon' located at lower ground floor level at the north end of the north-east wing.
- Most ward stair wells.
- Stairs and ground floor circulation spaces in the centre-south wing.
- The iron water tanks and sections of the water tank floor in each of the east and west towers.

The preserved ward interior comprises the ground floor entry, stair and first floor landing, a large day room, gallery and eleven small rooms originally used as patients' and attendants' rooms. This area, while less intact than the female wards and laundry wing at Mayday Hills (Beechworth) Hospital, retains the original plan form and most of the original doors and other joinery. Internal window shutters and the gallery and attendants' room fireplaces are bricked up. Some of the originally painted brick walls have been plastered at some time in the past.

This ward interior has been preserved substantially as it was in the late 1890s and it should be conserved as found. No attempt is being made to restore the area to its original or other earlier

state. A partition dividing the day room is to be removed and the floor carpeted. A new door opening has been formed to provide access to the room at the west end of the gallery, originally an attendants' store accessed from the adjacent ward. The existing cupboards and mantelpiece in the day room and the later suspended fan coil heaters in the gallery have been retained. The ward is intended to house an archive and museum, containing a collection of artefacts from the hospital, drawings, photographs and other interpretive materials. Four water tanks, relocated from the towers, are to be located on the stair landing. The day room is for general use by the residents as a meeting and reading room.

The 'dungeon' located at lower ground floor level at the north end of the north-east wing is another relatively intact internal area which has not ben converted for residential use, and has been preserved. These spaces have coursed rock-faced basalt walls with brick vaulted ceilings remaining to most spaces. Ceilings in some rooms were replaced previously with concrete slabs. The surviving heavy timber doors have been retained. Existing barred windows to the west elevation have been retained. The previous glazed windows to the east have been replaced with new glazed sashes.

The original ward stair wells were substantially intact, retaining their painted brick walls, corrugated iron ceilings, stone stair treads and most of the recessed timber handrails. Many of the boarded and panelled internal doors and panelled external doors also remained intact. Apart from the east and west towers, where one of the two stairs in each tower was demolished, all of the original stairs have been restored to a state close to original. The original ceilings in some stairs were concealed with new suspended plasterboard ceilings. In some cases, external openings and openings to adjacent circulation spaces were formed or widened. Most of the original fabric, however, has been retained.

The ground floor entrance hall, corridors and stair well in the centre-south wing were preserved largely in their original form, apart from construction of a new air lock enclosure in the entrance hall and partitions at the ends of the corridors. Doors facing the corridors are retained, although some are not operational and were relocated to the corridor face of the walls instead of the room side as originally. The missing stiles, doors and sidelights to the arched door to the centre stair have been reinstated. The previously removed bottom flight of the east stair was reconstructed to match the corresponding west stair. The first floor corridor has been subdivided between three apartments.

Twelve of the original 23 iron water storage tanks in the east and west towers were retained in situ, enclosed behind new partitions. The other tanks were removed, and some are to be displayed in the preserved ward. The tanks originally in the centre-north wing tower had previously been removed.

Although significant internal elements are found scattered throughout the main building, most are located in the centre-south (administration) and centre-north (dining room) wings. Significant internal elements include window joinery, remaining original doors and timber or painted slate mantle pieces and the cast iron columns in the former day rooms and dormitories. Most, but probably not all, of these elements appear to were retained.

In the centre-south wing, most joinery, fireplaces and other significant elements have been retained and restored. The pressed metal ceilings in some of the centre-south wing rooms have been retained, and adapted where rooms were altered. Cornices and skirting boards were reformed to suit altered room plans, and some rooms appear to have completely new cornices matching the original profile. Other rooms have modern coved cornices. Existing mantelpieces were retained and several new Victorian style timber or marble mantelpieces have been installed to replace missing mantelpieces. All of the fireplaces had previously been

removed, and non-operational reclaimed Victorian cast iron register grates were fitted to most fireplaces. The original timber stair to the second floor and attic in the centre-south wing was retained. Missing or damaged balusters have been replaced.

In the centre-north wing, the most significant original spaces were the double height dining hall and the adjoining first floor billiards room to the south. These spaces have been subdivided, but most of the significant elements appear to have been retained. Some of the timber roof trusses are exposed at first floor level, while others were encased in new lightweight dividing walls. The plaster arches and other high level detail and the timber dado to the dining room walls were retained, although their visual effect is now fragmented by the subdivision of the space. The Baroque composition of the north wall of the former billiards room (Apartment 6) has been retained. At the north end of the centre-north wing, the lower ground level apartments largely retain the original plan form, coursed bluestone and brick walls and vaulted ceilings.

Painting

All of the external render and joinery was repainted. Paint colours to the render and original door, window and verandah joinery and ironwork match approximately the original colour scheme as determined by paint analysis carried out by the conservation consultant. New external doors are distinguished by painting in a 'non-heritage' pale green colour. The verandah walls are painted with a high dado in darker colour separated from the main wall area by a contrasting stripe. Eaves timbers and rainwater goods are painted to match the walls. Cast iron wall vents are painted in a contrasting colour.

Joinery and ironwork are all painted using traditional oil-based paints. The October 1995 defects inspection by the consultants noted a number of defects concerning preparation and painting of joinery. Render was painted using a thickly applied high-build paint system generally applied over previous paint coatings following washing. Identified problems relating to the paint membrane include peeling, cracking, blistering and preparation defects. These problems are most evident on the centre-south block and the towers. It is understood that this matter is now being addressed.

All of the apartment interiors are painted with a limited range of modern and neutral colour schemes. In the original ward stairwells, the painting of the walls, ceiling and joinery is based broadly on the original colours and includes a painted dado to the walls. Investigation of the decorative schemes to the ground floor corridors and the main stairs in the centre-south wing have revealed several schemes, one of which includes dado stencilling. At present, however, none of these early schemes has been carried out.

Rear Gate Lodges

As with the main building, the roofs of the two rear gate lodges were completely overhauled, with new slating and rainwater goods. The brick walls had previously been coated with a cement slurry and then painted, and efforts were made to remove these coatings and restore the original face brickwork. The slurry proved impossible to remove without risk of damage to the brickwork, and it was decided to repaint the walls in a brick colour. The chimneys have also been stripped, and although some slurry remains, they have not been repainted.

Fever Tents

The two fever tents have been restumped and the floors were strengthened with additional bearers. New galvanised steel shoes were fitted to the verandah posts. Repairs to the timber frame have mainly comprised replacement of some decayed rafter ends and addition of a small truss within the centre of the roof space to support the ridge. New canvas was fitted to the sliding shutters. The fever tents were reroofed in corrugated iron for practical reasons, although they were originally roofed with canvas. Repainting broadly follows the original colour scheme.

Female Outside Ward

The exterior of the 1885 female outside ward located near the south-east wing has been preserved largely in its existing altered state. The roof was reslated and the verandah reroofed. Two of the cast iron verandah columns were replaced with new columns, as for the verandahs to the main building. The original hoop iron frieze and the underboarding to the verandah roof have been retained..

Perimeter and Airing Court Division Walls

The surviving perimeter and airing court division walls between the airing courts were retained and have been partly restored. Although most of the original ha-ha ditches excavated on the inside faces of the walls had been previously filled, partial re-excavation of the ha-ha ditch adjacent to the south-west privy and at the curved section of wall at the north-east corner was carried out. A previously demolished section of internal division wall, including scalloped cappings, has been reconstructed next to the west perimeter wall. Missing sandstone orbs to the corner piers on the front section of the perimeter wall have been replaced.

Previously built up ground levels against the inside faces of the perimeter walls have been reduced to relieve pressure on the brickwork and to alleviate problems of rising damp. Along the east perimeter wall, a concrete-lined drainage trench, fitted with a steel mesh top, has been constructed between the inside face of the wall and the new access road to allow reduction of the ground level immediately next to the wall without massive removal of earth across the adjacent area.

Painted sections of the walls have been stripped using chemicals and water jets. Although the majority of the brickwork appears to be in good condition, there has been some displacement of the wall at the south-west corner and brickwork to many areas elsewhere has spalled. The south wall of the former female refractory patients' airing court (west of the west wing) had been damaged by hard rendering. Pointing is eroded in many areas of the boundary walls and some brick joints have cracked as a result of structural movement. The brickwork is currently being repointed where necessary and spalled bricks are being replaced with salvaged or new bricks.

A section of the internal wall west of the west wing is leaning, and was restrained by steel stanchions erected on the south side of the wall and bolted through to steel plates on the opposite face. The new steelwork has a significant visual impact, but overall it is considered that the approach taken is appropriate.

Missing sections to the perimeter wall have been reconstructed. Two gaps in the front section of the wall, south of the main building, have been reconstructed using recycled bricks to the

outside face matching the non-standard height of the original bricks. The outside face is to be bonded into the existing brickwork at each end. On the rear face, recycled bricks of standard dimensions and matching colour have been used with vertical construction joints to the ends. Special capping bricks were made to match the existing. Three smaller gaps on the east perimeter wall are being rebuilt using modern standard sized bricks with vertical construction joints to both sides, and capping bricks matching the original shapes.

The north section of the west perimeter wall and much of the north wall were rebuilt in brick to a modern design with precast concrete copings. This reconstruction virtually completes the whole of the perimeter wall, leaving a gap only near the north-east corner. The new sections of brickwork, where a smooth hard-faced brick was used, clearly contrast in appearance with the old. Precast copings were also fitted to the section of internal wall on the north side of the former refractory female patients' airing court next to the west wing, where a later wing was demolished.

The structural stability of some of the walls to each side of the new vehicle access openings formed in the perimeter and internal walls is suspect, particularly to the west internal wall and the north-east corner where the walls are of considerable height and leaning. It is understood that Bruce Adams, structural engineer, has been engaged to report on the structural stability of the walls.

Privies

The four original privies have been restored to their original external appearance, including stripping of paint from brickwork and reinstatement of missing diagonal lattice window grilles. The north-east privy is being preserved intact in its c. 1950s state, with low cubicle partitions and sanitary fittings, while the other privies have been converted to other uses as described in the preceding section. The south-west privy retains markings on the stone flagged floor from the original pans and floor drains.

Sunshades

The c. 1874 sunshade in the west (female) airing court is of rustic timber construction with framing and seats formed from natural unsawn logs and sticks. Repairs carried out have included fitting galvanised steel shoes to some post bases, and reconstructing the central table and the seats and some seat arms, using natural sticks. The sunshade was reroofed using corrugated iron, instead of the original slating which appears to have remained in place until the 1930s when it was replaced with iron. Decayed rafter ends were trimmed back approximately 75 mm. No rafters or beams were replaced, although some are decayed.

The 1920s east sunshade has sawn and dressed timber posts and framing. It was relocated to a position south of its previous location which was considered too close to the new townhouses. The structure was moved by crane as a single unit following fixing of temporary bracing. New galvanised steel shoes were fitted to the post bases and the seats were reconstructed. New corrugated galvanised steel roofs and rainwater goods were fitted to both sunshades.

Cisterns

A total of six 1872–3 brick-lined underground water cisterns are located within the Willsmere complex. Two cisterns, located above the fever tents and the swimming pool, were

structurally compromised by tree roots and leaking drains and have been stabilised. The condition of the remaining four has not been investigated in detail.

Landscape and Site Works

Before the 1993–4 development works commenced, the landscape at Willsmere was described as severely degraded, resulting from the intrusion of additional buildings and paving and random introduction of recent planting.[2] Although many significant trees survived, they had suffered from lack of or poorly conceived maintenance and, in some cases, from possum damage. Site drainage was in poor condition, leading to problems of rising damp and structural movement in the buildings. The landscaping and site works were intended to rectify these problems and to provide a partial restoration of the original layout and planting of the asylum grounds. In addition, new car parking areas, pathways and other facilities were provided as summarised in the preceding section.

Some landscape areas which are significant in relation to Willsmere are outside the present Willsmere site and were not included in the development works. Among these areas are the original main drive leading from Princess Street, now part of the adjoining Kew Cottages site, and the embankment south of the approach road in front of the main building. The embankment has been leased to the Yarra Bend Park Trust, who are to be responsible for maintenance of this area.

Significant trees were identified before the works started and efforts were made to protect them from damage from vehicles and the works. Essential arboricultural work, including lopping and providing supports to branches was carried out, and the majority of significant trees are considered to be now in sound condition for the time being. Some trees, however, notably a large *Pinus radiata* and a *Cupressus torulosa* in the south-east airing court, are likely to suffer problems arising from root damage, as a result of lowering of ground levels around the main building and in the sunken car parking areas. Other significant trees are approaching the end of their lives, and phased replacement of these senescent trees will become necessary.

Among the significant landscape areas are the two tree plantations to the south of the main building on each side of the oval forecourt. These plantations contain a variety of tree species, each planted as a near mirror image of the other. Notable among the trees is a large *Araucaria cunninghamii* in the east plantation. A number of the trees were in poor condition, and some have been replaced with similar species. The two Canary Island palms (*Phoenix canariensis*) in the oval forecourt in front of the main building have been retained.

Apart from retention of significant trees, the main conservation work in the airing courts was the reconstruction of the rose garden in the female patients' airing court between the west and centre-north wings. The 1950s bowling green in the east airing court has been retained and partly restored.

Site works have included replacing the existing stormwater and subsoil drainage systems. The original brick-lined stormwater collection pits at the base of the verandah rainwater pipes were replaced with small plastic gullies. Brick spoon drains along the verandahs and boundary walls were retained and repaired. Subsoil drainage was provided along the up hill side of boundary walls which do not have spoon drains.

A comprehensive sprinkler system, using automatically controlled pop-up sprinklers, was installed throughout the landscaped areas.

3.3.4 New Construction

Apart from the car shelters, tennis courts, swimming pool and other landscape structures referred to in the preceding sections, the most significant new construction was the 109 new townhouses built along the east, north and west sides of the complex. The townhouses are two-storey terrace houses of precast concrete panel construction and tiled gabled roofs. Their simple forms, regular fenestration and continuous ground floor verandahs were intended to echo the design of the historic buildings, while allowing the historic buildings to remain the dominant structures on the site.

4.0 CONSERVATION POLICY AND PLAN

4.1 Introduction

The following conservation policy and plan has been developed on the basis of the assessment of the cultural significance of the Willsmere site. The intention of the plan is to provide direction for the future use, care and conservation of the buildings and the site in order to maintain or enhance their cultural significance. The policy should be formally adopted by Central Equity Limited and the Willsmere Body Corporate.

The conservation policy and plan should be subject to review, normally at five yearly intervals or at other times should the circumstances of the site alter in any significant way. The review should be carried out by the Conservation Architect to be appointed by the Body Corporate, or by another suitably qualified and experienced conservation professional. Amendments to the policy and plan arising from the review process are to be approved by the HBC.

In addition to the periodic review of the conservation policy and plan, the appointed Conservation Architect should provide an annual conservation plan advising what conservation or maintenance works to designated structures and landscape items are required to be carried out in the following twelve month period.

4.2 Conservation Policy

1. *Those elements identified as being of significance should be conserved in accordance with the conservation requirements identified in this study.*

   Specific conservation policies and guidelines have been provided for all elements of individual primary and contributory significance and these policies should be observed when works are undertaken. They would also allow for compatible adaptation in certain areas.

2. *Those factors which have been identified in the statement of significance as contributing to significance should be considered in, and form the basis of, all future works.*

   In undertaking any conservation or adaptation works or new construction on the site, consideration should be given to the assessed significance of the place and the impact of the works on that significance.

3. *All future conservation and development works which affect elements of significance should be carried out having regard for the principles of the Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (The Burra Charter) as amended.*

   The guidelines contained in the Burra Charter should be used in determining the acceptability of any proposed works or adaptive uses. Specific conservation objectives should include the retention and enhancement of existing cultural heritage values, the retention of identity and its contribution to a sense of place, the retention

of as much significant fabric and as many attributes as possible, restoration of significant fabric or elements and removal of intrusive accretions.

4. *All of the areas which are not of primary significance could be adapted as required within conservation guidelines.*

With regard to the works required to adapt any of the areas to compatible uses, it is essential that the works have minimal impact on culturally significant fabric and that they do not detract from the aesthetic qualities of the buildings and site overall.

4.3 Conservation Requirements

4.3.1 Repairs and Maintenance

1. *All future repairs and maintenance should be carried out within the principles established in the Burra Charter. To ensure that this is done correctly, overall responsibility for these works should be placed under the control of persons with professional expertise and experience in the conservation, maintenance and repair of historic buildings.*

The approach to repairs and maintenance should be firstly to ensure that the built fabric and landscape elements do not deteriorate further and secondly to conserve significant existing elements. This would ensure the conservation of the site as a whole and a would maintain the value of a major heritage asset. With a regular cyclical maintenance program, a great deal of deterioration to the historic fabric can be prevented or retarded in the future. This is desirable both from a conservation and an economic viewpoint.

The scope of future repairs and maintenance work is addressed in the following section. In summary, required or desirable works include completion of remedial works not carried out as part of the current conversion works, and ongoing cyclical maintenance to the buildings and landscape. This will include relatively frequent items, such as gutter clearing and external painting, and long term major replacement of items such as roof slating, leadwork and gutters. It is crucial that all remedial works be carried out in accordance with recognised standards for conservation work to historic buildings.

4.3.2 New Work to Significant Elements and Spaces

1. *Where future works are to occur, the approach should first be to conserve significant elements of fabric within the constraints of the Burra Charter. Such works could include restoration or reconstruction of altered or missing significant fabric as identified*

2. *New works to external areas or internal spaces identified as being of primary significance should not result in the loss of significant fabric, and should aim as far as possible at the restoration or reconstruction of altered or missing significant fabric.*

3. *New works to internal spaces of contributory significance should first aim at conserving the original fabric to that space. New works in such spaces could accommodate new partitions, openings and other modifications to allow for different functional uses.*

4. *New works to external areas identified as being of contributory significance can be accommodated provided that they are in sympathy with and do not detract from the overall significance of the complex. The original envelope of the buildings should not be exceeded.*

5. *New works to internal spaces and areas of the exterior identified as being of no significance should first focus on the removal of unsympathetic elements and secondly, should be in sympathy with and not detract from the overall significance of the building.*

The aim of this approach is to reinforce and enhance the cultural significance and character of the place, with the principal aim being the conservation of all significant fabric. In view of the considerable extent of adaptation work carried out for conversion to residential use, generally the preferred policy would be that no further alteration works be carried out to areas of primary or contributory significance unless it can be shown that such works are essential, or are reversals of earlier alterations. In such cases, the works should be carried out in accordance with the above policy.

4.4 Compatible Uses and Adaptation

Compatible uses should be preferred to other uses for the site, in order to have the least impact on the buildings and the site overall. All proposals for adaptation and reuse should be formulated following the principles of the Burra Charter.

Residential use of the site is the preferred use, following the recent development works. Alternative uses, such as office use or educational use, could be compatible provided impact on the buildings and the site generally is in accordance with the conservation policy. A further change of use, however, could potentially further compromise the intactness of the site.

4.5 Levels of Significance

In the development of the conservation plan, consideration has been given to the levels of significance of different parts of the buildings and site. Three levels of significance have been assigned to provide specific direction on the priorities in relation to active conservation work and to indicate where there is greater or lesser scope for adaptation and alteration without diminishing the overall significance of the building.

The levels of significance have been grouped into three categories—primary, contributory and no significance. The areas are identified for each building on Figures 3–12 and in the following sections, with specific guidelines for conservation and adaptation for each area.

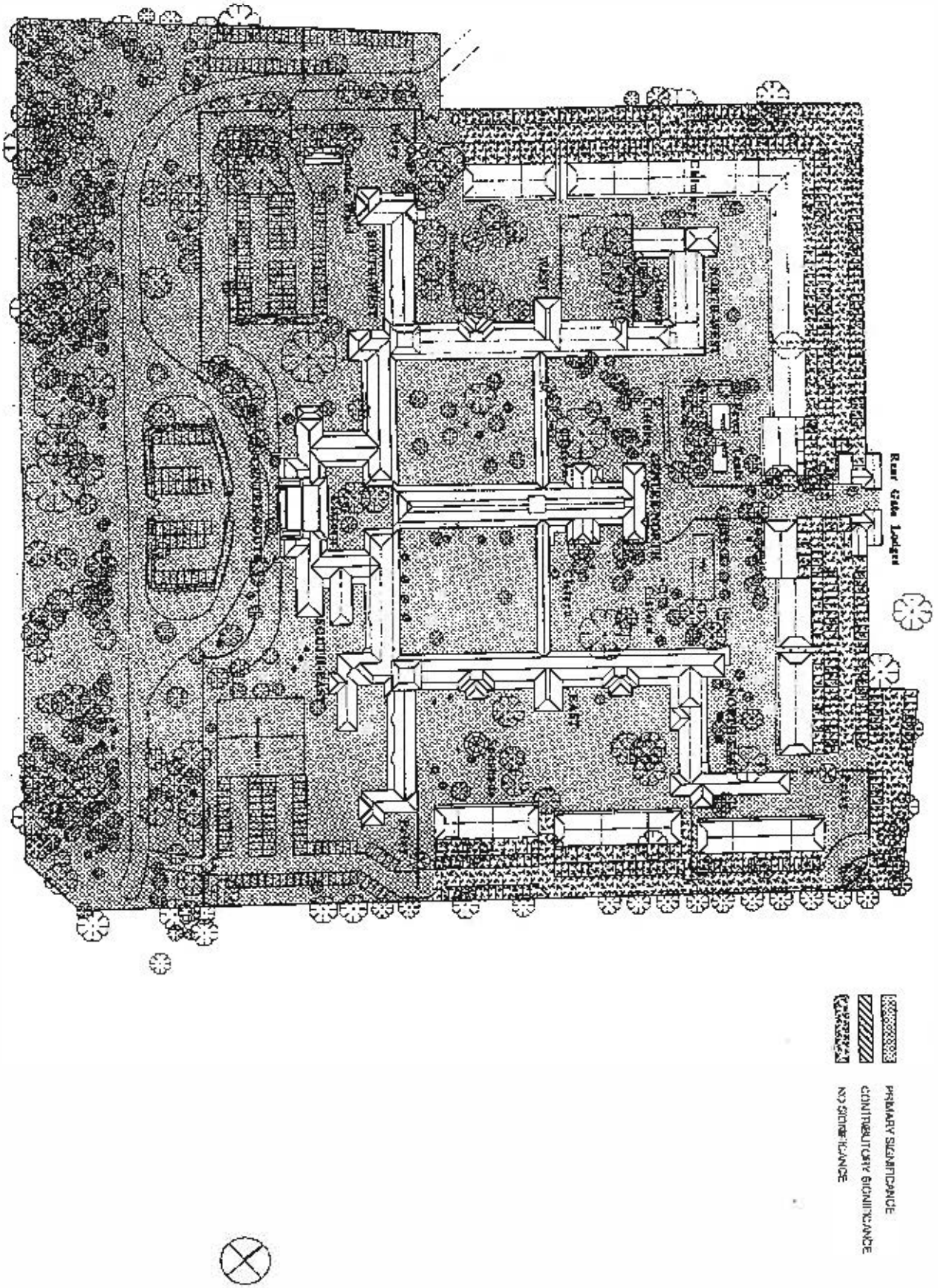


Figure 3 ***Levels of significance—Site***

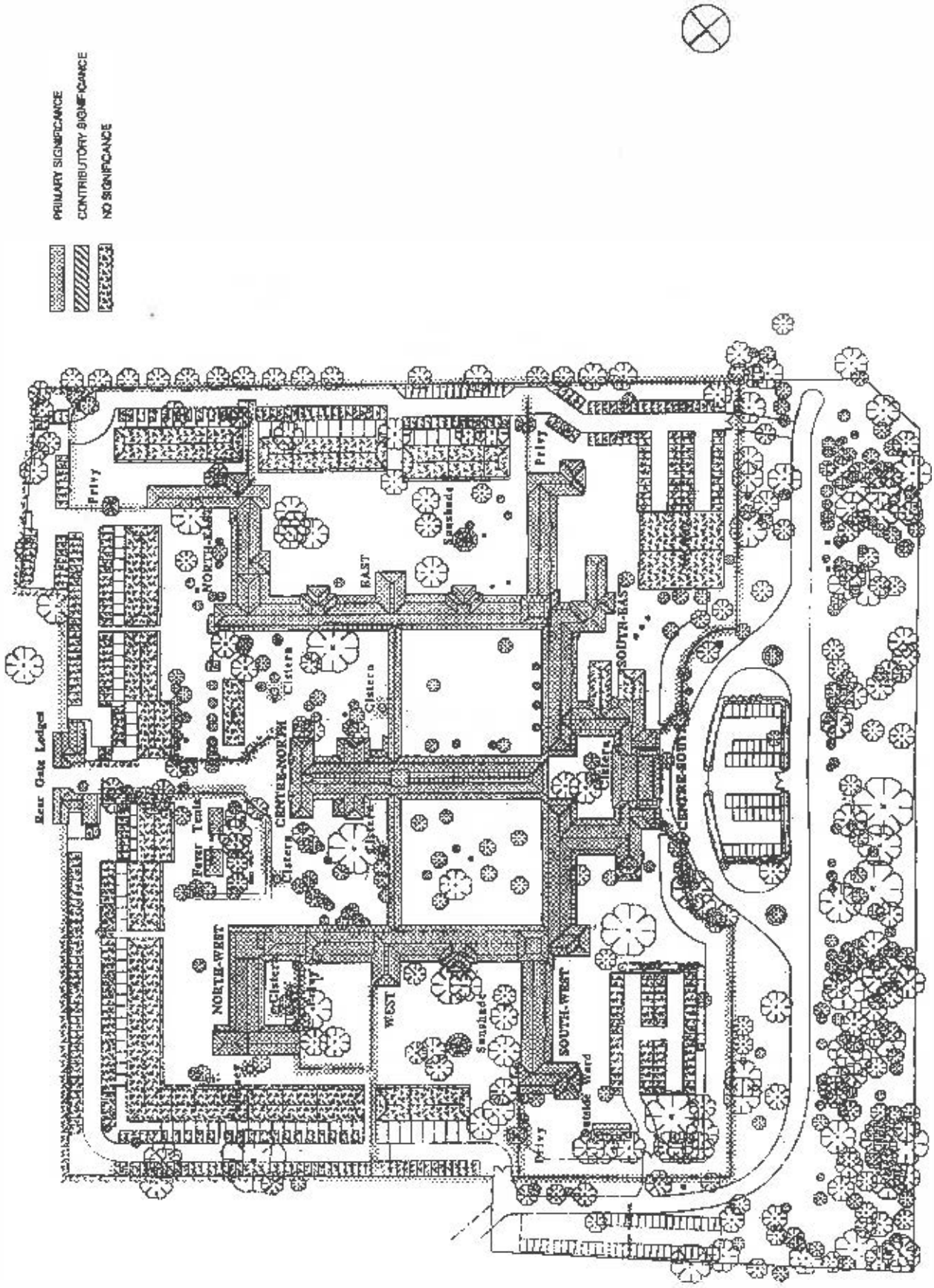


Figure 4 *Levels of significance—Structures*

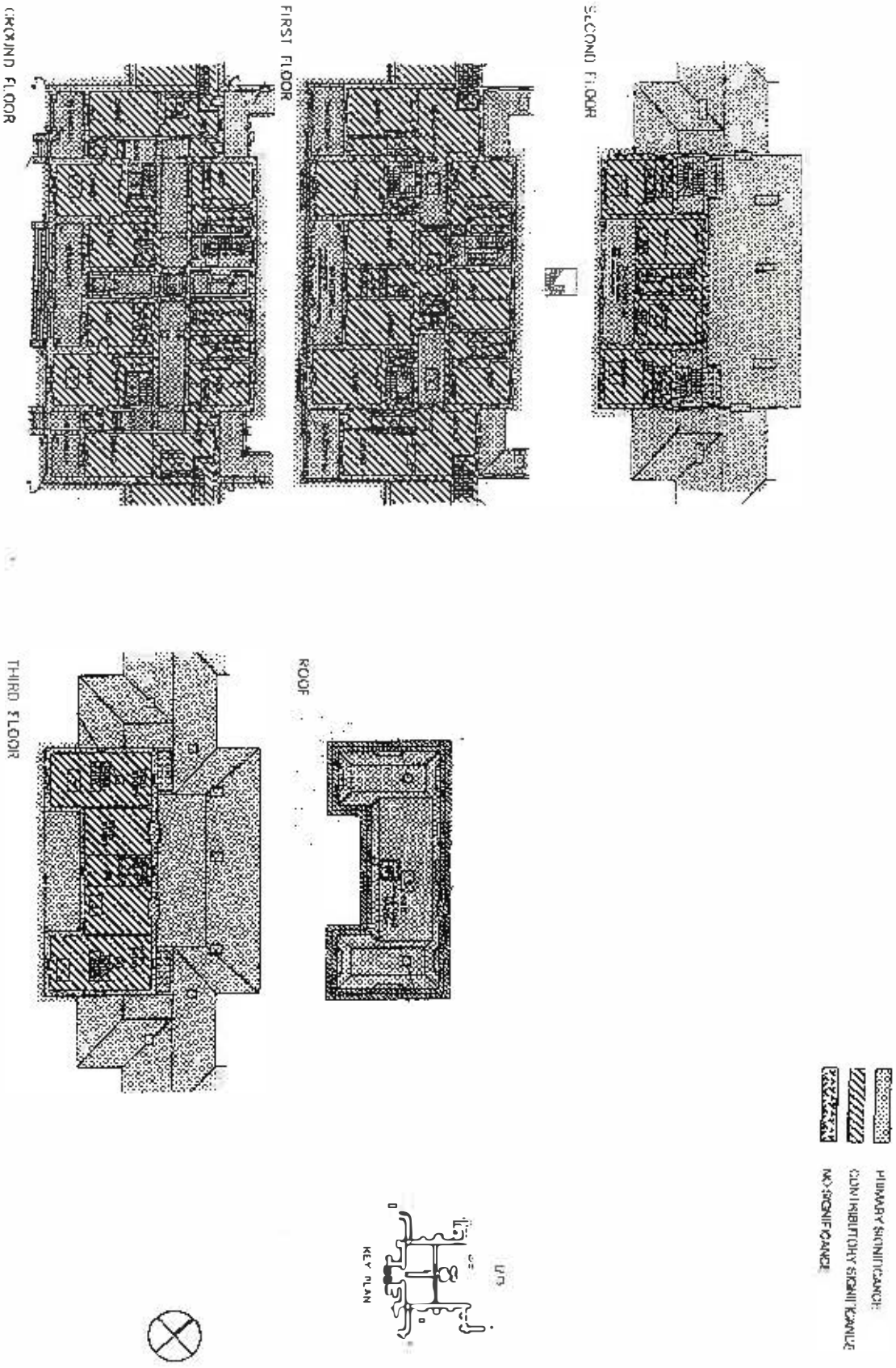


Figure 5 Levels of significance--Centre-south wing

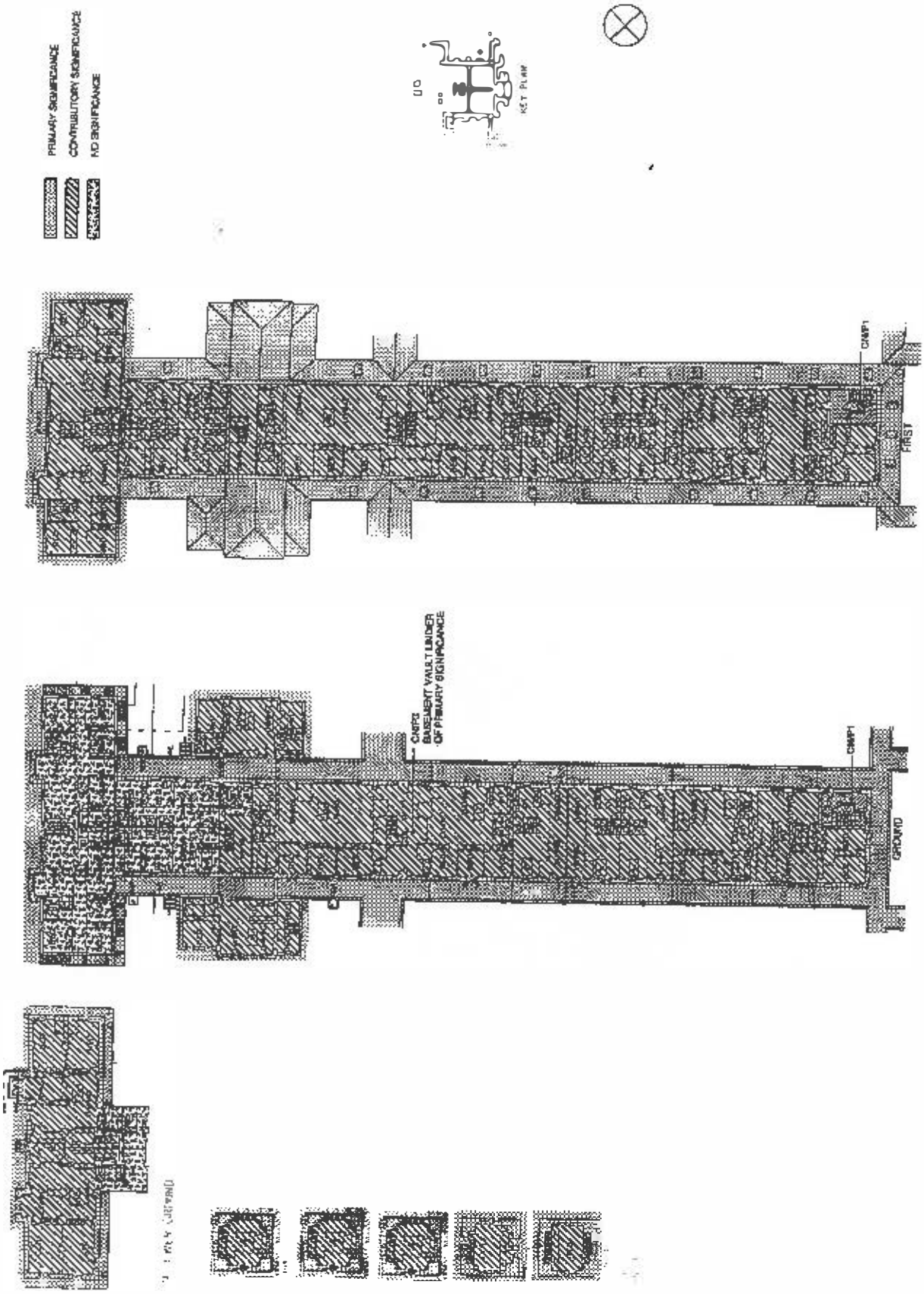


Figure 6 ***Levels of significance—Centre-north wing***

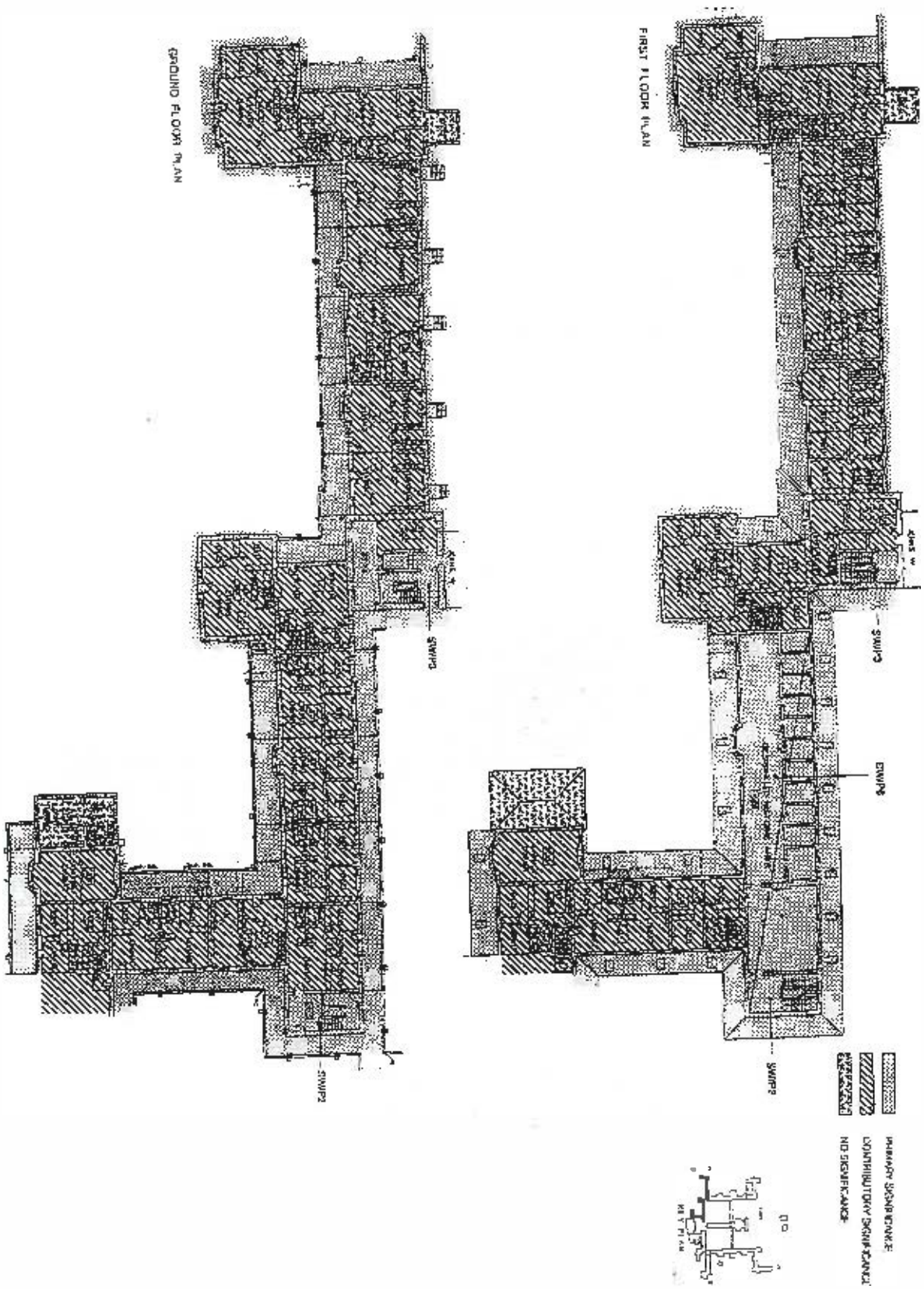


Figure 7 Levels of significance--South-west wing

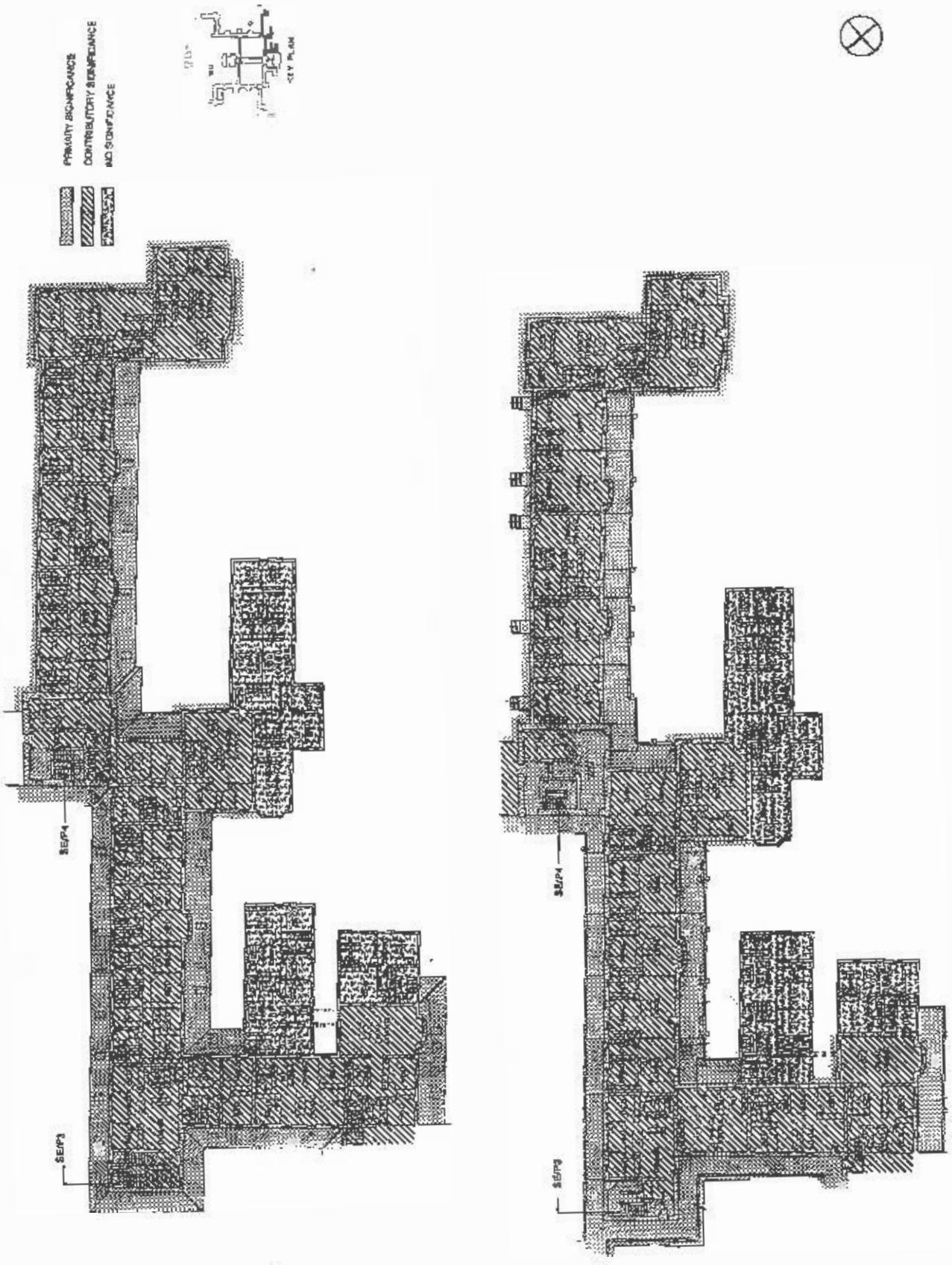


Figure 8 Levels of significance--South-east wing

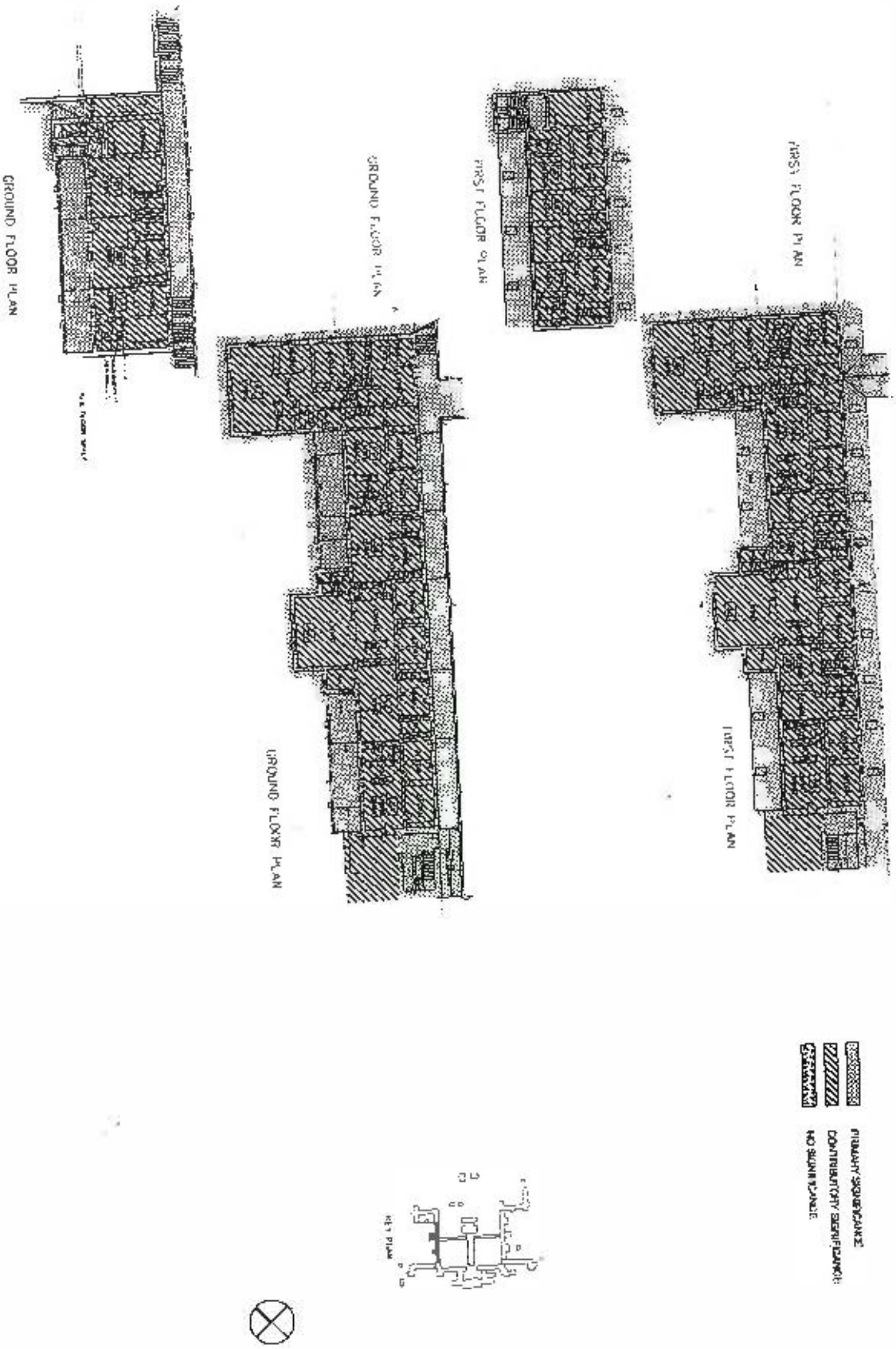


Figure 9 *Levels of significance—West wing*

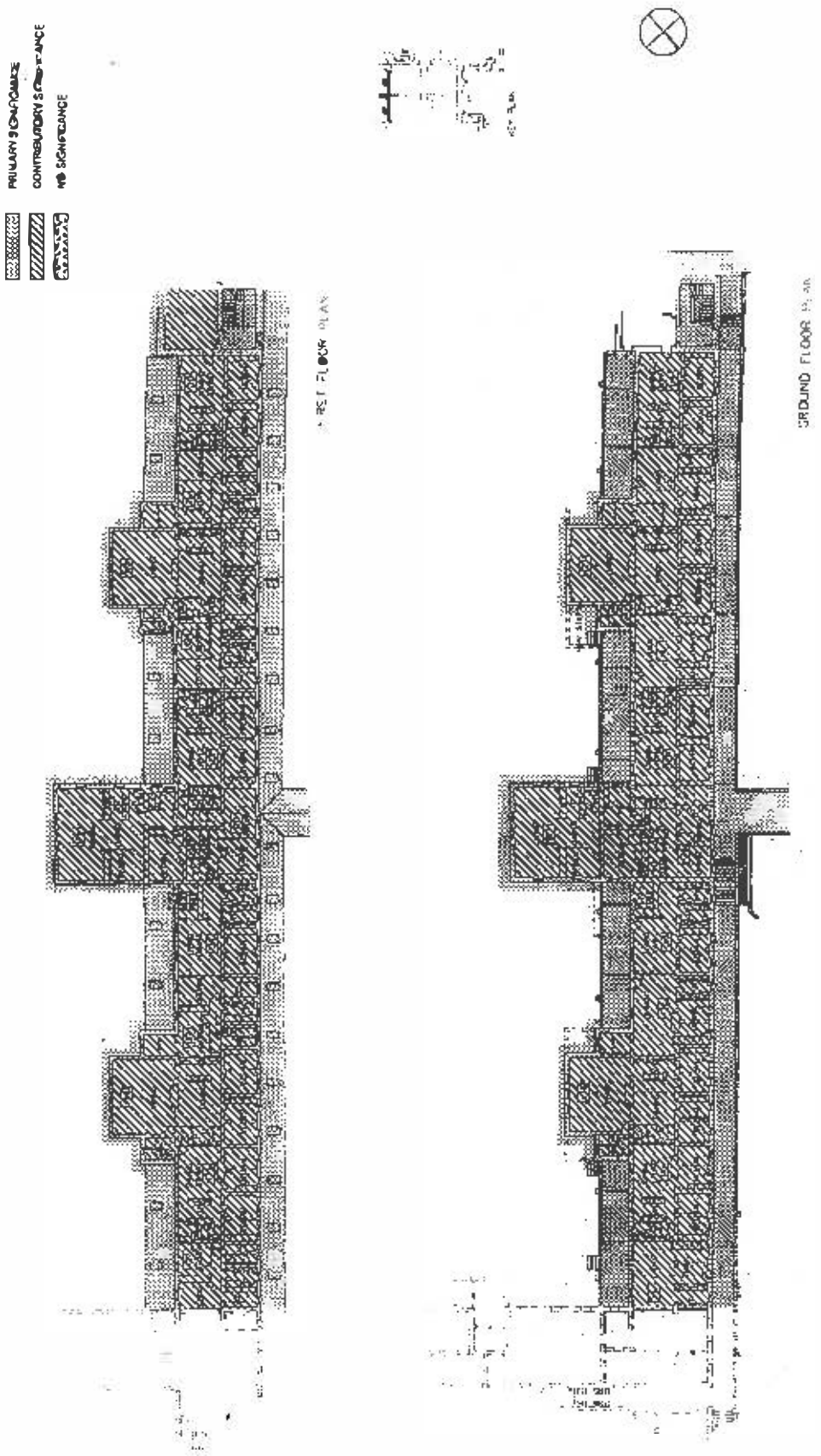


Figure 10 Levels of significance—East wing

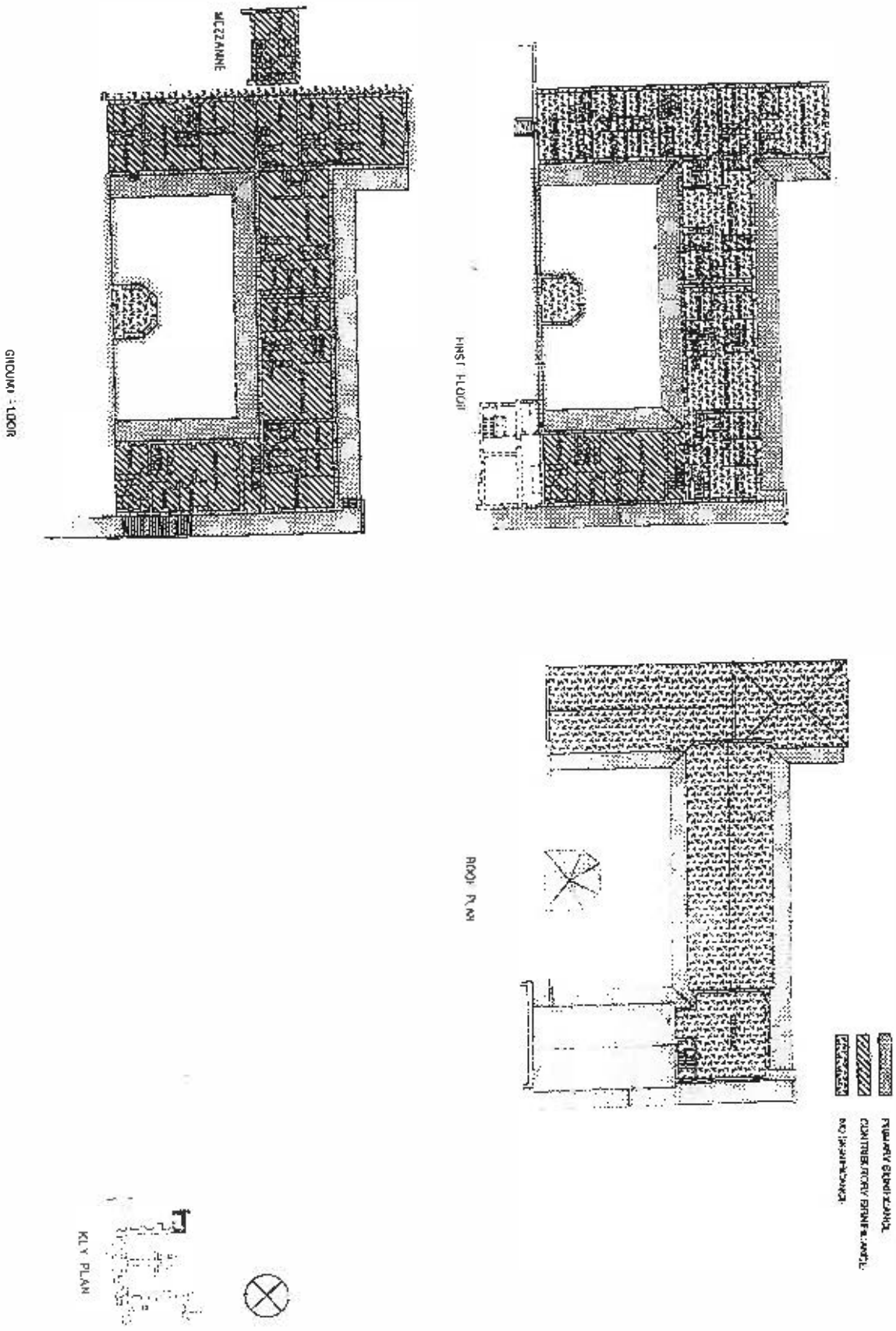


Figure 11 ***Levels of significance--North-west wing***

Figure 12 Levels of significance—North-east wing

4.5.1 Areas of Primary Significance

Spaces and elements of primary significance are those which:

- are predominantly intact in plan form or elevation, and in fabric, and/or
- are particularly demonstrative of the architectural concept, and/or
- are those which contribute in a fundamental way to an understanding of the cultural significance of the buildings and site.

- **Building Exteriors**

External areas of primary significance include the following:

Main building	All elevations, verandahs, roofs and chimneys to the centre-south, centre-north, south-west, west, south-east, east and north-east wings, and the east and west towers, *except* for the twentieth century additions to the south-west and south-east wings. North, south and east elevations of the north-west (former laundry) wing to the ground floor only. Covered ways linking the east and west wings to the centre-north wing.
Privies	All four of the surviving privies, to the extent of all elevations and roofs.
Rear gate lodges	All of the original masonry elevations, roofs and chimneys, and associated gate piers and boundary walls.
Female outside ward	East, north and south elevations, verandah and roof.
Fever tents	All elevations, roofs and verandahs.
Sunshades	The two surviving sunshades, to the extent of all original framing, roofs, seats and other original features.
Boiler chimney	All of the former laundry boiler chimney adjacent to the north-west wing.
Cisterns	All six of the underground water storage cisterns, including all underground fabric and surface manholes and covers.
Boundary walls	Existing sections of original perimeter wall to the east, west, north and south. Existing internal division walls. Original wall on west side of rear access road, to north of centre-north wing.

The approach to these areas should be:

Roofs

Retain existing slate roofs and lead roofs to all areas of primary significance without alteration to the original form and detailing of lead roll joints, hip flashings and other original details. Preferably fit lead valley gutters and hip and ridge flashings when existing galvanised steel reaches the end of its serviceable life. Retain original form of eaves framing, eaves gutters and downpipes.

Retain all existing chimneys. Repair defective render and brickwork where necessary. Cap unused flues.

Avoid insertion of flues or other non-original openings or projections in mansard roofs. Insert additional vents or other projections in other roofs only if alternatives are not possible and as discreetly as possible. Locate lightning conductors as discreetly as possible.

Walls

Retain original form and materials of walls to all areas of primary significance, including cornices, balconies, parapets, dormers and all decorative mouldings.

Make no further alterations to the existing form of the walls and original door and window openings, except to reverse previous alterations, or to relocate non-original ground floor door openings on the ward wings without increasing the total number of new door openings in each elevation. Relocated door openings should only be in adapted existing window openings. The height and width of these openings should not be altered.

Repair defective render and brickwork where necessary.

Fenestration

Retain original fenestration to all areas of primary significance.

Doors

Retain original door openings and joinery to all areas of primary significance. Reconstruct the altered door leaf, sidelights and stile skirtings to the centre door to match the original details.

Verandahs and covered ways

Retain all existing verandah and covered way roofs, columns and friezes. Retain basalt curbs at outer edge of paving. Reconstruct or restore missing, altered or defective elements to match original details.

	Retain existing areas of terra cotta tile paving. Other areas of paving should be in sympathetic materials.
Paving and steps	Retain original basalt steps and sides.
External Painting	External painting to render, joinery to original doors and windows, and other original joinery and metalwork should match the original scheme. Painting to non-original doors and windows could be in alternative sympathetic colours.
Privies	Retain original external form and materials of walls and roof. Retain original window grilles and panelled doors. Restore original exposed brickwork by removing later paint and cement coatings.
Rear gate lodges	Retain original external form and materials of walls and roof. Retain original fenestration and doors.
Female outside ward	Retain original external form and materials of walls and roof. Retain original fenestration and doors.
Fever tents	Retain original external form of walls, roof and verandahs. Retain original materials of structural frame and wall claddings. Retain existing roof material or reinstate original cladding material. Retain original fenestration and doors.
Sunshades	Retain original form and materials, including timber framing, roofs, seats and other original features. Restore missing or defective items to match original details, including use of rustic timber to the west sunshade.
Boiler chimney	Retain existing external form and materials of the chimney.
Cisterns	Retain all original fabric, both underground and on surface. Leave exposed and accessible access openings into cisterns.
Boundary wall	Retain original form of walls. Do not form additional new openings. Restore original walls to match original construction in brick type, colour, coursing and capping brick details. Retain and restore existing stone copings. Reconstruct missing stone orbs to match original details.

Building Interiors

Internal spaces of primary significance (Figs. 5–12) are:

Centre-south wing	Ground floor central and cross corridors. First floor landings to east and west stairs. Centre stair and (original) west and (partly reconstructed) east stair.
Centre-north wing	Stair CN/P1. Basement vault under CN/P3.
Ward wings	Body Corporate stairs and corridors SW/P2, SW/P3 (with the exception of the space originally containing the demolished second stair), SE/P3, SE/P4 (with the exception of the space originally containing the demolished second stair), NE/P3, NE/P4 and NE/P5 Private stair to apartment 67 in west wing. South-west wing area SW/P6, comprising the first floor patients' rooms, gallery, and day room (together with stair SW/P2) which are being preserved as a museum and archives centre. North-east wing lower-ground floor 'dungeons' under apartment 152.

The approach to these areas should be:

Walls	Retain existing original form, materials and finishes of walls. Retain original plaster mouldings and other original details. No further alterations, such as construction of openings, should be carried out to original masonry walls, except to reverse previous alterations.
Ceilings	Retain original plaster, pressed metal, corrugated iron and other ceilings, cornices, roof trusses and other original elements, and repair where necessary.
Floors	Retain original floor constructions.
Stairs	Retain existing stairs, including treads, balustrades and rails. Reconstruct or restore missing, altered or damaged elements to match original details.

Fittings	Retain all surviving original and later fittings such as mantels, joinery and door and window furniture. New light fittings if required should be of simple design appropriate to the spaces.
Internal Painting and Finishes	Retain existing painted finishes or restore to match original finishes. Retain exposed original or early paint finishes without overpainting where these survive in understair spaces and elsewhere as far as practicable..

Landscape and Site

All areas of the Willsmere site between the existing structures, with the exception of the areas between the new town houses and the perimeter wall to the west, north and east and the north-east car park area beyond the perimeter wall, are of primary significance (Fig. 3). These areas include all of the airing courts and other areas within the line of the original perimeter wall, the west driveway area and the central oval forecourt, the flanking plantations and the embankment in front of the main building.

Within these areas of primary significance are the car parking areas in the south-east and south-west airing courts, the central forecourt and the west driveway area and other new structures and works constructed as part of the 1993–4 development works. None of these new structures or associated new works, such as roads, paving and new fencing, are individually significant. They do, however, clearly have impact on the surrounding areas and their sites are included in the areas of primary significance.

Significant trees listed in the Kew Planning Scheme, and other significant planting, are identified on Figure 13. The majority are trees which are significant on account of their age, size or rarity. Some listed trees are not of great age or heritage significance, but are included as particularly good examples with amenity value.

Some additional landscape areas of primary significance have been identified that are outside the existing Willsmere site. These areas include the double avenue, comprising *Quercus canariensis* (Algerian Oak), *Ulmus procera* (English Elm), and other trees including *Cupressus macrocarpa* (Moreton Bay Fig) and other conifers, flanking the original main driveway to the east (now within the Kew Cottages site), the line of grafted *Quercus canariensis* (Algerian Oak) outside the east perimeter wall, within the Kew Cottages site, and the avenue of *Quercus robur* (English Oak) and other early trees and planting in the area of the dairy and the bailiff's house site south-west of the Willsmere site. Although these areas are beyond the scope of this management plan, these areas provide important evidence of the original landscaping of the Willsmere site and it is recommended that the Kew Cottages management and Yarra Bend Park Trust are encouraged to properly conserve significant planting in these areas.

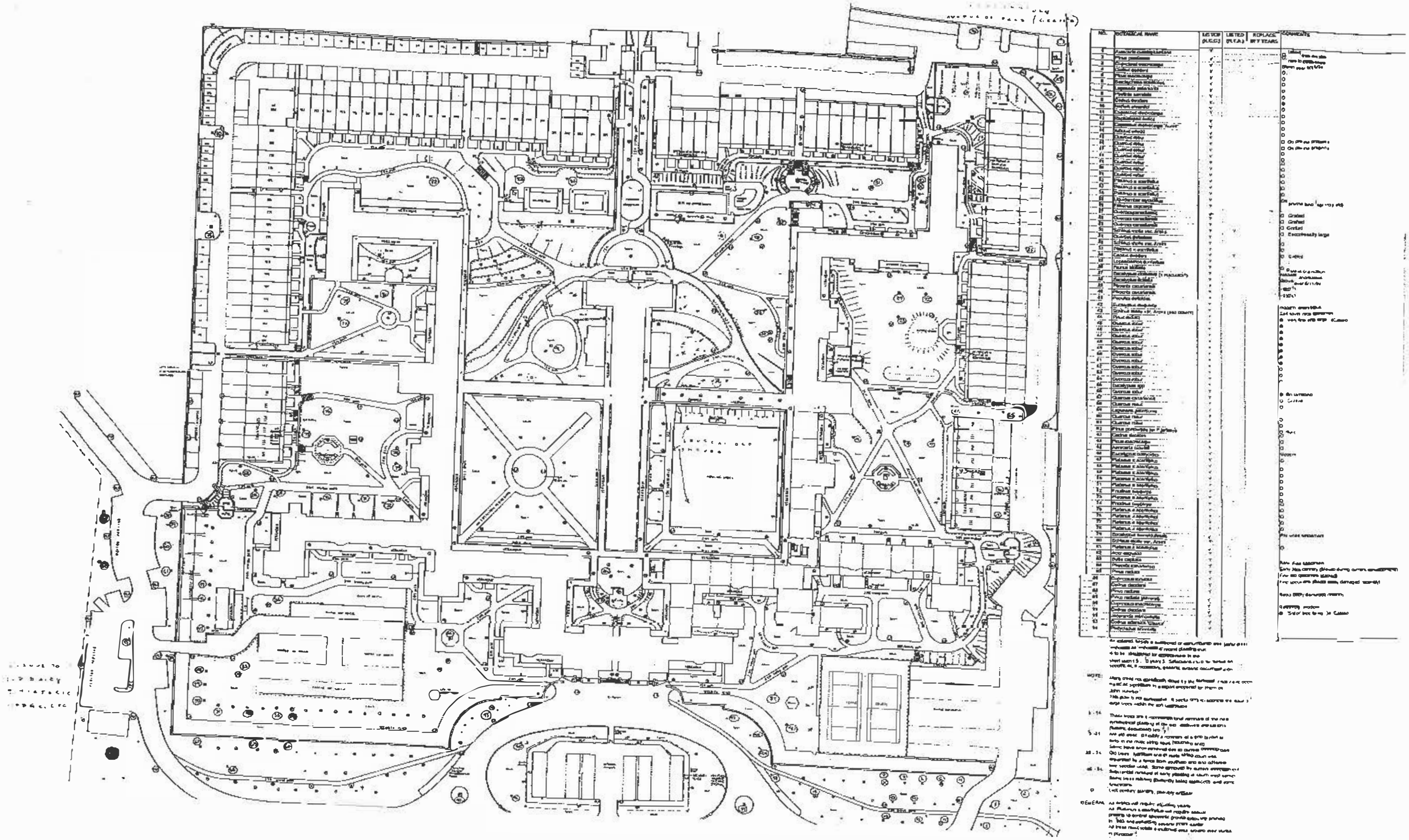


Figure 13 *Significant trees and other planting.*
Courtesy Holly Mitchell

Conservation guidelines are as follows:

Existing Planting	Retain and conserve identified significant trees and other planting (see Fig. 13). Prepare an arboricultural management plan (to be carried out by a suitably qualified and experienced arboriculturalist), to be updated annually, and maintain significant trees in accordance with the plan. Replace senescent and declining significant trees and other planting with similar species as necessary and as part of a phased planting programme.
New Planting	Plant new trees as required to replace missing or senescent trees, or in sympathy with the original planting scheme, to be of similar species or species appropriate to the nineteenth century. New shrubs and flower beds should use species appropriate to nineteenth century gardens. Generally the design of new planting should be consistent with the nineteenth century original garden design.
Spoon drains	Retain all original brick spoon drains. Reconstruct missing spoon drains to verandahs and walkways.
Fences	No additional fencing should be constructed, except as noted below for specific areas.
Paving	No additional paths or roads should be constructed.
New structures	Generally follow the policy contained in section 4.6 below. The design of future structures to replace the existing car shelters and other new structures is critical in areas of primary significance. Ensure that new structures do not compromise the integrity of significant structures and the site generally and that their visual or other impact is minimised.
Oval forecourt	Retain the original oval form of the forecourt. Retain the two *Phoenix canariensis* (Canary Island Palms) flanking the forecourt, and replace with the same species when this becomes necessary. Retain the reconstructed hairpin fencing to the outer perimeter of the forecourt. Reinstate conifers similar in location and species to the original trees within the forecourt. Preferably remove car parking and non-original fence types from the forecourt.

South-east and south-west plantations

Retain and conserve identified significant trees, including the *Araucaria cunninghamii* (Hoop Pine) in the east plantation and the *Araucaria bidwillii* (Bunya Bunya Pine) in the west plantation, and the remnant *Rosea banksiae* (Banksia Rose) hedge at the edge of the west plantation. Replace senescent and declining significant trees and shrubs with similar species as necessary and as part of a cyclical planting programme.

Maintain the original planting pattern of three staggered rows of trees at regular intervals. New shrubs and flower beds should be restricted to the area adjacent to the road.

Consider reconstructing the hairpin fencing to the perimeter of the plantations to match the original design.

South-west front airing court

Retain the existing regularly spaced line of *Quercus robur* (English Oak) parallel to the south and west boundary walls. Replace missing and senescent trees. Retain the large *Pinus radiata* (Monterey Pine) and *Cupressus torulosa* (Bhutan Cypress) if this is possible in spite of root damage, or replace with the same species. Retain the bed of hydrangeas next to the south-west wing.

East and west airing courts

Retain and conserve identified significant trees, including *Quercus robur* (English Oak) and *Platanus x acerifolius* (London Plane), and replace as needed as part of a phased programme.

Inner airing courts

Retain the original form of the path system and central flower bed in the west (female) airing court. Retain the form of the bowling green in the east (male) airing court. Retain original symmetrical path layout sweeping around each side of the centre-north wing from the rear gate lodges.

Retain and conserve identified significant trees, including two *Cedrus deodara* (Deodar Cedar) on sloping bank each side of the centre-north wing.

Retain *Prunus ilicifolia* (Holly-leaf Cherry) in centre court, north of centre-south wing, as long as feasible. Plant phased replacement. The *Eucalyptus citriodora/Eucalyptus maculata* (Lemon-scented/Spotted Gum) hybrid is growing too large for this confined space and should be removed in the next five years.

South embankment

(Leased to Yarra Bend Park Trust) Reconstruction of the original gardenesque groupings of similar tree species could be considered. However retention of the existing informal broad mix of *Quercus robur* (English Oak), *Ficus macrocarpa* (Moreton Bay Fig), *Cedrus deodara* (Deodar Cedar) and other species is more likely to be feasible, at least in the short to medium term. Working in conjunction with the Yarra Bend Park Trust, plant phased replacements of senescent trees, working towards reinstatement of the original design. Retain Hawthorn hedge at base of embankment and restore as a hedge. Remove *Pittosporum undulatum* (Sweet Pittosporum).

Investigate by archaeological excavation or other means, to be approved by Heritage Victoria, for remains of the central embankment steps. Consider reconstructing the steps and the path leading down to the Boulevard. Paths in the embankment area should be informal in character and gravelled.

West driveway

Retain existing *Quercus canariensis* (Algerian Oak) (including grafted example), *Quercus robur* (English Oak) and other species lining the driveway west of the complex. Replacement planting should aim to retain and reinforce the effect of the drive as an informally tree-lined avenue, and to screen as far as possible the Kew Gardens housing.

4.5.2 Areas of Contributory Significance

Spaces and areas of contributory significance are those which are:

- areas of the original complex which have been altered but retain significant original fabric and evidence of the original nature and functioning of the areas, and/or
- are of a secondary nature in the understanding of the cultural significance of the buildings and site.

While they are not of individual distinction with regard to original plan form, fabric or function, they contribute to the significance of the whole site.

- **Building Exteriors**

The remaining fabric of the partly demolished dairy south-west of the main complex is of contributory significance. This structure is within Yarra Bend Park and is outside the Willsmere site and the scope of this conservation management plan. Yarra Bend Park Trust should be encouraged to preserve and stabilise the remaining fabric and to provide adequate protection against vandalism.

All of the building exteriors within the Willsmere site have been assessed as being of either primary or no significance.

- **Building Interiors**

Internal spaces of contributory significance (Figs. 5-12) are:

Main building	All internal spaces, with the exception of spaces of primary significance, identified in the preceding section, and spaces of no significance, identified in the following section. All attic roof spaces to the main building apart from those to the twentieth century extensions to the south-west, north-west and east wings.
Privies	Interiors of the south-west and north-east privies.
Fever tents	Interiors of both fever tents.

The approach to these areas should be:

Walls	Retain remaining form, materials and finishes of original walls. Retain original plaster mouldings, skirtings and other original details.

Ceilings	Retain original plaster, pressed metal, corrugated iron and other ceilings, cornices, roof trusses and other original elements, and repair where necessary.
Floors	Retain original floor constructions.
Stairs	Retain original stairs, including treads, balustrades and rails and other details. Reconstruct or restore missing, altered or damaged elements to match original details.
Fittings	Retain all surviving original fittings such as mantels, door, window and other joinery and door and window furniture.
Internal Painting and Finishes	Decorative finishes should be sympathetic to the character of the space. Retain existing exposed original or early paint finishes without overpainting in understair spaces and elsewhere as far as practicable. Retain existing finishes in the north-east privy.
Roof spaces	Retain existing roof trusses and other timber framing, floor boarding and other original fabric. Retain existing open form without further subdivision unless required for future fire safety reasons.
Alterations	Limit future alterations to non-original walls and other non-original elements and decorative finishes in accordance with the following guidelines, or to reversal of previous alterations. Preserve the north-east privy without alteration. Permitted alterations in apartments and other areas of contributory significance include: • New lightweight partitions and false ceilings, provided that no original fabric is demolished, removed or altered. • Decorative finishes, provided that they do not damage original fabric. • New floor coverings laid over protective underlay on original flooring.

- New kitchen, bathroom and laundry fixtures and fittings, and cupboards and shelves, provided that these do not damage original fabric.

- New wiring, plumbing and other services including penetrations through original walls, ceilings and floors not more than 150 mm diameter.

- Landscape and Site

All areas of the site have been assessed as being of either primary or no significance.

4.5.3 Areas of No Significance

Spaces and areas of no significance are those which are:

- structures which are of twentieth century construction and do not contribute to an understanding of the original nature and functioning of the site, or
- areas of the original complex which have been altered to such a degree that original fabric and evidence of the original nature and functioning of the areas is largely lost.

- Building Exteriors

External areas of no significance include the following:

Main building	Twentieth century additions to the south-west and south-east wings. West elevation of the northwest (former laundry) wing and north, south and east elevations to the first floor only.
Rear gate lodges	Later timber-framed and weatherboarded wings.
Female outside ward	West elevation.
Boundary walls	New sections of perimeter wall to the west and south. New retaining walls north of the centre north wing and elsewhere.
New buildings	Town houses, car shelters and other new structures.

The approach to these areas should be:

Generally	Demolish or adapt as required.
	Limit any future adaptation of the existing fabric to remain within the existing building envelopes, without extension. Adaptation should be sympathetic to the original design, to the site as a whole and particularly to the significant structures.

Main Building	Limit any future adaptation of elevations to areas of no significance to the already altered west elevation of the north-west wing. Retain the existing form and fenestration to the other elevations in order to remain sympathetic to adjacent significant areas. Repainting of walls, joinery or other external elements should match the colours used for the original buildings. In the event of demolition of previous extensions to the original buildings, reconstruct the remaining parts of original buildings to match the original form and design.
Rear gate lodges	Adapt or demolish later timber-framed and weatherboarded wings as required.
Female outside ward	Adapt west elevation as required within existing building envelope.
Boundary walls	Retain brick perimeter wall to the west and south. Consider alleviating existing harsh appearance by growing climbing plants or other means.
New buildings	Adapt or demolish town houses, car shelters and other new structures as required, within existing building envelopes

- **Building Interiors**

Internal spaces of no significance (Figs. 5-12) are:

Main building

South-west and south-east wings	Interiors of twentieth century additions.
Northwest wing	Interiors of twentieth century first floor additions.
Centre-north wing	Bathrooms, toilets and store rooms to lower ground floor apartments 24 and 25. Interiors of ground floor apartments 19, 20, 26 and 27, and plant room adjacent to stair CN/P4.
Rear gate lodges	All interior spaces.
Female outside ward	All interior spaces.
Privies	Interiors of south-east and north-west privies.

New buildings	All interior spaces of town houses and other new structures.

The approach to these areas should be:

Generally	Adapt as required, provided that this does not compromise remaining significant original features and adjacent significant areas, and subject to the following:
Main building and original sections of rear gate lodges	Retain original structural walls and other surviving original fabric in areas of centre-north wing assessed as having no individual significance and in original sections of rear gate lodges. Preferably retain original structural walls and other original fabric in twentieth century additions to south-west, south-east and north-west wings, if these areas are to be retained. Preferably limit future alterations to the above areas to non-original walls and other non-original elements and decorative finishes in accordance with the following guidelines, or to reverse previous alterations. Permitted alterations in apartments in the above areas include: • New lightweight partitions and false ceilings, provided that no original fabric is demolished, removed or altered. • Decorative finishes, provided that they do not damage original fabric. • New floor coverings laid over protective underlay on original flooring. • New kitchen, bathroom and laundry fixtures and fittings, and cupboards and shelves, provided that these do not damage original fabric. • New wiring, plumbing and other services including penetrations through original walls, ceilings and floors not more than 150 mm diameter.
Female outside ward and south-east and north-west privies	Retain original structural walls and other surviving original fabric.
New buildings	Adapt or demolish interior spaces of town houses and other new structures as required.

- Landscape and Site

The following areas are of no individual significance:

Areas between the town houses and the perimeter walls to the west, north and east.

The north-east car park area beyond the perimeter wall

Town house private gardens

These areas have been substantially altered previously or by the 1993–4 works. Some significant early trees and other planting, as well as significant built elements such as the boundary walls, survive. The conservation approach generally should be to preserve significant planting and other significant elements and to minimise the negative impact of the new structures on the site.

Conservation guidelines are as follows:

Existing Planting	Retain and conserve identified significant trees and other planting in accordance with the arboricultural management plan. These include a large *Eucalyptus camaldulensis* (River Red Gum) adjacent to the west boundary. Replace senescent and declining significant trees with similar species as necessary and as part of a phased planting programme.
New Planting	New planting can be flexibly designed, and is not restricted to nineteenth century species. New planting should not detract from the character of nearby significant areas.
Fences	No additional fencing should be constructed.
Paving	No additional paths or roads should be constructed.

4.6 New Construction

No further new construction should be carried out, except for the following:

- New construction to replace town houses, car shelters or other 1993–4 structures that may be demolished in the future, not to exceed the existing building envelopes.
- Limited numbers of minor garden structures, provided that their siting and design do not compromise the integrity of the significant buildings or the site.

5.0 INTERPRETATION PLAN

5.1 Introduction

The HBC permit for the redevelopment of Willsmere requires that an Interpretative Policy for the place be established and agreed between the Council and the Developer (Central Equity Ltd.)

To interpret means to "clarify or explain the meaning of", "to construe the significance of", "to represent the spirit of".

Interpretation of historic places is necessary where the significance of the place is not easily recognised, or critical components of the site are lost and obscured. The 1993-4 Willsmere development works resulted in exterior restoration of the historic buildings and historic landscape features and has provided a site where most of the critical elements are physically intact, but these are not easily interpreted by the layman without some explanation.

Since Willsmere is Australia's largest 19th century building complex and its layout reflects a special social function of the 19th century it is a valuable and significant piece of Victoria's heritage. Its extraordinary site layout and historic structures remain to represent Victoria's largest most intact Hospital for the Insane (Lunatic Asylum) and exhibit medical, social and functional arrangements which are now largely obsolete, but which still have high aesthetic and engineering value. This site layout, its historic building elevations and the ancillary structures such as the Airing Court Walls, Privies, Gate Lodges and Fever Tents are only fully appreciated when inspected from within the boundary walls of the former Asylum.

An appropriate policy for the interpretation of this complicated site is to provide a range of accurate and comprehensive information to the public about its historical function, and to allow public access within the site in order that this can be fully appreciated. An outline policy was developed in 1993 by agreement with Central Equity Ltd. and the Historic Buildings Council and incorporated in the Body Corporate Rules pursuant to the HBC Permit for redevelopment of the site by Central Equity Ltd. as a private residential complex.. The purpose of this chapter of the Conservation Management Plan is to establish the details of the policy, and the strategy by which the various policy elements are to by carried out.

5.2 Interpretation Policy: Public Zone

Willsmere has a publicly accessible zone (its front curtilage and drive) from where it is possible to view the enormous facade of the building within its front wall and appreciate the garden setting of Plantations and Oval Forecourt set on an 1873 man made earth platform; the Embankment and its informal Walk which forms the edge of this platform. This zone abuts the Yarra Bend Park which contains remnants of the Asylum Dairy. The casual visitor approaching this historic facade arrives either on foot through the Yarra Bend Park or by car from the Yarra Boulevard.

This zone should contain an accurate brief interpretive sign or notice explaining what the building is and the significance of the man made landscape, and also provide information about times and dates for public access within the site.

Such a sign should be of an appropriate scale and quality, located on the south-west corner of the main drive. (Suitable examples of such a sign are the City of Melbourne historical interpretation signs in Bourke St., Collins St. etc. screen printed onto metal and encased in metal and acrylic frame. A large semi-permanent signboard, in this location at Willsmere was installed during 1995 out of necessity to identify the whereabouts of the entrance for visitors to residents' units, delivery purposes etc. This sign should be replaced or augmented y a smaller more comprehensive sign in more permanent materials as described above).

The Walk at the base of the Embankment, and the Dairy floor should be preserved in their current state (with appropriate restoration or repairs) by the Yarra Bend Park Trust as part of the former Hospital environs. These should be identified with small signposts or plaques.

In addition, the National Trust of Australia (Victoria) should be invited to install its plaque on the wall adjacent the front entrance door of Willsmere. Also if agreed by the Body Corporate, Trust plaques should also be placed on the walls adjacent each of the doors in the flanking porches of the entrance facade (Centre South Block) indicating these entrances as the 1872 Male Patients Admission Door (east porch) an the 1872 Female Patients Admission Door (west porch). These plaques should be funded by the Developer (Central Equity Ltd.).

5.3 Interpretation Policy: Private Residential Zone

An outline Interpretation Policy suitable for Willsmere In its new function as a private multi-dwelling residential complex was agreed by the Historic Buildings Council in 1993. This policy is contained in the Body Corporate Rules and can be summarised briefly as:

1. That a representative Ward interior be preserved by the Body Corporate a s an Interpretative Centre available for supervised public viewing by appointment.

2. That a Willsmere Archive (containing artefacts and copies of historic and contemporary documents such as plans, maps, reports etc.) be established within the interpretive Centre, maintained by the Body Corporate, and made available to the public as above.

3. That, if required by the HBC, the Body Corporate provides up to 2 guided "Garden Tours" per annum, of the common areas (Gardens, and interiors of the Interprelive Centre, Fever tents, most intact Privy and bluestone cell block).

5.4 Interpretive Centre Policy Guidelines / Details

The purpose of the Interpretive Centre is to allow a public appreciation of the original interior form and detail of the 1872 Asylum ward, which were typically laid out within the male and female wings in a standard repetitive manner using standard materials, room sizes and fixtures such as fireplaces. These internal arrangements are now largely lost or obscured by the interior subdivision of the Asylum wings to create private residential apartments.

The Interpretive Centre consists of a complete ward of the original 1872 Hospital layout and is to be preserved in perpetuity as an example of the original Asylum lifestyle and layout. This Centre comprises a ground floor entrance and stairwell with a landing at first floor leading to a large 'Day Room' which then opens into a wide Gallery serving a number of small rooms along one side (an Attendants' Room, 9 bedrooms and a store).

Stairwell

This, similar to all Body Corporate common property stairwells which are original (1872) stairwells, should be preserved intact in its form, 1994 interpretive paint colour scheme, and riveted steel tank mounted within the space. This space is also (as proposed by the Museum Consultant Group, see below) to house examples of the iron 'Ships Tanks' removed form the large East and West Towers for public inspection, with an interpretive plaque.

Dayroom/Library

The Body Corporate is to establish a Reading Room/Library for residents' use in the large 'Day Room', which is fitted with modern carpet, under carpet heating, library furniture and a permanent display of framed photographs of historic images of Willsmere which provide a short visual survey of the history of the place for both visitors and residents' appreciation.

Gallery, Attendants' Room and Bedrooms

This area beyond containing the Gallery and bedrooms is to be preserved as t was in 1988 when Willsmere was closed a s a Mental Health Authority institution. It is reasonably intact to its 1872 form except for the 1988 floor and wall finishes, bricked-up fireplaces, modern heating and lighting. This area is primarily a Museum space containing the Willsmere Archive and should be kept locked, with access available to Willsmere residents and members of the public only under supervision, at the appointed opening times.

5.5 Interpretive Strategy for the Private Residential Zone

Interpretive Materials and Displays

The strategy for interpretation of the historic grounds, Library and Museum is to provide supervised public access with knowledgeable supervisors or guides to give accurate verbal explanations and guidance, supplemented with interpretive 'hardware' as follows:

1. A free pamphlet outlining the history and development of Willsmere as a whole explaining the function of the various wings and associated gardens, and in particular the original functional layout of the preserved Ward. This should be prepared carefully by professional Museum curators and available to residents and the public at the point of entry to the Interpretive Centre (the Landing), or upon the commencement of the Garden Tour,. This pamphlet provides the "architectural trail" for interpretation of the site and its buildings. It should be provided by the Body Corporate in a cheaply reproduced (e.g. A4 photocopy) form.

2. An interpretive display within the Museum space explaining some aspects of the social conditions, treatment therapies and activities during the history of the Asylum, using some of the artefacts available. This should be prepared and mounted by professional Museum curators as a small , durable and permanent display. The Body Corporate should maintain the display in a proper condition. Alteration or addition of material to the display should be made only by professional Museum curators and the Body Corporate should seek the advice of the Museum of Victoria, or the original Museum consultant group, should it desire changes to the display. The Body Corporate should be willing to liaise and co-operate with the Museum of Victoria on matters associated with the Willsmere Museum such as special access, loans of artefacts etc.

3. Install interpretive signage, of high quality design and production, in approved locations. Allow for on-going maintenance of interpretive signage.

Public access guidelines

This policy recognises that provision for public access to this private zone (within the walls) is necessary, but must be restricted for residents' security and privacy, as well as forprotection of the buildings, ground and the Interpretive Centre and its contents.

Supervision of public access should be provided by suitably qualified personnel who can provide verbal interpretation of an informative, even comprehensive quality. the Willsmere Body Corporate is responsible for maintaining the Interpretive Centre and providing public access and should therefore supply the supervisory personnel during times of public access.

The costs if any of employing such personnel should be offset by charging admission fees of a reasonable amount (e.g. $5 per adult for admission to the Interpretive Centre, and $8-10 for admission to a 'Garden Tour').

Any profit made by the Body Corporate as a result of charging admission fees should be reserved in a fund to be specifically used for the running costs, maintenance and improvement of the Interpretation Centre.

Times of public access are proposed for 1996 as follows, but these could be altered or augmented as desired by the Body Corporate in future years:

Interpretive Centre -	Open at least twice per year.
Garden Tours -	Open at least twice per year as per Interpretation Centre and preferably at least once in spring when the garden looks its best. Bookings essential, public visitors to assemble outside Main Entrance at appointed time for a 3-4 hour guided tour. Visitors should be divided into groups of 20 persons and a supervisor allocated to each group.

The Body Corporate should be responsible for advertising the public opening times and admission fees for the Willsmere Interpretive (Museum) Centre and for the "Garden Tours" through appropriate means including the Interpretive Signboard in Main Drive, and letters to relevant heritage, municipal and local history organisations. Current possibilities for advertising public access to Willsmere also include the Open Garden Scheme (through booklet and telephone information line) and the Age ('What's On' guide). Should these options be unavailable in future similar types of publicising should be pursued.

Willsmere Archive

The Archive consists of two parts. The first is a random collection of artefacts found in various parts of the former Hospital during the 1993-4 Central Equity redevelopment works. (Many of the historically significant artefacts are now part of the Museum of Victoria collection after having been taken from the Hospital during the 1950's and assembled as an historic

collection of remnants for the future. Many other pieces of furniture and equipment were taken away by the Mental Health Authority upon its departure in 1988, and the remainder was lost during the 1988-93 period when the obsolete artefacts were disposed of by the previous private owners, Jennings Industries). The existing collection of artefacts are of varying significance. Many items are remnants of original or early building fabric (collected during the 1994 demolition phase) and as such are of limited public interest. This artefact collection should be catalogued by professional curators, preserved within the Museum space ad used as a resource for creating an interpretive display.

The second part of the Willsmere Archive to be established is a collection of available documentary evidence in copied form of the original and subsequent development of Willsmere (i.e. maps, drawings, reports, photographs etc.) which are to be stored in lockable cabinets within one of the bedrooms. This documentary archive is primarily intended as a resource for Willsmere's architectural history, future conservation, etc. and should also contain current documents such as the Conservation Management Plan, and all relevant Body Corporate records on the day-to-day and cyclical maintenance program for the historic fabric of the place. As such this documentary archive has limited public interest. Its use would be reserved for conservation Architects involved with Willsmere, historical research etc. Any public access e.g. by students, should be made under supervision. The material in the Archive should be catalogued properly by a qualified person, with information as to its origins. As most of the documentary material is available at primary sources such as the Public Records Office or the State Library, the catalogue alone would provide a good guide to any researcher or interested person and therefor should be made available to the public upon request.

A detailed proposal for the establishment of the archive has been prepared by Richard Gillespie and Lisa Cianci and is included as Appendix F.

6.0 PROPOSED FUTURE WORKS

6.1 Introduction

The following sections include future recommended works arising from the conservation plan. The works include outstanding works to be completed by the developer in the near future and longer term works and ongoing maintenance work that will be the responsibility of the Body Corporate. The recommended works are listed as follows:

- Essential remedial and conservation works to be completed in accordance with HBC permit conditions by the Developer.
- Recommended further remedial and conservation works to be carried out subsequently by the Body Corporate
- Recommended works for implementation of the interpretation plan, to be carried out by the Developer, and programme to be managed by the Body Corporate.
- An outline programme for cyclical maintenance of the significant building fabric and landscape, to be managed and carried out by the Body Corporate.

These works apply generally to the historic structures on the Willsmere site which are designated on the Historic Buildings Register and to site and landscaping works generally. The designated historic structures include the main building, privies, rear gate lodges, sunshades and the perimeter and airing court walls. The works listed below do not apply to maintenance of the new townhouses, car shelters and other new structures, or to other non-conservation works that may be required.

The essential remedial and conservation works to be completed by the Developer mainly comprise making good of defects in the completed 1993–4 development works. A recent inspection of the completed works was carried out by the conservation consultants Willys Span Keeble and Peter Kerr, and a detailed schedule of required works has been prepared.

The remaining recommended remedial and conservation works and the ongoing cyclical maintenance will be the responsibility of the Body Corporate. These works are to be funded by a Sinking Fund established in the Body Corporate rules specifically for the purpose of conserving the designated buildings and structures and landscape.

Interpretation works to be completed by the Developer within the next twelve months, to comply with the HBC permit, include building works to fit out the archive centre, installation of signage, establishing the archive collection, and printing of explanatory literature and leaflets. The Body Corporate will be responsible generally for ongoing management costs in connection with the Archives Centre and running of public tours of the Willsmere complex. These ongoing costs to the Body Corporate are also intended to be funded from the Sinking Fund.

The intention of the following schedules of works to be carried out by the Body Corporate is that they be used as a basis for estimating future costs to be funded from the sinking fund. It is envisaged that the annual expenditure will fluctuate as remedial and conservation works are carried out in the early years and as peaks occur at regular intervals in future years when major maintenance is undertaken. Reasonable provision should be made for unforeseeable works and for unpredictable factors such as any render deterioration.

It is recommended that the Body Corporate obtain a financial plan covering future works requirements. The financial plan should include itemised budget cost estimates for the works with forward projections of future works costs taking into account anticipated rises in building costs. The financial plan should be prepared to analyse future expenditure requirements with a view to estimating a realistic level at which the sinking fund contributions could be set. This process should involve the Body Corporate Manager, the approved conservation consultant and suitably qualified building experts as required.

6.2 Remedial Works

6.2.1 Essential and immediate (to be carried out by the developer)

Outstanding defects — Carry out all remedial works to external render, pointing, verandah flashings and window joinery and other making good of defects in completed conservation and remedial works as scheduled by the conservation consultants.

Allow for inspection of these works and obtain final approval by the conservation consultants.

Perimeter and airing court walls — Complete further remedial works to perimeter and internal airing court walls, including replacement of isolated frost or mechanically damaged bricks and pointing of cracked or eroded joints. Point open joints in stone cappings to south perimeter wall to prevent moisture ingress to brickwork below (work currently in progress).

6.2.2 Further desirable remedial and conservation works preferably to be carried out by the Body Corporate.

This work includes extra items which were not required as part of the original project but which are desirable for the long-term conservation of the structure. They include such things as reconstruction of missing details, works intended to regain some of the original aesthetic quality and removal of intrusive elements.

Centre-south wing balustrading — Replace existing rendered precast concrete circular balustrading to the south elevation balconies with solid pressed cement balustrading matching the original detail, when failure of the existing render occurs.

Basalt sub-walls — Consider reinstatement of the original tuckpointed finish to the basalt sub walls to the main building.

Roof — Install automatically retractable sunshading to east and west tower roof lights to protect roof timbers below from sun and excessive drying out.

Rainwater drainage

Fit lead or stainless steel overflow chutes to parapet gutters to centre-south wing balconies and to centre-north wing tower. Fit chutes to gutter catchpits passing through wall to direct overflow water outside.

Cisterns

Inspect remaining 4 no cisterns, apart from the two previously stabilised underground cisterns above the fever tents and swimming pool. Carry out remedial works if required.

Walls

Strip paint from basalt window sills, possibly at the next repainting cycle, and leave unpainted

Investigate in the future new non-damaging means of removing paint and cement slurry from north-west privy and rear gate lodge walls.

Doors

Reconstruct centre front entrance door to centre-south wing to match original details, if adequate evidence of the design can be found.

Interior

Remove existing non-original steel tube handrails to internal stair SE/P3, and reinstate recessed timber rail to match original design.

Relocate intrusive fire hose cupboard in ground floor corridor (centre-south wing) opposite entry to Apartment 3.

Painting

Carry out more detailed investigations of original paint finishes to external render, window, door and eaves joinery, vent grilles, verandah columns, friezes and roof underboarding, and to ward wing stair wells. Consider reinstating these finishes at the next painting maintenance cycle.

Reconstruct early stencilled decorative scheme in ground floor corridors and stair well in centre-south wing, following investigation results available in the Willsmere archives centre.

Landscape

Carry out approved archaeological investigation of embankment south of the main complex to locate any remains of the original steps. Reconstruct the steps to the centre of the embankment and the path down from the steps to the Boulevard. Allow for dressed basalt steps and sides. (Possibly to be carried out by or in conjunction with the Yarra Bend Park Trust).

6.3 Interpretation Works

6.3.1 Work to be carried out by the Developer

Museum and archives centre

Engage a suitably qualified archivist or museums consultant to carry out or advise on the design, contents and initial setting up of the archive and museum, to include the following:

Making copies and storage of full sets of the nineteenth century working drawings of the complex, the 1984 existing conditions survey drawings, as built drawings of the current conversion works, historic photographs and other documentary material relating to the history of Willsmere. Allow for search of all available collections for possible material for inclusion.

Cataloguing of all documentary material and artefacts in the archives centre collection.

Conservation works to the collection.

Establishing an archive and resource centre and exhibition including artefacts, documents and high quality interpretive material.

Design and production of an interpretive pamphlet for distribution to visitors and residents.

Carry out building and fit-out works in accordance with approved plan for the museum and archives centre.

6.3.1 Work to be carried out by the Body Corporate (to be funded from the Sinking Fund)

Tours

Allow for publicity and administration costs in connection with bi-annual public tours of the gardens and buildings, including printing costs for interpretive pamphlet, advertising and tour guide costs.

Archives centre

Allow for on-going management and maintenance costs in connection with the museum and archives centre, to include supervision of users of the centre on either a voluntary or paid basis, conservation work to the collection and maintenance of the building fabric of the archives centre.

Signage

Allow for on-going maintenance of interpretive signage.

6.4 Cyclical Maintenance

The following outline programme for cyclical maintenance is intended as a guide to the likely scope of such works in the future. These works would be the responsibility of the Body Corporate and would not be funded from the Sinking Fund. The detailed planning of such

works would be carried out as part of the annual review of the conservation plan to be carried out by the appointed Conservation Architect as required by Body Corporate rules.

Maintenance log book

A record of all alterations, repairs and maintenance to Body Corporate areas should be kept in a suitable log book. The log book should contain check lists for all of the cyclical maintenance items.

Maintenance contracts

Annual contracts for some half-yearly and annual items listed below, such as servicing of fire alarm and sprinkler systems, clearing of gutters, overhaul of roofs, structural monitoring and garden maintenance, are recommended.

Day-to-day maintenance

Although ongoing day-to-day maintenance will be required, it is intended that the cost of such work is to be funded by general Body Corporate funds rather than by the sinking fund. The sinking fund is specifically intended to cover the costs of major cyclical maintenance work to the designated buildings and landscape, as set out in the following section, as well as the further remedial and conservation works and costs relating to the interpretation programme as set out above.

Day-to-day maintenance items would include the following:

Cleaning and general maintenance of common areas.

General landscaping maintenance, including clearing rubbish, mowing lawns and tending and restocking garden beds. Maintain mulched areas around trees using herbicide or hand weeding. Maintain integrity of mowing strips around historic structures using herbicide or shears, and avoiding use of line trimmers. Monitor sprinklers and control gear, and maintain as necessary. Ensure that sprinklers do not cause damp build-up around buildings.

Cyclical Maintenance

The following sections itemise the main cyclical maintenance work required, which should be funded by the Body Corporate or the Sinking fund as shown.

Monthly or twice yearly

BC: Clear out storm water drainage pits at bases of all rainwater pipes to verandahs and main building and elsewhere at monthly intervals.

BC: Clean out all gutters and rainwater pipes at least twice yearly, and inspect rainwater goods for blockages and leaks.

BC: Monitor storm water and subsoil drainage system generally for adequacy following periods of heavy rainfall.

	BC:	Test smoke alarms, fire sprinkler systems and other Body Corporate services at intervals as recommended by the installer.
Annually	SF:	Allow for annual inspection and conservation plan by the appointed Conservation Architect on required maintenance and conservation works. Allow an annual budget of $7,000 in accordance with the Body Corporate rules.
	BC:	Allow for annual inspection and report by a suitably qualified arboriculturalist on required maintenance works to trees, including trees along the east boundary overhanging the Willsmere site.
	BC:	Inspect roof externally and roof spaces internally for slipped slates, leaks and other defects, and repair as necessary.
	BC:	Inspect chimneys and accessible sections of flues for deterioration of render or other defects.
	BC:	Inspect walls visually from ground level for defects, and repair as necessary.
	BC:	Monitor walls of main building, particularly at junctions of bay windows and main walls, and boundary and airing court walls and the boiler house chimney for structural movement or other defects, and carry out remedial works as necessary.
	BC:	Monitor walls for rising and penetrating damp, and carry out remedial works as necessary.
	BC:	Inspect all window, door and other external joinery and repair any decayed or defective items.
	BC:	Clean internal walls, joinery and fittings in Body Corporate areas, and touch up worn or damaged areas of paintwork.
	BC:	Inspect all foul and stormwater and subsoil drain inspection chambers and rod through all drains to clear blockages.
	BC:	Test all common electrical installations within designated buildings and the site generally, and service as necessary.
	BC:	Inspect and service smoke alarm and sprinkler systems in designated buildings.
	BC:	Test lightning protection systems in designated buildings in accordance with the installers' recommendations, and service as necessary.

	BC:	Carry out maintenance work as recommended by arboriculturalist, including pruning to clear roofs, walls and gutters of historic buildings, pruning regrowth on plane trees and adjustment of control cables.
	SF:	Implement phased replacement of senescent and decayed trees and other replanting, in accordance with the annual arboricultural management plan using similar and appropriate species. Allow provisionally for replacement of fluctuating numbers of trees annually, averaging approximately 1–2 trees per annum, commencing after the first five years from completion of the current works.
	BC:	Allow annual contingency sum for unforseen additional repairs as required and as recommended by the conservation architect.
Every five years	SF:	Clean down and paint galvanised steel hip and ridge flashings, and inside eaves and valley gutters, with suitable corrosion-inhibiting paint.
Every 8–10 years	SF:	Inspect all external window and other joinery for decay or other defects and repair as found necessary. Give priority to sills and other weather excluding items.
	SF:	Paint external window and all other joinery in exposed locations, verandah columns, friezes and gutters.
	SF:	Replace defective areas of subsoil drainage as required.
Every ten years	SF:	Repair and paint external render. Allow provisionally for replacement of approximately 2.5% of wall area every ten years. Allow for complete repainting.
	SF:	Point eroded or open jointed brick and stone joints to boundary walls and basalt sub-walls. Cut out and replace to match eroded bricks.
	SF:	Paint external door and window joinery under verandahs and in other sheltered locations.
	SF:	Paint eaves rafters, soffits, fascias and other eaves timbers and galvanised steel eaves gutters.
	SF:	Repair and repaint woodwork to sunshades.

	BC:	Overhaul or replace fire alarm and sprinkler systems, electrical and other services for which the Body Corporate is responsible. Allow for all making good of existing fabric in connection with replacement of wiring, piping and the like.
	BC:	Test entire storm water and foul drainage systems and replace any defective items as necessary.
	SF:	Repair or replace paving to verandahs and walkways and other historic paths.
Every 25–30 years	SF:	Replace existing galvanised steel valley gutters, ridge and hip cappings and eaves gutters. Lift and relay slating as required to allow replacement of valleys.
	SF:	Replace galvanised corrugated iron roofs to verandahs, walkways and sun shades.
	SF:	Replace plastic dome roof lights to tower roofs. Overhaul or replace as required Deluge roof lights to verandahs.
Every 50–70 years	SF:	Reslate all slated pitches on 50–70 year cycle, as failure progresses. Probably carry out as a phased programme, wing by wing, over a 5–10 year period.
	SF:	Replace or overhaul associated lead or stainless steel valley gutters, and flashings.
Every 70–100 years	SF:	Replace lead flat roofs to towers, centre-south wing, balconies and bay windows.

ENDNOTES

Chapter 1

1 J S Kerr. *The Conservation Plan*. passim.

Chapter 2

1 Nigel Lewis Richard Aitken P/L. Caloola Centre, Sunbury. Conservation Analysis. Prepared for the Urban Land Authority. Melbourne, 1992.
Aradale Psychiatric Hospital. HBC File 600000K, Item RCA316, 6 July 1994.
Allom Lovell and Associates. Mayday Hills Hospital, Beechworth. Conservation Analysis. August 1994.

Chapter 3

1 M Lewis and Best Overend and Partners. Kew Lunatic Asylum Conservation Analysis. pp. 114–5.

2 H Mitchell. Willsmere Appeal Proceedings Landscape Report. [June 1993]. pp. 3–4.

APPENDIX A BURRA CHARTER

APPENDIX A THE BURRA CHARTER

The Australia ICOMOS
GUIDELINES FOR THE CONSERVATION OF PLACES OF CULTURAL SIGNIFICANCE
Known as
THE BURRA CHARTER

Preamble

Having regard to the International Charter for the Conservation and Restoration of Monuments and Sites (Venice 1966), and the Resolutions of the 5th General Assembly of ICOMOS (Moscow 1978), the following Charter has been adopted by Australia ICOMOS.

Definitions

ARTICLE 1. For the purposes of this Charter:

1.1 *Place* means site, area, building or other work, group of buildings or other works together with pertinent contents and surroundings.

1.2 *Cultural significance* means aesthetic, historic, scientific or social value for past, present or future generations.

1.3 *Fabric* means all the physical material of the *place*.

1.4 *Conservation* means all the processes of looking after a *place* so as to retain its *cultural significance*. It includes *maintenance* and may, according to circumstance include *preservation*, *restoration*, *reconstruction* and *adaption* and will be commonly a combination of more than one of these.

1.5 *Maintenance* means the continuous protective care of the *fabric*, contents and setting of a *place*, and is to be distinguished from repair. Repair involves *restoration* or *reconstruction* and it should be treated accordingly.

1.6 *Preservation* means maintaining the *fabric* of a *place* in its existing state and retarding deterioration.

1.7 *Restoration* means returning the EXISTING *fabric* of a *place* to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.

1.8 *Reconstruction* means returning a *place* as nearly as possible to a known earlier state and is distinguished by the introduction of materials (new or old) into the *fabric*. This is not to be confused with either re-creation or conjectural reconstruction which are outside the scope of this Charter.

1.9 *Adaptation* means modifying a *place* to suit proposed compatible uses.

1.10 *Compatible use* means a use which involves no change to the cultural significance fabric, changes which are substantially reversible, or changes which require a minimal impact.

Conservation Principles

ARTICLE 2
The aim of *conservation* is to retain or recover the *cultural significance* of a *place* and must include provision for its security, its *maintenance* and its future.

ARTICLE 3
Conservation is based on a respect for the existing *fabric* and should involve the least possible physical intervention. It should not distort the evidence provided by the *fabric*.

ARTICLE 4
Conservation should make use of all the disciplines which can contribute to the study and safeguarding of a *place*. Techniques employed should be traditional but in some circumstances they may be modern ones for which a firm scientific basis exists and which have been supported by a body of experience.

ARTICLE 5
Conservation of a *place* should take into consideration all aspects of its *cultural significance* without unwarranted emphasis on any one at the expense of others.

ARTICLE 6
The conservation policy appropriate to a *place* must first be determined by an understanding of its *cultural significance* and its physical condition.

ARTICLE 7
The conservation policy will determine which uses are compatible.

ARTICLE 8
Conservation requires the maintenance of an appropriate visual setting, eg, form, scale, colour, texture and materials. No new construction, demolition or modification which would adversely affect the settings should be allowed. Environmental intrusions which adversely affect appreciation or enjoyment of the *place* should be excluded.

ARTICLE 9
A building or work should remain in its historic location. The moving of all or part of a building or work is unacceptable unless this is the sole means of ensuring its survival.

ARTICLE 10
The removal of contents which form part of the *cultural significance* of the place is unacceptable unless it is the sole means of ensuring their security and *preservation*. Such contents must be returned should changed circumstances make this practicable.

Conservation Processes

Preservation

ARTICLE 11
Preservation is appropriate where the existing state of the *fabric* itself constitutes evidence of specific *cultural significance*, or where insufficient evidence is available to allow other conservation processes to be carried out.

ARTICLE 12
Preservation is limited to the protection, *maintenance* and where necessary, the stabilisation of the existing *fabric* but without the distortion of its *cultural significance*.

Restoration

ARTICLE 13
Restoration is appropriate only if there is sufficient evidence of an earlier state of the *fabric* and only if returning the fabric to that state recovers the *cultural significance* of the place.

ARTICLE 14
Restoration should reveal anew, culturally significant aspects of the *place*. It is based on respect for all the physical, documentary and other evidence and stops at the point where conjecture begins.

ARTICLE 15
Restoration is limited to the reassembling of displaced components or removal of accretions in accordance with Article 16.

ARTICLE 16
The contributions of all periods to the *place* must be respected. If a *place* includes the *fabric* of different periods, revealing the *fabric* of one period at the expense of another can only be justified when what is removed is of slight *cultural significance* and the *fabric* which is to be revealed is of much greater *cultural significance*.

Reconstruction

ARTICLE 17
Reconstruction is appropriate where a *place* is incomplete through damage or alteration and where it is necessary for its survival, or where it recovers the *cultural significance* of the *place* as a whole.

ARTICLE 18
Reconstruction is limited to the completion of a depleted entity and should not constitute the majority of the *fabric* of a *place*.

ARTICLE 19
Reconstruction is limited to the reproduction of *fabric* the atch testodical and/or documentary evidence. It should be identifiable on close inspection as being new work.

Adaptation

ARTICLE 20
Adaptation is acceptable where the *conservation* of the *place* cannot otherwise be achieved, and where the *adaptation* does not substantially detract from its *cultural significance*.

ARTICLE 21
Adaptation must be limited to that which is essential to a use for the place determined in accordance with Articles 6 and 7.

ARTICLE 22
Fabric of *cultural significance* unavoidably removed in the process of *adaptation* must be kept safely to enable its future reinstatement.

Conservation Practice

ARTICLE 23
Work on a *place* must be preceded by professionally prepared studies of the physical, documentary and other evidence, and the existing *fabric* recorded before any disturbance of the *place*.

ARTICLE 24
Study of a *place* by any disturbance of the *fabric* or by archaeological excavation should be undertaken where necessary to provide data essential for decisions on the *conservation* of the *place* and/or to secure evidence about to be lost or made inaccessible through necessary *conservation* or other unavoidable action. Investigation of a *place* for any other reason which requires physical disturbance and which adds substantially to a scientific body of knowledge may be permitted, provided that it is consistent with the conservation policy for the *place*.

ARTICLE 25
A written statement of conservation policy must be professionally prepared setting out the *cultural significance*, physical condition and proposed *conservation* process together with justification and supporting evidence, including photographs, drawings and all appropriate samples.

ARTICLE 26
The organisation and individuals responsible for policy decisions must be named and specific responsibility taken for each such decision.

ARTICLE 27
Appropriate professional direction and supervision must be maintained at all stages of the work and a log kept of new evidence and additional decisions recorded as in Article 25 above.

ARTICLE 28
The records required by Articles 23, 25, 26 and 27 should be placed in a permanent archive and made publicity available.

ARTICLE 29
The items referred to in Article 10 and Article 22 should be professionally catalogued and protected.

EXPLANATORY NOTES

Article 1 Place includes structures, ruins, archaeological sites and areas.

Article 1.5 The distinctions referred to in Article 1.5, for example in relation to roof gutters, are:
Maintenance - regular inspection and cleaning of eaves spoutings.
Repair involving restoration - returning of dislodged gutters to their place
Repair involving reconstruction - replacing decayed gutters.

Article 2 Conservation should not be undertaken unless adequate resources are available to ensure that the fabric is not left in a vulnerable state and that the cultural significance of the place is not impaired. However, it must be emphasised that the best conservation often involves the least work and can be inexpensive.

Article 3 The traces of additions, alterations and earlier treatments on the fabric of a place are the best evidence of its history and uses.
Conservation action should tend to assist rather than to impede their interpretation.

Article 8 New construction work, including infill and additions, may be acceptable provided:
It does not reduce or obscure the cultural significance of the place.
It is in keeping with Article 8.

Article 9 Some structures were designed to be readily removeable or already have a history of previous moves, eg. prefabricated dwellings and poppethcads. Provided such a structure does not have a strong association with its present site its removal may be considered.
If any structure is moved it should be moved to an appropriate setting and given an appropriate use. Such action should not be to the detriment of any place of cultural significance.

Article 11 Preservation protects fabric without obscuring the evidence of its construction and use. The process should always be applied:
Where the evidence of the fabric is of such significance that it must not be altered. This is an unusual case and likely to be appropriate for archaeological remains of national importance.
Where insufficient investigation has been carried out to permit conservation policy decisions to be taken in accord with Articles 23 to 25.

New construction may be carried out in association with preservation when its purpose is the physical protection of the fabric and when it is consistent with Article 8.

Article 12 Stabilisation is a process which helps keep fabric intact and in a fixed position. When carried out as a part of preservation work it does not introduce new materials into the fabric. However, when necessary for the survival of the fabric stabilisation may be effected as part of a reconstruction process and new materials introduced. For example, grouting or the insertion of a reinforced rod in a masonry wall.

Article 13 See explanatory Note for Article 2.

APPENDIX B HISTORIC BUILDINGS COUNCIL STATEMENT OF SIGNIFICANCE

REPORT TO MINISTER

Former Willsmere Hospital
Princes Street, Kew

STATEMENT OF SIGNIFICANCE

1. Willsmere, previously known as the "Kew Lunatic Asylum", was opened in 1872 and is possibly one of the largest and most intact nineteenth century lunatic asylums in the world.

2. The asylum complex is a prominent example of the E-plan barracks type lunatic asylums based on the model 1850s asylum in Colney Hatch, England.

3. Designed by architect GW Vivian and Frederick Kawerau of the Victorian Public Works Department, it represents the shift to grander styles of institutional structures. Whilst the plan and detail relate to sister asylums at Ararat and Beechworth, the Kew asylum is twice the size with the front buildings and towers more distinctive architecturally.

4. The complex with the towers and mansard roofs, is one of the most prominent landmarks in Melbourne.

5. The buildings continue to demonstrate the original scale and layout of the institution and reflect practices in the care of mental health patients in Victoria.

6. The complex is also of technical and mercantile significance in the use of ship's tanks to store water in the asylum tower, no other known examples of their survival in such quantities existing.

7. The Fever Tents, constructed in response to a major Typhoid Epidemic from 1907, were introduced at a time when the Government had considered Typhoid to be under control in Victoria.

8. The asylum represents Victoria's institutional flagship in mental health over a long period, and demonstrates the desire to impart respectability to mental health care.

(Jm\sa\willsw\sy)

Jcmfy NOTED
BY THE GOVERNOR IN COUNCIL
12 FEB 1991
ACTING
CLERK OF THE

APPENDIX C 1988 CONSERVATION ANALYSIS STATEMENT OF SIGNIFICANCE

STATEMENTS OF SIGNIFICANCE

Rationale

The Kew Lunatic Asylum is a very large building complex, and it contains within it some elements that would be significant in their own right even if the rest were to disappear, whereas others which now contribute to the significance of the whole, do not in their own right compare with their equivalents at Ararat and Beechworth. It is therefore necessary, as the basis for any future policy decision on the property, to assess not only the whole complex but also those elements which might in their own right be regarded as significant.

The asylum

The Kew Lunatic Asylum may be one of the largest and most intact nineteenth century lunatic asylums in the world, and is certainly one of the most prominent of the E-plan barracks type in the tradition of Colney Hatch. It has been a great white elephant in the administration of mental health in Victoria, physically obsolescent from the first, and retardataire in philosophy and practice for much of its life. Its institutional significance lies in its scale, as the flagship of the Victorian system, rather than in its integrity as an illustration of mental care, though a number of areas survive in something approaching their original form, if not necessarily their original condition. It is the external fabric of the

building which is potentially most important, together with some few other details, and specifically:

- the architecturally pretentious administration block which presented the public face of the institution, and which is in the local context an atypical design reflecting contemporary German influence;
- the towers and mansard roofs, which are seen from a distance and constitute one of Melbourne's great urban landmarks;
- the balance of the building envelope, to the extent that it continues to demonstrate the original scale and layout of the institution;
- the surviving lodge of 1856-7;
- aspects which are of particular technical interest, notably the plate iron water tanks;
- subsidiary buildings, notably the fever tents;
- what remains of the landscaping, including the early planting, the ha-has, walls, fences, airing courts, privies and sunshades, and a number of trees planted in the 1880s.

Original lodge

The surviving lodge of 1856-7 is the only remnant of the asylum as first conceived for the Kew site, and is the oldest surviving building constructed for mental health purposes in Victoria. Although it has suffered alterations and its exterior appearance has been altered by painting, it can still be recognised as a brick building with cement dressings in a manner inspired by Charles Parker's Villa Rustica. It remains as a rare surviving work of the architect G W Vivian, as a distinctive building within the œuvre of the Public Works Department of

Victoria, and as an exceptional exemplar of the style in Victoria.

Ship's tanks

The use of ship's tanks to store water in the asylum tower is of technical and mercantile historical significance, for although the recycling of tanks in this way was a common practice, there is no other known example of their survival in such quantities or where they are so well documented.

Fever tents

The antecedents of the tents erected in 1908 remain somewhat mysterious, and these must be regarded as being of interest rather than significance. This is particularly so as at least two other examples are known to exist (at Ararat).

Grounds

The airing courts of the asylum, privies, sunshades and walls evoke the nature of asylum life more tellingly today than the interiors of the building, yet this is more vividly and significantly expressed at Ararat where, even in the absence of the privies, the giant wall and intact fosse of the ha-ha contribute to a more complete ensemble.

Exterior landscape

The surviving nineteenth century trees in front of the asylum are not so numerous, impressive, or varied in species, nor do they cover so great an area as at Beechworth. This landscape (which technically falls largely outside the boundary of this study), although created largely by the labour of inmates, should in fact be considered in the context of public and semi-public gardens generally, rather than of asylums in particular. In that context it is not exceptionally fine, intact, or of substantial significance.

APPENDIX D HISTORIC BUILDINGS COUNCIL PERMIT

HISTORIC BUILDINGS ACT 1981

PERMIT

HISTORIC BUILDINGS COUNCIL

a promise to the future

PERMIT NO: 1816

OWNER/S: Central Equity
ADDRESS: c/- Mr J Bourke
Level 9, 365 Queen Street
Melbourne

HISTORIC BUILDINGS REGISTER NO: B61 *FILE NO:* 6049989
NAME OF BUILDING (IF ANY): Former Willsmere Hospital
LOCATION: Princess Street
Kew

Pursuant to Section 26 of the Historic Buildings Act 1981 and in respect to the above-mentioned building, the Historic Buildings Council hereby grants the owner of the building a PERMIT, subject to any conditions as prescribed hereunder to carry out the following: Refer attached Schedule of Documentation.

CONDITIONS:

- Construction of new works is such that prior consideration has been given in design to any prospect of damage resulting to the designated building and the works be carried out in such a manner so as to prevent damage to the designated building.
- This permit is valid for two years from the date of issue.
- That this Council be informed when any works carried out within the terms of this permit have been completed.
- Should it become apparent after the issue of this permit, during further inspection, or the carrying out of works or otherwise, that original or important previously hidden or inaccessible details of the building's structure, fenestration, finishes, mouldings, fittings or fixtures, are revealed then any construction works authorised by this permit which may affect such items shall immediately cease. Written notification thereof shall be given to the Director of the Council and such works which may affect such items shall not recommence for such reasonable period as will enable the council or its staff to inspect and record the same and discussion to take place with a view to retaining or preserving the same, or the issue of a modified permit.

OTHER CONDITIONS:

Refer attached Schedule of Conditions.

TAKE NOTICE THAT ANY PERSON WHO F FAILSO COMPLY WITH A PERMIT OR A CONDITION OF A PERMIT IS GUILTY OF AN OFFENCE AND LIABLE TO A PENALTY OF UP TO 1,500 PENALTY UNITS OR 2 YEARS IMPRISONMENT.

THE ATTENTION OF THE APPLICANT IS DRAWN TO THE NEED TO OBTAIN ALL OTHER RELEVANT PERMITS PRIOR TO THE COMMENCEMENT OF WORKS.

Copies to:
* Ms W Spencer-Kettle, Conservation Consultant to Central Equity Ltd, Level 9/365 Queen Street, Melbourne
* Attn: Mr B Coyen, Kew City Council

Signed ..... Director

Date 8/9/93

HISTORIC BUILDINGS COUNCIL
GPO BOX 2240T MELBOURNE 3001

SCHEDULE A

TO ACCOMPANY PERMIT NO. 1816

Conditions

1. The Permits Committee A of the Historic Buildings Council resolved to grant a permit for approval in principle only for the residential redevelopment of the registered former Willsmere Hospital buildings and land as generally documented in three A3 volumes titled Central Equity Willsmere Redevelopment Proposal, Submission to the Historic Buildings Council, March 1993 prepared by Willys Span Keeble, Conservation Consultant plus, Addendum No. 1, 17 March 1993 and Addendum No. 2, 29 March, 1993 and herein after referred to as the Central Equity Submission and Addenda No's. 1 and 2, 1993, subject to such conditions as are contained in this permit.

2. Resolution of inaccuracies and/or discrepancies in the Central Equity Submission and Addenda No.'s 1 & 2, 1993 will be subject to the approval of the Director, Historic Buildings Council

3. Except as agreed in Condition 10 of this permit there will be no demolition or building works until receipt and approval of the Conservation Policy, Management and Maintenance Plan required as a condition of this permit

Conservation Policy, Management & Maintenance Plan

4. A Conservation Policy, Management and Maintenance Plan is to be prepared in accordance with the ICOMOS Burra Charter to address the whole complex and separately address individual buildings, structures, works and historic landscape components. A brief for the above Plan is to be submitted for the approval of the Director, Historic Buildings Council

5. The Conservation Policy, Management and Maintenance Plan is to be prepared by an experienced conservation architect approved by the Director, Historic Buildings Council, drawing on the skills of other relevant consultants as necessary

6. The Conservation Policy, Management and Maintenance Plan is to develop an order of priorities for works and staged program for building works to form the basis for estimates of future works requirements and assistance in establishing future annual and cyclical maintenance costs.

7. The Conservation, Policy, Management and Maintenance Plan is to ensure that all repair, restoration and reconstruction works are to be carried out in accordance with the ICOMOS Burra Charter principles to a high standard. This may involve some amendments to the works program put forward in the Central Equity Submission and Addenda No's. 1 and 2, 1993.

8. The Conservation Policy Management and Maintenance Plan is to be completed within 3 months of the issue of this permit unless otherwise approved by the Director, Historic Buildings Council

9. The Conservation Policy, Management and Maintenance Plan is to be submitted for the approval of the Director, Historic Buildings Council

10. Subject to relevant conditions of this permit, approval is given for alterations associated with the sales and display period (units and courtyard) as outlined in the preface of the Central Equity Submission and Addendum 2, Sketch Plan DW01 and the reconstruction of sandstone orbs on the brick wall subject to further details of all work and associated land-scaping being submitted for the approval of the Director, Historic Buildings Council

11. The landscape report included in Central Equity Submission, Addendum No. 1, 17 March 1993, is not approved at this stage. A detailed landscape Development Plan is to be prepared as part of the required Conservation Policy, Management and Maintenance Plan referred to in condition of this permit.

12. Relocation of the eastern sunshade is not approved until it can be demonstrated that this can be done in a satisfactory manner without adverse affect on the structure

13. The proposed new northern brick wall is to be reinstated where possible to original alignment, height and length unless approved otherwise by the Director, Historic Buildings Council

14. The wall associated with the privy in the west front garden is to be reconstructed to original detail, alignment height and length unless approved otherwise by the Director, Historic Buildings Council

Car parking

15. Car-parking comprising no more than 36 car-parking spaces in the forecourt and 10 tandem car-parking spaces along the eastern boundary in accordance with Plan POD2, 15/4/93 prepared by Span Group, Architects, is approved subject to details of land-scaping and reinstated hooped-iron fencing around the forecourt being submitted to the Director HBC for approval.

16. Land-scaping is to ensure that the car-parking is properly screened from surrounding public areas and is to be to the approval of the Director, HBC.

17. Car "barns" are to be totally concealed by the perimeter walls. Where it is difficult to conceal certain "barns" behind the walls, the applicant is to submit details of proposed screen planting to the Director, Historic Buildings Council, for approval prior to the erection of these same car "barns"

The works program

18. The final works program is to be in accordance with the approved Conservation Policy, Management and Maintenance Plan

19. Draft design details for all components of the works program including service requirements (mechanical, electrical, fire services, hydraulic, gas) proposed external treatment and reconstruction work such as the footpaths are to be submitted for comment by the Director, Historic Buildings Council prior to final working drawings being commenced, either in previously agreed staging components or as a total package

20. Full contract documents amended as required for the works program are then to be submitted for the approval of the Director, Historic Buildings Council prior to tenders being let

21. All work is to be inspected regularly by an experienced Conservation Architect approved by the Director, Historic Buildings Council

22. New openings to the extent shown on the architectural drawings attached to Addendum 2 are approved in principle. Associated demolition and repair work are subject to the conditions of the permit. Details of new/altered joinery in window openings and door openings are to be submitted for the approval of the Director, Historic Buildings Council

23. External colour schemes for all structures on the site including the former asylum., town houses, car ports, etc are to be submined for approval of the Director, Historic Buildings Council

24. The privies and "umbrella" sunshades will be preserved, repaired and restored as determined in the approved Conservation Policy Management and Maintenance Plan. Details are to be submitted for the approval of the Director, Historic Buildings Council

Demolition works

25. No demolition works specified in the Central Equity Submission , 1993 and Addenda No's. 1 and 2, 1993 and approved by the Permits Committee shall be carried out for either registered structures or unregistered structures which are physically attached to registered structures until all necessary permits have been obtained and contracts sighted by the Director, Historic Buildings Council

26. Demolition of unregistered structures which are not physically attached to registered structures to be carried out as described in the Central Equity Submission, 1993 and Addenda No's. 1 and 2. Central Equity is to advise the Director, Historic Buildings Council of their proposed demolition program for these buildings.

27. Physical barriers and cyclone chain mesh fences must be installed to protect all registered structures and landscape items (including wall and privies)

28. Details of these protective measures including details of the demolition program, site access arrangements for vehicles and workers and a site plan showing location and type of protective measures must be submitted for the approval of the Director, Historic Buildings Council prior to the commencement of work

29. There is to be no large earth-moving machinery within 3 metres of a registered structure (such as building, fence, garden structure) unless otherwise approved by the Director, Historic Buildings Council

30. Where demolition work will physically affect a registered structure, details showing the proposed repair of registered structure (for example; new openings in brick fences) must be submitted and approved by the Director, Historic Buildings Council (or the Permits Committee if the Director so requires) prior to the commencement of work

Evidence of financial commitment

31. Central Equity must show that it is allocating sufficient funds for the repair/restoration/reconstruction components of the works program agreed as part of the Conservation Policy Management & Maintenance Plan

The revised schedule of these works and cost estimates is to be submitted for approval of the Director, Historic Buildings Council

32. No buildings works or demolition is to occur until the applicant has entered into an agreement with the Historic Buildings Council to lodge a Bank Guarantee for $250,000.00 and that such guarantee will be released upon receipt and approval of the Conservation Policy, Management and Maintenance Plan by the Director, Historic Buildings Council

33. Central Equity is to take out property insurance to enable replacement of registered items which may be damaged during the works program or to complete the restoration component of the works program if the project does not proceed to completion. Details of the insurance cover are to be approved by the Director, Historic Buildings Council and a copy of the policy lodged with the Director, Historic Buildings Council

Covenants/Strata Titles

34. Central Equity is to submit final copies of the proposed covenants to be attached to tiles/leases (as described in principle Submission 7.6 and Addendum 1 A 2.0) in proper legal terms for approval of the Permits Committee

In addition to the points covered in the Central Equity Submission and Addenda No.'s 1 & 2 1993 the covenant should clearly indicate that the Historic Buildings Council will not generally support permit applications from the Body Corporate for the location of service ducts, aerials, reception dishes and other extraneous items to be located on the external envelope of the buildings (both new and existing buildings)

35. The proposed permit exemptions are approved in principle. The detailed application is to be submitted for the approval of the Historic Buildings Council pursuant to Section 26(8) of the Historic Buildings Act 1981

Body Corporate Rules

36. Central Equity is to submit a copy of the proposed Body Corporate Rules incorporating recommendations which may arise from the approved Conservation Policy, Management and Maintenance Plan in proper legal terms for the approval of the Director, Historic Buildings Council

Interpretation Policy and Program

37. The interpretation policy and program is agreed to in principle subject to its being reviewed following approval of the Conservation Policy Management and Maintenance Plan. The reviewed interpretation Policy an Plan is to be submitted for the approval of the Director, Historic Buildings Council

38. The work program associated with the interpretive program is to be carried out prior to certificates of occupancy being issued

Photographic record

39. That prior to any demolition work a permanent black and white photographic record of the complex, including all designated buildings, be made on archival paper and the negatives and proof sheets be lodged with the Director, Historic Buildings Council, the State Library Picture Collection and the proposed Interpretation Centre at Willsmere. Such record is to be prepared in accordance with a brief to be approved by the Director, Historic Buildings Council prior to undertaking the record.

APPENDIX E BODY CORPORATE RULES RE HISTORIC BUILDINGS COUNCIL

BODY CORPORATE PLAN NO.

SCHEDULE 3

RULES - HISTORIC BUILDINGS COUNCIL

1. Historic Buildings Council Permit

These following rules have been passed by the Body Corporate in order to comply with permit no. 1816 issued by the Historic Building Council ("the HBC") with respect to the land comprised in the Plan of Subdivision and to also ensure the preservation and maintenance of the common property and common areas of the historical Willsmere site being the whole of the land comprised in the Plan of Subdivision.

1.1 Rules cannot be altered

This rule and all of the rules in this Schedule 3 shall not be able or capable of being varied or amended in anyway whatsoever by the Body Corporate or the committee save and except where the HBC has consented in writing to any such variation or amendment.

2. Covenant with HCB

The Body Corporate does by this rule covenant with and undertaken to the HBC that it will NOT permit, consent to or allow any member, except as provided or permitted by the said permit no. 1816 issued by the HBC to:-

(a) Make any alteration, additions, change or variation structural or otherwise to the exterior of any buildings, structure, patio, covered walkways, paths or other improvements situated within the Plan of Subdivision land and that such prohibition shall without limiting the generality of the foregoing extend to repainting all or any part of the exterior, adding window boxes, aerials, antennae, reception dishes, chimneys, flues, pipes, airconditioning equipment, roof lights, signs, lights, blinds, awnings, climbing plans, barriers, attachments to window glass and doing any work, act or thing of any nature or description which requires the penetration of, attachment to or removal of any part of the walls or roof of any building, structure or improvements and

(b) Make any alteration, change or variation of any nature whatsoever structural or otherwise to the interior of any part of any building, structure or improvements situated on or within the Plan of Subdivision, including any cuboid steel plate tanks located within any part of the Plan of Subdivision.

(c) Make any alterations, changes or variation of any nature or description to any part of the gardens comprised within the Plan of Subdivision including without limiting the generality of the foregoing, the removal of any existing plants or vegetation or parts thereof and the planting of any new plants;

(d) Store or place within the patio areas, or covered walkways any goods or things save for a modest sized outdoor furniture setting and a modest number of pot plants, so that they shall not be unsightly or cluttered in appearance.

UNLESS the HBC's prior written consent thereto has been obtained.

2.1 Members covenant with Body Corporate

The members hereby covenant with and undertake to the Body Corporate that they will NOT do any of the acts and things prohibited by rule 2.1 above unless they have obtained the Body Corporate's, the Committee's or the HBC's written approval and consent thereto.

3. To comply with HBC permit

The Body Corporate and all members shall at all times comply with the terms and conditions of the HBC permit no. 1816 a copy of which has been provided to each member and which is permanently available for inspection from the Body Corporate, the Committee or from the Caretaker.

4. Conservation Policy Management Plan

The Body Corporate and the members shall do all such acts and things and/or refrain from doing any acts or things that may be required to be done or refrained from being done in order to implement and/or carry out the Conservation Policy Management and Maintenance Plan ("the Conservation Plan") which has been prepared and which will be in existence at the date of the passing of these rules with respect to the whole of the Willsmere site and in so far as it effects any part of the common property or common areas.

4.1 Conservation Architect

The Body Corporate shall immediately commission an expert being a Conservation Architect ("the Architect") who shall be approved by the Director of the HBC, to advise on the Conservation Plan and to assist in its implementation.

4.2 Implementing Conservation Plan

The Architect shall be required by the Body Corporate to devise the method and manner of implementing the Conservation Plan, the first stage of which shall be implemented and carried out within six months.

4.3 HBC and Conservation Plan

The Body Corporate shall at all times work with and co-operate with the HBC in the implementation and carrying out of the Conservation Plan and shall always seek the HBC's prior approval to any changes or variations to the Conservation Plan.

4.4 Yearly Conservation Plans

Prior to the end of each calendar year from the date of the initial Conservation Plan, the Architect shall be requested by the Body Corporate to update the Conservation Plan and to advise on what preservation and/or maintenance works are required or need to be carried out on the common areas for the following twelve months and such updated plan shall cover, all designated structures on the HBC register and all land and soft landscape items ("the yearly CP plan").

4.5 Fund for Conservation Plan

The Body Corporate shall set aside a sum of not less than $7,000.00 out of its funds to meet the costs of employing the Architect to prepare the yearly CP plan and to carry out whatever inspections may need to be done and employ such other experts as the Architect may decide need to be engaged in order to prepare the yearly CP plan.

4.6 Fund CPI adjusted

The aforesaid sum of $7,000.00 shall be adjusted annually in accordance with the percentage movement in the Consumer Price Index for all groups Melbourne and the Body Corporate shall if it deems appropriate request the HBC to agree to a reduction in the sum.

4.7 Excess Funds

If the whole of the said sum of $7,000.00 is not required or used for the preparation of the yearly CP plan, then any excess shall be applied by the Body Corporate towards the costs and expenses of implementing any recommendations under the yearly PC plan or plans.

5. Library and Archive Centre

The common area previously known as Ward A-A which is located on the first floor of the main building and comprises nine bedrooms, associated corridor/Day Room and Dining Area/Day Room shall be used as a Library and Archive Centre ("Library Archive Centre")and shall be preserved intact in perpetuity as representing an example of the original Asylum layout and lifestyle and shall be used as a repository for all Willsmere documents available in a photocopied and photographed form and as a library and study centre for all members.

5.1 No interference with Centre

No member shall alter, change or interfere with the Library Archive Centre.

5.2 Due care of Centre

All members shall when enjoying their access to the Library Archive Centre and any documents stored there ensure that their use and access does not damage, interfere with or destroy any part of the Library Archive Centre area or the documents stored therein and shall be consistent with normal library conduct.

5.3 Nothing to be removed

The documents stored within the Library Archive Centre belong to the Body Corporate and no member shall remove any documents therefrom.

5.4 Access to Library Archive Centre

The Body Corporate shall make available for public viewing and examination the Library Archive Centre and the archival documents data and material artefacts located therein provided that such viewing and examination is:

(a) By appointment with the Body Corporate.

(b) Supervised by a duly qualified person who services shall be paid for and provided by the persons seeking such view and examination.

(c) Subject to whatever conditions the Body Corporate may determine to ensure that it is protected from any liability for any loss or injury that may occur from such view or examination.

5.5 Tours

In the event that the HBC request or require guided tours of the Willsmere grounds to be provided to the public, provided however that in no case shall the HBC be entitled to require more than two such guided tours a year, then:-

(a) If the HBC require the Body Corporate to organise and bear the costs of such tours, then the Body Corporate shall be entitled to charge such fee as it shall deem fair and reasonable to each member of the public attending such tour.

(b) The Body Corporate shall be entitled to conduct and arrange for more than two guided tours per annum on such terms as it shall deem appropriate.

(c) The tours shall only be of the common areas and only those parts of common areas as are agreed to be opened for viewing, between the Body Corporate and the HBC but shall always include:-

(i) The Library Archive Centre area.

(ii) The interior bluestone "dungeons" under the north end of the former Ward FF.

(iii) The interior of the most intact Privy.

(iv) The interior of the Fever Tents.

(d) The Body Corporate shall be entitled to employ the services of such tour operators or other persons it shall deem necessary in order to assist with the conducting of the tours.

5.6 No obstruction of Tours

All members shall not in anyway obstruct or interfere with the tours, the public's access to the Library Archive Centre and shall always co-operate with the Body Corporate in the conducting of any tours.

6. Sinking Fund

That in order to provide a source of funds to carry out and execute any recommendations under the Conservation Plan and including the works program of cyclical maintenance and replacement, a sinking fund shall and is hereby established ("the sinking fund").

6.1 Contributions to Sinking Fund

Each member shall pay within 30 days of being requested to do so by the Body Corporate an initial contribution of $300.00 per annum to the sinking fund.

6.2 Review of Fees

The members contributions to the sinking fund shall be reviewed at such times as the Body Corporate shall determine.

6.3 Application of fee

All or any part of the sinking fund shall be able to be used and applied for whatever purposes the Body Corporate shall determine.

6.4 No refund

No member shall be entitled to a refund of any monies paid into the sinking fund.

7. Inconsistencies

Where any of the rules in this Schedule shall be inconsistent with any other rules passed by the Body Corporate then, these rules shall override and supersede any other rules.

APPENDIX F PROPOSAL FOR THE WILLSMERE MUSEUM/ ARCHIVES (RICHARD GILLESPIE AND LISA CIANCI, 1995)

Proposal for the

WILLSMERE

Museum/Archives

Prepared by Richard Gillespie and Lisa Cianci
Australian Science Archives Project,

25 October, 1995

ASAP
AUSTRALIAN SCIENCE ARCHIVES PROJECT

Proposal for the Willsmere Museum/Archives

Prepared by Richard Gillespie and Lisa Ciancl of the Australian Science Archives Project, 25 October 1995 for Central Equity Ltd and the Historic Buildings Council.

Broad Objectives of this Proposal

1. Identification of the scope of a Project that will establish a museum and archives of the Willsmere Hospital and Kew Mental Asylum in the Restored Ward A
2. Estimation of the approximate costs of the different elements of the proposed project.
3. Identification of the issues that the Willsmere Body Corporate may need to deal with in the future in relation to the museum and archives

This proposal stems from an initial contact made with Willys Span-Keeble, Conservation Architect, and a visit to the Willsmere - Central Equity Ltd. offices on 25/9/1995 to inspect the site and artefacts that will make up the Museum display and Archives.

Expected outcomes for the Project

- Establishment of an interpretive display that is easy to maintain and that allows for future additions and changes
- Development of contextual information that gives meaning to the display area, artefacts and records held therein
- A pamphlet which provides information about the Willsmere site and points of interest.
- A hardcopy finding aid to the archival records in the Collection.

Proposal

Overview

It is proposed that the presentation of the architectural heritage and social history of the Kew Mental Asylum and Willsmere Hospital be achieved through a variety of complementary interpretive techniques. Each of these forms of interpretation will present selected aspects of the history of the site, in a form that will reach a diverse range of people.

The aim has been to design a cost-effective system that will serve the immediate needs for interpretation of the site, while providing a useful long-term framework for future developments

The elements of the proposal include:

- **Pamphlet**: a map and guide to the buildings and grounds, presenting a history of the architecture and various uses of the buildings and courts. This would be available for distribution on open days and guided tours, and for everyday use by residents and visitors.

- **Exhibition**: a display in the main room of the former Female Paying Patients' Ward, exploring the daily rhythms of the hospital and the lives of the patients and staff. This would be open on public open days, accessible to residents and their guests, and accessible to visitors by appointment

- **Library**: a photographic display of the history of the hospital, buildings and site, located in the former Day Room of the Female Patients' Paying Ward. This provides a low-key presentation, to compliment the room's current use as a Library and meeting room for the Willsmere Body Corporate

- **Archive and Resource Collection:** a collection of plans, photographs, records and relevant publications and reports pertaining to the Kew Mental Asylum and Willsmere Hospital. This will be housed in cabinets in a bedroom off the gallery of the Female Paying Patients' Ward, and available to residents and interested visitors and researchers by appointment.

1 Pamphlet

A brief guide to the buildings, grounds and history of the hospital. This would be available for distribution on open days and for everyday use by residents and visitors. The pamphlet would contain a map of the grounds, possibly relevant pictures (simple line drawings would be preferable) and text on specific sites and overall building.

It is proposed that the pamphlet be kept fairly simple, to minimise the ongoing costs of reproduction by the Body Corporate.

- A4 Sheet, double sided, single colour
- ASAP would supply an initial print run of 2,000 copies and a master

2 Exhibition

It is proposed that a fairly simple but powerful interpretation of the history and daily life of the Kew Mental Asylum and Willsmere Hospital be mounted in the main room of the Female Paying Patients' Ward. The display would focus on the people who inhabited the buildings - patients, staff and visitors - and the daily rhythms of life in the hospital. The ward itself, with the gallery, day room and adjoining bedrooms, will be the main exhibit, and the design of the display is intended to respect these spaces.

2.1 Exhibition Design

Visitors entering the main room of the ward will be confronted by two of the wooden gates from the female paupers' airing court; this will help highlight the central importance of incarceration in the hospital (in the hospital itself, in airing courts, wards, and private rooms). Through these gates the visitors will be able to see images of patients and staff on three free-standing screens. It is hoped that we can find three photos of sufficient quality that close to life-size images of people can be reproduced. Objects and text panels will be on the reverse of the free-standing screens, so that visitors will discover the objects and explanatory text as they move fully into the ward.

The exhibition elements have been designed so that they have a visual impact while not detracting from the architectural impact of the long gallery and small rooms leading off it. The exhibition has also been designed so that the ward gallery can be readily cleared for temporary functions or for other purposes. The free-standing screens can be easily moved to one side or into one of the small rooms, while the gates could be swung back against the wall or, if necessary, lifted from their supporting brackets on the walls.

2.2 Themes

Each free-standing screen would have a specific theme, with associated artefacts and images. The final choice of themes will depend on the research, but at this stage it is proposed that they be:

Patients and staff

- overview of who was admitted and why, and how this changed historically.
- segregation of patients into different categories and wards by sex, paying patients, extent of illness.
- numbers of patients and staff, including overcrowding.

- the asylum as a community, with its own social life, farm, cricket ground, etc
- artefacts: sewing machine, First World War memorial, workshop tools shadow board?

Life in the ward

- the daily routines and rhythms of the hospital: mealtimes, cleaning, washing, recreation
- rules and regulations
- journalists' accounts of life at Kew, especially Vagabond
- artefacts: wheelchair, copy of regulations, reproduction straightjacket?

Therapy and treatment

- Kew as the backwater of the Victorian mental hospital system
- changes in theories of mental illness and advances in therapy
- the role of the medical staff at the hospital
- artefacts: ECT machine

As far as possible different images will be selected from those already on display in the Library, depending on what is found during research.

2.3 *Bedroom*

One of the small bedrooms could be fitted out with original furniture. However no furniture is currently held by the Museum and Archive and it may take some time to track down the right items. A budget for this display has therefore not been included in the budget for this project, although an effort will be made to locate suitable furniture, and supplementary funding will be sought if the search is successful.

3. LIBRARY

Library: visual survey of history

4. ARCHIVE & RESOURCE COLLECTION

The development of a Resource Collection consisting of plans, photographs, records and relevant publications and reports pertaining to the Kew Mental Asylum and Willsmere Hospital. This will require the acquisition of publications and reports, reproduction of photographs, plans, etc. The material needed for the Resource Collection would become apparent during the research for the Pamphlet and Exhibition.

It is proposed that some archival form of documentation of the records and artefacts of the Willsmere Museum and Archives be undertaken. There is an inventory of records and artefacts already in existence (compiled by Willys Span-Keeble and Holly Mitchell), and this could be used as the basis for further documentation using the ASAP Archival Data System. Particular attention will be paid to locating items that could be used in interpretation displays and for heritage conservation, including:

- copies of a selection of archival documents, including correspondence, admission records, building and repairs, supplies, official reports
- copies of any additional original architectural drawings located at the Public Records Office.
- tracking down of photographs at the Public Records Office, Mental Health Authority and other potential sources.

5. Water Tanks

The water storage tanks currently stored in the gallery of the ward relate more to the architectural history of the building rather than the daily life of the Institution. It is therefore proposed that they be removed from the ward, and that two be placed on the stairway landing outside the Library, with an explanatory label. Reference to them would also be made on the pamphlet for the self-guided tour of the site.

6. Collaboration with Museum of Victoria

The Museum of Victoria holds a collection of material from Victorian psychiatric institutions, most of it collected by Charles Brothers of the Mental Hygiene Authority and housed for many years at Parkville. The museum will be displaying some of this material in its exhibitions at the new museum at Carlton Gardens. Only a few items in the collection come from the Kew Asylum, the majority coming from Beechworth Asylum. There is a published catalogue of the collection, a copy of which will be obtained for the Willsmere Archives.

There is potential in the longer term for the Museum of Victoria to mount a temporary exhibition in the Female Paying Patients' Ward, drawing on its collection. This could be done in association with a special event such as an international conference. At present, Museum resources are fully dedicated to the building of the new museum at Carlton Gardens.

The Museum of Victoria would be willing to assist the Willsmere Museum through the loan of material or access to material for the purposes of making display copies or reproductions. Loans of material would be dependent on the Willsmere Museum meeting the security and conservation requirements of the Museum of Victoria. As part of this project, details on loan conditions from the Museum of Victoria will be place in the Willsmere Archives for future reference.

7. Display of Small Artefacts and Loan Material

There is potential to display small historic artefacts pertaining to the history of the hospital, either collected and held by the Museum or borrowed from private individuals or from the Museum of Victoria. This would require the establishment of a local history society and museum with clear policies and responsible officers.

Some additional expenditure would also be required in order to display original artefacts, including:

- Lockable display cases
- security system
- contract conservation services

8. Establishing a Museum and Archives Policy

It is highly recommended that the Willsmere Body Corporate use this opportunity to develop a formal policy that covers:

- who and how people will have access to the display and records;
- planning for development and growth in the long term;
- recurrent cost for the maintenance of the museum/archives and similar issues.

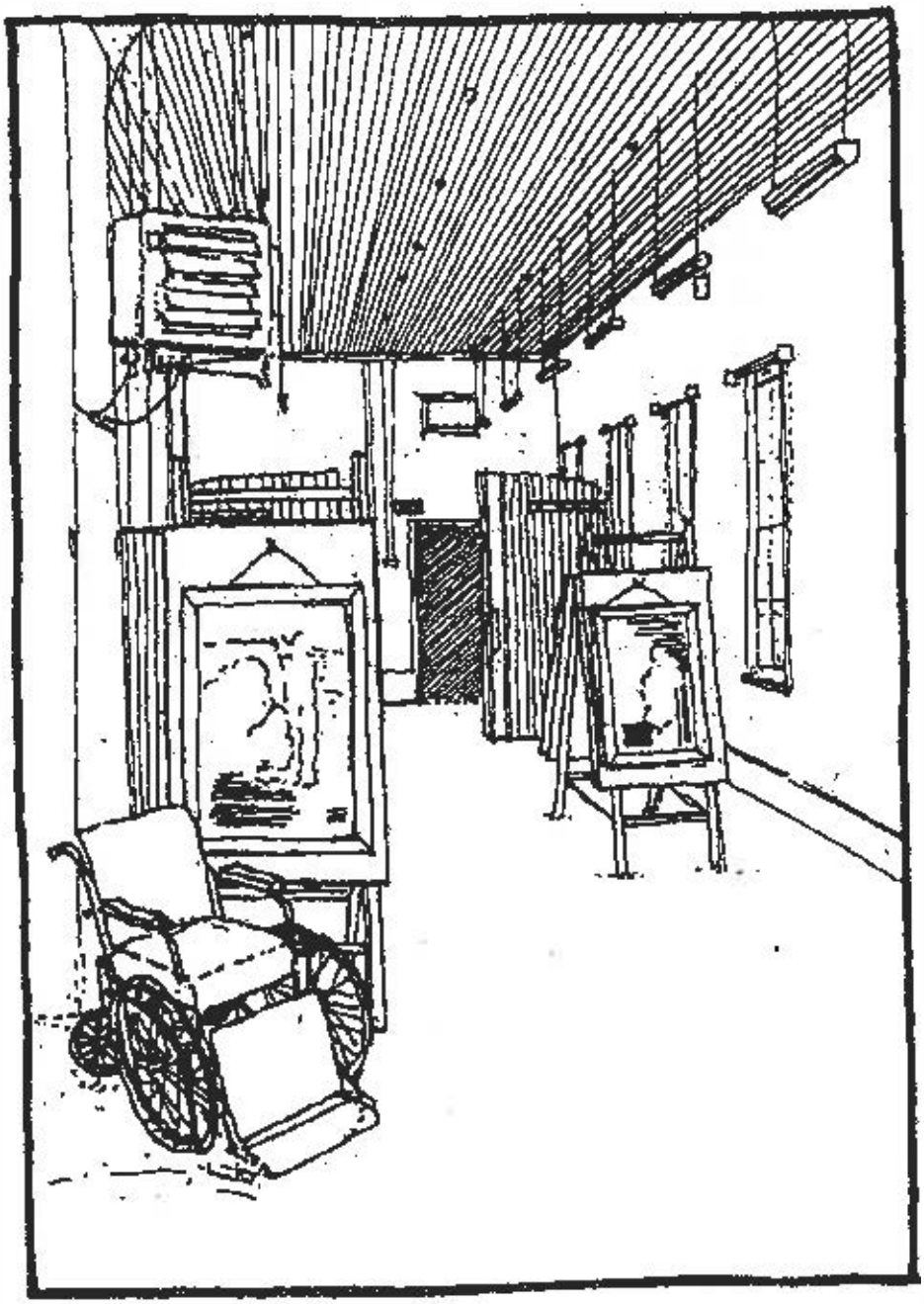
ASAP is able to assist in the development of such a policy although it is not covered by the scope of this budget.

See Budget for the Project, Page 7 for a breakdown of costs.

Budget for the Project

	Type	Amount	Justification
1.	Pamphlet		
	Research	$1,000	Research for text and photographs by ASAP Archivist/Historian - 40 hours @ $25 p/h.
	Design	$500	Designing of pamphlet using ASAP facilities - ie, computers, desktop publishing software, etc
	Printing	$100	printing of pamphlets - 2,000 @ $0.05 per pamphlet (B&W 1 A4 Page, Duplex)
2.	Exhibition		
	Design	$800	Design of layout and screens in the exhibition space,
	Installation	$1,000	Installation of artefacts (gates) in the exhibition space, cleaning and preparation of artefacts for exhibition
	Free-Standing Screens	$750	Production of A-Frame screens for the exhibition space - these will carry the photo murals and graphic panels providing the interpretation of the space and artefacts.
	Photo Murals	$750	Production of Photo Murals to be placed on the screens providing contextual information about the people that resided and worked at Willsmere.
	Graphic Panels	$1,500	Production of graphic panels to be placed on the screens providing descriptive information about the people that resided and worked at Willsmere.
	Small text panels and labels	$500	Introductory panel, labelling for water tanks, panel in attendant's room, panel in bedroom.
	Research	$2,300	Research for photographs and historical records by ASAP Archivist/Historian to be used in the production of Photo Murals and Graphic Panels. 100 hours @ 25 p/h.
3.	Archives		
	Archival Work	$500	Documentation of Archival material held at Willsmere by ASAP Archivist/Historian and the production of a finding aid to this material. 20 hours @ 25 p/h.
	Acquisitions	$500	Acquiring relevant material for the Archival Resource Collection
	Research	$500	Research into relevant material for acquisition by ASAP Archivist/Historian. 20 hours @ 25 per hour.
	Reprographic Costs	$300	Any extra costs for reproduction of photographs or any other material for the Willsmere Resource Collection.
4.	Museum And Interpretive Consultant	$700	Dr Richard Gillespie. Consultancy and supervision for the initial stage of the project.
5.	Project Coordination	$1,000	Co-ordination of project by ASAP Archivist/Historian - 40 hours @ $25 p/h
6.	Management of Project - Overall	$2,500	Project design, management, supervision, process and methodology. Production of reports and professional services of the Australian Science Archives Project. On site visits by ASAP Project Support Archivist. Project planning and preparations would be conducted at the ASAP Office.
		$15400	

MUSGRAVE
BED 8
BED 7
BED 6
BED 5
BED 4
BED 3
BED 2
BED 1
ATTENDANT
GATES TO BE HINGED TO WALL
A-FRAME 1.
PATIENTS AND STAFF
A-FRAME 2.
LIFTS IN THE WARD
A-FRAME 3.
TREATMENT
MUSGRAVE
GALLERY AND
MARINE CENTRE
PROPOSED LAYOUT
OCT. '95 DRAWN RS.



Understanding and assessing cultural significance

1 Purpose

This Practice Note provides guidance on cultural significance and its assessment, and elaborates the principles contained in the *Australia ICOMOS Burra Charter, 2013* (hereafter *Burra Charter*). It is not a substitute for the *Burra Charter*. Another valuable source that includes examples related to the assessment of cultural significance is the *Illustrated Burra Charter* (2004). The Resources list at Section 5 of this Practice Note includes other key guiding documents that may be relevant to assessing cultural significance in different parts of Australia.

This Practice Note replaces *Guidelines to the Burra Charter: Cultural Significance* (1988).

The Practice Note is for all practitioners, with a particular relevance for those new to applying the Burra Charter.

Scope

This Practice Note covers:

1 Purpose
2 The concept of cultural significance
3 Assessing cultural significance
4 Common issues in assessing cultural significance
5 Resources

2 The concept of cultural significance

The concept of cultural significance is used in Australian heritage practice and legislation to encompass all of the cultural values and meanings that might be recognised in a place. Cultural significance is the sum of the qualities or values that a place has, including the five values—aesthetic, historic, scientific, social and spiritual—that are listed in Article 1.2 of the *Burra Charter*.

Through the processes of investigating the place and assessing each of these values, we can clearly describe why a place is important. This is the first step towards ensuring that our decisions and actions do not diminish its significance.

The *Burra Charter* Process

Understanding a place and assessing its cultural significance are the first two steps in the *Burra Charter* Process. Establishing cultural significance is an essential step in developing the best policy for that place.

Steps 1 and 2 in the *Burra Charter* Process (below) are relevant to this Practice Note.

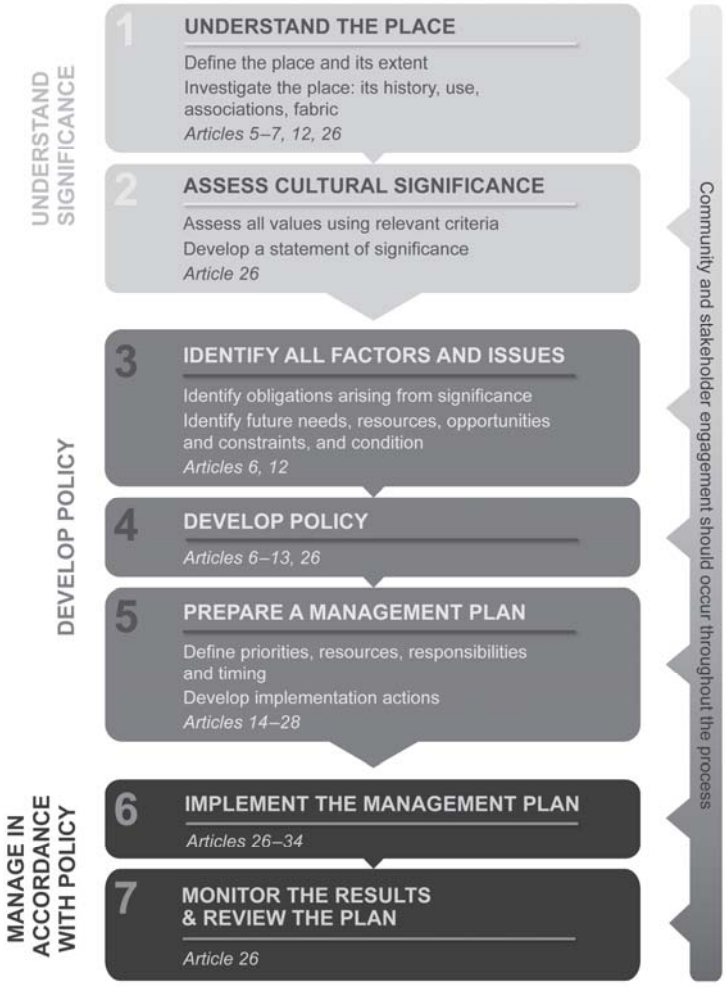


Figure 1 The *Burra Charter* Process

Terminology

The terms cultural significance, cultural heritage value and heritage significance are often used interchangeably. The *Burra Charter* uses *cultural significance* as the term that brings together all the *cultural values* of a place. Similarly the *Australian Natural Heritage Charter* (AHC & AIUCN: 2002) uses and defines the term *natural significance*. Many places will have both natural and cultural values. For Indigenous peoples for example, natural and cultural values may be indivisible.

What are aesthetic, historic, scientific, social and spiritual values?

These five terms, which are listed alphabetically in the *Burra Charter*, are often included in Australian heritage legislation, though some jurisdictions include extra terms such as 'architectural' or 'archaeological' value. Criteria are also used to help define cultural and natural significance, and there is now a nationally agreed set of heritage assessment criteria.

Each of these criteria may have tangible and intangible aspects and it is essential that both are acknowledged.

It is important to recognise and acknowledge that these values are frequently interdependent. In some cases they may be in conflict.

The five values are briefly defined below, drawing on the definitions used in the *Illustrated Burra Charter.*

Aesthetic value refers to the sensory and perceptual experience of a place—that is, how we respond to visual and non-visual aspects such as sounds, smells and other factors having a strong impact on human thoughts, feelings and attitudes. Aesthetic qualities may include the concept of beauty and formal aesthetic ideals. Expressions of aesthetics are culturally influenced.

In considering aesthetic value, ask:

- Does the place have special compositional or uncommonly attractive qualities involving combinations of colour, textures, spaces, massing, detail, movement, unity, sounds, scents?
- Is the place distinctive within the setting or a prominent visual landmark?
- Does the place have qualities which are inspirational or which evoke strong feelings or special meanings?
- Is the place symbolic for its aesthetic qualities: for example, does it inspire artistic or cultural response, is it represented in art, photography, literature, folk art, folk lore, mythology or other imagery or cultural arts?
- Does the place display particular aesthetic characteristics of an identified style or fashion?
- Does the place show a high degree of creative or technical achievement?

Historic value is intended to encompass all aspects of history—for example, the history of aesthetics, art and architecture, science, spirituality and society. It therefore often underlies other values. A place may have historic value because it has influenced, or has been influenced by, an historic event, phase, movement or activity, person or group of people. It may be the site of an important event. For any place the significance will be greater where the evidence of the association or event survives at the place, or where the setting is substantially intact, than where it has been changed or evidence does not survive. However, some events or associations may be so important that the place retains significance regardless of such change or absence of evidence.

To help understand the historic value of a place, ask:

- Is the place associated with an important event or theme in history?
- Is the place important in showing patterns in the development of history locally, in a region, or on a state-wide, or national or global basis?
- Does the place show a high degree of creative or technical achievement for a particular period?
- Is the place associated with a particular person or cultural group important in the history of the local area, state, nationally or globally?

Scientific value refers to the information content of a place and its ability to reveal more about an aspect of the past through examination or investigation of the place, including the use of archaeological techniques. The relative scientific value of a place is likely to depend on the importance of the information or data involved, on its rarity, quality or representativeness, and its potential to contribute further important information about the place itself or a type or class of place or to address important research questions. To establish potential, it may be necessary to carry out

some form of testing or sampling. For example in the case of an archaeological site, this could be established by a test excavation.

To appreciate scientific value, ask:

- Would further investigation of the place have the potential to reveal substantial new information and new understandings about people, places, processes or practices which are not available from other sources?

Social value refers to the associations that a place has for a particular community or cultural group and the social or cultural meanings that it holds for them.

To understand social value, ask:

- Is the place important as a local marker or symbol?
- Is the place important as part of community identity or the identity of a particular cultural group?
- Is the place important to a community or cultural group because of associations and meanings developed from long use and association?

Spiritual value refers to the intangible values and meanings embodied in or evoked by a place which give it importance in the spiritual identity, or the traditional knowledge, art and practices of a cultural group. Spiritual value may also be reflected in the intensity of aesthetic and emotional responses or community associations, and be expressed through cultural practices and related places.

The qualities of the place may inspire a strong and/or spontaneous emotional or metaphysical response in people, expanding their understanding of their place, purpose and obligations in the world, particularly in relation to the spiritual realm.

The term *spiritual* value was recognised as a separate value in the *Burra Charter, 1999*. It is still included in the definition of *social value* in the Commonwealth and most state jurisdictions. Spiritual values may be interdependent on the social values and physical properties of a place.

To appreciate spiritual value, ask:

- Does the place contribute to the spiritual identity or belief system of a cultural group?
- Is the place a repository of knowledge, traditional art or lore related to spiritual practice of a cultural group?
- Is the place important in maintaining the spiritual health and wellbeing of a culture or group?
- Do the physical attributes of the place play a role in recalling or awakening an understanding of an individual or a group's relationship with the spiritual realm?
- Do the spiritual values of the place find expression in cultural practices or human-made structures, or inspire creative works?

3 Assessing cultural significance

Locating cultural significance

The *Burra Charter* says that cultural significance is embodied in the place—in its fabric, setting, use, associations and meanings. It may exist in: objects at the place or associated with it; in other places that have some relationship to the place; and in the activities and traditional and customary practices that may occur at the place or that are dependent on the place.

A place may have multiple aspects of significance and these may or may not be interdependent. The process of assessing cultural significance should include defining the tangible and intangible attributes that embody each aspect of cultural significance.

For example, a bora ring or a temple is the tangible expression of the spiritual values of certain cultural groups while the ceremonies and rituals that are held at each place are the intangible expressions. For some cultural groups the meanings and associations of a place may transcend all the *Burra Charter* criteria. For example, the meaning of a place or country to an associated Indigenous group may be the source of and underpin fundamental aspects of their identity, purpose, meaning, cultural obligations or practices. Such meanings may not be able to be defined or described adequately in Western cultural terms.

It is also desirable to determine how important each of these attributes or expressions is in supporting the significance of the place.

How is cultural significance assessed?

The cultural significance of a place is assessed by analysing evidence gathered through the physical investigation of the place, research and consultation.

The next step is to evaluate its qualities against a set of criteria that are established for this purpose. The criteria used may be as simple as the five values identified in the *Burra Charter*, or they may be more complex. Australian heritage agencies generally use eight criteria. A place may be of cultural significance if it satisfies one or more of these criteria. Satisfying more criteria does not mean a place is necessarily more significant.

To help achieve consistency, some heritage agencies use a set of significance indicators to assist in applying each criterion. A good example is the Queensland Heritage Council's *Using the Criteria: a methodology* (Queensland Heritage Council: 2006). In addition, threshold indicators may be used to determine the relative significance of a place. Often these rely on comparison of a place with other similar examples within a defined area—across a State for example, a locality or nationally. Threshold indicators are most commonly used to determine if a place can be included on a particular heritage list or register.

A place that is not listed on a statutory or non-statutory heritage list may still be a place of cultural significance, and a significance assessment process may be warranted.

Some elements of a place may be more important than others. The contribution of each element needs to be recognised. It is often useful to identify those elements that are not significant or detract from significance. This will assist in policy formulation.

What is a statement of significance?

A statement of significance provides a concise and distilled summary of the cultural significance of the place. It is common practice for the statement of significance to follow an analysis of each aspect of significance against each value or criterion. The statement of significance summarises each aspect, highlighting the aspects of significance that are most important. The statement of significance underpins decisions about statutory protection and conservation actions and is therefore of critical importance. It should be supported by sound evidence and be able to withstand scrutiny.

In some jurisdictions there is a standard format that needs to be followed.

Where there is no statement of significance for a place, use the prompts and questions under each value in Section 2 of this Practice Note to gain a preliminary understanding of significance.

4 Common issues in assessing cultural significance

This section provides guidance about a range of issues that may arise when assessing cultural significance.

Issue: The underlying research is not adequate

Some assessments of cultural significance are based on inadequate research, meaning that the assessments made cannot be relied upon.

Guidance: Practitioners should be rigorous in their assessment of cultural significance. The cultural significance of a place may not be immediately evident. Adequate research and appropriate consultation are essential, and need to be completed before an assessment of cultural significance can be made or an existing assessment reviewed.

Assessments of cultural significance should be robust in the face of public scrutiny. They should be comprehensible not just to heritage practitioners, but also to owners and others who may have an interest in the place but have no experience in heritage conservation and in how cultural significance is assessed. The process used and the conclusions derived should be clearly stated and well documented.

Assessments of cultural significance often require a comparison with other places of a similar type, values, history or associations. Care is needed in selecting the comparable places.

Issue: The assessment of cultural significance is now inadequate or requires review

Our appreciation of the cultural significance of a place may change as a result of new research, changing values or the continuing history of a place.

Guidance: Assessments of cultural significance should be reviewed regularly, especially when there is new or better information about the place and its context, or a change in cultural, physical or environmental circumstances.

Issue: Incomplete assessments

All aspects of significance should be assessed for each place. Time, budget, skills, and other resource constraints may narrow the assessment. This is likely to result in an inadequate assessment of cultural significance.

Guidance: Assessments of cultural significance are specific to a place, and all aspects of significance should always be assessed. It is not appropriate to limit an assessment by excluding any aspect. To do so risks diminishing the significance of the place as policy decisions will be made with an incomplete understanding of significance.

Where one or more values or criteria have not been able to be assessed, this should be clearly stated. Where there is an indication that a place may be significant in relation to a particular value, and yet this has not been assessed, its *potential* significance should be clearly noted and further assessment recommended.

It is important that sources of information be reliable. Primary sources should be consulted wherever possible in preference to secondary sources. An error or misunderstanding by an earlier researcher may have a serious impact on the understanding of the place.

Where heritage practitioners are asked to provide an assessment of many places—for example in a municipal-wide heritage study—a lack of time and budget may limit the level of assessment that can be provided. Any such limitations should be clearly stated for the benefit of future users of the study.

Issue: Avoiding preconceptions

Assessing cultural significance requires a careful process of analysis. It is not sufficient to make judgements based on rules of thumb or conventional wisdom.

Guidance: A place can be culturally significant regardless of its age, notions of conventional beauty, or the presence or absence of built form, or the number of people for whom it is significant. A place does not have to be 'old' to be historically or socially significant, nor conventionally beautiful to be aesthetically significant. Places with no visible physical evidence can still be highly significant.

In assessing cultural significance, it is essential to be open to knowledge and values expressed from different perspectives and cultural contexts. Be prepared to conduct deeper research beyond 'the mainstream' (see also the next issue).

Issue: Engaging with diverse forms of knowledge and cultural perspectives

Assessing cultural significance requires the assessor to be responsive to different sources of knowledge and different ways of perceiving the value of the place.

Guidance: In assessing cultural significance, all forms of knowledge should be considered and no one form should be privileged over others. For example, for some places much of the knowledge may not be written down, and consultation with those who hold that knowledge will be essential. Practitioners should think broadly about the likely sources of knowledge about a place and how best to access them.

In some circumstances, protocols may be needed to protect culturally sensitive knowledge and information, and cultural sensitivities may limit the amount of information that may be revealed.

Different cultures may value a place in different ways, and this should be reflected in the assessment of cultural significance. The *Code on the ethics of co-existence in conserving significant places* (Australia ICOMOS: 1998) provides guidance on how to recognise and respect the rights of different cultural groups.

Issue: The condition of a place

The physical condition of a place does not generally influence its significance, but will often be a factor in determining policy for the place.

Guidance: A place may be in ruinous condition, yet still be significant if its values can be clearly understood. In this case the condition does not influence significance, but will have a bearing on the development of policy for the place.

Where a place is intact and in remarkably good condition, then it may be significant for its rarity. Here the condition affects its rarity, which in turn may make it significant; but there is not a direct link between condition and significance.

Issue: The assessment lacks logic, is poorly argued or is too subjective

Assessing cultural significance requires a careful and rigorous approach that is designed to clearly articulate each and every reason why the place is important.

Guidance: Assessments of cultural significance are an expression of expert opinion. As such, they are based on the experience the assessor brings to the task. Such assessments should present a well-argued case, clearly based on and well referenced to the evidence. The arguments underpinning the assessment should be internally consistent and lead to a logical and defensible conclusion. Where different strands of data have been given different weight by the assessor, this should be indicated in the assessment.

Peer review may be of value, especially for complex assessments.

Issue: Place is too narrowly defined

'Place' in the Burra Charter has a broad meaning, and includes its elements, objects, spaces and views. Place may have tangible and intangible aspects.

Guidance: A place should be considered in its wider physical, social or spiritual context. It should not be assessed in isolation.

A group of individual places with shared histories, common social associations, or complementary aesthetic characteristics may form a larger 'place' or a serial place.

Care is needed in defining the extent of the place and the tangible and intangible elements of the place. Its setting may include views to and from the place, its cultural context and relationships, and links between this place and other places: refer to Articles 1.12 and 8 in the *Burra Charter*.

Issue: Importance of involving those with associations and knowledge

Places may have important associations with communities, cultural groups and individuals, and these associations should be considered in assessing significance.

Guidance: Assessment of cultural significance should involve all those for whom the place may have significant associations and meanings, including those who hold cultural knowledge about and responsibilities for a place.

In some traditional cultures and in other groups, relevant knowledge may reside in only a limited number of people. They should be identified and consulted. In particular, engagement with relevant knowledge-holders will be essential where cultural significance assessments concern social and spiritual values.

Review of preliminary conclusions by those with significant associations or cultural connections will help ensure that their values have been understood and clearly articulated.

Issue: Social value is not well assessed

Social value refers to the significant associations that may develop between a contemporary community or cultural group and a place over time.

Guidance: Social value is the value to the **present** community, and is not the same as social history. Historical research into past connections and users of a place can provide a useful foundation for understanding social value.

A variety of social research methods can be used to help assess social value. Generally these include direct engagement with the communities or cultural groups that have known associations with the place using established research techniques such as interviews, group discussions and surveys.

In preparing to assess social value, it may be helpful to define specific indicators of significance. Several State government heritage agencies (Queensland, Victoria and NSW) and the Australian government have developed useful guidance documents for their own jurisdictions, and there is considerable alignment between them in the area of social value assessment.

Issue: The assessor lacks all the skills needed

Recognise that a range of skills will be needed to assess the cultural significance of each place.

Guidance: Cultural significance assessment usually requires a range of skills and experience, and it is unlikely that one person will be able to cover all aspects, particularly for complex places. Assessors should be honest about the limits of their own skills and experience. Often a team of appropriately skilled specialists is needed.

Typically an assessment of cultural significance will involve historical research, physical examination of the place, engagement with people with associations to and knowledge about the place. Each of these tasks may need a range of specialist skills or knowledge, as will the task of synthesising the information collected.

Issue: Recognising intangible heritage

Intangible heritage means the non-material aspects of culture that are valued. Expressions of intangible heritage include traditions, practices, performance, use, knowledge and language. Place and objects are tangible expressions.

Guidance: A place may be the locus for the expression of aspects of intangible heritage that are important to a community or cultural group. Assessing the cultural significance of the place involves understanding its intangible heritage, and this means consulting with those for whom it has this value. The intangible heritage may be dependent upon the existence and form of the place.

Issue: Natural values are ignored

Both cultural and natural values should be assessed for any place likely to have both sets of values.

Guidance: The Australian Natural Heritage Charter defines natural significance as ‘the importance of ecosystems, biodiversity and geodiversity for their existence value or for present or future generations, in terms of their scientific, social, aesthetic and life-support value’ (Article 1.3). Where appropriate these values should be assessed.

The cultural significance of a place may in whole or part derive from the natural environment of the place, including its natural heritage values. For many traditional cultures there is no conceptual division between ‘nature’ and ‘culture’, and the social significance and spiritual significance of a place for Indigenous people may, for example, be wholly or partly dependent on the natural environment of the place.

Issue: The statement of significance fails to answer 'why' a place is significant

The purpose of a statement of significance is to clearly express why a place is of cultural significance.

Guidance: The assessment process should produce a clear and definitive statement of significance. A statement of significance expresses why a place is significant. The statement of significance should never just restate the history or description of the place.

Statements of significance are analytical in nature. They should relate directly to the specific assessment criteria used, succinctly and clearly indicating how those criteria have, or have not, been satisfied.

Issue: Scientific value is misunderstood

The scientific value of a place refers to its potential to yield information about the past through investigation.

Guidance: In the *Burra Charter*, scientific value does not refer to any historical or contemporary association with science. Scientific value is often called 'research value' or 'evidentiary value' so as to avoid this confusion. Refer back to the definition of scientific value in Section 2 under *What are aesthetic, historic, scientific, social and spiritual values?*

5 Resources

Primary Resources

AHC and AIUCN, 2002 *Australian Natural Heritage Charter for the conservation of places of natural heritage significance*, Second edition, Australian Heritage Commission in association with the Australian Committee for the International Union for the Conservation of Nature (ACIUCN). Available from http://www.environment.gov.au/heritage/ahc/publications/commission/books/australian-national-heritage-charter.html

Australia ICOMOS, 2013 *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance*. Available from http://australia.icomos.org/publications/charters/

Australia ICOMOS, 1998 *Code on the ethics of co-existence in conserving significant places.* Available from http://australia.icomos.org/publications/charters/

Environment Protection and Heritage Council (EPHC), 2008 *A Guide to Heritage Listing in Australia,* Department of the Environment, Water, Heritage and the Arts. Includes the model criteria known as the HERCON criteria. Available from http://www.environment.gov.au/heritage/publications/pubs/heritage-listing-guide.pdf

HCOANZ, 2009 *Protecting Local Heritage Places. A national guide for local government and communities,* Heritage Chairs and Officials of Australia and New Zealand. Available from http://www.dpcd.vic.gov.au/__data/assets/pdf_file/0005/44474/Protecting-Local-Heritage-Places.pdf

Kerr, James Semple, 2013 *The Conservation Plan: a guide to the preparation of conservation plans for places of European cultural significance*. Seventh Edition, Australia ICOMOS. Available from http://australia.icomos.org/publications/the-conservation-plan/

Russell, Roslyn and Winkworth, Kylie, 2010, *Significance 2.0: A guide to assessing the significance of collections.* Commonwealth of Australia. Available from http://www.environment.gov.au/heritage/publications/significance2-0/

Walker, M. & Marquis-Kyle, P., 2004 *The Illustrated Burra Charter: good practice for heritage places*. Australia ICOMOS. Available from http://australia.icomos.org/publications/charters/

Assessing social significance

Byrne, D., Brayshaw, H., Ireland, H., 2001 *Social Significance: a discussion paper.* NSW National Parks and Wildlife Service. Available from http://www.environment.nsw.gov.au/resources/cultureheritage/SocialSignificance.pdf

Johnston, Chris, 1992 *What is social value? A discussion paper.* Australian Heritage Commission, Canberra. Available from http://contextpl.com.au/knowledge/post/what-is-social-value-a-discussion-paper/

Walker, Meredith, 1998 *Protecting the Social Value of Public Places.* Australian Council of National Trusts.

Indigenous heritage

Australian Heritage Commission, *2002 Ask First: A guide to respecting Indigenous heritage places and value.* AHC, Canberra. Available from http://www.environment.gov.au/heritage/ahc/publications/commission/books/ask-first.html

Other key guidelines

Commonwealth

Australian Heritage Council, 2009 *Guidelines for the assessment of places for the National Heritage List.* Available from http://www.environment.gov.au/heritage/ahc/publications/nhl-guidelines.html

New South Wales

NSW Heritage Office/NSW Heritage Council, 2011 *Assessing heritage significance.* Available from http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/listings/assessingheritagesignificance.pdf

NSW Heritage Office/NSW Heritage Council, 2009 *Assessing Significance for Historical Archaeological Sites and Relics.* Available from http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/ArchSignificance.pdf

NSW Heritage Office/NSW Heritage Council, 2008 *Levels of Heritage Significance.* Available from http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/levelsofheritagesignificance2008.pdf

NSW Heritage Office/NSW Heritage Council, 2006 *Assessing Historical Importance. A guide to State Heritage Register Criterion A.* Available from http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/infohistoricalimportance.pdf

NSW Heritage Office/NSW Heritage Council, 2000 *Assessing Historical Association. A guide to State Heritage Register Criterion B.* Available from http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/infohistoricalassociation.pdf

NSW Office of Environment and Heritage, 2011 *Guide to investigating, assessing and reporting on Aboriginal cultural heritage in NSW.* Available from http://www.environment.nsw.gov.au/resources/cultureheritage/20110263ACHguide.pdf

Northern Territory

There are no specific guidelines on assessing cultural significance available from the Northern Territory government heritage website at present. For updates check: www.dlp.nt.gov.au/heritage

Queensland

Queensland Department of Environment and Resource Management, 2010 *Guide to assessing and managing ATSI cultural heritage.* Available from http://www.nrm.qld.gov.au/propertyplanning/pdf/oneplan_guide_cultural_heritage.pdf

Queensland Heritage Council, 2013 *Using the criteria: a methodology. An interpretation and methodological framework for entering places on the Queensland Heritage Register using the criteria established by the Queensland Heritage Act 1992.* Available from http://www.qldheritage.org.au/assets/files/pdf/using-the-criteria.pdf

South Australia

South Australia Department of Premier and Cabinet, 2006 *A guide to recording and conserving Aboriginal heritage sites, objects and remains.* Guideline 9 Section 3 of the *Aboriginal Heritage Act 1988.* Available from http://dpc.sa.gov.au/sites/default/files/pubimages/documents/aard/AHA1988_guideline09.pdf

Tasmania

Tasmanian Department of Primary Industries, Parks, Water and Environment, 2011 *Assessing Historic Heritage Significance for application with the Historic Cultural Heritage Act 1995.* Available from http://www.heritage.tas.gov.au/media/pdf/Theshold_Guidelines_FINALv5_October_2011.pdf

Victoria

Heritage Council of Victoria, 2012 *Assessing the cultural heritage significance of places and objects for possible state heritage listing: the Victorian Heritage Register criteria and threshold guidelines.* Available from http://www.dpcd.vic.gov.au/__data/assets/pdf_file/0009/127485/HV-VHR_Criteria_and_Thresholds_Guidelines-2012.pdf

Victoria Department of Planning and Community Development, 2012 *Guidelines for conducting and reporting on Aboriginal cultural heritage investigations*. Available from http://dpc.vic.gov.au/images/documents/Aboriginal_Affairs/Guidelines-for-conducting-and-reporting-on-Aboriginal-cultural-heritage-investigations.pdf

Western Australia

There are no specific guidelines on assessing cultural significance available from the Western Australian government heritage website at present. There is guidance on assessing places for the State Heritage Register: go to http://stateheritage.wa.gov.au/state-heritage-register/assessment-nomination/assessment

THE BURRA CHARTER

The Australia ICOMOS Charter for Places of Cultural Significance 2013



AUSTRALIA ICOMOS
International Council on Monuments and Sites

Australia ICOMOS Incorporated
International Council on Monuments and Sites

ICOMOS

ICOMOS (International Council on Monuments and Sites) is a non-governmental professional organisation formed in 1965, with headquarters in Paris. ICOMOS is primarily concerned with the philosophy, terminology, methodology and techniques of cultural heritage conservation. It is closely linked to UNESCO, particularly in its role under the World Heritage Convention 1972 as UNESCO's principal adviser on cultural matters related to World Heritage. The 11,000 members of ICOMOS include architects, town planners, demographers, archaeologists, geographers, historians, conservators, anthropologists, scientists, engineers and heritage administrators. Members in the 103 countries belonging to ICOMOS are formed into National Committees and participate in a range of conservation projects, research work, intercultural exchanges and cooperative activities. ICOMOS also has 27 International Scientific Committees that focus on particular aspects of the conservation field. ICOMOS members meet triennially in a General Assembly.

Australia ICOMOS

The Australian National Committee of ICOMOS (Australia ICOMOS) was formed in 1976. It elects an Executive Committee of 15 members, which is responsible for carrying out national programs and participating in decisions of ICOMOS as an international organisation. It provides expert advice as required by ICOMOS, especially in its relationship with the World Heritage Committee. Australia ICOMOS acts as a national and international link between public authorities, institutions and individuals involved in the study and conservation of all places of cultural significance. Australia ICOMOS members participate in a range of conservation activities including site visits, training, conferences and meetings.

Revision of the Burra Charter

The Burra Charter was first adopted in 1979 at the historic South Australian mining town of Burra. Minor revisions were made in 1981 and 1988, with more substantial changes in 1999.

Following a review this version was adopted by Australia ICOMOS in October 2013.

The review process included replacement of the 1988 Guidelines to the Burra Charter with Practice Notes which are available at: australia.icomos.org

Australia ICOMOS documents are periodically reviewed and we welcome any comments.

Citing the Burra Charter

The full reference is *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013*. Initial textual references should be in the form of the *Australia ICOMOS Burra Charter, 2013* and later references in the short form (*Burra Charter*).

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The Burra Charter consists of the Preamble, Articles, Explanatory Notes and the flow chart.

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Cover photograph by Ian Stapleton.

Australia ICOMOS Incorporated [ARBN 155 731 025]
Secretariat: c/o Faculty of Arts
Deakin University
Burwood, VIC 3125
Australia

http://australia.icomos.org/

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The Burra Charter

(The Australia ICOMOS Charter for Places of Cultural Significance, 2013)

Preamble

Considering the International Charter for the Conservation and Restoration of Monuments and Sites (Venice 1964), and the Resolutions of the 5th General Assembly of the International Council on Monuments and Sites (ICOMOS) (Moscow 1978), the Burra Charter was adopted by Australia ICOMOS (the Australian National Committee of ICOMOS) on 19 August 1979 at Burra, South Australia. Revisions were adopted on 23 February 1981, 23 April 1988, 26 November 1999 and 31 October 2013.

The Burra Charter provides guidance for the conservation and management of places of cultural significance (cultural heritage places), and is based on the knowledge and experience of Australia ICOMOS members.

Conservation is an integral part of the management of places of cultural significance and is an ongoing responsibility.

Who is the Charter for?

The Charter sets a standard of practice for those who provide advice, make decisions about, or undertake works to places of cultural significance, including owners, managers and custodians.

Using the Charter

The Charter should be read as a whole. Many articles are interdependent.

The Charter consists of:

- Definitions Article 1
- Conservation Principles Articles 2–13
- Conservation Processes Articles 14–25
- Conservation Practices Articles 26–34
- The Burra Charter Process flow chart.

The key concepts are included in the Conservation Principles section and these are further developed in the Conservation Processes and Conservation Practice sections. The flow chart explains the Burra Charter Process (Article 6) and is an integral part of the Charter. Explanatory Notes also form part of the Charter.

The Charter is self-contained, but aspects of its use and application are further explained, in a series of Australia ICOMOS Practice Notes, in *The Illustrated Burra Charter*, and in other guiding documents available from the Australia ICOMOS web site: australia.icomos.org.

What places does the Charter apply to?

The Charter can be applied to all types of places of cultural significance including natural, Indigenous and historic places with cultural values.

The standards of other organisations may also be relevant. These include the *Australian Natural Heritage Charter*, *Ask First: a guide to respecting Indigenous heritage places and values* and *Significance 2.0: a guide to assessing the significance of collections*.

National and international charters and other doctrine may be relevant. See australia.icomos.org.

Why conserve?

Places of cultural significance enrich people's lives, often providing a deep and inspirational sense of connection to community and landscape, to the past and to lived experiences. They are historical records, that are important expressions of Australian identity and experience. Places of cultural significance reflect the diversity of our communities, telling us about who we are and the past that has formed us and the Australian landscape. They are irreplaceable and precious.

These places of cultural significance must be conserved for present and future generations in accordance with the principle of inter-generational equity.

The Burra Charter advocates a cautious approach to change: do as much as necessary to care for the place and to make it useable, but otherwise change it as little as possible so that its cultural significance is retained.

Articles

Explanatory Notes

Article 1. Definitions

For the purposes of this Charter:

1.1 *Place* means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.

Place has a broad scope and includes natural and cultural features. Place can be large or small: for example, a memorial, a tree, an individual building or group of buildings, the location of an historical event, an urban area or town, a cultural landscape, a garden, an industrial plant, a shipwreck, a site with in situ remains, a stone arrangement, a road or travel route, a community meeting place, a site with spiritual or religious connections.

1.2 *Cultural significance* means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.

Cultural significance is embodied in the *place* itself, its *fabric*, *setting*, *use*, *associations*, *meanings*, records, *related places* and *related objects*.

Places may have a range of values for different individuals or groups.

The term cultural significance is synonymous with cultural heritage significance and cultural heritage value.

Cultural significance may change over time and with use.

Understanding of cultural significance may change as a result of new information.

1.3 *Fabric* means all the physical material of the *place* including elements, fixtures, contents and objects.

Fabric includes building interiors and sub-surface remains, as well as excavated material.

Natural elements of a place may also constitute fabric. For example the rocks that signify a Dreaming place.

Fabric may define spaces and views and these may be part of the significance of the place.

1.4 *Conservation* means all the processes of looking after a *place* so as to retain its *cultural significance*.

See also Article 14.

1.5 *Maintenance* means the continuous protective care of a *place*, and its *setting*.

Maintenance is to be distinguished from repair which involves *restoration* or *reconstruction*.

Examples of protective care include:

- maintenance — regular inspection and cleaning of a place, e.g. mowing and pruning in a garden;
- repair involving restoration — returning dislodged or relocated fabric to its original location e.g. loose roof gutters on a building or displaced rocks in a stone bora ring;
- repair involving reconstruction — replacing decayed fabric with new fabric

1.6 *Preservation* means maintaining a *place* in its existing state and retarding deterioration.

It is recognised that all places and their elements change over time at varying rates.

1.7 *Restoration* means returning a *place* to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material.

1.8 *Reconstruction* means returning a *place* to a known earlier state and is distinguished from *restoration* by the introduction of new material.

New material may include recycled material salvaged from other places. This should not be to the detriment of any place of cultural significance.

1.9 *Adaptation* means changing a *place* to suit the existing *use* or a proposed use.

1.10 *Use* means the functions of a *place*, including the activities and traditional and customary practices that may occur at the place or are dependent on the place.

Use includes for example cultural practices commonly associated with Indigenous peoples such as ceremonies, hunting and fishing, and fulfillment of traditional obligations. Exercising a right of access may be a use.

Articles	Explanatory Notes
1.11 *Compatible use* means a *use* which respects the *cultural significance* of a *place*. Such a use involves no, or minimal, impact on cultural significance.	
1.12 *Setting* means the immediate and extended environment of a *place* that is part of or contributes to its *cultural significance* and distinctive character.	Setting may include: structures, spaces, land, water and sky; the visual setting including views to and from the place, and along a cultural route; and other sensory aspects of the setting such as smells and sounds. Setting may also include historical and contemporary relationships, such as use and activities, social and spiritual practices, and relationships with other places, both tangible and intangible.
1.13 *Related place* means a *place* that contributes to the *cultural significance* of another place.	
1.14 *Related object* means an object that contributes to the *cultural significance* of a *place* but is not at the place.	Objects at a place are encompassed by the definition of place, and may or may not contribute to its cultural significance.
1.15 *Associations* mean the connections that exist between people and a *place*.	Associations may include social or spiritual values and cultural responsibilities for a place.
1.16 *Meanings* denote what a *place* signifies, indicates, evokes or expresses to people.	Meanings generally relate to intangible dimensions such as symbolic qualities and memories.
1.17 *Interpretation* means all the ways of presenting the *cultural significance* of a *place*.	Interpretation may be a combination of the treatment of the fabric (e.g. maintenance, restoration, reconstruction); the use of and activities at the place; and the use of introduced explanatory material.

Conservation Principles

Article 2. Conservation and management

2.1 *Places* of *cultural significance* should be conserved.

2.2 The aim of *conservation* is to retain the *cultural significance* of a *place*.

2.3 *Conservation* is an integral part of good management of *places* of *cultural significance*.

2.4 *Places* of *cultural significance* should be safeguarded and not put at risk or left in a vulnerable state.

Article 3. Cautious approach

3.1 *Conservation* is based on a respect for the existing *fabric*, *use*, *associations* and *meanings*. It requires a cautious approach of changing as much as necessary but as little as possible.

The traces of additions, alterations and earlier treatments to the fabric of a place are evidence of its history and uses which may be part of its significance. Conservation action should assist and not impede their understanding.

3.2 Changes to a *place* should not distort the physical or other evidence it provides, nor be based on conjecture.

Article 4. Knowledge, skills and techniques

4.1 *Conservation* should make use of all the knowledge, skills and disciplines which can contribute to the study and care of the *place*.

Articles

4.2 Traditional techniques and materials are preferred for the *conservation* of significant *fabric*. In some circumstances modern techniques and materials which offer substantial conservation benefits may be appropriate.

Explanatory Notes

The use of modern materials and techniques must be supported by firm scientific evidence or by a body of experience.

Article 5. Values

5.1 *Conservation* of a *place* should identify and take into consideration all aspects of cultural and natural significance without unwarranted emphasis on any one value at the expense of others.

Conservation of places with natural significance is explained in the Australian Natural Heritage Charter. This Charter defines natural significance to mean the importance of ecosystems, biodiversity and geodiversity for their existence value or for present or future generations, in terms of their scientific, social, aesthetic and life-support value.

In some cultures, natural and cultural values are indivisible.

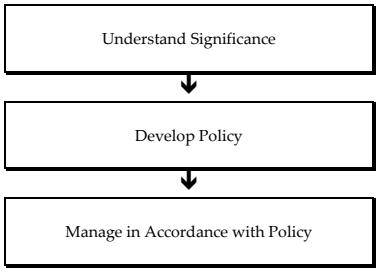
5.2 Relative degrees of *cultural significance* may lead to different *conservation* actions at a place.

A cautious approach is needed, as understanding of cultural significance may change. This article should not be used to justify actions which do not retain cultural significance.

Article 6. Burra Charter Process

6.1 The *cultural significance* of a *place* and other issues affecting its future are best understood by a sequence of collecting and analysing information before making decisions. Understanding cultural significance comes first, then development of policy and finally management of the place in accordance with the policy. This is the Burra Charter Process.

The Burra Charter Process, or sequence of investigations, decisions and actions, is illustrated below and in more detail in the accompanying flow chart which forms part of the Charter.



6.2 Policy for managing a *place* must be based on an understanding of its *cultural significance*.

6.3 Policy development should also include consideration of other factors affecting the future of a *place* such as the owner's needs, resources, external constraints and its physical condition.

6.4 In developing an effective policy, different ways to retain *cultural significance* and address other factors may need to be explored.

Options considered may include a range of uses and changes (e.g. adaptation) to a place.

6.5 Changes in circumstances, or new information or perspectives, may require reiteration of part or all of the Burra Charter Process.

Article 7. Use

7.1 Where the *use* of a *place* is of *cultural significance* it should be retained.

7.2 A *place* should have a *compatible use*.

The policy should identify a use or combination of uses or constraints on uses that retain the cultural significance of the place. New use of a place should involve minimal change to significant fabric and use; should respect associations and meanings; and where appropriate should provide for continuation of activities and practices which contribute to the cultural significance of the place.

Article 8. Setting

Conservation requires the retention of an appropriate *setting*. This includes retention of the visual and sensory setting, as well as the retention of spiritual and other cultural relationships that contribute to the *cultural significance* of the *place*.

New construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate.

Setting is explained in Article 1.12.

Article 9. Location

9.1 The physical location of a *place* is part of its *cultural significance*. A building, work or other element of a place should remain in its historical location. Relocation is generally unacceptable unless this is the sole practical means of ensuring its survival.

9.2 Some buildings, works or other elements of *places* were designed to be readily removable or already have a history of relocation. Provided such buildings, works or other elements do not have significant links with their present location, removal may be appropriate.

9.3 If any building, work or other element is moved, it should be moved to an appropriate location and given an appropriate *use*. Such action should not be to the detriment of any *place* of *cultural significance*.

Article 10. Contents

Contents, fixtures and objects which contribute to the *cultural significance* of a *place* should be retained at that place. Their removal is unacceptable unless it is: the sole means of ensuring their security and *preservation*; on a temporary basis for treatment or exhibition; for cultural reasons; for health and safety; or to protect the place. Such contents, fixtures and objects should be returned where circumstances permit and it is culturally appropriate.

For example, the repatriation (returning) of an object or element to a place may be important to Indigenous cultures, and may be essential to the retention of its cultural significance.

Article 28 covers the circumstances where significant fabric might be disturbed, for example, during archaeological excavation.

Article 33 deals with significant fabric that has been removed from a place.

Article 11. Related places and objects

The contribution which *related places* and *related objects* make to the *cultural significance* of the *place* should be retained.

Article 12. Participation

Conservation, interpretation and management of a *place* should provide for the participation of people for whom the place has significant *associations* and *meanings*, or who have social, spiritual or other cultural responsibilities for the place.

Article 13. Co-existence of cultural values

Co-existence of cultural values should always be recognised, respected and encouraged. This is especially important in cases where they conflict.

For some places, conflicting cultural values may affect policy development and management decisions. In Article 13, the term cultural values refers to those beliefs which are important to a cultural group, including but not limited to political, religious, spiritual and moral beliefs. This is broader than values associated with cultural significance.

Conservation Processes

Article 14. Conservation processes

Conservation may, according to circumstance, include the processes of: retention or reintroduction of a *use*; retention of *associations* and *meanings*; *maintenance, preservation*, *restoration*, *reconstruction, adaptation* and *interpretation*; and will commonly include a combination of more than one of these. Conservation may also include retention of the contribution that *related places* and *related objects* make to the *cultural significance* of a *place*.

Conservation normally seeks to slow deterioration unless the significance of the place dictates otherwise. There may be circumstances where no action is required to achieve conservation.

Article 15. Change

15.1 Change may be necessary to retain *cultural significance*, but is undesirable where it reduces cultural significance. The amount of change to a *place* and its *use* should be guided by the *cultural significance* of the place and its appropriate *interpretation*.

When change is being considered, including for a temporary use, a range of options should be explored to seek the option which minimises any reduction to its cultural significance.

It may be appropriate to change a place where this reflects a change in cultural meanings or practices at the place, but the significance of the place should always be respected.

15.2 Changes which reduce *cultural significance* should be reversible, and be reversed when circumstances permit.

Reversible changes should be considered temporary. Non-reversible change should only be used as a last resort and should not prevent future conservation action.

15.3 Demolition of significant *fabric* of a *place* is generally not acceptable. However, in some cases minor demolition may be appropriate as part of *conservation*. Removed significant fabric should be reinstated when circumstances permit.

15.4 The contributions of all aspects of *cultural significance* of a *place* should be respected. If a place includes *fabric*, *uses*, *associations* or *meanings* of different periods, or different aspects of cultural significance, emphasising or interpreting one period or aspect at the expense of another can only be justified when what is left out, removed or diminished is of slight cultural significance and that which is emphasised or interpreted is of much greater cultural significance.

Article 16. Maintenance

Maintenance is fundamental to *conservation.* Maintenance should be undertaken where *fabric* is of *cultural significance* and its maintenance is necessary to retain that *cultural significance*.

Maintaining a place may be important to the fulfilment of traditional laws and customs in some Indigenous communities and other cultural groups.

Article 17. Preservation

Preservation is appropriate where the existing *fabric* or its condition constitutes evidence of *cultural significance,* or where insufficient evidence is available to allow other *conservation* processes to be carried out.

Preservation protects fabric without obscuring evidence of its construction and use. The process should always be applied:

- where the evidence of the fabric is of such significance that it should not be altered; or
- where insufficient investigation has been carried out to permit policy decisions to be taken in accord with Articles 26 to 28.

New work (e.g. stabilisation) may be carried out in association with preservation when its purpose is the physical protection of the fabric and when it is consistent with Article 22.

Articles

Explanatory Notes

Article 18. Restoration and reconstruction

Restoration and *reconstruction* should reveal culturally significant aspects of the *place*.

Article 19. Restoration

Restoration is appropriate only if there is sufficient evidence of an earlier state of the *fabric*.

Article 20. Reconstruction

20.1 *Reconstruction* is appropriate only where a *place* is incomplete through damage or alteration, and only where there is sufficient evidence to reproduce an earlier state of the *fabric*. In some cases, reconstruction may also be appropriate as part of a *use* or practice that retains the *cultural significance* of the place.

Places with social or spiritual value may warrant reconstruction, even though very little may remain (e.g. only building footings or tree stumps following fire, flood or storm). The requirement for sufficient evidence to reproduce an earlier state still applies.

20.2 *Reconstruction* should be identifiable on close inspection or through additional *interpretation*.

Article 21. Adaptation

21.1 *Adaptation* is acceptable only where the adaptation has minimal impact on the *cultural significance* of the *place*.

Adaptation may involve additions to the place, the introduction of new services, or a new use, or changes to safeguard the place. Adaptation of a place for a new use is often referred to as 'adaptive re-use' and should be consistent with Article 7.2.

21.2 *Adaptation* should involve minimal change to significant *fabric*, achieved only after considering alternatives.

Article 22. New work

22.1 New work such as additions or other changes to the *place* may be acceptable where it respects and does not distort or obscure the *cultural significance* of the place, or detract from its *interpretation* and appreciation.

New work should respect the significance of a place through consideration of its siting, bulk, form, scale, character, colour, texture and material. Imitation should generally be avoided.

22.2 New work should be readily identifiable as such, but must respect and have minimal impact on the *cultural significance* of the *place*.

New work should be consistent with Articles 3, 5, 8, 15, 21 and 22.1.

Article 23. Retaining or reintroducing use

Retaining, modifying or reintroducing a significant *use* may be appropriate and preferred forms of *conservation*.

These may require changes to significant fabric but they should be minimised. In some cases, continuing a significant use, activity or practice may involve substantial new work.

Article 24. Retaining associations and meanings

24.1 Significant *associations* between people and a *place* should be respected, retained and not obscured. Opportunities for the *interpretation*, commemoration and celebration of these associations should be investigated and implemented.

For many places associations will be linked to aspects of use, including activities and practices.

Some associations and meanings may not be apparent and will require research.

24.2 Significant *meanings*, including spiritual values, of a *place* should be respected. Opportunities for the continuation or revival of these meanings should be investigated and implemented.

Article 25. Interpretation

The *cultural significance* of many *places* is not readily apparent, and should be explained by *interpretation*. Interpretation should enhance understanding and engagement, and be culturally appropriate.

In some circumstances any form of interpretation may be culturally inappropriate.

Conservation Practice

Article 26. Applying the Burra Charter Process

26.1 Work on a *place* should be preceded by studies to understand the place which should include analysis of physical, documentary, oral and other evidence, drawing on appropriate knowledge, skills and disciplines.

The results of studies should be kept up to date, regularly reviewed and revised as necessary.

26.2 Written statements of *cultural significance* and policy for the *place* should be prepared, justified and accompanied by supporting evidence. The statements of significance and policy should be incorporated into a management plan for the place.

Policy should address all relevant issues, e.g. use, interpretation, management and change.

A management plan is a useful document for recording the Burra Charter Process, i.e. the steps in planning for and managing a place of cultural significance (Article 6.1 and flow chart). Such plans are often called conservation management plans and sometimes have other names.

The management plan may deal with other matters related to the management of the place.

26.3 Groups and individuals with *associations* with the *place* as well as those involved in its management should be provided with opportunities to contribute to and participate in identifying and understanding the *cultural significance* of the place. Where appropriate they should also have opportunities to participate in its *conservation* and management.

26.4 Statements of *cultural significance* and policy for the *place* should be periodically reviewed, and actions and their consequences monitored to ensure continuing appropriateness and effectiveness.

Monitor actions taken in case there are also unintended consequences.

Article 27. Managing change

27.1 The impact of proposed changes, including incremental changes, on the *cultural significance* of a *place* should be assessed with reference to the statement of significance and the policy for managing the place. It may be necessary to modify proposed changes to better retain cultural significance.

27.2 Existing *fabric, use, associations* and *meanings* should be adequately recorded before and after any changes are made to the *place*.

Article 28. Disturbance of fabric

28.1 Disturbance of significant *fabric* for study, or to obtain evidence, should be minimised. Study of a *place* by any disturbance of the fabric, including archaeological excavation, should only be undertaken to provide data essential for decisions on the *conservation* of the place, or to obtain important evidence about to be lost or made inaccessible.

Articles

28.2 Investigation of a *place* which requires disturbance of the *fabric*, apart from that necessary to make decisions, may be appropriate provided that it is consistent with the policy for the place. Such investigation should be based on important research questions which have potential to substantially add to knowledge, which cannot be answered in other ways and which minimises disturbance of significant fabric.

Article 29. Responsibility

The organisations and individuals responsible for management and decisions should be named and specific responsibility taken for each decision.

Article 30. Direction, supervision and implementation

Competent direction and supervision should be maintained at all stages, and any changes should be implemented by people with appropriate knowledge and skills.

Article 31. Keeping a log

New evidence may come to light while implementing policy or a plan for a *place*. Other factors may arise and require new decisions. A log of new evidence and additional decisions should be kept.

Article 32. Records

32.1 The records associated with the *conservation* of a *place* should be placed in a permanent archive and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

32.2 Records about the history of a *place* should be protected and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

Article 33. Removed fabric

Significant *fabric* which has been removed from a *place* including contents, fixtures and objects, should be catalogued, and protected in accordance with its *cultural significance*.

Where possible and culturally appropriate, removed significant fabric including contents, fixtures and objects, should be kept at the place.

Article 34. Resources

Adequate resources should be provided for *conservation*.

Words in italics are defined in Article 1.

Explanatory Notes

New decisions should respect and have minimal impact on the cultural significance of the place.

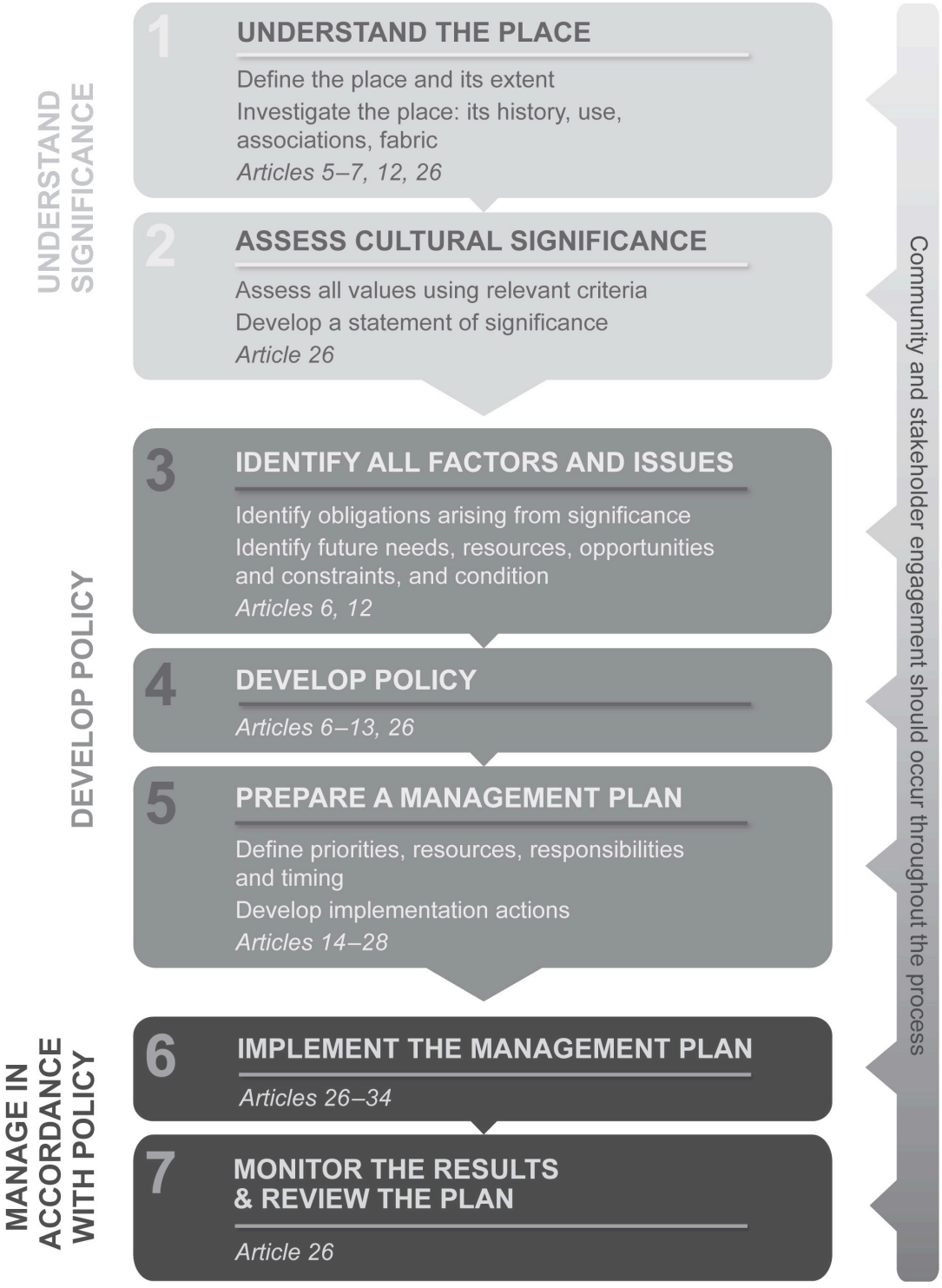
The best conservation often involves the least work and can be inexpensive.

The Burra Charter Process

Steps in planning for and managing a place of cultural significance

The Burra Charter should be read as a whole.

Key articles relevant to each step are shown in the boxes. Article 6 summarises the Burra Charter Process.



Ebony Rice

From: Jin Xu <jxu@micm.com.au>
Sent: Wednesday, 12 August 2026 11:11 AM
To: Fiona C Stevens (DTP)
Cc: Ebony Rice
Subject: RE: [EXT][SEC=OFFICIAL] Re: Willsmere - HV involvement

Caution: External Email

Good morning Fiona,

Thank you for your response.

I can confirm that the Owners Corporation has engaged a heritage consultant to undertake the required works and assessments prior to communicating with Heritage Victoria.

Thank you.

Kind regards,

Jin Xu
Senior Owners Corporation Manager

MICM
m: 0466 421 366
p: +61 3 8256 1156
e: jxu@micm.com.au
w: micm.com.au
a: 178 City Road, Southbank VIC 3006



From: Fiona C Stevens (DTP) <fiona.stevens@transport.vic.gov.au>
Sent: Wednesday, 12 August 2026 10:55 AM
To: Jin Xu <jxu@micm.com.au>
Cc: Ebony Rice <erice@kcllaw.com.au>
Subject: [EXT][SEC=OFFICIAL] Re: Willsmere - HV involvement

CAUTION: This is an external email.

Good morning Jin.
Mine and the team's capacity is extremely limited at the moment, so delays in responses are occurring. Heritage Victoria does not have the capacity to be intimately involved in every possible project for Willsmere or any other VHR place. HV provide guidance on our website to assist owners/managers of

VHR places and exemptions also provide for a range of works to be self assessed to reduce time and administrative delays for our stakeholders and ourselves. There is also the option to request a pre application where further guidance is needed.
As the regulator, it is also inappropriate for us to act as a consultant for places. As you are already aware, Willsmere should have an experienced conservation consultant to provide advice in the first instance. This will reduce frequency of preapplications for both parties and administrative burdens.

Regards

Fiona Stevens
Permits Officer, Heritage Permits | Heritage Victoria
State Planning Services and Heritage | Department of Transport and Planning
Lvl 17, 1 Spring Street, Melbourne 3001
T: 03 9935 4183
fiona.stevens@transport.vic.gov.au
www.heritage.vic.gov.au
www.dtp.vic.gov.au
My flexible part-time working arrangements are:

M	T	W	T	Non-work day
WFH	Office	Office	WFH	

I acknowledge the Traditional Aboriginal Owners of Country throughout Victoria and pay my respect to Elders past, present and emerging and to the ongoing living culture of Aboriginal people.

Get Outlook for iOS

From: Jin Xu <jxu@micm.com.au>
Sent: Tuesday, 11 August 2026 16:38:24
To: Fiona C Stevens (DTP) <fiona.stevens@transport.vic.gov.au>
Cc: Ebony Rice <erice@kcllaw.com.au>
Subject: [EXTERNAL] Willsmere - HV involvement

Dear Fiona,

I hope you are well.

May I please have an update on the email below? We are currently in the process of drafting the HV Management Policy and are hoping to have it approved at the upcoming committee meeting scheduled for Monday, 17 August.

Your feedback would be greatly appreciated to assist us in finalising the policy ahead of the meeting.

Thank you, and I look forward to hearing from you.

Kind regards,

Jin Xu
Senior Owners Corporation Manager

MICM
m: 0466 421 366
p: +61 3 8256 1156
e: jxu@micm.com.au
w: micm.com.au
a: 178 City Road, Southbank VIC 3006



From: Jin Xu
Sent: Thursday, 6 August 2026 8:24 PM
To: Fiona C Stevens (DTP) <fiona.stevens@transport.vic.gov.au>
Subject: Willsmere - HV involvement

Hi Fiona,

I hope you are well.

I am writing in relation to Willsmere, as the Owners Corporation would like to better understand Heritage Victoria's preferred level of involvement in future works at the property.

We understand that, depending on the nature of the works, some may be self-assessable, some may require a Heritage Exemption, and others may require a Heritage Permit.

The Committee would like to understand whether Heritage Victoria would prefer to be consulted each time the Owners Corporation is proposing works, so that Heritage Victoria can confirm the appropriate approval pathway (self-assessment, exemption, or permit). Alternatively, are there circumstances where Heritage Victoria would expect the Owners Corporation to make that determination independently?

The Committee is hoping to establish a clear policy or framework to guide future decision-making and ensure that all works are managed in accordance with Heritage Victoria's expectations.

We would appreciate any guidance you can provide.

Thank you, and I look forward to hearing from you.

Kind regards,

Jin Xu
Senior Owners Corporation Manager

MICM
m: 0466 421 366
p: +61 3 8256 1156
e: jxu@micm.com.au

w: micm.com.au
a: 178 City Road, Southbank VIC 3006

