

Our People, Culture & Place

A new heritage plan
for Ballarat
2016 - 2030

**PRELIMINARY
HERITAGE
PLAN**

For discussion
August 2016



The City of Ballarat is proud to acknowledge the Traditional Owners of Country which includes Ballarat today, the Wadawurrung and the Dja Dja Wurrung, and pays respect to all Elders, past and present and the Elders from other communities who reside here today. They hold the memories, traditions, culture and hope of Aboriginal and Torres Strait Islander people around Australia.



Cover image: www.hulballarat.org.au

ACKNOWLEDGEMENTS

PRELIMINARY HERITAGE PLAN PROJECT TEAM

Program coordinator/report author:

- Susan Fayad, Coordinator
Heritage Strategy, City of Ballarat

Peer review team:

- Jason Forest, Strategic Planning Consultant
- James Guy, Manager Places and Renewal (City of Ballarat)
- Jennifer Forest, Collections Management, Interpretation and Writing Consultant
- Dr. Malcolm Borg, UN Global Cities Advisor, United Nations Global Compact Cities Programme (UNGCCP)
- Mary Spencer, Student, Master of Planning (Professional), Deakin University
- Prof. Keir Reeves, Director, CRAH, Federation University Australia
- Brian Benson, Heritage Architect/Advisor (City of Ballarat)
- Daniel Henderson, Manager Arts & Culture (City of Ballarat)
- Dr. Angela Murphy, Senior Research Fellow, CeRDI, Federation University Australia
- Dr. Steven Cooke, Senior Lecturer, Cultural Heritage Asia-Pacific, Deakin University

Planning advice team:

- Jessie Keating, Coordinator Strategic Land Use Planning, City of Ballarat
- Leanne Wilson, Manager Statutory Planning, City of Ballarat

Preliminary Plan feedback:

- Ballarat Heritage Advisory Committee

Suggestions for the plan have also been received from:

- Neil Huybregts
- Ballarat Residents and Ratepayers Association (BRRA)
- Bridge Mall Shopping Centre

WITH THANKS

This preliminary paper is the culmination of work undertaken from 2012 – 2016 in partnership, consultation and/or with the support of:

- Ballarat City Council
- City of Ballarat's City Strategy, Governance, People and Community, City Infrastructure, Business Services (I.T.) and CEO Policy & Support Departments
- Ballarat Heritage Advisory Committee
- Members of the Ballarat community and community organisations
- Members of the *Ballarat Strategy (2015)* Community Reference Group
- Ballarat East Network
- Wathaurung Aboriginal Corporation
- Disability Advisory Committee
- Koorie Engagement Action Group (KEAG)
- Kristal Buckley and Dr. Steven Cooke at Cultural Heritage Asia-Pacific, Deakin University
- David McGinniss and Prof. Keir Reeves, Collaborative Research Centre in Australian History, Federation University Australia
- The team at Centre for eResearch and Digital Innovation, Federation University Australia
- Participants and speakers at:
 - Smart Cities: Building a Vision for the Future workshop, Ballarat 2016
 - Ballarat Interpretation Framework workshop, Ballarat 2015
 - International Historic Urban Landscape Symposium, Ballarat 2015 (incl. National Trust of Australia Victoria and Heritage Council of Victoria)
 - International Historic Urban Landscape Symposium, Ballarat 2013 (incl. Heritage Council of Victoria and Australia ICOMOS)
- Jason Forest, Strategic Planning Consultant
- Context Pty Ltd
- Amy Tsilemanis, Consultant
- Planisphere
- Omnilink Pty Ltd
- Sue Hodges and the team at SHP Consulting
- Public Record Office Victoria
- Jennifer Forest, Museum consultant
- Simon McArthur and Associates
- Regional Development Victoria
- Regional Goldfields Local Government Heritage Group (Mt Alexander Shire, City of Ballarat, City of Greater Bendigo, Hepburn Shire Council, Pyrenees Shire Council)
- Ros Rymer, Urban Strategy, City of Melbourne
- TimeCapsule Ballarat creators: Foresight Lane, Julian Laffey, S Morgan Creative, Sam Conney, CRAH
- Dr Ron van Oers (decd.) and colleagues at the World Heritage Institute of Training and Research for the Asia and the Pacific Region (WHITRAP) under the auspices of UNESCO, China
- Francesco Bandarin and colleagues at the United Nations Educational, Scientific and Cultural Organization (UNESCO), France
- Dr Malcolm Borg, United Nations Global Advisor, United Nations Global Compact Cities Program (UNGCCP)
- Adam Wilkinson, Edinburgh World Heritage, Scotland
- Dr. Ana Pereira Roders and Dr. Loes Veldpaus, Eindhoven University of Technology, Netherlands
- Dr. Julia Ray Perez, University de Cuenca, Ecuador
- Dr Paulette Wallace, ACS
- Dr Michael Turner, UNESCO Chair in Urban Design and Conservation Studies, Israel
- Patricia O'Donnell, Principal Heritage Landscapes LLC, USA
- Muhammad Juma, Director of Urban and Rural Planning, Zanzibar
- Prof. Ken Taylor, Australian National University, Canberra

Contents

Introduction	5
Achieving the Vision.....	10
Step 1: New ways of knowing Ballarat	23
Step 2: Incentives and Regeneration	39
Step 3: Regulatory Framework	49
Step 4: Interpreting Ballarat: Telling our stories.....	63
Step 5: Historic Collections and Public Assets	73

Appendices

1. List of principles, proposals and proposed actions.....	82
2. Regulatory-based heritage preservation model.....	89
3. Delivering the <i>Ballarat Strategy (2015)</i>	90
4. Lessons from other cities: Places for People	91
5. Heritage Gaps Review	93
6. <i>Circles of Sustainability</i> indicators	94
7. Key resources	95

Glossary and common terms

BHAC	Ballarat Heritage Advisory Committee – a committee of Council.
CoS	Circles of Sustainability – a practical tool to help us create sustainable cities and communities.
Cultural Identity	The feeling of belonging to a group. It's how we see ourselves – like calling yourself 'an Eastie' from Ballarat East.
Cultural Landscape	A landscape fashioned from a natural landscape by people (cultural group/s). It's usually associated with a geographic area.
Culture-led regeneration	Culture-led regeneration is at the heart of sustainable development. It is different to traditional concepts of urban regeneration (or revitalisation) that focus more narrowly on job creation alone. ¹ It requires reusing heritage buildings, reinforces local culture and sense of pride, and requires participatory approaches.
Heritage	"Heritage" in the broadest sense is that which is inherited'. ² It is the legacy that contributes to what makes Ballarat's people, culture and place distinctive today and what we value enough to hand on to others. According to the University of Gothenburg, Centre for Critical Heritage, 'Cultural heritage is the reworking of the past in the present.'
HO	Heritage Overlay. Part of a local City of Ballarat planning scheme which helps protect heritage places.
HUL	UNESCO's Historic Urban Landscape approach – a new conservation approach for historic cities.
MSS	Municipal Strategic Statement – a concise strategic statement in the local Planning Scheme which outlines land-use objectives with related strategies, actions and policies.
P&E Act 1987	Planning & Environment Act 1987 – the legislative framework for planning the use, development and protection of land in Victoria.
PROV	Public Record Office Victoria – the Victorian State archives authority.
QR Codes	A machine-readable code consisting of an array of black and white squares, typically used for storing URLs or other information for reading by the camera on a smartphone.
Sense of place	The combination of characteristics that makes a place special and unique. It involves the human experience in a landscape. ³
Sustainability	'Sustainability' is defined as activity that 'meets the needs of the present without compromising the ability of future generations to meet their own needs.' ⁴
UNESCO	United Nations Educational, Scientific and Cultural Organization (UNESCO) is a specialised agency of the United Nations (UN).
UNGCCP	United Nations Global Compact Cities Programme – the programme works with cities, regions and partners to progress equity, sustainability and good governance in urban environments.
VHR	Victorian Heritage Register – the statutory list of places of significance to the State of Victoria.
WHITRAP	World Heritage Institute of Training and Research for the Asia and the Pacific Region under the auspices of UNESCO, Shanghai, China. The City of Ballarat is a pilot city for HUL under WHITRAP.

¹ Source: <http://www.historic-towns.org/pdfs/Inherit%20complete%20doc%20final%20version%20pdf%20Layout%201.pdf>

² Source: <http://www.environment.gov.au/system/files/pages/f4d5ba7d-e4eb-4ced-9coe-104471634fbb/files/essay-whatisheritage-tonkin.pdf>

³ Source: <http://www.artofgeography.com/info/the-sense-of-place>

⁴ Source: Circles of Sustainability, Guideline 3.3.1. The Urban Profile Process

Introduction

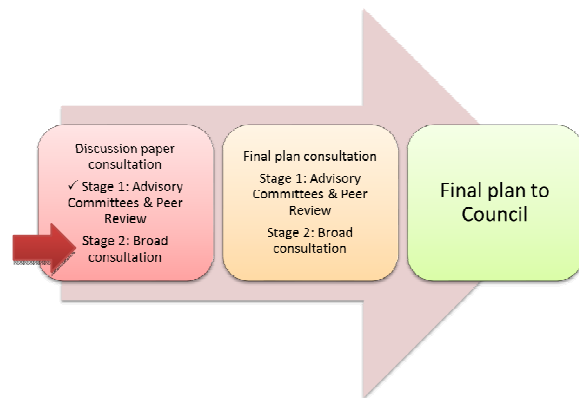
Two years ago, the people of Ballarat were asked to tell us what they think about their city. And they did! In community consultations as part of *Ballarat Imagine*, the people of Ballarat said, of all the things they value, they love Ballarat's heritage the most and want to retain it. They also told us that they want Council to show leadership to achieve their vision.

As we move into the implementation of *Today, Tomorrow, Together: The Ballarat Strategy (2015)* now is the time to respond to the community's clear message on Ballarat's heritage by developing a new Heritage Plan to take the city into the future. This plan will outline what Council, the City of Ballarat and others can do to get the best outcomes for the future of Ballarat's heritage.

This preliminary paper starts the process to deliver a new Heritage Plan for Ballarat for 2016 to 2030. It outlines a range of proposals aimed at achieving best practice care and use of Ballarat's heritage. Importantly, this plan has been developed using participatory processes with the community and stakeholders internal and external to the City of Ballarat. All this input is brought together in this document. But we need your feedback.

Further guidance is being sought from the community and a range of stakeholders on the proposals in this preliminary paper. Your feedback will help us to develop a new

heritage plan for Ballarat, to care for and use the heritage that is loved so much. The process for delivering the new heritage plan is:



The final plan will deliver the Ballarat City Council's commitment to develop a new heritage strategy using UNESCO's Historic Urban Landscape approach (Council Plan 2013-2017 Review 15/16) and helps Council to deliver a number of initiatives in the *Ballarat Strategy (2015)*. (The full list of relevant initiatives is included in Appendix 3 on page 90).

Feedback on this preliminary paper is due on **Monday 12 September, 2016** and should be directed to:

- Coordinator Heritage Strategy > ballcity@ballarat.vic.gov.au
- City of Ballarat > PO Box 655, Ballarat, Victoria 3353
- > +61 3 5320 5500

Further information on Ballarat's approach to heritage conservation is available online at:

www.hulballarat.org.au and <http://www.ballarat.vic.gov.au/sh/heritage>

What is heritage?

“Heritage” in the broadest sense is that which is inherited.⁵ It is the tangible and intangible legacy that contributes to what makes Ballarat’s people, culture and place distinctive today and what we value enough to hand on to others. In many ways ‘cultural heritage is the reworking of the past in the present.’⁶ Ballarat’s heritage is **natural** (environmental), **cultural** and **historical**.

Use of the term ‘heritage’ in this preliminary plan

According to UNESCO’s Historic Urban Landscape approach, the term ‘heritage’ must be broad and inclusive. For example, it includes all of the things that make up Ballarat’s rich, living cultural landscape. This includes Aboriginal heritage, built heritage, intangible heritage (including that of all the diverse groups of peoples’ heritage that make up the city today), natural heritage (such as Ballarat’s landscape and environment), and all other forms.

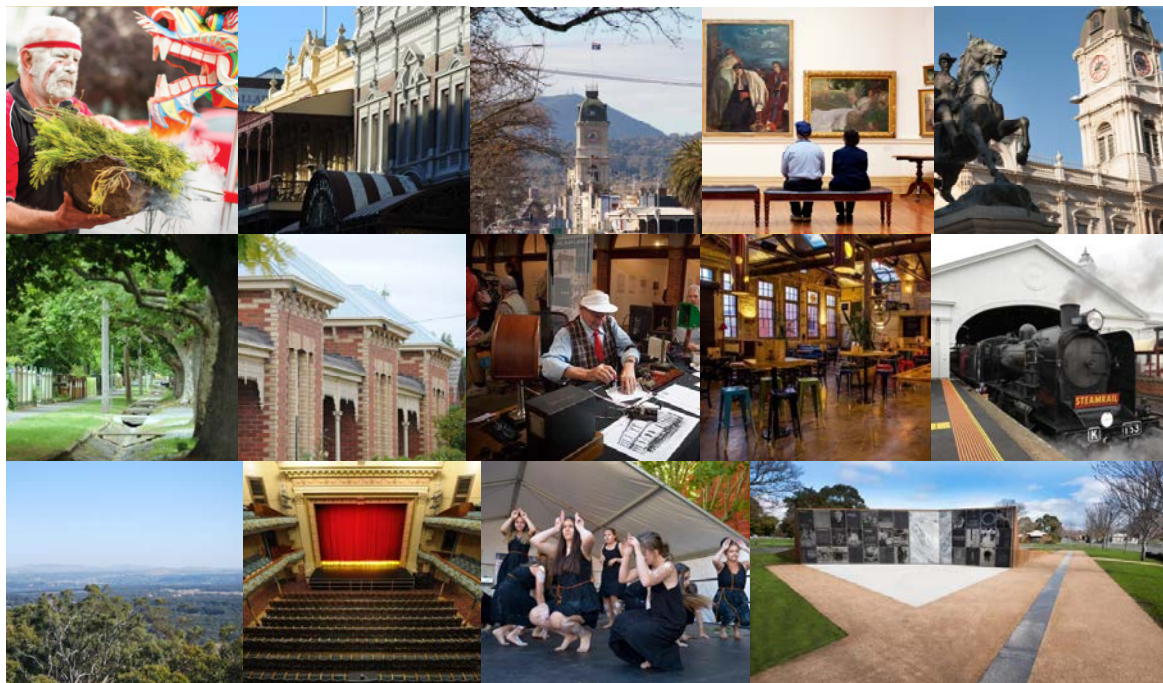
It is for this reason that, in most cases, this paper does not refer to specific types of heritage. Each section is deliberately broad in order to capture the depth and diversity of Ballarat’s heritage legacy today. Unless a specific form of heritage is mentioned, it should be assumed it refers to all forms of heritage.

Developing the preliminary paper

This preliminary paper brings together all past and current work by the City of Ballarat to outline a future plan of action. It builds on Ballarat’s heritage studies (1978-today) and the *Preserving Ballarat’s Heritage Strategy* (2010), which includes successfully established programs and policies.

More recently UNESCO’s *Historic Urban Landscape* approach and *Today, Tomorrow, Together: The Ballarat Strategy* (2015) are being applied in Ballarat. This work underpins the core direction for the preliminary plan.

(Refer also *Acknowledgements* on page 2)



⁵ Source: <http://www.environment.gov.au/system/files/pages/f4d5ba7d-e4eb-4ced-9coe-104471634fbb/files/essay-whatisheritage-tonkin.pdf>

⁶ Source: <http://criticalheritagestudies.gu.se/>

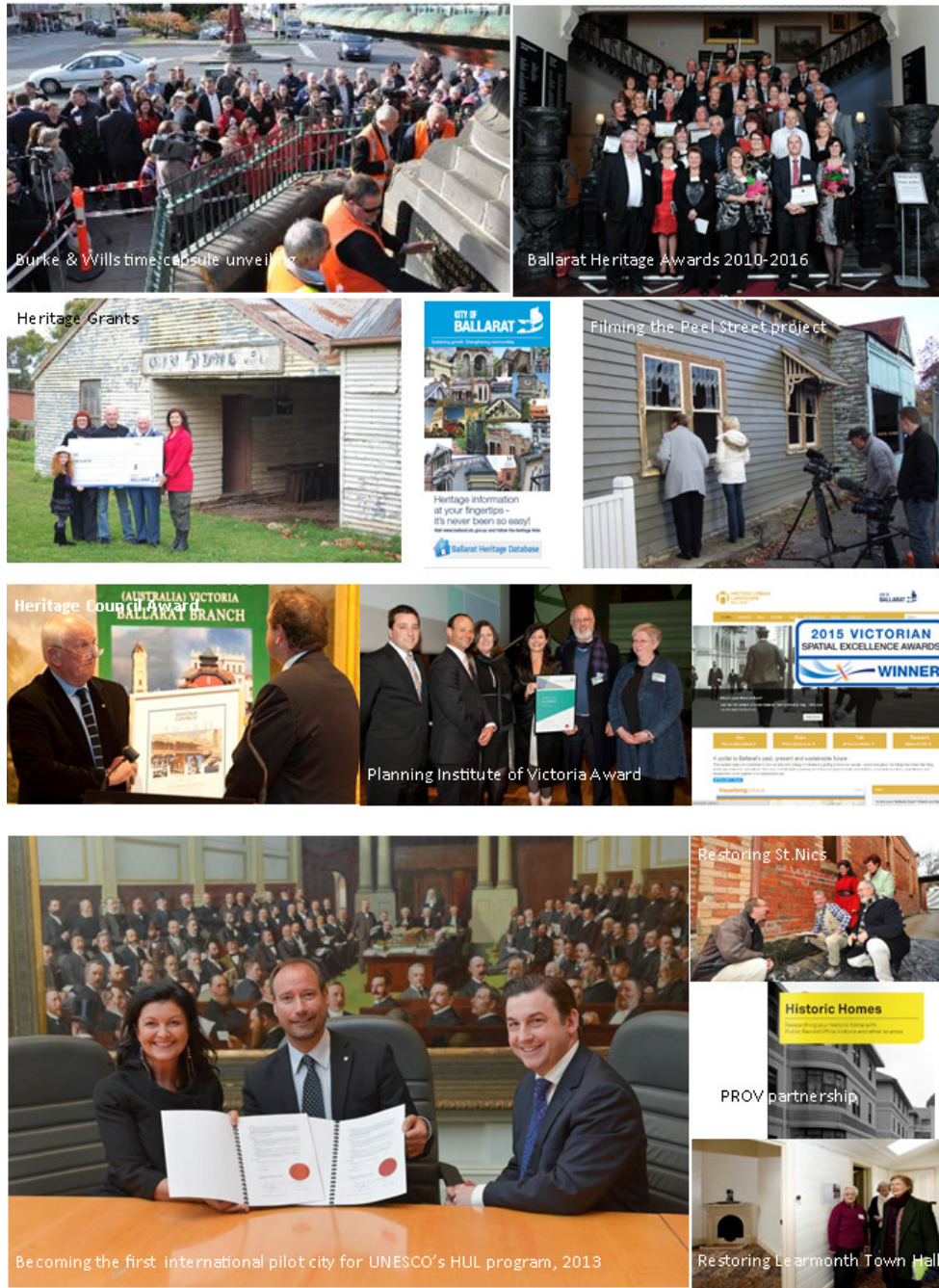


Image 1. A snapshot of Ballarat’s heritage achievements implemented since 2010. These programs and key cultural events have made a big difference to Ballarat’s heritage achievements by building pride, attracting government grants, providing support to owners of heritage places and building strong relationships with key stakeholders. The new heritage plan will build on the success of Ballarat’s work to date.



Uncle Bryon Powell welcomes participants to Country 2015



Community day, Revitalising Historic Cities 2015



Expert workshop, HUL symposium 2013



Dr Ron van Oers (WHITRAP China) Ballarat 2015



Debating the future of heritage planning, 2015



Community day, 2015

Image 2. Ballarat faces new challenges for heritage including extensive population growth, growing pressures on Victoria's regional cities and their role in the broader economy, and a changing climate. Local, state, national and international people have come together to help prepare for these challenges by developing new localised approaches to respond to these challenges for Ballarat, brought together in this plan.

Q1

Without people, "heritage" has no
meaning to the future

Musn't lose places of social & community
significance

HUL symposium
Community day,
February 2015

(Photo: Jeremy
Dillon)

Achieving the Vision

AT A GLANCE

The community has told us Ballarat's heritage is the most important thing they love and want to retain into the future. But how do we do this when we have extensive change projected for the city? We've developed a model for guiding change using a new global approach to heritage conservation: it's purpose built to address these challenges.

The key steps to achieve the vision are: New ways of knowing Ballarat; Incentives and regeneration; Regulatory framework; Interpreting Ballarat: telling our stories; and Historic collections and public assets. We achieve this through partnerships and collaboration, building our knowledge, applying people-centred approaches and making the most of Ballarat's opportunities.

1. A VISION FOR THE FUTURE OF HISTORIC BALLARAT

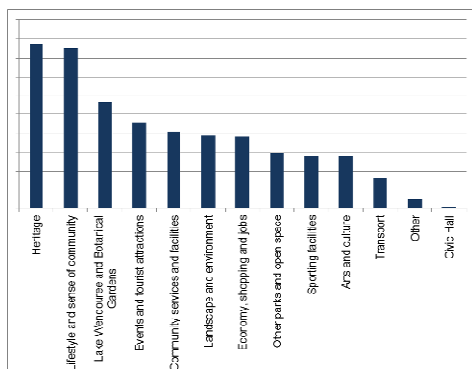
Ballarat's heritage is a big part of what makes this city distinctive. It is what makes Ballarat, well, Ballarat. There is no other place like it, and the people of the city like it that way. They love the city's heritage and want to retain it.

But they also told us it's not just the historic buildings they think of as heritage (Figure 1). They also love the lifestyle and sense of community in this city. The inheritance laid out in Ballarat's streets, places and buildings contribute to this lifestyle and sense of place, as does the cultural landscape, stories and values of the people that make up this place, Ballarat.

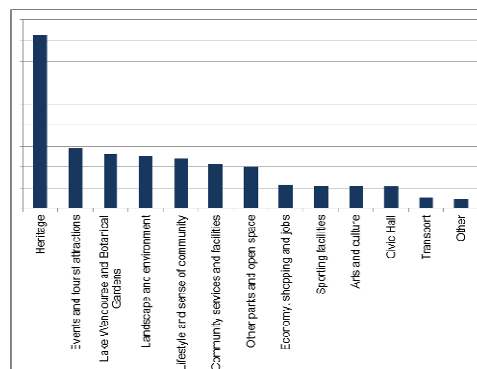
The city of Ballarat though faces significant challenges into the future. There is extensive population growth projected for the city.

Climate change and economic regeneration will also present new issues that need answers. The question then is: **How do we keep and make the most of Ballarat's heritage and develop the best responses needed to facilitate change?**

Facing these challenges, the heritage of Ballarat has a key role to play in meeting the expectations of the community as well as making the most of the unique opportunities heritage provides this city. Better awareness of Ballarat's heritage as well as sensitive use of the city's built heritage has significant potential to advance the City of Ballarat's aspirations for community welfare and economic development. Ballarat's heritage presents economic, environmental and social opportunities which make the city an appealing place to live, work, visit and do business.



Ballarat's citizens love...



Want to retain...

Figure 1 Ballarat Imagine community conversation results, 2013. These results, as well as the community's vision for more cultural and creative events and attractions ('What we imagine...') drove the vision for the *Ballarat Strategy* (2015).

Additionally, Council's lead committee on heritage, + the Ballarat Heritage Advisory Committee (BHAC), sees heritage as integral to achieving a vibrant future. Their vision is "Ballarat's future as a world class heritage place and experience is paramount."⁷ It firmly places the city in the 'world class' category recognising the distinctiveness of this city in the Australian, and wider world, offerings and highlighting the need for world's best practice in achieving this aim.

2. HOW DO WE ACHIEVE THE VISION?

In 2013, the City of Ballarat became the first local government in the world to sign onto the United Nations Educational, Scientific and Cultural Organisation's (UNESCO) historic urban landscape pilot program and implement this new approach to heritage conservation. The historic urban landscape approach (HUL) has been developed to deal with many of the challenges that are now facing our historic city and is applied progressively over the long-term.

The HUL recognises the great capacity local governments and local communities have to shape their future. It provides us with a road map for how Ballarat can evolve in ways that make the most of what people value about their city. It requires us to understand Ballarat's heritage from the context of the present and use the opportunities that this unique legacy gives us.

Three fundamental principles guide our approach to heritage under the HUL. They are both *operational* and *aspirational*. They are:

1. **Effective people-centred approaches and public participation**
2. **Comprehensive knowledge of what makes Ballarat, Ballarat**
3. **Vibrant partnerships and collaboration**

For heritage practice on-the-ground, this has meant re-imagining how we do things (Figure 2). It means being more proactive about change and, ultimately, ensuring more sustainable outcomes for the community's heritage.

⁷ Ballarat Heritage Advisory Committee's vision for the new heritage plan [Council resolution R135/15] (Revised)

Ballarat is evolving:

➤ FROM:

A regulatory-focussed preservation model.

This model mainly aims at protecting (mostly historic) heritage 'things' FROM certain types of change. To achieve outcomes, it relies heavily on technical heritage studies, thresholds and definitions (knowledge and planning tools) to put planning and enforcement systems (regulatory tools) in place. Although generally effective within its limited scope, on its own, a protection focussed model can place heritage against development and vice versa, and in some cases requires community pressure in order to achieve conservation goals. (See Appendix 2 on page 89).

➤ TO:

A holistic and sustainable conservation model.

This model inspires and guides HOW change can occur sustainably in our dynamic historic city. It uses a range of evidenced based methods including new and reimagined community engagement, knowledge and planning, and regulatory and financial tools that respond to the needs of our city. It requires new types of knowledge, people-centred approaches, effective partnerships and broad integration to achieve outcomes. (Figure 3 on page 14)

This new approach does not change the City of Ballarat's heritage responsibilities. Nor does it challenge national, state or local heritage legislation, regulations and guidelines.

What it does do is:

- provide all of us with deeper knowledge about Ballarat's natural, cultural and historical heritage from the context of the present.
- introduce more democratic, inclusive and performance-based processes.
- deliver a suite of tools that can help us to inspire, guide and deal with change.
- enable us to use planning and regulatory tools in more integrated ways to achieve better outcomes for heritage and provide a more robust framework for change.



Figure 2 Ballarat's heritage practice has evolved over time in response to emerging challenges and opportunities

Ballarat's HUL model

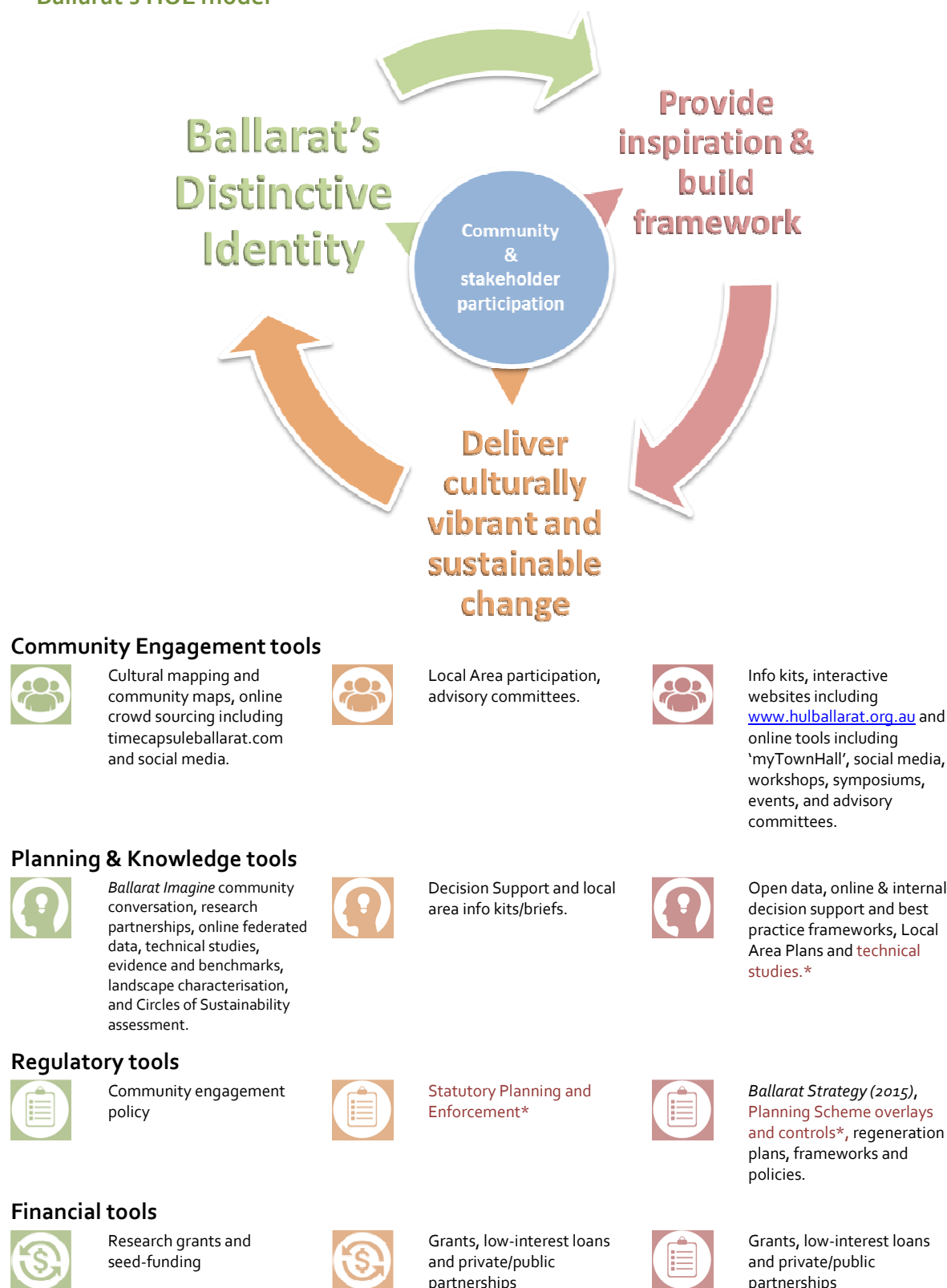


Figure 3 Ballarat's HUL model creates a virtuous cycle for sustainable conservation by ensuring change departs from and becomes part of Ballarat's distinctive identity. The model uses localised tools to achieve the best outcomes for heritage within Ballarat's particular dynamic and constantly evolving environment. * Red text identifies existing legislation, regulations and guidelines and the technical studies that underpin heritage planning and enforcement.

3. MEASURING BALLARAT'S CULTURAL SUSTAINABILITY

'A society's values are the basis upon which all else is built. These values and the ways they are expressed are a society's culture.'⁸ Ballarat's culture and heritage are inseparable.

While culture is the driving force that shapes who we are (our values) and how we express ourselves (the result of these values), our heritage is the physical and non-physical⁹ embodiment of our culture.

Keeping Ballarat's distinctive culture vibrant 'is as essential to a healthy and sustainable society as social equity, environmental responsibility and economic viability.'¹⁰

However, while there are clear ways of understanding and assessing the latter (such as the 'triple bottom-line' accounting approach which measures sustainability in terms of economic, social and environmental concerns), understanding the significant role that culture (and therefore heritage) plays in sustainable development is still relatively new.¹¹ It's for this reason that this preliminary plan is introducing a purpose-built tool which helps us to assess our cultural sustainability and better target our actions. It's called the *Circles of Sustainability*.

The tool has been developed to:

- '...ensure that the cultural assessment process works for urban-based projects and is applicable in different towns and cities across the world, taking into account their very different forms;

⁸ Source:
[http://www.culturaldevelopment.net.au/community/Downloads/HawkesJon\(2001\)TheFourthPillarOfSustainability.pdf](http://www.culturaldevelopment.net.au/community/Downloads/HawkesJon(2001)TheFourthPillarOfSustainability.pdf)

⁹ Non-physical heritage (known as intangible heritage) can include, for example: traditions, performing arts, social practices, rituals, festive events and traditional crafts (Source:
<http://www.unesco.org/culture/ich/en/what-is-intangible-heritage-00003>)

¹⁰ Source:
[http://www.culturaldevelopment.net.au/community/Downloads/HawkesJon\(2001\)TheFourthPillarOfSustainability.pdf](http://www.culturaldevelopment.net.au/community/Downloads/HawkesJon(2001)TheFourthPillarOfSustainability.pdf)

¹¹ Source:
<http://www.circlesofsustainability.org/assessing-cultural-sustainability/>

- ...ensure that the process meets the needs of local municipalities in respect of a number of basic requirements such as being accessible, learning-based, graphically simple, built around participatory engagement and so on; and
- ...provide a research base that underpins good practice in this area.'¹²

The *Circles of Sustainability* tool is implemented through the United Nations Global Compact Cities Programme (UNGCCP). The UNGCCP has generously been working with the City of Ballarat on a volunteer basis to build indicators that are specifically tailored to Ballarat's HUL program. It helps us to measure the implementation of our heritage plan over time and will help guide future actions.

The results of this work (the baseline study) will be included in the final heritage plan.

The UNGCCP has invited Ballarat to be a part of its program, meaning that we can have ongoing assessments greatly supported by UN Global Cities Compact experts. The final heritage plan will include an action to officially join the Global Cities programme. The importance of becoming a signatory to this program has also been recognised as a strategic action in the City of Ballarat's Economic Program 2015-2019 under the heading 'innovation'.¹³

Applicability of the Circles of Sustainability for Ballarat

The *Ballarat Strategy (2015)* told us that 'sustainable societies are ones that are distinctive, diverse, adaptable and resilient to change. To deal with complex problems such as Ballarat's projected population growth and environmental climate change means managing Ballarat's economic, political, ecological and cultural issues in an integrated and holistic way.' This is what the *Circles of Sustainability* helps us to do. It gives us a holistic picture of Ballarat and the things that can drive change.

The indicators set up in this tool for the HUL approach not only measure the impact of policies like the planning scheme. The tool kit

¹² Ibid.

¹³ City of Ballarat (2015) Economic Program 2015-2019. P.43

includes all the mechanisms which contribute or influence heritage in Ballarat's complex and dynamic environment, including tourism management, industry and socio-economic development.

Measuring how we're managing our natural, cultural and historical resources and heritage assets through the HUL approach requires working towards sustainable conservation and development.

How does the Circles of Sustainability work?

The tool provides us with a simple top-level diagram that highlights the things we do well and the things we can do better, holistically and within our own local context. The example below shows top-level results for the city of Melbourne (Figure 4).



Figure 4 Melbourne's City Scan¹⁴

Although simple at the top-level, these findings are underpinned by indicators (Appendix 6 on page 94) and performance-based analysis which is provided to the City of Ballarat as part of the assessment. Importantly, the assessment requires participatory approaches, meaning that not only statistical but a human assessment of Ballarat's progress is incorporated into findings.

Using the Circles of Sustainability findings to guide our approach for heritage

Whilst not all the indicators used in the tool are directly applicable to heritage, all of the findings are interrelated and provide us with an interdisciplinary way of measuring Ballarat's overall sustainability.

The detailed findings from the *Circles of Sustainability* tool not only tell us how we're performing. They also help us to identify what, if anything, needs to change so that we can *improve* our performance.

For example, from an early assessment of Ballarat using the *Circles of Sustainability* tool we know that, as in the case of Melbourne (Figure 4), our *least* vibrant quadrant is **ECOLOGY**. (Ballarat's assessment is being finalised and will be included in the final heritage plan). Among a number of things, this area measures our natural and built environments. Much of our tangible heritage is included in this quadrant.

Analysis indicates that to improve ecological conditions in our city and surrounds we need to work more collaboratively with local communities from the outset of our planning.

Guided by the *Ballarat Strategy (2015)*, the City of Ballarat is currently undertaking a series of participatory Local Area Plans. The *Imagine Ballarat East – The Ballarat East Local Area Plan* is closely applying the HUL approach.

The findings in the draft map being developed by the Ballarat East community show us that the community really values their natural environment like the forested ridge to the east, the built character and 'higgledy piggledy' spatial layout of their neighbourhood (Figure 5). As a result these findings are more likely to be prioritised in subsequent planning and policy initiatives.

¹⁴ Source:

<http://www.circlesofsustainability.org/cities/melbourne/>

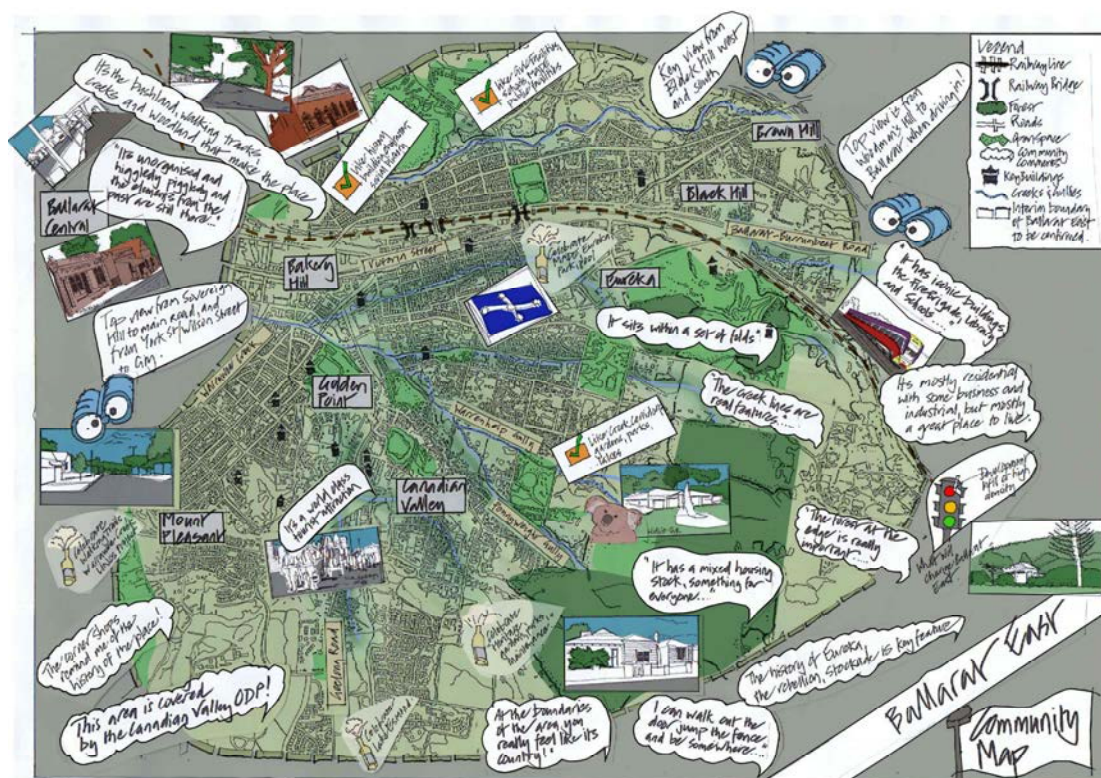


Figure 5 Ballarat East draft (2) cultural map (2016)

4. UNDERSTANDING OUR OPPORTUNITIES AND CHALLENGES

The attraction of heritage

Many people crave stories, history and heritage. We can find inspiration in unique spaces and places, from quirky old laneways to grand historic streetscapes and all the stories that come with them. Ballarat's history and heritage is widely known and has strong appeal with residents, businesses and visitors, both in Australia and internationally.¹⁵

Economic challenges

The City of Ballarat is a regional capital, gateway to Western District and provides valuable retail, health and education services to more than 400,000 people. A city with a

long legacy of manufacturing and agricultural support, its economic future is changing as these sectors restructure. Manufacturing is likely to become more niche and specialised.

Knowledge sector employment in the creative industries and particularly health and education will play an increasingly large role in Ballarat. The city is also well-recognised within the tourism sector for its premier cultural institutions and events.

Heritage is a positive contributor to balanced economic growth. It can be a powerful marketing tool with its appeal providing a competitive edge for attracting and retaining residents, businesses and visitors.¹⁶ Heritage can also contribute to social wellbeing, improving housing prices, generating employment and inspiring innovation in the creative and cultural industry sector.

¹⁵ Globally, there is growing recognition that culturally vibrant cities – such as historic cities – build stimulating environments, acting as incubators for diverse groups of people (HUL Guidebook 2016). Our significant and diverse heritage legacy provides us with a unique opportunity to *make the most of what we've got* for a culturally rich, highly appealing, distinctively competitive and vibrant regional city. Additionally, Australia's Aboriginal cultural heritage – both tangible and intangible – is of huge interest to international visitors.

¹⁶ Tonkin et al (2012) Developing Victoria's Goldfields into Australia's Cultural Heritage Region (Final Report)

Population growth

One of the most pressing challenges facing Ballarat as a historic city is population growth. Ballarat has experienced above trend growth for more than a decade. However, recent projections see this growth accelerating (Figure 6). By 2040, there is forecast to be around 160,000 people calling Ballarat home. With a current population of 100,000, this means Ballarat will need to accommodate a 60% population increase over the next 24 years and adapt to the needs, values and aspirations of a growing and more diverse population. If not managed well this growth may also impact on Ballarat's highly valued social connectedness.

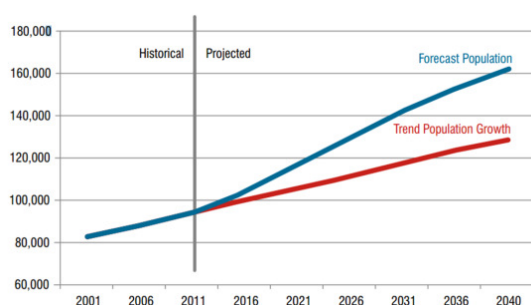


Figure 6 Forecast population growth¹⁷

Climate change

According to UNESCO 'climate change is one of the defining issues of our time.'¹⁸ It 'has now emerged as one of the most serious threats'¹⁹ impacting on the conservation of the world's heritage.

Surprisingly, given the level of this threat it is difficult to find detailed information about the vulnerability of our heritage to the impacts of climate change. We do know that in Ballarat climate change will include extreme temperature periods (hot and cold), a reduction in rainfall and increase in frequency of heavy/extreme rainfall days, increased and more unpredictable storms, and infrastructure breakdown (including deterioration of historic buildings).²⁰

A challenging future for Australia's heritage

The Australian Government's report *Implications of climate change for Australia's World Heritage Properties: A Preliminary Assessment* states that 'It is likely that, with continued global warming, there will be substantial reductions in the area of rainforests, declines in the abundances of native fauna and flora, expansion of woody vegetation into arid and semi-arid rangelands.... Changes in the abundance and distribution of many species, including the extinction of indigenous plants and animals with limited dispersal capabilities and/or narrow climatic tolerance ranges, are also expected. These impacts are likely because rates of climate change are highly likely to occur faster than the rates of evolutionary adaptation of many plant and animal species. Extreme weather events are likely to result in irreversible damage (i.e. erosion) to geological, geomorphologic and physiogeographic heritage... Furthermore, the preservation of unique cultural values—including Aboriginal middens, sea cave deposits, archaeological sites, rock art and cave art sites—is highly dependent on the maintenance and protection of their underlying landforms from climate change impacts. Other cultural values, such as architectural heritage, are also likely to be affected by climate change but to a lesser extent, at least in the short term.' The report recognises that climate change will modify the values associated with our heritage.²¹

QUESTION

? What other impacts, opportunities or challenges do we need to consider in the final plan?

¹⁷ Source: City of Ballarat (2015) The Ballarat Strategy

¹⁸ Source: <http://en.unesco.org/themes/addressing-climate-change>

¹⁹ Source: World Heritage papers n°22 - May 2007, Climate Change and World Heritage <http://whc.unesco.org/en/series/22/>

²⁰ Adapted from: http://www.ecoinnovationlab.com/wp-content/attachments/360_VEIL-Ballarat-Vision-Report-FINAL-copy.pdf

²¹ Source:

<http://www.environment.gov.au/system/files/resources/0e1207d8-6078-43e0-8f48-d17100efe786/files/worldheritage-climatechange.pdf>

A UNIQUE OPPORTUNITY:

World Heritage bid – Central Victorian Goldfields

Since the late 1980s, numerous regional and state stakeholders have championed the World Heritage listing of the central Victorian Goldfields region.

In 2009, the Goldfields municipalities (13 in total) led by Central Goldfields Shire commenced a cross-regional and cross-government project to maximise the economic and liveability potential of the broader Goldfields region. This included a focused regional, cultural heritage, tourism-driven, investment strategy for this significant tourism region - a region that has traditionally been underdeveloped compared to other iconic areas of the state better known for their natural heritage values and obvious visitor appeal. This project, titled *Victorian Goldfields - Australia's Premier Heritage Region*, is now included in various strategic and planning documents including the Victoria's Regional Tourism Strategy 2013-2016.

The scoping study for the *Victorian Goldfields - Australia's Premier Heritage Region* recommended pursuing a formal World Heritage Listing to UNESCO for the Castlemaine Diggings National Heritage Park and surrounding region that could also be used to promote the cultural heritage of the whole Goldfields region as a world class tourism destination, including the recommendation of a "revolving" fund for priority Goldfields heritage restoration projects. The Victorian Government Parliamentary Inquiry into Heritage Tourism and Ecotourism (2014) supported World Heritage Listing for the Goldfields, commenting on its economic benefits.²²

Most recently momentum has built to review the Australian Government's World Heritage Tentative List and it is now Victorian Government policy to move towards the inclusion of the Victorian Goldfields on the National Tentative List as a means to recognising the historic landscapes and cities of the region and using this as a driver to tap into further cultural tourism and lifestyle revenues throughout the Goldfields.

Opportunities for Ballarat include new funding streams, enhanced image, new tourism markets, increased research appeal, new knowledge about our city, and global partnerships and support.

²² Source: Victorian Goldfields Tourism Executive

5. DELIVERING THE BALLARAT STRATEGY (2015) THROUGH THE HERITAGE PLAN

Today, Tomorrow, Together: The Ballarat Strategy (the *Ballarat Strategy (2015)*) outlines the long-term plan for Ballarat. It is supported by key concepts, policies and actions that will underpin land use decision-making in Ballarat to 2040. A comprehensive range of policy directions and actions outline the plan to get there, based around two key platforms:

1. *The '10 Minute City'*
This concept in Ballarat reflects community aspirations to maintain existing or improved levels of local access to destinations and services as the city grows over time.
2. *The 'City in the Landscape'*
This concept reflects Ballarat's enviable physical, cultural and historical location within its landscape. It recognises that nothing should be viewed in isolation of its physical and non-physical context.²³

The HUL approach has been embedded in the *Ballarat Strategy (2015)*. As a result the heritage plan will help the City of Ballarat to deliver a number of key initiatives from this strategy. (The full list of relevant initiatives is included in Appendix 3 on page 90).

6. IMPLEMENTING AND REVIEWING THE HERITAGE PLAN

The final heritage plan will be implemented in a series of stages over the life of the plan. During the preliminary heritage plan review we will consult with stakeholders to identify who needs to be involved at each stage and how we can best implement the final actions. This will be outlined in the final heritage plan.

The final plan will be reviewed **every two years** to ensure that we are meeting the benchmarks set for heritage through the *Circles of Sustainability* assessment.

Where we need to implement new practice methods, we will use the 'Circles of Practice' approach to apply them and test their effectiveness over time (Figure 7).

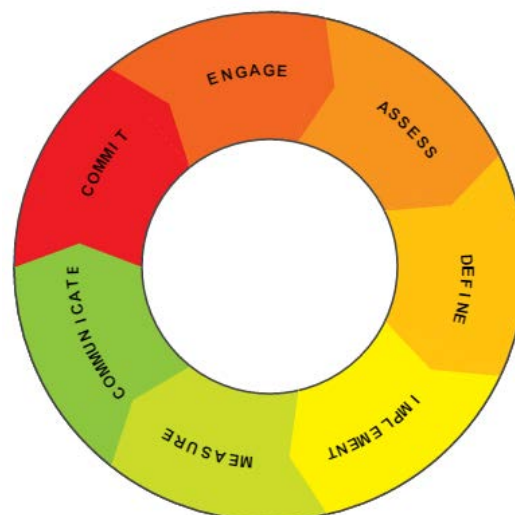


Figure 7 Stages and Phases²⁴

²³ Source: <http://www.ballarat.vic.gov.au/pbs/city-strategy/ballarat-strategy.aspx>

²⁴ Source: <http://www.circlesofsustainability.org/circles-overview/process-circles/>

THE STEPS AT A GLANCE

The five steps proposed to deliver a new localised model for achieving sustainable heritage conservation outcomes:

 STEP 1 New ways of knowing Ballarat Page 23	We're depending on new ways of knowing Ballarat to guide every part of the heritage plan so it's essential we work hard to capture, consolidate, use and share this deeper understanding of our city. This section proposes to work with others to expand our knowledge and build our capacity to help us make the most of Ballarat's heritage.
 STEP 2 Incentives and Regeneration Page 39	There is a need to better connect Ballarat's heritage with both social and economic goals. Culture and citizen-led regeneration projects and financial tools can help us to make sure our heritage has a vibrant future. This section proposes a number of options including rolling out culture/citizen-led transformation strategies and establishing innovative financial solutions.
 STEP 3 Regulatory Framework Page 49	The planning system includes two basic processes relevant to managing Ballarat's heritage: developing policy and changing planning regulations (the Planning Scheme) – this is 'strategic planning'; and, applying the existing regulatory framework – this is 'statutory planning'. The latter requires an assessment of a proposal for change against the local planning scheme and therefore its contents, as well as the business processes applied up to this point, are critical. Heritage protection in Ballarat has been progressively put in place through the Ballarat Planning Scheme since 1978 and in many ways it demonstrates <i>evolving</i> heritage practice. By applying the HUL approach, we now know there are opportunities to use the Planning Scheme and the planning permit process in more informed, integrated and people-centred ways to achieve better outcomes. Based on the HUL approach, we propose actions to address particular land use and development issues for Ballarat's heritage and local communities as well as actions that will improve how the Planning Scheme and our statutory planning processes operate.
 STEP 4 Interpreting Ballarat: Telling our stories Page 63	Storytelling (interpretation) is a valuable tool. Many successful tourism and cultural institutions have long recognised the power of the story. Best practice interpretation can build appreciation for Ballarat's heritage and help us re-connect in new ways with our city. It can also greatly enhance visitor experiences and increase visitation to the city. To date, we haven't made the most of Ballarat through interpretation. This section proposes a new <i>Interpretation Framework</i> to help interpretation of Ballarat's extensive stories flourish in our city and finding innovative alternatives to signage and ways of experiencing places.
 STEP 5 Historic Collections & Public Assets Page 73	The City of Ballarat is responsible for an array of historic public assets including objects, historic records, public buildings, gardens, places and spaces. In addition, many other organisations care for historic assets and collections. These historic collections can provide us with the rich resource to know our city and tell Ballarat's stories – we can't do this without them. This section proposes recognising our public assets as important, undertaking a range of steps to unlock Ballarat's stories, and taking action to provide appropriate storage and access to City of Ballarat's historic collections.

For a comprehensive list of principles, proposals and proposed actions, see **Appendix 1 on page 82**.

identity
sense of place
heritage
values
distinctiveness
built environment
perceptions
land use patterns
dimensions
economic processes
contemporary elements
hydrology
urban structure
historical
diversity
visual relationships
spatial organisation
cultural practices
natural features
social
infrastructures
intangible heritage
geomorphology
topography
gardens
above
openspaces
punor6mo1a
puno6mo1a



Step 1: New ways of knowing Ballarat

AT A GLANCE

We're depending on new ways of knowing Ballarat to guide every part of the heritage plan so it's essential we work hard to capture, consolidate, use and share this deeper understanding of our city. This section proposes to work with others to expand our knowledge and build our capacity to help us make the most of Ballarat's heritage.

Ballarat's heritage is a distinguishing feature of our city. It is diverse and exists within a complex and constantly changing environment.

What does HUL need us to do?

The HUL approach opens up a whole new world of knowledge by *expanding* what we traditionally think of as Ballarat's heritage (Image 3 opposite). It also requires us to understand heritage, not as static and unchanging, but as part of a complex, dynamic and living environment.

To ensure we make the most of our heritage, we need to understand, capture and depart from *all* the things that frame Ballarat's **local identity, culture and distinctiveness**.²⁵ And we need to collaborate with local citizens, stakeholders, networks, experts and researchers to do this well.

According to the approach it's all these things that are taken as a **point of departure** in the overall management and development of our city,²⁶ highlighting the importance of having and using this information.

Image 3 (opposite) The HUL approach helps us to understand all the things that make Ballarat, Ballarat – this is both the legacy of the past and the legacy we're leaving.

What are we doing now?

There is already a huge amount of knowledge about Ballarat and its people which has been captured over millennia. This knowledge is expressed *intangibly* through oral stories and values, kept in our memories and demonstrated in our skills and traditions. It can also be captured *tangibly* in things like books, letters and newspapers (for example) and even demonstrated in the built and natural environment.

Today, this information is spread across many different places, people, organisations, experts, in private collections and even around the world; and we create new kinds of information about Ballarat and its people every day (Image 4).

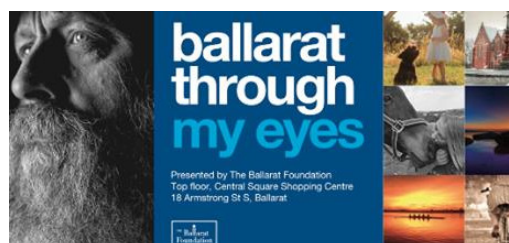


Image 4 Digital platforms are changing how we capture and share knowledge and who tells the stories. The image above is from the 'Ballarat through my eyes photography competition' Facebook page.

²⁵ Today, Tomorrow, Together: The Ballarat Strategy (2015) Embracing the urban and rural landscape (4, p.16)

²⁶ WHITRAP, City of Ballarat, Federation University Australia (2016) *The HUL Guidebook*.

Next Steps

While there is much knowledge about our city, the HUL approach is highlighting gaps. To begin filling these gaps we've undertaken a series of new types of studies (e.g. landscape appraisals) and started capturing local values through community engagement programs (e.g. *Ballarat Imagine* (2014), local area and township plans, and projects). We've also hosted workshops with a range of experts and local citizens to test ideas about what kinds of knowledge we need, and collaborated with researchers to find new ways to bring together knowledge about our city, such as www.hulballarat.org.au.

Although we're on the right path, we still have a way to go. We're depending on *new ways of knowing Ballarat* to guide every part of the heritage plan so it's essential we continue to work hard to **capture, consolidate, use and share** a deeper understanding of our city - helping all of us make the most of Ballarat's extensive heritage.

We can't do this alone so we're proposing to:

- Capture and use comprehensive knowledge about what makes Ballarat, Ballarat, by:
 - Developing a *Statement of Significance* for Ballarat.
 - Understanding Ballarat in the context of the central Victorian Goldfields region.
 - Employing new methods and processes for technical studies.
 - Increasing HUL related data through online 'open data' platforms.
 - Supporting the evolution of www.hulballarat.org.au, and www.visualisingballarat.org.au and other knowledge building projects.
 - Capturing and sharing information created during projects, events, workshops and symposiums.
- Build capacity for addressing challenges by gaining knowledge through vibrant partnerships and collaboration:
 - Making new forms of collaboration with local citizens and stakeholders a normal part of our everyday practice.

- Building our capacity to foster collaborative research partnerships.
- Updating the Ballarat Heritage Advisory Committee Terms of Reference and strengthen its membership.
- Continuing to build international networks and partnerships.

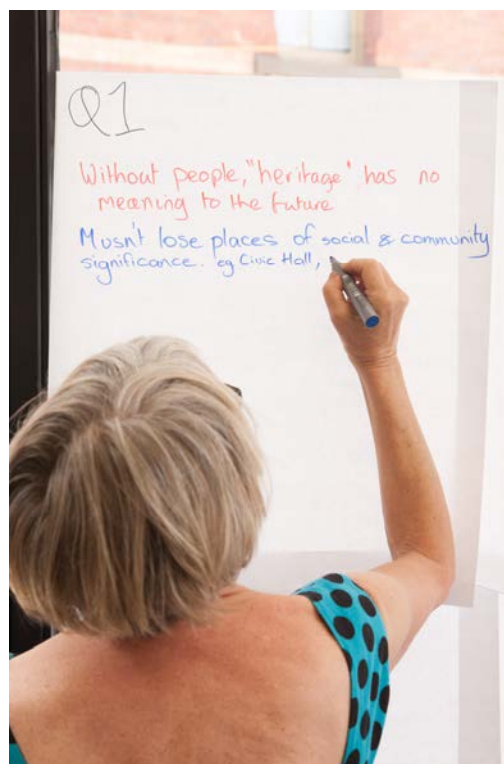


Image5 Community day, International HUL symposium, Ballarat 2015. (Photo: Jeremy Dillon)

PRINCIPLE 1: CAPTURE AND USE COMPREHENSIVE KNOWLEDGE ABOUT WHAT MAKES BALLARAT, BALLARAT

To help ensure Ballarat's heritage is a core part of the city's future we need to capture, share and continually evolve knowledge about Ballarat in all sorts of ways - including innovative technologies like 3D mapping and publically-accessible online tools.

PROPOSAL 1: Develop a *Statement of Significance* for Ballarat

A *Statement of Significance* is a method of synthesising a range of information into one statement 'that clearly establishes the importance of [a] place'.²⁷

A comprehensive and over-arching *Statement of Significance* for Ballarat could provide a foundation for:

- Tourism campaigns
- Business marketing
- Key messaging in brochures and engagement media
- Informing regulatory tools, such as the Ballarat Planning Scheme
- Websites
- High-level bids, including those to attract events and recognise the city's heritage.

Steps for developing a *Statement of Significance* for Ballarat include:

1. Understanding the complexity and diversity of community values and perceptions, engaging with the communities of Ballarat, and recognising the values held by wider communities including visitors, researchers, Victorians and Australians.
2. Identifying the relative significance of elements of Ballarat as evidence of world, national and Victorian themes, and therefore the importance of Ballarat as an exemplar.

To date, *Statements of Significance* have been developed to provide a basis for heritage protection and management of a single place or historic area by understanding the following:

- What is significant?;
- How is it significant?; and
- Why is it significant?;²⁸

Using this concept and applying it broadly for our city, a rich and nuanced (i.e. subtle differences) understanding of all Ballarat's values in a single *Statement of Significance* would provide high level information to guide the development of effective and integrated strategies.

QUESTION:

? What else would a *Statement of Significance* for Ballarat be useful for?

(Source: Some discussion adapted from: Context Pty Ltd (2013) *Mapping Ballarat's Historic Urban Landscape Stage 1 Final Report: City of Ballarat*. Background image source: www.visualisingballarat.org.au)

²⁷Source: http://www.dtp.vic.gov.au/_data/assets/pdf_file/0009/238689/PNo1-Applying-the-heritage-overlay-published-1-Oct-2012.pdf
²⁸Ibid.

PROPOSAL 2: Understand Ballarat in the context of the central Victorian Goldfields region

The following draft 'preamble' is an initiative of the Goldfields Region local government heritage group. Understanding Ballarat as part of this very significant region provides a broader context for Ballarat's distinctive heritage and cultural landscape today. It is proposed to use the statement to inform the *Statement of Significance* for Ballarat (previous page) and include in the final heritage plan.

Excerpt from the Draft Central Goldfields Region heritage preamble

The central Goldfields region of Victoria possesses the world's most expansive and intact representation of a nineteenth century gold rush landscape. It is an area of about 25,000 square kilometres with a current population of about 350,000, embracing over 40 historic cities, towns and settlements and numerous rural landscapes within parts of fifteen local government areas. The whole region features important indigenous heritage together with the varied impacts and features from a frenetic period of European settlement when gold was found and dug up in vast quantities. The region is dotted with mining relics, simple and grand dwellings and large, often out of scale, public buildings and works, built on the back of the wealth from gold and dating from the initial discovery in 1851. This distinctive landscape demonstrates the interplay between diverse cultures – from the Aboriginal people who actively participated in Victoria's gold economy to the new inhabitants who travelled thousands of miles in search of their fortune....

...That the Victorian goldfields are spoken of in terms of world significance builds its regional and national standing. All the components of this region play their part, but it is the sheer size and scale of the region, the sum of the parts, the totality of the collection, the diversity of the experience, which establishes its importance and prominence. As one of the contributing local government areas, Ballarat's heritage is an integral part of the Victorian Goldfields and contains buildings, features, sites, localities and areas representative of the core features of this extraordinary period in the settlement of Australia.

Excerpt from Budge, T (2016) Victoria's goldfields region – draft statement of significance for Regional Goldfields Heritage Group: City of Greater Bendigo, City of Ballarat, Mt Alexander Shire Council, Pyrenees Shire Council.

PROPOSAL 3: Employ new methods and processes for technical studies

Technical studies can provide us with a depth of information that we can use to apply regulatory tools, develop interpretation (i.e. telling the story of Ballarat to engage visitors) and inform many decisions. These studies are often the starting point for projects, however through HUL we need to rethink how, when and why we undertake them (Concept 1).

This proposal is to broaden the processes and methods we use for technical studies in line with the HUL approach (Diagram 1).

Concept 1

A new type of technical study aimed at informing Planning Controls

Getting to know Ballarat in new ways means undertaking broader kinds of technical studies. For example, many local citizens tell us that the particular 'feel' of their area is part of what they love about their neighbourhood. In response, we need to identify the attributes that give their suburb its sense of place and we need to do this in ways that meet land-use planning and other requirements.

Character appraisals are not common, particularly in Australia. Although Heritage Victoria and the Heritage Council of Victoria have published (draft) guidelines for change in heritage areas, the United Kingdom has taken a different approach, developing very accessible toolkits that enable community input and localised outcomes. Character appraisal tools can help us to define what contributes to the special characteristics and sense of place in our cities. When applied for Ballarat, these appraisals could also provide great inspiration for how we can reconnect and regenerate places, and inspire change (see Case Study 1 on page 28 and 'opportunity' on page 29).

(Adapted from Borg, M (2016), Draft Ballarat City Character Appraisal and Assessment: City of Ballarat)



Diagram 1 Grounding background technical studies in a people-centred 'HUL' process.

(Adapted from Planisphere, Jason Forest, City of Ballarat (2015) Ballarat's Historic Urban Landscape Program – Stage 2.1: Implementing the Historic Urban Landscape Program through the Planning System)

Case Study 1

Reconnecting with Ballarat's historical legacy: A snapshot from the draft Ballarat character appraisal and assessment²⁹

THE CITIES IN THE CITY

When examined more closely, the city of Ballarat has been developed along the lines of the ancient classical city. It has an affinity in its design, planning, siting and function to the Greek and Roman Cities on which Victorian city models developed. The early planning of these cities inspired people to come together, explore ideas and be innovators.

? Could understanding how Ballarat was designed in this way help us inspire innovation today?

The Agora: The Political City and the Market City

The word 'Agora' is Greek for 'open place of assembly' and early in the history of Greece, designated the area in the city where citizens could gather to hear civic announcements, muster for military campaigns or discuss politics. Later the 'Agora' evolved as the marketplace of a city where merchants had their shops and where craftsmen made and sold their wares. In the case of Ballarat, the 'Agora' is the central city core dominating the hill which was considered the area of *temporal power*. The political and market city still dominates the centre of Ballarat, marked by the steeples of power, control and government. Today, Ballarat's 'market city' is dominated by various establishments from malls to catering and estate agents. The area is definitely a traders and merchants area with banking and tertiary services, including accommodation.



(Above) The hub of the city: temporal power, trade and commerce.



(Left) Public gatherings still occur in the centre of the city today.



(Above) The City on the hill and the Eureka Site: The two historic poles of temporal power in Ballarat.

? What's it mean to be located in the centre of the city today? Who's there and who isn't?

The Processional Way

The Processional Way is a common feature of ancient cities. It was usually lined with statues dedicated to heroes. Ballarat's axis along Victoria Street, Bridge Mall, Sturt Street and Remembrance Drive is an extensive, processional way, stretching from west to east for more than seven kilometres with the mall dissecting it midway. The section of Remembrance Drive with the Arch of Victory and Avenue of Honour extends the processional way a further 22 kilometres.



(Above) Monuments lined over the central strip in Sturt Street portray the history of the City.



(Left) The Processional Way is still used as the place we go to honour our heroes - for example, celebrating Michelle Payne's Melbourne Cup win in 2015.

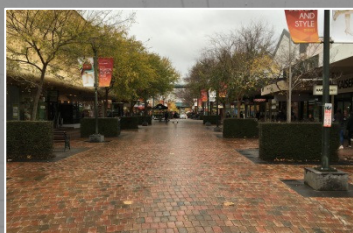


(Above) The Avenue of Honour (Red), Sturt Street (Orange) and Victoria Street (Yellow) form a continuous processional way which interconnects Ballarat city and extends out almost to Learmonth. The processional way travels in line with many traditional Aboriginal landmarks like Mount Warrenheip, Lake Wendouree, Mullawallah Wetlands and Lake Burrumbeet.

? Who inspires us today?

Who are Ballarat's contemporary heroes? Who do we get our inspiration from? Is anything missing from Ballarat's processional way?

²⁹ Discussion in this case study is adapted from Borg, M (2016), *Draft Ballarat City Character Appraisal and Assessment: City of Ballarat*.



OPPORTUNITY: Reconnecting the Bridge Mall

For many years now the Bridge Mall has been highlighted by many local people as a place that needs reimagining including during *Ballarat Imagine (2014)*. Bridge Mall was once 'a busy street with a cosmopolitan landscape; now "peaceful" and paved' (Borg, M 2016b). Imagine a regeneration project to "reconnect" Bridge Mall and the 'processional way' and bring back vibrancy – not necessarily bringing back cars but being adaptable enough for future possibilities. (Just imagine what new ways of getting around the 22nd Century could bring!).

Using the market city and processional way concepts (previous page) to lift the appeal of the mall with places to honour people and mingle with others, and introducing new kinds of culture-focussed public art, cultural events, urban design and heritage conservation programs, this project may:

- ✓ Honour past and present people who inspire today's citizens through storytelling, artworks and statues spilling into Bridge Street from Victoria Street and Ballarat East and leading into the central city.
- ✓ Introduce a series of yearly cultural events like a big outdoor arts and craft market that changes the identity of the area, for example over the Christmas holiday period.
- ✓ Use urban design to encourage public gatherings in open areas (just like the monster meetings during Eureka!) and Bohemian-style 'innovation think-tanks' in quirky places, like alley ways and trendy cafes.
- ✓ Provide funding to help owners reinstate facades and verandahs on historic buildings.
- ✓ Reduce visual clutter to strengthen the sense of place and the processional way.

So, how would we take something like this to the next level? Steps would include:

- Setting up a stakeholder-based 'transformation committee' to drive the project and engage directly with property owners (see PRINCIPLE 3 on page 40).
- Assess the possibilities (which includes understanding and working with stakeholders, including the local community, potential public/private partnerships and Bridge Mall businesses and landowners).
- Scope up a proposal modelled on the processional way and market city concepts, which includes:
 - Piloting new types of urban design streetscape works and events/public art opportunities to inspire new investment.
 - Identifying conservation funding opportunities to help property owners reinstate lost features and strengthen the identity of the Bridge Mall as the entrance to the distinctive 'higgledy piggedly' urban landscape of Ballarat East and the more formally planned layout of Ballarat central.

Image sources:

Previous page-

BRIDGE STREET, LOOKING EAST, BALLARAT, VIC (ABOVE): Pictures collection, State Library of Victoria. Creator: Rose Stereograph Co [c1920-1954].

BRIDGE MALL (INSETS): City of Ballarat
NORWICH PLAZA (INSET): City of Ballarat

PLAN OF BALLARAT MUNICIPALITIES (MAIN IMAGE): Public Records Office Victoria on www.visualisingballarat.org.au

PROPOSAL 4: Increase HUL related data through online 'open data' platforms

The benefits of making data/knowledge 'open' (technically and publically accessible without restrictions or cost) have been widely recognised. It can empower citizens, improve processes through efficiencies and transparency, and benefit society and the economy at large.³⁰ Increasing HUL related information on 'open data' platforms (like data.vic.gov.au) can help a wide range of businesses, organisations and authorities to align with a common HUL-inspired vision by informing decision-making (Case Study 2) and/or providing much needed inspiration for creative and entrepreneurial products, like new smart phone apps. After all, if you don't know something you can't consider or use it. It's essential that we continue to increase HUL related open data and prioritise combining technology, creativity and community in the work that we do – after all it's what makes a *smart city*.

Case Study 2

Open data about Ballarat is already making a difference to what is considered in City of Ballarat's technical studies. For example, consultants accessed open data from the *Ballarat Imagine 2014* community conversation via www.visualisingballarat.org.au for consideration in feasibility studies for new growth areas. By providing *Ballarat Imagine* responses as 'open data', it is now possible to integrate this information through multiple formats. 'Open data' is making it easy and cost free to consider community values in a wide range of projects and decision making processes.



? What information would be good to have available in an 'open data' format? Who would use it and how?

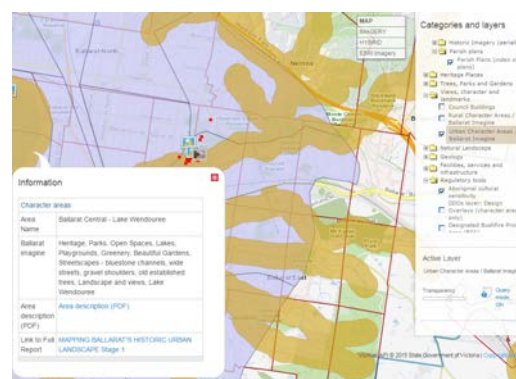
³⁰ Source: <http://www.publications.parliament.uk/pa/cm201314/cms/elect/cmpubadm/564/564.pdf>

PROPOSAL 5: Support the evolution of www.hulballarat.org.au and www.visualisingballarat.org.au, and other knowledge building projects

As a result of its key historic role in the development of Australia, Ballarat does have a wealth of stories of interest to the local community and beyond. A needs analysis undertaken in 2013 highlighted a need for an innovative centralised response for high demand of access to Ballarat's dispersed stories, providing a more cost efficient use of existing resources for many organisations.

In 2015, online tools www.hulballarat.org.au and www.visualisingballarat.org.au were launched as part of the City of Ballarat's HUL program to address a wide range of requirements, including this fragmentation. Some of the first phase outcomes include:

- A mapping interface that brings together historic and new 'open' data about Ballarat called *VisualisingBallarat* (image below)
- Connections to research on Ballarat
- A place for people to have an internet 'home' for their projects
- Connections to existing community activities on Ballarat³¹



This goes some way in working towards more cost efficient and innovative responses to demand for access to Ballarat's stories however the main issue is the need for additional content to be added to the site. During 'first wave' research conducted by CeRDI (FedUni), this was consistently raised as a shortfall and an area needing to be addressed as a matter of urgency.³²

³¹ Source: www.hulballarat.org.au

³² CeRDI (2015) Historic Urban Landscape and Visualising Ballarat Impact Analysis: eResearch (first wave) extended: City of Ballarat

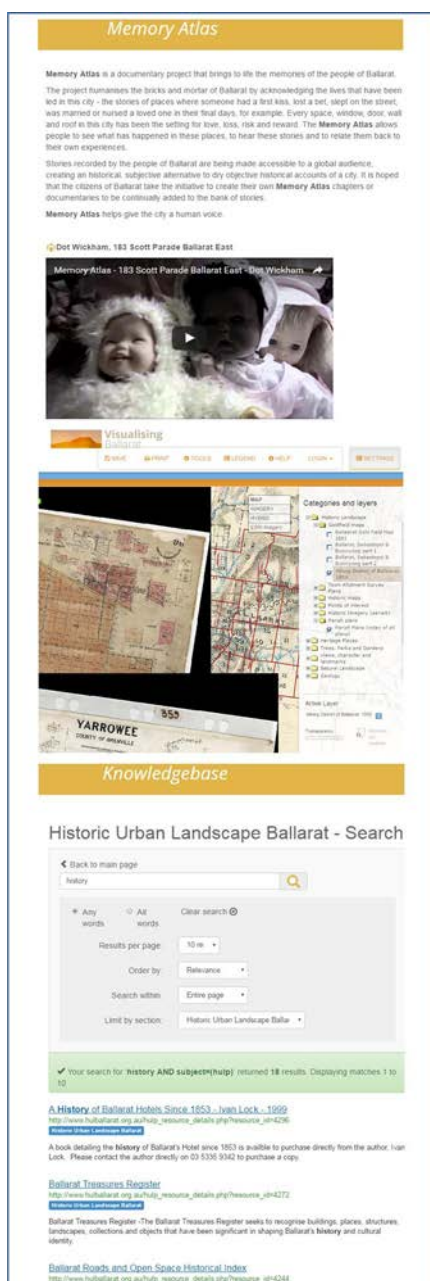


Image 6 The online tool www.hulballarat.org.au is beginning to address challenges for accessing Ballarat's stories in new and innovative ways. First wave research has highlighted the appeal of this resource but more needs to be done to make it truly successful.

Given the appeal of the sites to date, it is proposed to continue to work towards making this an invaluable resource by identifying research grants and supporting productive collaborations that continue to develop the sites. It is also proposed to identify and support other projects which aim to bring information about Ballarat together (Concept 2).

Concept 2

Bringing together images to help regenerate Ballarat

Images can be very powerful. For example, images of Aboriginal culture are used by some Aboriginal communities for cultural revitalisation, helping them protect and sustain 'Country' for future generations.

Images can also be used for regeneration of the historic built environment. Over the past decade or so there has been a push to reinstate Ballarat's historic facades and verandahs. These features add to the character of the building, the street, the residence or the business, and its contribution to the community both present and into the future. This also has an economic benefit by re-proposing more attractive and unique business or commercial centres.

The trend to reinstate these features is growing, however, regulatory frameworks require owners to have some kind of evidence before this can occur. Historic images from a number of time periods can really help to identify features lost.



It is becoming easier to find images on databases like the Pictures Collection at the State Library of Victoria as well as many other locations, however you have to know where to look. The HUL Ballarat website has started to bring together images of Ballarat in an easy to use photomap, along with studies, historical maps and other useful information. Additionally, many organisations are building strong photographic records of Ballarat including Ballarat Library, the Ballarat Mechanics Institute, Federation University Australia, the Gold Museum and the Ballarat Historical Society. Helping people navigate the growing array of image collections with other information (like the 1989 historic verandah study) through an interactive online portal could help owners to easily identify *what was there*.

QUESTION:

- ? What other projects exist where information about Ballarat is being brought together?
- ? How could we best encourage people to access this information online?

³³ Source: www.hulballarat.org.au (Historic images on this website are sourced from the Pictures Collection, State Library of Victoria)

PROPOSAL 6: Capture and share information created during projects, events, workshops and symposiums

A lot of effort goes into bringing together information through projects and events. When aimed at a final product, like the Ballarat Heritage Weekend and Ballarat Heritage Awards (Concept 3), much of this information is no longer needed after the project/event has finished. It is proposed to put in place structures to enable this information to be captured and shared past the time of its initial use and making it accessible through digital tools, such as the HUL Ballarat knowledgebase (available at http://www.hulballarat.org.au/hulp_resource_search.php).



Concept 3

Using case studies to inspire others to *give it a go*

The Ballarat Heritage Awards have been presented every year since 2010. Apart from celebrating the achievements of very passionate locals, there is a growing resource of best practice case studies being captured. These case studies could be used to inspire others and provide information about people with specialist skills through information brochures, online platforms, development briefs, workshops and training. They have already been used in the *Circles of Sustainability* assessment and are strong cases for getting great outcomes when conserving heritage. Before the Awards, broad knowledge about these projects or tradespeople didn't exist.

QUESTIONS:

- ? What other useful information about Ballarat could be better captured and shared?
- ? What other online 'knowledgebase' platforms are available where this information could be stored and found?

PRINCIPLE 2: BUILD CAPACITY FOR ADDRESSING CHALLENGES BY GAINING KNOWLEDGE THROUGH VIBRANT PARTNERSHIPS AND COLLABORATION

Ballarat is facing the most extensive population growth since the goldrushes. If we're not careful, this change could impact on the things that make Ballarat appealing and adaptable, including Ballarat's heritage. To prepare, we need to build our capacity to deal with these challenges by bringing together interdisciplinary stakeholders, decision-makers, professionals, researchers, local citizens and management authorities.³⁴ Doing this ensures our knowledge comes from **multiple viewpoints** and facilitates **integrated ideas and solutions**.

Through HUL we need to foster:

- ✓ Solutions-focussed platforms
- ✓ Democratic and inclusive citizen and stakeholder participation
- ✓ Collaborative research



Image 7 A wide range of stakeholders, members of the Ballarat community and experts came together to explore new ways of knowing Ballarat at the second HUL International Symposium in 2015. (Photo: Jeremy Dillon)

PROPOSAL 7: Make new forms of collaboration with local citizens and stakeholders a normal part of our everyday practice

At its heart, the HUL approach requires us to work collaboratively with local citizens and stakeholders very early in our processes to:

- a. Identify what's valued in local areas;
- b. Understand the things that do/can make these things vulnerable; and,
- c. work towards positive solutions, *before* challenges become too big.

³⁴ UNESCO (2011) *Recommendation on the Historic Urban Landscape: V.25*

SHOPPING SHOPPING

WALK IN HERE JUST the place in the sun

RATHER THAN the STREET, childhood memories of ice-cream

open-air concerts

one o'clock gun BANG!

noisy train shops

Great views east + West

WALK ACROSS BRIDGE ROAD

CONCAT AT NIGHT 2000 2000

BUSY ROAD

To date, the City of Ballarat has introduced cultural mapping through *Ballarat Imagine* (2014) and local township and local area planning projects (like *Imagine Ballarat East*). However, these projects reflect a *moment in time*. As changes continue to occur in local areas (e.g. new development, new public projects and changing demographics), it is essential that there are ways to capture evolving and new values about local areas to guide everyday decision making (Case Study 3). Local citizens and stakeholders must continue to be involved in shaping the future of their local places.

Citizens and stakeholders can help by:

- Memory Atlas - a documentary project which allows people to see what has happened in Ballarat's places, to hear stories and to relate them back to their own experiences (Source: http://www.hulballarat.org.au/cb_pages/memory_atlas.php)
- Open data platforms like 'Youtube'
- Social media (for example, the citizen-led 'Have you seen old Ballaarat Town' facebook page or images captured on 'Instagram').

-

Image 9 Ballarat community members are beginning to capture local information and place it online. This helps make their local knowledge accessible for researchers, other community members and decision makers (who can use this information to inform projects). The image above shows sites of interest in the Black Hill Reserve. (Source: Neil Huybregts' contributions in <http://www.visualisingballarat.org.au/>)

- ? What other ways can people participate in ongoing cultural mapping of the city?
- ? Where else is local knowledge being captured?

Case Study 3

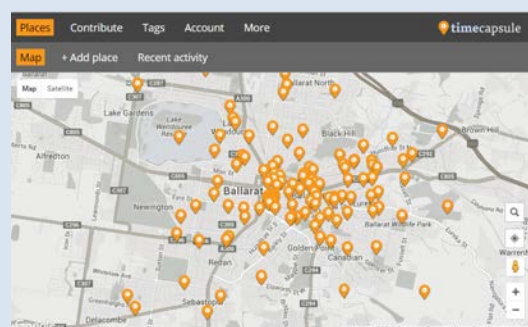
Ballarat East Local Area Plan – mapping community values

In 2015, the City of Ballarat embarked on a new Local Area Planning project called 'Imagine Ballarat East.' This project is implementing planning best practice with HUL-inspired tools in order to understand how future change can occur in ways that best reflect the local identity and distinctiveness of Ballarat East. The project uses a number of cultural mapping and data collection methods, including developing a local 'community map' (below).



Above: The first draft of the Ballarat East community map. Community maps can be used for new residents and visitors to the area, incorporated into online decision support and research tools and continue to evolve over time.

Although this project is a *moment in time*, it is gathering information using new online tools ([Visualising Ballarat](#), [HUL Ballarat](#), [TimeCapsule](#) and the City of Ballarat's [myTownHall](#)). These tools enable ongoing citizen participation to occur and new data to be captured as Ballarat East changes over time.



Above: TimeCapsule was developed by a local team who entered and won the Ballarat HUL prize at [GovHack 2015](#). TimeCapsule has gone live in time for the Ballarat East project, enabling people to upload pictures and stories about places. The site also contains a unique survey that collates data on what people value about these places. Visit <http://timecapsuleballarat.com>

The City of Ballarat can:

Continue to evolve the City of Ballarat's business practices by:

- Working with research partners to implement new and evolving cultural mapping methods.
- Integrating cultural mapping into future engagement processes and projects.
- Providing opportunities for local citizens and stakeholders to actively engage in investigatory studies.
- Applying cultural mapping methods during public events like Heritage Weekend (e.g. The Inside Story) and on the City of Ballarat's social media.

Add value to the City of Ballarat's existing systems by:

- Increasing capacity of existing tools, including myTownHall on the City of Ballarat's website, to capture cultural values.
- Integrating cultural mapping findings into the City of Ballarat's decision support tools (for example, community values about public places could be included in the City of Ballarat's assets systems).
- Provide cultural mapping findings as open data (in line with ethics and privacy considerations), so that others can also use this information (e.g. HUL Ballarat www.hulballarat.org.au, www.data.gov.au).



PROPOSAL 8: Build our capacity to foster collaborative research partnerships

The City of Ballarat has been working with Universities³⁵ and other partners to develop research aimed at building our capacity to apply the HUL approach and capture new knowledge about Ballarat. So far it has:

- ✓ Developed www.hulballarat.org.au and www.visualisingballarat.org.au³⁶ with multi-site research to measure the impact and value of these tools.
- ✓ developed new landscape appraisal, cultural mapping and evidenced-based methods.
- ✓ Partnered to deliver International Symposiums, expert workshops and community events, and supported international and national experts to come to Ballarat.
- ✓ Provided extensive in-kind advice.
- ✓ Provided student placements, attracted funding, new PhD students and industry recognition.
- ✓ Provided access to research grants
- ✓ Delivered design labs.
- ✓ Assisted in consolidating networks between government agencies, private enterprise and the strong education and research sector.

Some of these programs have received seed-funding from the City of Ballarat while the majority have been funded by its research partners. The program is receiving international attention through the WHITRAP/UNESCO HUL pilot and some research partners are making the most of this unique opportunity.

³⁵ Ballarat's academic research partnerships to date include:

- World Heritage Institute of Training and Research for the Asia and the Pacific Region (WHITRAP) under the auspices of UNESCO
- Deakin University's Cultural Heritage Asia-Pacific (CHAP Burwood) and School of Architecture and Built Environment (Geelong)
- Federation University Australia's Collaborative Research Centre for Australian History (CRAH) and Centre for eResearch and Digital Innovation (CeRDI)
- United Nations Global Compact Cities Programme (UNGCCP)
- Global Cities Research Institute, Royal Melbourne Institute of Technology (RMIT) (placement)

³⁶ Visualising Ballarat has been developed to bring together data and facilitate research into new 3D and 4D visualisation technologies for Ballarat.

We need to continue to foster these partnerships by:

- Developing MoUs (formal agreements) with University partners to reinforce opportunities for applied research and further development of the HUL approach.
- Provide in-kind support and/or seed-funding for beneficial research partnerships and grants.
- Assist researchers to work with local citizens and stakeholders to ensure that findings are people-centred and inclusive.
- Utilise research findings by embedding them in the City of Ballarat's processes and systems (Case Study 4).

Case Study 4

Policy Assessment Framework

A comprehensive policy assessment tool has been created through PhD research³⁷ at Eindhoven University (Netherlands) to assist local authorities globally to integrate the HUL approach across multiple departments and structures in their organisations. It identifies the policies that align with HUL by assessing processes, knowledge of attributes and values, and which actors (i.e. community, government, experts) have contributed. The tool provides a clear road map for local authorities to identify which policies and processes help apply the HUL approach and what's missing. Future research findings could be embedded in Council's processes and systems more effectively through the application of this tool.

(Source: WHITRAP, City of Ballarat, Federation University Australia (2016) The HUL Guidebook)

QUESTIONS:

- ? Who else could play an active role in fostering HUL research for Ballarat? (public and private)
- ? What other areas of research could help?
- ? What funding is available?
- ? What does the City of Ballarat's future role need to be?

³⁷ Veldpaus, L (2015) Historic Urban Landscapes: Framing the integration of urban and heritage planning in multilevel governance: Eindhoven University of Technology. Source: <https://pure.tue.nl/ws/files/3914913/798291.pdf>

PROPOSAL 9: Update the Ballarat Heritage Advisory Committee Terms of Reference and strengthen its membership

The Ballarat Heritage Advisory Committee brings together key players and citizen representatives in heritage management, promotion and education to assist Council (Image 10). This preliminary heritage plan introduces many of the initiatives that the Committee has helped develop to date. As we move into a phase to implement these initiatives, the Committee's Terms of Reference and membership will be re-assessed to focus on delivery of the heritage plan.



Image 10 The Ballarat Heritage Advisory Committee (shown here in 2015) includes representatives from local historical, heritage, real estate and cultural organisations, State Government, Universities and local citizens.

Further information on Council's Ballarat Heritage Advisory Committee is available on the City of Ballarat's website: www.ballarat.vic.gov.au/sh/heritage/heritage-advisory-committee.aspx

PROPOSAL 10: Continue to build international and national networks and partnerships

The HUL approach requires us to link into transnational networks and support. To date Ballarat has benefitted greatly from being an international HUL pilot city. This has included support from best practice international organisations such as UNESCO and WHITRAP and from a number of leading international and national experts.

Additionally, the City of Ballarat joined the League of Historical Cities (the 'League') in 1998 and has played a key role since 2006. The League aims to strengthen affiliations between historic cities to exchange knowledge and experience. For example, the City of Ballarat first heard about the HUL approach via the League in 2012. Membership of the League continues to grow, making it one of only a few substantial international platforms for historic city cooperation. Ballarat continues to learn from and share our own lessons with cities through this network.

Ballarat's international networks open up opportunities for both the City of Ballarat and other Ballarat organisations. We have already seen great benefits and we will continue to build upon these opportunities and help others to make the most of these far-reaching networks (Image 11).

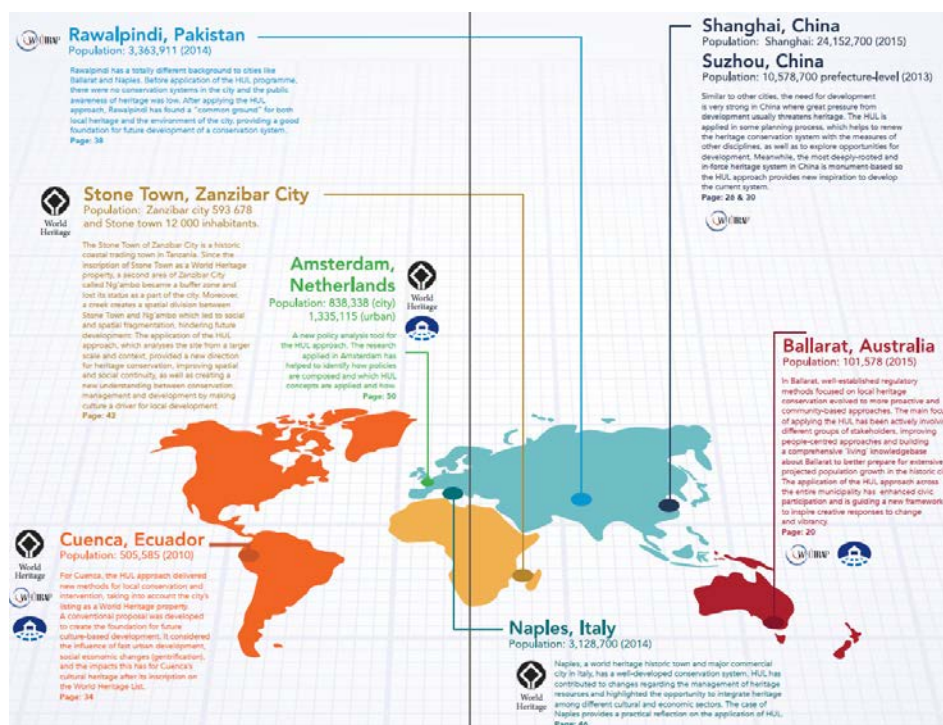


Image 11 Ballarat is recognised internationally for the important role the city plays in pioneering UNESCO's HUL approach. (Source: WHITRAP (China), City of Ballarat, Federation University Australia (2016) The HUL Guidebook)

This page is intentionally left blank





Step 2: Incentives and Regeneration

AT A GLANCE

There is a need to better connect Ballarat's heritage with both social and economic goals. Culture and citizen-led regeneration projects and financial tools can help us to make sure our heritage has a vibrant future. This section proposes a number of options including rolling out culture/citizen-led transformation strategies and establishing innovative financial solutions.

Many changes have occurred in Ballarat, but the period from the 1950s onwards saw new challenges that have had a big impact on how we use and see the city, and how we deal with change. Impacts on Ballarat's heritage included the removal and deterioration of some features and places of cultural significance. Lack of understanding, relevance, use or appeal can make heritage highly vulnerable. There are movements occurring around the world to 'take-back' and 'reconnect' heritage through regeneration and culture-based projects.

What does HUL need us to do?

The HUL approach is interdisciplinary, bringing social, economic and environmental goals and heritage conservation goals together. This provides new perspectives on our historic city, making Ballarat's heritage a highly relevant, appealing and core part of the city's evolving future. Under the HUL, sustaining Ballarat's heritage becomes integral to economic growth, ensuring the city's distinctive attributes are embraced as a competitive edge, thereby creating a *virtuous cycle* (Figure 8). This can help to resolve issues like *demolition by neglect*, maintenance deficiency, vacancies and development conflicts in Ballarat.

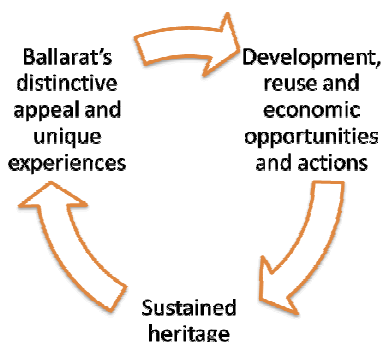


Figure 8 Creating a virtuous cycle by connecting conservation, social, economic and environmental goals

What are we doing now?

In general, heritage conservation and social and economic disciplines are mostly isolated from each other as well as from local citizens, mainly because they have become quite specialised. Over recent years, citizens are becoming much more engaged, and disciplines are starting to become more integrated in response to the new challenges facing cities today.

In 2010, the Ballarat City Council adopted the *Preserving Ballarat's Heritage Strategy* which began evolving heritage practice to be more proactive in this area. For example, conservation grants for heritage property owners were introduced which has helped to reinstate historic verandahs and facades, and conserve properties. Additionally, increased support for property owners and community organisations was put in place. The strategy has assisted with a number of economic and social outcomes for the city.

Additionally, the City of Ballarat has introduced major events, such as the Ballarat Heritage Weekend, which celebrate the city's diverse and significant heritage, bringing the city to life over the Mother's Day weekend. Recently, the City of Ballarat has been delivering regeneration projects, such as the

Armstrong Street streetscape works, arts-based projects and local community empowerment programs. Results are beginning to appeal to a number of businesses attracted by Ballarat's unique places, spaces and even stories, as well as building community pride and prioritising the things that contribute to local identity.

Next Steps

While there has been success to date, the HUL approach requires practice and delivery to be much broader, more holistic and even better integrated.

We're proposing to:

- Better Ballarat's heritage with social and economic goals
 - Deliver 'culture/citizen-led' transformation strategies.
 - Undertake Cultural Resource Mapping to contribute to delivery of transformation strategies, planning and projects.
 - Interact with heritage in new ways through culture-based 'pop-ups.'
 - Continue to support and grow key cultural events including the Ballarat Heritage Weekend.
- Make the best use of incentive and awards programs
 - Continue to fund support for heritage place owners.
 - Create a sustainable funding strategy.
 - Grow the Heritage Awards program .

PRINCIPLE 3: BETTER CONNECT BALLARAT'S HERITAGE WITH SOCIAL AND ECONOMIC GOALS

PROPOSAL 11: Deliver culture/citizen-led transformation strategies

Urban regeneration is a conservation method that can bring back life, activity, relevance and function to historic places and strengthen the identity of local communities. Globally, culture-based processes are seen as the best practice approach for historic cities. It is different to traditional concepts of urban regeneration (or revitalisation) that focus more narrowly on job creation alone.

Culture/citizen-led regeneration requires launching from the unique experience that

places can offer – through heritage, local culture and identity - so that these things become integral to the transformation model and therefore self-sustaining into the future.

Factors to be considered include:

conservation; socio-economic revitalisation that strengthens cultural and creative industries and ensuring ongoing support in regenerated places; keeping local citizens and stories in local places; environmental and accessibility upgrading of properties and spaces; and local pride and ownership of the project.

The 'Main Street America' program provides a proven model that could easily be applied in the Ballarat context. The program is being explored by the National Trust of Australia (Vic) for application in the Central Victorian Goldfields region. This paper proposes to incorporate the Main Street program's methods into the final heritage plan (Case Study 5).

PROPOSAL 12: Undertake Cultural Resource Mapping to contribute to delivery of transformation strategies, planning and projects

Historic cities act as incubators for creativity; therefore, creative/cultural industries and heritage are mutually beneficial and reinforcing.



38

While we know the locations of Ballarat's heritage places (i.e. Ballarat Heritage Database) and have a growing database of artists, arts-based organisations and arts spaces (i.e. ArtsAtlas), we don't have integrated knowledge of these and other types of cultural resources to help foster these industries and guide our projects and planning. *Cultural resource mapping* can help us to better nurture creative industries and cultural experiences and help deliver more effective transformation strategies across Ballarat (Case Study 6).

³⁸ Public art in historic Ballarat laneway. Image source: Deborah Klein

Case Study 5

The Main Street America Program

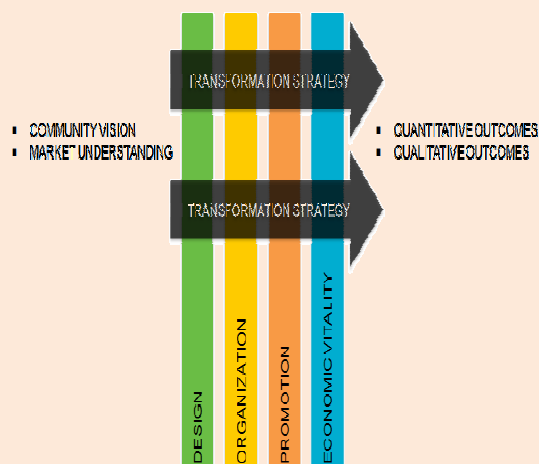


The Main Street program implements a revitalisation approach which guides communities in embracing both the art and science of transforming urban precincts using “a common-sense, strategy driven framework.”

The program, which has established itself over the last 35 years, has successfully delivered effective community-led transformation programs for 2,000 historic city centres.

At the heart of the program model is the need to build on the unique experience that each city can offer. Integral to its success, the approach identifies “that a place’s distinctive characteristics and older and historic buildings are its greatest assets” and should be embraced to foster better economic and social outcomes.

There are three main components to the main street approach: the inputs (community vision and market-based understanding), the transformation strategy and the outcomes (diagram below).



The transformation strategy includes:

Design: involves creating distinctive spaces to entice people to visit. This includes designing attractive storefronts, enticing window displays, clean streets and sidewalks, and effective signage.

Promotion: involves marketing what makes the city distinctive. It creates excitement via street festival parades, retail events and image development campaigns.

Economic Vitality: involves analysing current market forces to develop long-term solutions and implementing economic restructuring activities.

Organisation: involves building a broad volunteer framework that is equally represented by civic groups, merchants, bankers, citizens, public officials, chambers of commerce and other relevant stakeholders.



Image Source: View of the International Storytelling Centre
<http://www.preservationnation.org/main-street/main-street-news/story-of-the-week/2016/storytelling-community.html#.VzLNkdJcRBc>



Image source: Wisconsin's Success Story
<http://www.preservationnation.org/main-street/main-street-news/story-of-the-week/2016/wisconsin-great-american.html#.VzLMONJcRBd>
 Case study information source: <http://www.preservationnation.org/main-street/?referrer=http://mainstreet.org/#.VzkXnDV97q4>

- ? Which elements of this program would be most appropriate for Ballarat?
- ? Are there similar programs we should look at?

Case Study 6

Understanding the scope of Cultural Resource Mapping: Ottawa Valley Cultural Map

'The purpose of *OttawaValleyCulture.ca* is to help build the capacity of local cultural professionals - and by extension local governments - to nurture and support cultural development in Pembroke and throughout the entire Ottawa Valley. The City of Pembroke, County of Renfrew and the Ottawa Valley Tourist Association, together, support the work of artists and arts and cultural organizations and recognize the important contributions they make to [their] local economy. They not only contribute to its well-being and sustainability, they also help to attract new visitors.' Part of the Cultural Mapping Project also included identifying important stories.



Cultural Heritage

This resource explores the culture of historical and heritage buildings, sites and objects.

Assets include: built heritage properties, cemeteries, churches, historical & heritage sites, historical plaques, local monuments, and public art.



Cultural Industries

This resource reveals the enterprises engaged in creation, production, manufacturing and distribution of cultural goods or services.

Assets include: advertising, antique stores, architecture, archives, art dealers, art galleries, book publishers, book stores, cinemas, dance companies, design services, film & video production, interactive & digital media, internet publishing & broadcasting, libraries, museums, music stores, newspaper & periodical publishers, other performing arts, photography, pottery & ceramics, printing, radio and television broadcasting, sound recording, and theatre companies.



Cultural Facilities and Spaces

This resource contains entertainment of cultural activity within the sectors of public, private, and non-profit.

Assets include: archives, art galleries, artists' studios, arts centres, community centres, dinner theatres, interpretive centres, libraries, museums, other spaces or facilities, and restaurants & bars with live music.



Festivals and Events

This resource holds a variety of festivals and events that occur in the local areas of the Ottawa Valley.

Assets include: aboriginal festivals, artists or artisan tours and events, authors festivals, country fairs, craft shows & festivals, farmers markets, film festivals, food & wine tours, gallery or studio tours, multicultural festivals, music festivals, natural and cultural heritage tours and events, other festivals & events, public art tours, and seasonal celebrations.



Community Cultural Organizations

This resource includes a variety of organizations in the community defining in arts, heritage and ethno-cultural attractions.

Assets include: aboriginal organizations, arts instruction, arts organizations, heritage organizations, and multicultural organizations.'

Source: <http://www.ottawavalleyculture.ca/>

Yogi's Sports Bar

Cultural Facilities and Spaces -> Restaurants & Bars with live music
1027 Victoria Street, Petawawa, K8H 2E2
~77.281644, 45.8989293



Windsor Tavern Dining Room

Cultural Facilities and Spaces -> Restaurants & Bars with live music
147 Mackay Street, Pembroke, K8A 1B8
~77.1110022, 45.8276215



Wilno Tavern

Cultural Facilities and Spaces -> Restaurants & Bars with live music
17589 Highway 60, Wilno, K0J 1N0
~77.5596661, 45.5117826



Wild Craft Classworks (Deb Wildsmith)

Cultural Facilities and Spaces -> Artists Studios
Combermere, K0J 1L0
~77.695542, 45.36038



Westside Tap and Grill

Cultural Facilities and Spaces -> Restaurants & Bars with live music
1200 Pembroke Street West, Pembroke, K8A 7R8
~77.1457184, 45.8322



Westmeath and District Recreational Centre

Cultural Facilities and Spaces -> Community Centres
119 Synton Street, Westmeath, K0J 2L0
~76.8871826, 45.8176774



Waba Cottage Museum

Cultural Facilities and Spaces -> Museums
24 Museum Road, Burnstown, K0J 1G0
~77.111123, 45.820091



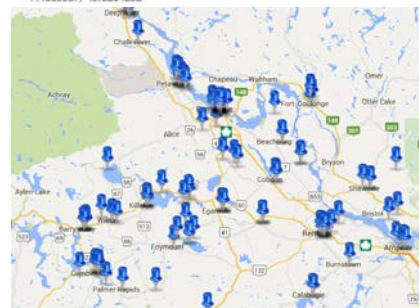
W.B. Lewis Library

Cultural Facilities and Spaces -> Libraries
55 Ridge Road, Deep River, K0J 1P0
~77.4901126, 46.1029054



Victoria Rose Tea Room and Fine Dining

Cultural Facilities and Spaces -> Restaurants & Bars with live music
193 Victoria Street, Pembroke, K8A 4K2
~77.113587, 45.8264232



PROPOSAL 13: Interact with heritage in new ways through culture-based 'pop-ups'

Pop-ups hold lots of potential for our historic city. As they aren't permanent they allow us to evolve the way we engage with Ballarat's heritage in all sorts of new ways over time (Case Study 7). To encourage pop-ups we need to investigate if any regulations might be unreasonably restrictive and work to solve any issues. Additionally, we need to develop an info kit – providing, for example, creative solutions to temporarily affixing things to heritage buildings or things to be aware of when on culturally significant land; who to contact and when.

Case Study 7

Pop-ups

Hotel Shabby Shabby

'Have you ever travelled to a city and had trouble deciding which hotel to choose? You wanted it to be central, but you also wanted it to be near nature or maybe have a source of water nearby. If you'd have paid a visit to the German town Mannheim this spring, you wouldn't have to stress about that. Hotel Shabby Shabby was offering 22 temporary rooms spread all around the city, each one on its unique location.

The pop-up rooms gave residents of Mannheim an opportunity to be guests in their own city, maybe see it in a new angle, and wake up to the sound of singing birds in Luisenpark, river waves on the bank of the river Neckar, or to a breathtaking view. International guests were welcome as well.'

Participants came up with 22 ideas for one-of-a-kind hotel rooms that were built in the construction camp near Theater der Welt and later transported to unexpected locations across the city. There was a room set up in a fountain, one on the rooftop of a house and one built around the statue of German writer and philosopher Friedrich Schiller, who kindly offered his hand as a clothes hanger.'



Source: <http://popupcity.net/22-hotel-rooms-built-from-trash-in-mannheim/>

QUESTIONS:

- ? Can you imagine going to dinner with Queen Victoria or listening to a present day poet under the Robbie Burns statue? What ideas do you have for pop-ups in Ballarat?
- ? What other ideas do you have for culture-based regeneration in Ballarat? What do we need to do to support these ideas and what do we need to be aware of?

PROPOSAL 14: Continue to support and grow key cultural events including the Ballarat Heritage Weekend

Cultural events are an important way of regenerating heritage by providing exciting and fun experiences and engagement with this important resource. Events also enable us to engage with our intangible cultural heritage - a large motive for people to attend festivals and events is cultural exploration.

The Ballarat Heritage Weekend (started in 2006) and the Begonia Festival (started in 1953) are two local examples of tangible and intangible heritage in action. Whilst community events like these are largely focussed on important local outcomes, such as building community connectedness and pride and local vibrancy, they are also major tourist attractions and generate significant tourist based economic impact for Ballarat.



Image12 Ballarat Heritage Weekend cultural event occurs in May each year and attracts more than 15,000 people.

OPPORTUNITY: Reconnecting Lydiard Street through interpretation, regeneration, artisans and public spaces

Lydiard Street is becoming a street of two halves. While the North end of Lydiard Street has regained some of its grandeur with reinstated verandahs and seasonal events, the South end of Lydiard Street has lost some of its strength due to visual clutter (like street signs and traffic lights), changes in use and loss of some historic features.

There are many opportunities for action, for example:



Past photos show that Lydiard Street was used for informal gathering spaces and trading of mining shares. It was an active area for people; now it is dominated by cars. There is an opportunity to reintroduce places for people to gather and meet and better link the pedestrian experience from the grand Railway Station, past the Art Gallery of Ballarat and Her Majesty's to the former School of Mines and old Gaol.



Telling local stories through public art interpretation and linking with the area's intangible past could also be explored. This could include celebrating the area's industrial history (like the Phoenix Foundry with its steam locomotives) through visual design cues in streetscape elements, or even supporting an artisan/rare trades quarter to become established in the area.



Some of the area's distinctive features have long since disappeared, like the former National Mutual Buildings' ornate verandah and dome or the tram poles which would have been great for decorations and even 3D projections today. Even reinstating just some of these features could help to lift this significant historic area immensely and improve the quality of the experience and its appeal.

Regeneration could bring back a sense of arrival, vibrancy and place, ending at the FedUni SMB campus with spaces for markets and events.

Steps would include:

- Setting up a stakeholder-based 'transformation committee' to drive the project and engage directly with property owners (see PRINCIPLE 3 on page 40).
- Assess the possibilities and scope up possibilities (which includes understanding and working with stakeholders, including the local community, potential public/private partnerships, businesses and landowners).
- Rolling out initial urban design, streetscape works and events/public art opportunities to inspire new investment.
- Identifying conservation funding opportunities to help property owners reinstate lost features.



Image sources:

Previous page-

LYDIARD STREET (MAIN IMAGE): Pictures collection, State Library of Victoria.

Creator: Rose Stereograph Co [c1920-1954].

LYDIARD STREET (INSET): Pictures collection, State Library of Victoria. Creator:

Harvey, John Henry (1875)

ARTISAN WROUGHT IRON: <http://www.villadelatorre.com/?p=1284> and

<https://www.pinterest.com/lmwfpinterest/wrought-iron/>

This page-

STREETSCAPE TODAY: City of Ballarat

LYDIARD STREET SOUTH: <http://www.domain.com.au/property-profile/20-lydiard-street-south-ballarat-central-vic-3350>

FORMER NATIONAL MUTUAL BUILDING: Victorian Heritage Register (National Trust listing) <http://vhd.heritagecouncil.vic.gov.au/places/67586>

PRINCIPLE 4: MAKE THE BEST USE OF INCENTIVE AND AWARDS PROGRAMS

PROPOSAL 15: Continue to fund support for heritage place owners

Funding for heritage restoration projects, particularly those that reinstate high-value features, is essential. Regeneration of Ballarat's heritage streetscapes is difficult without this level of support. The City of Ballarat provides grants for private, commercial and not-for-profit owners of local heritage places (Case Study 8). Additionally low-interest loans are available. This preliminary plan proposes to continue funding for heritage place owners.

Case Study 8

Ballarat's heritage grants

Ballarat first introduced a heritage grants program in 2010 as part of the Preserving Ballarat's Heritage Strategy. The program has been very successful and, along with heritage restoration loans, has helped fund regeneration of many of Ballarat's valued historic places which would otherwise not be able to source funding.

In 2014, the fund was doubled through a partnership with the Victorian Heritage Restoration Fund.



Above: The City of Ballarat's grant program has helped owners undertake large scale and small scale conservation works, including reinstatement of 'Jackson's' verandah in Lydiard Street.

More info on the City of Ballarat's heritage grants is available at: www.vhrf.org.au

More info on the City of Ballarat's loans program is available at: <http://www.ballarat.vic.gov.au/sh/heritage/heritage-grants-and-loans.aspx>

PROPOSAL 16: Create a sustainable funding strategy

Over the past few years heritage funding has narrowed, making some large scale conservation projects a challenge. Owners need to be able to justify spending money on reinstating ornate verandahs and other façade upgrades. Without a substantial percentage of funding, this can be particularly difficult for not-for-profit organisations and private owners. Additionally, the availability of specialist trades to undertake conservation works can be limited.

In addition to the City of Ballarat's heritage grants program, the City has been working to encourage private investment in heritage through streetscapes works and public art projects to great effect. Additionally, a new revolving heritage fund for the Central Victorian Goldfields is being advocated for as part of the World Heritage bid and National Heritage Tourism region project.

Further creative thinking is required to help mobilise owners to take action:

- Cultural and creative industries can be attracted to take up unused historic buildings and empty spaces.
- Funding aimed at increasing employment could target specialist heritage skills – even creating a niche market.
- Identifying how conservation projects fit into other funding streams, Public-Private Partnerships (PPP), public trusts, foundations, regulated contributions and other innovative financial solutions can also help (Case Study 9 and Case Study 10).

It is essential that a coordinated approach is actioned to achieve holistic outcomes for Ballarat's heritage. This paper proposes to work with various funding organisations and sectors to develop a sustainable funding strategy for Ballarat's heritage.

QUESTION:

- ? Do you know of other cities using innovative funding models? (E.g. Glasgow has been able to rebuild a lot of its lost facades).
- ? Who should be involved in developing a sustainable funding strategy for Ballarat's heritage?

Case Study 9

Stadsherstel Amsterdam

Stadsherstel Amsterdam is an incorporated company which rescues monuments and iconic buildings and carefully restores them for rent. The buildings are purchased by the company so that a good state of repair and ongoing maintenance is guaranteed. The organisation makes a significant contribution to:

- the preservation of built heritage for future generations;
- collective awareness of urban development in a historical context;
- access to monuments; and
- the preservation of restoration crafts.

Since its inception in 1956 Stadsherstel has saved 600 buildings in Amsterdam, including buildings that were about to be demolished. Stadsherstel Amsterdam is a company with a social purpose; shareholders (including large banks, insurance companies and the City of Amsterdam) receive a modest dividend. The remaining earnings stay within the company to undertake new projects, supplemented by Government subsidies. The organisation carries out its activities with respect for heritage, the environment, tenants, shareholders and other stakeholders. With a restoration turnover of an average of ten million per year and ownership of more than 600 properties with a total value of over 178 million Euros, Stadsherstel is one of the largest organisations in the Netherlands. The organisation is affiliated to the Association of Friends of Stadsherstel with over 2500 friends and supports more than 35 years of restoration work Stadsherstel.

Source: <http://www.stadsherstel.nl/28/diversen/over-stadsherstel/> and Bandarin, F, Van Oers, R (2012) *The Historic Urban Landscape: Managing Heritage in an Urban Century*: Wiley

Their approach is to work with tenants to conserve cultural significance, develop compatible uses and adapt buildings to suite contemporary needs. A family home becomes a restaurant, a mint becomes a museum and a courthouse becomes a theatre. Finding a balance of commercial and community uses for these places means they can fund their work as well as creating affordable spaces for community groups.

Source: <http://www.workingheritage.com.au/about-us>

PROPOSAL 17: Grow the Heritage Awards program

The Ballarat Heritage Awards have been held successfully for the past six years. The Awards are a great way to say thank you to individuals and celebrate their achievements and build momentum for heritage in the broader community. Run in conjunction with the National Trust of Australia (Vic) Ballarat branch, these awards are now part of a bigger program that includes a number of municipalities across Victoria.

Most recently, the Victorian Environmental Assessment Council's report on Historic Places included a draft recommendation for the establishment of a state-wide awards program for people associated with historic places on Crown Land reserves.³⁹ There is growing awareness of the benefit of heritage awards in Victoria and other jurisdictions.

Growing the heritage awards program by encouraging key organisations and government departments to introduce a state heritage awards program held every two years is an option. Every alternate year could include the local award program with winners from each category going on to the state award. Growing the awards in this way would make it more sustainable with greater impact.

Case Study 10

Working Heritage (Formerly Mint Inc.)

Working Heritage is a Committee of Management appointed by the Minister for Environment, Climate Change and Water under the Crown Land (Reserves) Act 1978. Their role is to revitalise Victoria's treasured places to ensure they have a purpose now and in the future.

Working Heritage is appointed to manage places that are no longer needed for their original function.

QUESTIONS:

? Who else is talking about introducing heritage awards programs?

³⁹ Source: <http://veac.vic.gov.au/documents/Historic%20Places%20Report-DPP%20final%20-online2.pdf>





Step 3: Regulatory Framework

AT A GLANCE⁴⁰

The planning system includes two basic processes relevant to managing Ballarat's heritage: developing policy and changing planning regulations (the Planning Scheme) – this is 'strategic planning'; and, applying the existing regulatory framework – this is 'statutory planning'. The latter requires an assessment of a proposal for change against the local planning scheme and therefore its contents, as well as the business processes applied up to this point, are critical.

Heritage protection in Ballarat has been progressively put in place through the Ballarat Planning Scheme since 1978 and in many ways it demonstrates *evolving* heritage practice. By applying the HUL approach, we now know there are opportunities to use the Planning Scheme and the planning permit process in more informed, integrated and people-centred ways to achieve better outcomes. Based on the HUL approach, we propose actions to address particular land use and development issues for Ballarat's heritage and local communities as well as actions that will improve how the Planning Scheme and our statutory planning processes operate.

Under Victoria's planning system, local councils and the State Government develop planning schemes to control land use and development. These schemes contain planning policies, zones, overlays and other provisions that affect how land can be used and developed.⁴¹ Regulatory protection for heritage buildings and landscapes largely operates through the planning scheme.

What does HUL need us to do?

The HUL requires us to integrate new types of place-based knowledge early in our planning processes. This means the *departure point* should be understanding the many complex layers and attributes that make our city distinctive, valued and give it its particular *sense of place*.

We need to use different community participation methods (such as cultural mapping) to know what people value; undertake new types of studies to fill gaps in our knowledge and help make our decision-making more robust; and then apply integrated and interdisciplinary regulatory tools that respond to this broader understanding and context of our city. Through HUL we build a framework for an adaptable, culturally vibrant and highly appealing city that makes the most of Ballarat's highly valued heritage.



Image 13 Ballarat's heritage overlay areas (in the Planning Scheme) are diverse in both use and character. From entire areas, streetscapes, parks and trees, to individual buildings; they help us protect many of the things people love about Ballarat.

⁴⁰ Some discussion in 'Step 3' includes direct quotes from: Planisphere, Jason Forest, City of Ballarat (2015) Ballarat's Historic Urban Landscape Program – Stage 2.1: Implementing the Historic Urban Landscape Program through the Planning System; and, Borg, M (2016). Additionally, some discussion has been inspired by UNESCO draft global report (2016); and, City of Melbourne (2015) Places for People.

⁴¹ Adapted from Source: DPTLI – A guide to the Planning System

What are we doing now?

There are a number of regulatory mechanisms specifically aimed at protecting heritage that we use today, most of which are applied through the Ballarat Planning Scheme (see Table 1 and Table 2).

Heritage category	Regulatory tool	Examples
Locally significant heritage	<i>The Ballarat Planning Scheme operating under the Planning and Environment Act 1987 (P&E Act 1987)</i>	Colpin Avenue heritage precinct, Sturt Street gardens
Aboriginal Cultural Heritage in Victoria	<i>Aboriginal Heritage Act 2006. This is partly integrated into the Ballarat Planning Scheme</i>	Aboriginal places, objects and human remains ⁴²
State significant heritage (and provisions for World Heritage)	<i>Heritage Act 1995, largely operating through the Ballarat Planning Scheme</i>	Ballarat Botanical Gardens, Her Majesty's, Art Gallery of Ballarat
Nationally significant heritage (and provisions for World Heritage)	<i>Environment Protection Biodiversity and Conservation Act 1999</i>	Eureka Stockade Gardens

Table 1 Statutory Mechanisms for heritage in Victoria

To date, application of HUL has occurred through its integration in the *Ballarat Strategy (2015)* and through a series of Local Area Planning projects. One in particular, *Imagine Ballarat East*, is applying a broad range of tools guided by the HUL approach to help identify place-based values which will form the framework for new local policies.

Next Steps

Heritage protection mechanisms have been hugely successful at preventing instances of heritage demolition, protecting culturally significant features and facilitating some good development outcomes for Ballarat. However, experience in places with high

population growth is highlighting vulnerability when relying heavily on these mechanisms alone.

Through the application of the HUL approach to date we've identified a number of opportunities to achieve more robust outcomes for Ballarat's diverse heritage and ensure our city remains culturally vibrant while it grows.

We're proposing to:

- Apply new processes and broaden our use of regulatory tools for more robust heritage outcomes:
 - Protecting heritage places by addressing areas of vulnerability.
 - Facilitating vibrant and adaptable historic areas through a mix of use.
 - Protecting Ballarat's *sense of place* by promoting compact development that people can easily interact with (human scale).
 - Protecting Ballarat's *sense of place* by understanding and managing Ballarat's distinctive skyline.
 - Embedding place-based planning in our practice by applying HUL inspired tools.
 - Sharing lessons with and from other cities.
- Add value to what we're doing now:
 - Help make the Heritage Overlay work better.
 - Continue to strengthen planning support for property owners.
 - Use all opportunities to apply the Heritage Gaps Review.
 - Provide decision support tools to guide the statutory planning process.



⁴²http://www.austlii.edu.au/au/legis/vic/consol_act/ahazo06164/s4.html

Elements of the historic urban landscape	Current Planning Scheme tools
Buildings or precincts	• Zoning controls determine the location and type of development • Heritage Overlay + State and Local Heritage Policy + Statement of Significance / Incorporated Plans apply to heritage sites and precincts • Incorporated Plans or Heritage Policies apply to heritage precincts • Eureka Stockade site included in National Heritage List (federal level, no binding requirements) • Design and Development Overlays apply to significant urban character areas • Conservation Management Plans
Other types of structures, e.g. monuments, bridges	• Heritage Overlay + State and Local Heritage Policy + Statement of Significance / Incorporated Plans apply to identified heritage sites (e.g. cemetery monuments, Sturt Street bandstands, Lake Wendouree Olympic rings)
Streetscapes, public spaces	• Heritage Overlay + State and Local Heritage Policy + Statement of Significance / Incorporated Plans apply where public realm is included in heritage precincts (e.g. Sturt and Lydiard Streets) or as individually listed places (e.g. Botanic Gardens)
Infrastructure	• Heritage Overlay + State and Local Heritage Policy + Statement of Significance / Incorporated Plans apply to selected items of identified significance (e.g. lamp posts, gas lamps)
Trees, gardens, vegetation	• Vegetation Protection Overlays (for either landscape or environmental reasons, but not both in an integrated overlay) • Environmental Significance Overlay (ecological perspective – koala habitat) • Heritage Overlay + State and Local Heritage Policy + Statement of Significance (tree protection controls)
Landscapes	• Municipal Strategic Statement Clause 'Landscape', relates to protection of rural landscapes • Significant Landscape Overlay applies to several rural landmarks including Mt Bolton and Lakes Learmonth and Burrumbeet
Aboriginal cultural heritage	• No reference in Clause 22 (Local Policy heritage policies) • Heritage Overlay identifies one site: HO189 Scar Tree • <i>Aboriginal Heritage Act 2006</i> and <i>Aboriginal Heritage Regulations 2007</i> apply, and new development may be required to prepare a Cultural Heritage Management Plan if located in an area of cultural sensitivity. Areas of sensitivity primarily around watercourses (e.g. includes Yarrowee Creek) and are state-wide, risk-based constructs rather than based on local work with traditional owners.
Areas of environmental sensitivity	• Environmental Significance Overlays are applied to areas of environmental sensitivity, mostly in rural areas
Views	• Local Policy at Clause 22.12, Barkly Street / Humffray Street South Heritage Precinct, notes views to be considered • Clause 52.05, Advertising Signs, considers effects on view lines • Several Design and Development Overlays mention views (e.g. Design and Development Overlay 3 – views to Lake Wendouree and beyond) or include other controls that would protect views (e.g. Design and Development Overlay 1 – building height restrictions in Bridge Mall) • The Significant Landscape Overlay includes consideration of views as one of its decision guidelines and is used primarily for landscape features that are subject of long rural views (e.g. Mount Bolton)
Non-visual sensory elements: sound, touch, smell and taste	• Sound is managed by Environmental Protection Authority regulations or through Design and Development Overlay, but only to manage amenity and health effects of noise levels, not to consider the qualitative aspect of sound • Other sensory qualities are not managed through the current planning system
Events, traditions	• Land-use zoning controls may apply, otherwise no management in Planning Scheme
Stories, memories	• Aboriginal cultural heritage management system manages these elements for pre-contact heritage, but not for post-contact heritage

Table 2 Existing Management of Historic Urban Landscape elements in the Ballarat Planning Scheme.

Source: Planisphere, Jason Forest, City of Ballarat (2015) Ballarat's Historic Urban Landscape Program – Stage 2.1: Implementing the Historic Urban Landscape Program through the Planning System

FINDING A WAY TO GET THE BEST RESULTS FOR OUR HERITAGE AND MANAGE PROJECTED GROWTH

The *Ballarat Strategy (2015)* outlines two key platforms for change:

- The 10-minute city; and
- The city in the landscape.

While a concept like a more compact '10-minute' city – rather than one that develops outside of the existing city – may at first appear at odds with heritage conservation, when applied using sustainable development principles and HUL tools, the two concepts are actually complementary.

Historic cities like Ballarat evolved to have a variety of businesses, uses and industries, lots of active shopfronts, cultural venues (like galleries and theatres) and a diverse choice of places to live, all mixed in together. They often had more optimised density while being low-rise or designed to respect the human scale (concept explained in Proposal 21 and Image14). Being developed before the invention of the car, roads had shared access and were very easy to get around on foot and other forms of transport. They made for highly vibrant and resilient communities that could easily adapt to change: seeing how well Ballarat has flourished over times of boom and bust demonstrates it is a city which has been highly adaptable (Image15). There's a lot we can learn from how our historic city has been planned and designed.

Over recent decades growth in cities has tended towards largely single-use and standardised forms of development (i.e. residential towers with high plot ratios (height plus density),⁴³ large-scale housing estates and out-of-the-way industrial parks). This type of development has impacted on the diverse character of cities and increased reliance on cars and new infrastructure as it often didn't provide the density required for a range of local jobs and services. It often attracted large commercial activities, resulting in pressure on existing commercial systems which are often the lifeline of historic city cores. It has been recognised that too much of this development results in less diversity, making cities less adaptable and resilient to change over time. In response, there is a renewed focus globally in understanding and making the most of existing cities by integrating attributes that make them distinctive, appealing, liveable and adaptable in planning regulations and using this as a departure point for change (for both new and existing areas).

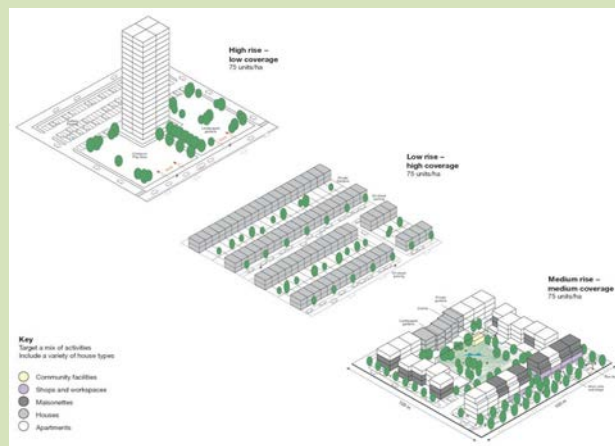


Image14 Density may be configured in a number of ways.

(Source: *Relationship between density and urban form in: Urban Task Force (2002) Towards an Urban Renaissance. Final Report: Office of the Deputy Prime Minister, (UK) p.35.*)



Image15 Ballarat's evolution between 1861 and 2015 highlights a balance between continuity (like street layouts, subdivision patterns, infrastructure and some buildings) and change (such as consolidation or change of use). Above bottom: Pink = residential and yellow = commercial zones.

(Source: *Ballarat Gold Field Map 1861 (PROV) and land-use rates (City of Ballarat) 2015.* <http://www.visualisingballarat.org.au/>)

⁴³ In 2015, the State Government recognised challenges with high-rise development in Melbourne's capital city zone. New plot ratio to height controls will be permanently applied from Sept 2016 which can only be offset in return for local community liveability benefits (the first change of its kind in 30 years. It also gives some control back to the local authority). "Mr Wynne said...the CBD lack planning controls for density and amenity...Melbourne's current densities would not be allowed in New York, Tokyo or Hong Kong". (Source: <http://www.premier.vic.gov.au/new-era-for-melbournes-central-city-planning/>)

PRINCIPLE 5: APPLY NEW PROCESSES AND BROADEN OUR USE OF REGULATORY TOOLS FOR MORE ROBUST HERITAGE OUTCOMES

In Australia and around the world the important role culture and heritage plays in sustainable development is coming to the fore. It's a great time to work towards more positive outcomes for heritage by applying new processes guided by the HUL approach and expanding our use of planning tools to embed culture and heritage more broadly in our planning.

The following list of proposals includes emerging key principles for sustainable development through regulatory mechanisms. These principles align with the *Ballarat Strategy (2015)* and the HUL approach.

While a number of these principles are addressed through existing heritage statutory controls, the following proposals would require application of a broader range of planning tools and processes to respond to an expanded understanding of heritage and address areas of vulnerability.

PROPOSAL 18: Protecting heritage places by addressing areas of vulnerability

Ballarat has an extensive range and number of heritage places and sites with interesting features and unique stories. Additionally, there are built heritage assets and resources which have great floor to ceiling ratios and a diversity of entry points, meaning that they are highly adaptable to a wide range of uses.

Many of these places are protected from demolition through the Heritage Overlay and other statutory mechanisms (Table 1); however they exist in places that are also subject to land use zones and other regulatory considerations.

Experience is showing that heritage places can become vulnerable as a result of other regulatory tools and statutory priorities which can 'trump' heritage considerations. This can result in pressure to demolish; discourage retrofitting and reuse and other detrimental outcomes (such as reducing future adaptability options or diminished capacity to

consider Aboriginal cultural values and local social values).

The HUL requires us to explore all of the things that make heritage vulnerable in dynamic environments. What we're learning is that:

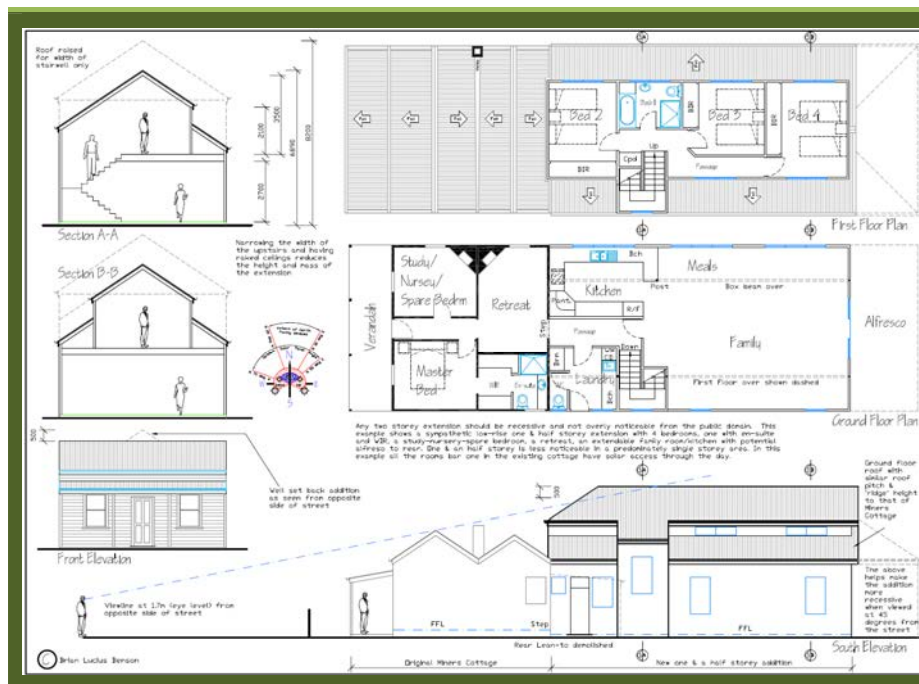
- ✓ **Stricter height controls, footprint and subdivision patterns** which match existing buildings/streetscapes, applied through schedules to the zone and other regulatory mechanisms, can help take demolition *off the table* and encourage retrofitting and reuse of existing heritage features. These stricter controls also demand more creative and quality design responses to achieve optimised density for both reuse of existing buildings and new infill properties (Case Study 11).
- ✓ **A 'HUL' checklist** that prioritises heritage considerations as part of initial design processes could be included in the Local Planning Policy Framework as a requirement for proponent-driven amendments.
- ✓ In conjunction with the Wadawurrung and Dja Dja Wurrung, we can investigate ways to **better integrate Aboriginal cultural heritage considerations** into the Ballarat Planning Scheme, such as greater recognition in the local planning policy.
- ✓ **A review of application of regulations** which have been developed without heritage places and streetscapes in mind, (e.g. fire access, parking), should be undertaken, specifically aimed at helping make innovative retrofitting and reuse projects more achievable.

POSSIBLE PLANNING OFFSETS⁴⁴:

Retrofitting and restoration could be packaged with adaptive reuse, mixed use and floor area ratio (footprint).

For example, within the Heritage Overlay, restoration could be supported with a design package that moves away from conventional permits. This could include waivers for prescribed planning parameters, such as enabling limited/particular office space, selected uses and increased floor space for these uses.

⁴⁴ Some Planning Offsets may require regulatory changes at the State Government level.



Case Study 11

There can be pressure to demolish the goldfields' iconic miner's cottages as these structures are often considered too small for today's lifestyle. This diagram shows adaptation of a miner's cottage to meet today's living standards. Starting with the premise of keeping and adapting the existing dwelling in line with heritage planning protection and then introducing creative passive solar design and a sympathetic one and a half storey rear extension, this small cottage could house four bedrooms (one with ensuite), a study, retreat, stairwell, laundry, family room/kitchen and family bathroom.

(Source: B L Benson)

PROPOSAL 19: Facilitating vibrant and adaptable historic areas through a mix of use

For a number of years now a mix of uses (such as offices, residents and shops) has been recognised as important for a place's vibrancy, increasing walkability and liveability, and bringing people together at all times of the day. Prioritising creative mixes of use can also help avoid the pressure of large scale/massed single-use development in historic streetscapes as well as helping increase the appeal of local areas. Currently, the majority of Ballarat's urban areas are included in residential or commercial zones. While commercial zones allow different uses, in the past residential zones have been less flexible to limit disturbance to local residents.

Opportunities to encourage new types of mixed use aimed at achieving good heritage outcomes and adding diversity to local neighbourhoods with minimal negative impacts should be investigated. For example, the Heritage Overlay can be used to allow land uses that would provide for future conservation on specific places (such as redundant churches, warehouses or large complexes)⁴⁵ otherwise prohibited by zoning

restrictions; however, as most of Ballarat's heritage places are in large precinct areas, this has only been activated in a minor way. One possible application would be to revitalise Ballarat's historic corner shops and industrial complexes (Image16). Additionally, new trends and opportunities for creative and cultural industries (like microbreweries) may be explored to test any potential limitations for this type of industry in Ballarat's commercial zones.

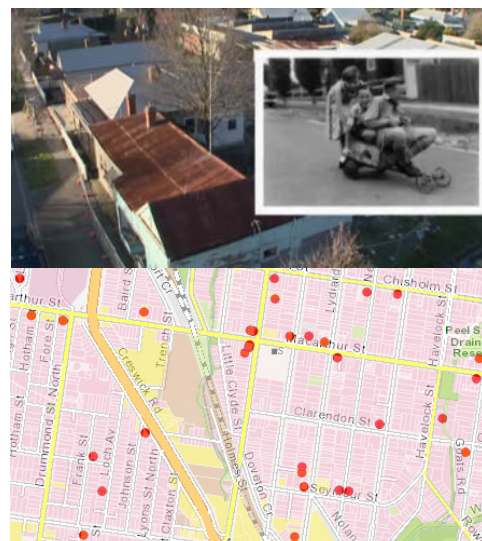


Image16 Ballarat's historic streetscapes provide evidence of a history of 'mixed use'. Corner stores, for example, were hubs of the community (above). The map below shows locations of former corner shops (red dots), primarily in today's residential zoned areas (pink).

(Source (above): 'The Peel Street Story')

http://www.hulballarat.org.au/cb_pages/videos.php
Source (below): <http://www.visualisingballarat.org.au/>

⁴⁵ (Source: http://www.dtpi.vic.gov.au/_data/assets/pdf_file/0009/238689/PNo1-Applying-the-heritage-overlay-published-1-Oct-2012.pdf)

POSSIBLE PLANNING OFFSETS⁴⁶:

A mix of uses could be packaged with floor area ratio and place based planning. For example, within the Heritage Overlay, greater dynamism could be achieved by extending the use of historic buildings through a waiver of floor area ratio dedicated to specific uses, such as various services and cultural industries. This would promote commercial initiative and support adaptive reuse, resulting in sustainable conservation practices.

QUESTIONS:

? **What opportunities and challenges are there for increasing land use mix? How could more mixed use development be encouraged without bringing problems?**

PROPOSAL 20 (A): Protecting Ballarat's *sense of place* by promoting compact development that people can easily interact with (*human scale*)

Human scale refers to places that people can easily interact with. As such they are often of high value to local communities. The traditional scale, proportions and many other attributes of Ballarat's streetscapes are very much human scale (Concept 4). Human scale is represented in attributes such as building heights, scale and mass; building entrances, openings and permeability; street width; parcel size and block size; spatial patterns; distribution of open space; mix and types of land uses, diversity and affordability of housing; traffic speeds; light/shade; walkability, etc.

Through the HUL approach we know that we need to increase our current understanding of Ballarat's particular *human scale* attributes and use this knowledge to review our policies for both existing and new areas.

While there are restrictions, there's a lot we can do to ensure that we can grow the city while *avoiding* development that doesn't work well for people – from the way we subdivide land through to the way we distribute resources. Given the scope, we need to:

⁴⁶ Some Planning Offsets may require regulatory changes at the State Government level.

- ✓ **Identify human scale elements** that contribute to Ballarat's particular *sense of place*.
- ✓ **Review planning controls** and identify opportunities to strengthen them (such as giving greater level of localised guidance through schedules to the zones and introducing tools like shop-front guidelines).

Concept 4

Architecture as monument

Ballarat is a city of monumental architecture and it is also a city of monumental facades. However, this is achieved through scale, proportion, active street frontages and other attributes at a human scale, rather than the height, massing and single use development that we see in many cities today. Just think about the CBD's imposing public buildings such as the Town Hall, the towering Post-Office, and the temple-like Railway Station Building. Even commercial buildings and historic buildings on street corners project monumental facades in Ballarat.



Above: The CBD's monumental points of reference are most significant in the highly rendered details of corner buildings. Corner buildings project onto the street and are key landmarks in the Ballarat landscape. Some prominent corner buildings have features such as towers or belfries while others have large decorative verandahs.

Adapted from Borg, M (2016), Draft Ballarat City Character Appraisal and Assessment: City of Ballarat

POSSIBLE PLANNING OFFSETS⁴⁷:

Compactness and density at a human scale could be packaged with adaptive reuse, mixed use, floor area ratio (footprint) and management of skylines together with place-based planning. For example, within the Heritage Overlay area, the development could include possible prescribed waivers on block distribution, organic design, underground possibilities, parking accessibility and permit application fees.

⁴⁷ Some Planning Offsets may require regulatory changes at the State Government level.

QUESTIONS:

- ? How could contemporary monumental architecture fit into a heritage CBD?
- ? Some corners in Ballarat's CBD no longer have their buildings which 'book-end' the city blocks in grand style. What could we do with our corner blocks using *human scale* principles that would bring them back to their former role as key visual markers in the streetscape?
- ? What other distinctive attributes make Ballarat *human scale*? What, if anything, needs to change to make Ballarat even more people friendly?

PROPOSAL 20 (B): Protecting Ballarat's *sense of place* by understanding and managing Ballarat's distinctive skyline

Everywhere you go in Ballarat you can see a mix of natural and/or built features that make up our city's unique skyline. Many of these features are landmarks with a range of historical and evolving present-day cultural meanings, including Mount Warrenheip, the tower of the Ballarat Town Hall and a myriad of church spires (Image17).



Image17 Ballarat's urban layout was surveyed using prominent features in the landscape, such as Mount Warrenheip. This is why the mountain is seen prominently from many locations. Mount Warrenheip (or Warrenyeep) has deep cultural meaning for Wadawurrung peoples and is a key landmark in both the urban and rural landscape.

Under the HUL approach, understanding the elements which make up Ballarat's skyline and add to our *sense of place*, geography, sense of orientation and belonging is critical. For example, Ballarat's most prominent structures in the skyline are public buildings, highlighting the strong civic nature of the city that remains to this day.

Without trying to recreate the past or stopping the city from evolving further – there are particular things about Ballarat's skyline that can help us inspire future change.

Understanding these elements and implementing robust planning controls can ensure Ballarat's distinctive skyline continues to promote and project community values, while new additions to the skyline should enhance this distinctiveness and character, rather than dominating it.

This paper proposes working to understand what makes Ballarat's skylines distinctive and valued using HUL principles and then exploring potential best practice planning tools that can help us to manage changes to Ballarat's skyline, such as those highlighted in Case Study 12 and Case Study 13.

POSSIBLE PLANNING OFFSETS⁴⁸:

Managing skylines could be packaged with floor area ratios, mixed use and compactness and density at a human scale.

For example, within the Heritage Overlay, the impact on the skyline could be controlled through a waiver on floor area (such as uses) while maintaining current profile and visual connectivity, making blocks and building fabric more interesting and using optimised design measures to increase density.

Case Study 12

City of Yarra local policy 22.03: Landmarks and Tall Structures

The objective of the City of Yarra's local policy for Landmarks and Tall structures is to 'maintain the prominence of culturally valued landmarks and landmark signs'.

It is policy that:

- The prominence of landmark signs be maintained.
- Views to the silhouette and profile of culturally valued landmarks be protected to ensure they remain as the principal built form reference.
- The profile and silhouette of new tall structures add to the interest of the City's urban form and skyline.

Source:

http://planningschemes.dpcd.vic.gov.au/schemes/yarra/ordinance/22_lpp03_yarra.pdf

⁴⁸ Some Planning Offsets may require regulatory changes at the State Government level.

Case Study 13

Edinburgh Skyline Study

Edinburgh's skyline is an essential part of the character and appearance of the city and is an asset that it is important to protect.

The Edinburgh Skyline Study identifies the key views in the city and forms the basis for statutory guidance on the protection of key views. Almost 170 key views are protected in the World Heritage city.

Unlike Case Study 12 and current view controls in the Ballarat Planning Scheme (Table 2), the Edinburgh skyline study provides a more detailed form of information through a 3D understanding of the city using view cones. This detailed information helps frame informed and robust decision making by specifying maximum height limits as well as identifying areas with more flexibility for broader change across the city. They are applied in conjunction with other controls to provide a clear direction to developers regarding the expectations of the regulatory authority.



Reference point	Estimated height limit	Notes
View		
A1	122 m L	Upper level of the skyline
A2	104 m L	Lower level of the skyline
Location		
B	141	Edinburgh skyline from the south
C	98	
Interiors		
D		Upper level of the skyline, particularly from the south
E		Lower level of the skyline, particularly from the south

Source: The City of Edinburgh Council

<http://www.edinburgh.gov.uk/info/20065/conservation/249/the-skyline-study>

PROPOSAL 21: Embedding place-based planning in our practice by applying HUL tools

Place-based planning is considered planning best practice. It is based on local identity and requires a platform for proactive local community involvement, which aligns with HUL principles. While place-based planning is not a new concept, its application is often dependent on political and institutional will. As such, place-based planning has not been consistently applied over time.

The City of Ballarat began implementing improved place-based planning methods using HUL tools through *Ballarat Imagine* (2014) and the *Ballarat Strategy* (2015) and a series of Local Area Plans being carried out across the municipality.

The HUL approach is also helping us to develop new ways to mainstream this form of best practice planning in our work. This helps us to continue to collaborate with local citizens early in the planning process and gain new insights about local places. Through HUL we can be more inclusive of a diverse range of stakeholder values and take into account the distinctive context of each particular place.

We propose to continue to find innovative and interactive ways of capturing community values and embedding them in our decision support tools; continue to support new, publically accessible knowledge tools (e.g. www.visualisingballarat.org.au) and strengthen our work with University researchers to build an evolving knowledgebase about Ballarat. (See also 'New ways of knowing' on page 23). It's also important that we continue to work to embed improved place-based planning principles more broadly through the regulatory framework. For example, an investigation of related systems (such as the Aboriginal cultural heritage system) may identify opportunities for better outcomes and closer integration with the planning system using place-based principles.

PROPOSAL 22: Sharing lessons with and from other cities

There's a lot we can learn from cities that have experienced many of the challenges now facing Ballarat (Image18). This proposal is to continue to network with other cities in Australia and abroad to share lessons that can help us apply innovative best practice planning in Ballarat. (See Appendix 4 on page 91).



Image18 Dr. Rohit Jigyasu, UNESCO Chair Professor at the Institute of Disaster Mitigation for Urban Heritage at Ritsumeikan University, Japan, presenting at the HUL community day: 'Revitalising Historic Cities' International Symposium in Ballarat, February 2015.

PRINCIPLE 6: ADD VALUE TO WHAT WE'RE DOING NOW

PROPOSAL 23: Help make the Heritage Overlay work better

The Heritage Overlay (HO) is the main 'listing' regulation for heritage and the only mechanism that has demolition controls in the Planning Scheme. It applies to more than 10,000 properties in the City of Ballarat, either through site-specific controls or as part of a heritage precinct (the majority).

The HO has helped stop demolition of many of Ballarat's highly valued historic streetscapes and features (a number of heritage attributes were lost prior to it being in place, for example many of Ballarat's grand Victorian verandahs). Like other planning controls, the HO triggers planning permit requirements for affected property owners. It does not stop development or change, but requires owners to work with the City of Ballarat to identify ways which change can occur without taking away from the things the community and visitors love about the city.

While very effective, there are some challenges for application of Ballarat's HO. For example:

- Applying planning controls (whether heritage or other) on private properties includes negotiating outcomes with individuals (with their individual interests) for the benefit of the broader community.
- Applications for change often do not respond to the aspirations of the HO's supporting documents, rather these instruments are used as a tool to negotiate change.
- City of Ballarat's statutory planning staff have noted that while the supporting documents to the HO often help them negotiate the types of change occurring, sometimes a greater level of information in the various *Statements of Significance* is needed to enable a more informed, consistent and responsive approach to change.
- Heritage policy can be quite technical. Ongoing training and specialist advice is often required in order to apply it consistently and effectively.

- Due to incremental changes since the 1970s, heritage policies can be fragmented and different degrees of information is available to help planners and property owners apply the controls (Case Study 14).
- There are known gaps in the Heritage Overlay. For example, the community's values about their heritage (social values) are often not well explored or understood.
- In some cases there can be minor anomalies in the scheme.

Case Study 14

Sebastopol Heritage Study recommendations:

The Ballarat Planning Scheme currently deals with the heritage places of Ballarat in both the Municipal Strategic Statement (MSS) as well as through a general local policy and seven precinct specific local policies... These policies have been incrementally added over time and some inconsistencies exist.

Reviewing and consolidating the policies is considered to have the following advantages:

- It provides a sense of consistency and 'fairness' in the application of policy to all heritage places, across the municipality.
- It will ensure consistency for future users. If a policy is inserted into each of the citations, then only these citations would have it and it could be different to what is in any other previous or subsequent citations.
- Referring to the policy in the Planning Scheme means that planners or property owners will know that this is the same policy for all heritage places.
- It will make it easier for City of Ballarat to manage in the future. For example, if City of Ballarat decides to make a change to the heritage policy then it only needs to be made to one document, rather than in many separate policies.

Excerpt: Context Pty Ltd (2015) Sebastopol Heritage Study Stage 2 Final Report. Vol 1: Key Findings & Recommendations. Thematic History. Revised June 2015.

This preliminary paper proposes that we:

- Identify and fix anomalies (like any incorrect mapping) and consolidate heritage policies through a future amendment to the Ballarat Planning Scheme.

- Review existing Heritage Overlays and their supporting documentation during relevant Local Area Planning processes and other opportunities.
- Develop decision support tools including technology-based solutions (refer PROPOSAL 26).

QUESTION:

? What other challenges are there and what can we do? What are others doing?

PROPOSAL 24: Continue to strengthen planning support for property owners

In 2010, Council put in place the *Preserving Ballarat's Heritage Strategy*. This strategy targeted demolition by neglect and places at risk of neglect. The strategy recognised that support for heritage place owners is critical in helping keep our heritage in tip-top condition. Among many other initiatives it has introduced:

- pre-purchase and pre-application heritage planning meetings;
- free specialist technical and architectural advice to heritage property owners, and
- information kits, brochures and websites.

City of Ballarat has also undertaken projects supporting community groups who have heritage buildings and worked intensively with developers to restore neglected buildings (like the Peel Street development).

It is critical that these initiatives continue to strengthen and opportunities to evolve this service further are explored. This could include responding to the challenges facing a more diverse range of heritage, such as Aboriginal cultural heritage and intangible heritage, through increased support.

PROPOSAL 25: Use all opportunities to apply the Heritage Gaps Review

The Heritage Gaps review brings together a list of potential sites, places and features of cultural significance with no regulatory (heritage) protection and other sites that have regulatory protection but are missing information. These places have been identified through:

- Past heritage studies and their findings and recommendations.

- Ballarat Heritage Advisory Committee, City of Ballarat departments and other recommendations to date.
- Areas that have never been studied (Appendix 5 on page 93).

To date, one area of the Heritage Gaps Review is being progressed through the Sebastopol Heritage Planning Scheme amendment. However, by applying the HUL approach we know that we can get better outcomes for heritage as part of more integrated place-based planning processes.

When possible, these and other opportunities to apply the gaps review (such as a variety of planning processes, future studies and statutory decision support tools) are proposed to be identified and applied.

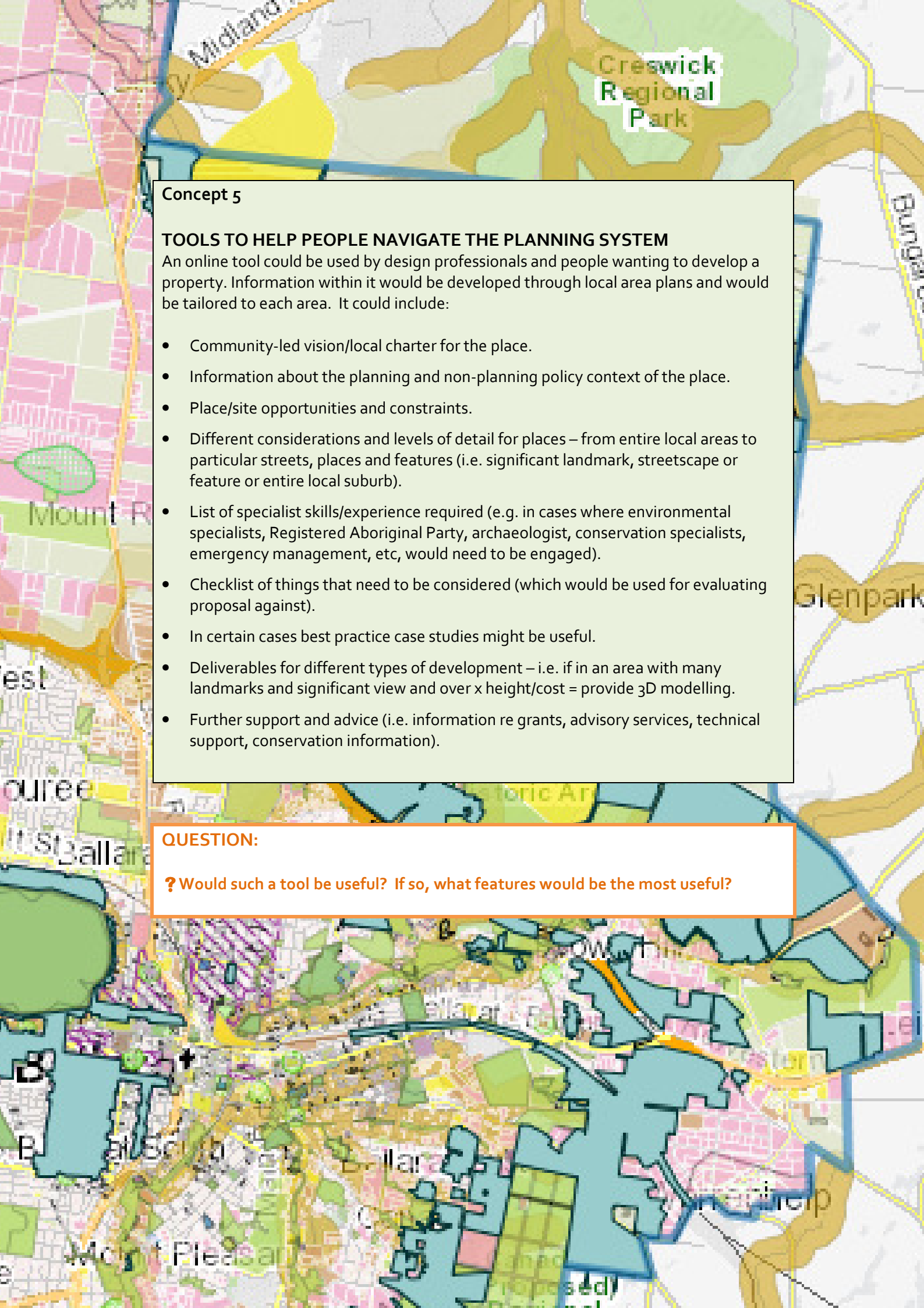
PROPOSAL 26: Provide decision support tools to guide the statutory planning process

There are lots of things we can do to help provide decision support tools, both for people wanting to develop in Ballarat and for the Statutory Planners who assess applications for change.

This could include:

- Developing and using new technology, like 3D mapping, crowd sourcing, social media, new online tools like timecapsuleballarat.com and mapping. (For example some Victorian Councils are utilising 3D mapping to help get better proposals and support decision making – they are really effective at helping people see the impact designs will have on the local area).
- Ensure all digitised heritage information is available on City of Ballarat systems.
- Developing online local area development/design support tools and checklists to help people navigate the planning system (Concept 5).

Additionally, the Victorian State Government recently announced Regional Community Boards across Victoria. With regards to heritage, we can assess how well they are doing into the future.



Concept 5

TOOLS TO HELP PEOPLE NAVIGATE THE PLANNING SYSTEM

An online tool could be used by design professionals and people wanting to develop a property. Information within it would be developed through local area plans and would be tailored to each area. It could include:

- Community-led vision/local charter for the place.
- Information about the planning and non-planning policy context of the place.
- Place/site opportunities and constraints.
- Different considerations and levels of detail for places – from entire local areas to particular streets, places and features (i.e. significant landmark, streetscape or feature or entire local suburb).
- List of specialist skills/experience required (e.g. in cases where environmental specialists, Registered Aboriginal Party, archaeologist, conservation specialists, emergency management, etc, would need to be engaged).
- Checklist of things that need to be considered (which would be used for evaluating proposal against).
- In certain cases best practice case studies might be useful.
- Deliverables for different types of development – i.e. if in an area with many landmarks and significant view and over x height/cost = provide 3D modelling.
- Further support and advice (i.e. information re grants, advisory services, technical support, conservation information).

QUESTION:

? Would such a tool be useful? If so, what features would be the most useful?

This page is intentionally left blank

Talk to the
people who make up
the communities - gather
their stories - they &
their stories are



Step 4: Interpreting Ballarat: Telling our stories

AT A GLANCE

Storytelling (interpretation) is a valuable tool. Many successful tourism and cultural institutions have long recognised the power of the story. Best practice interpretation can build appreciation for Ballarat's heritage and help us re-connect in new ways with our city. It can also greatly enhance visitor experiences and increase visitation to the city. To date, we haven't made the most of Ballarat through interpretation. This section proposes a new *Interpretation Framework* to help interpretation of Ballarat's extensive stories flourish in our city and finding innovative alternatives to signage and ways of experiencing places.

Ballarat has an enormous range of stories to tell. The need to interpret these stories, including the local community's own stories, has come up time and time again during the implementation of the HUL approach in Ballarat.

What does HUL need us to do?

The HUL approach requires us to integrate conservation of heritage in all sorts of new ways. This includes applying a range of tools that help us to get to know and engage with Ballarat's 'histories, traditions, values, needs and aspirations'.⁴⁹

Storytelling is a valuable tool. The creative industries like the movies, publishing and music industries have long understood the power of stories. We are fascinated by the story of people – past and present. Successful storytelling, or interpretation, has the potential to pass on knowledge and further build the appreciation and experience of Ballarat's heritage offering for residents and visitors, both domestic and international tourists, for whom the story of the people and culture of this place resonate.

What are we doing now?

To date, most of Ballarat's interpretation has been delivered in an ad hoc manner. Because of this many stories are fragmented while others remain untold. Additionally **there is growing awareness that lots of people play a role in telling Ballarat's stories** – it's not just the responsibility of large organisations like the City of Ballarat (Figure 9).

Next Steps

In the *Ballarat Strategy (2015)*, the Ballarat City Council committed to 'better interpret our rich historic, cultural and natural landscape'.

In response, the Ballarat Heritage Advisory Committee hosted a workshop with a large number of stakeholders in October 2015 to develop an Interpretation Framework for Ballarat. Participants identified what needs to happen to enable 'interpretation' to flourish in our city.

⁴⁹ UNESCO (2011) http://portal.unesco.org/en/ev.php-URL_ID=48857&URL_DO=DO_TOPIC&URL_SECTION=201.html

Rather than trying to *control* how interpretation occurs, a *framework* can help us to:

- ✓ Achieve multiple/shared outcomes using *best practice* methods
- ✓ Link our key cultural institutions with Ballarat CBD places/stories
- ✓ Tell untold stories (Figure 10)
- ✓ Prioritise *authentic* stories
- ✓ Focus on the *contemporary economy* and *cultural life* – not just our historical identity
- ✓ Support projects that have ongoing lives and uses
- ✓ Respond to issues to address with storytelling. For example:
 - Who owns the past? Who owns Ballarat's stories?
 - Who tells official stories and in which places/institutions are they told?
 - How are stories substantiated?
 - How is ownership of stories determined if at all?⁵⁰

To do this we need to apply best practice heritage interpretation so we're proposing to:

- Deliver an Interpretation Framework for Ballarat
- Introduce an interpretation framework hierarchy
- Finding innovative alternatives to interpretative signage
- Introduce online 'virtual tours' and evaluate the potential benefits of an 'open house' program.



⁵⁰ Discussion in Section 6 is from SHP Consulting & City of Ballarat (2015) Ballarat Interpretation Framework Workshop, 23 October 2015.

Figure 9

Who tells the stories of Ballarat?

- Aboriginal groups and peoples
- Artists/writers/filmmakers
- Businesses
- Children
- Community oral histories
- Formal institutions
- Individuals
- Individuals on social media
- Library officers
- Local enthusiasts
- Local families
- Local historical/community associations
- Museum workers
- Official storytellers
- Real estate/developers
- Schools
- Taxi/bus drivers
- The media, like ABC Local and The Courier
- Tour guides
- Visitor Information staff and volunteers
- Visitors passing on their experiences

Figure 10

What are some of Ballarat's untold stories?

- ? Aboriginal cultural heritage
- ? Ballarat underclass
- ? Crafts
- ? Creeks and waterholes
- ? Government/governing
- ? Industrial heritage
- ? Innovation
- ? Multicultural communities
- ? Noblesse Oblige
- ? Orphanage experiences and its impact
- ? Pagan past (early Celtic beliefs and practices)
- ? Pre-federation thinkers and philosophers
- ? Recent migrant experiences
- ? Red light district
- ? Subterranean city (mines and drains)
- ? Wadawurrung and Dja Dja Wurrung
- ? Women

QUESTIONS:

- ? What other stories are untold in Ballarat?
- ? Who else tells Ballarat's stories?

Concept 6: Stories Bringing New Perspectives:

Interview with Lucinda Horricks, Wind & Sky Productions by Amy Tsilemanis

Can a city have a memory? That's an interesting question. So many people pass through cities at different times and there are a multitude of memories and stories and perspectives about them, some ancient, some recent, some dark and uncomfortable, most of them unknown, some celebrated, many of them historically wrong.

I think places with stories are powerful. Look at the Pyramids or Stonehenge. They are powerful because of what they are, but also because writers have written about them for centuries and we know, or think we know, their story. Look at Hanging Rock. It's a beautiful place but made so much more significant for many Australians after Joan Lindsay's novel and Peter Weir's film.

Source: <http://www.hulballarat.org.au/blog/index.php/2015/07/31/stories-bringing-new-perspectives/>

The Pub on the Rails – Ivan

To put the track through to Adelaide there was only one problem, there was a pub in the way.

In the old days the train line stopped at Ballarat, but around 1874 they wanted to extend the track to Adelaide and the burgeoning villages further west. There was only one problem. The Provincial Hotel stood in the way, near where the signal box stands today, close to the dead-end buffers in Lydiard Street.

The original Provincial Hotel was built in 1854 as a single story wooden structure, important enough though to save. So they put their minds to work and decided to build a temporary track, which they did, to transfer the hotel across Ararat Street, to the place where it stands today. The current building, now just a few metres south, is an elaborate one which replaced the original in 1909.

I know this story because as a boy I visited Spencer Street Railway where a photo of the hotel being transferred was hanging in an office.



Excerpt source: The Inside Story (City of Ballarat and Yum Studios)

<http://www.ballaratheritageweekend.com.au/tis/story.aspx?SID=4979>

Riff Raff - Graeme

Remember when life was simple? People rode their bikes or walked, kids played outside and there was a phone box on every street corner? My father-in-law, Graeme, does. If there was one word to describe him, most people would say "funny", but Graeme refers to himself as a "Balla-rodent" and even started his own Facebook page just so he could share his memories and old photos of Ballarat.

At the Mechanics' Institute Graeme recounted the days of "going to the Vegas" on Saturdays with his mates to watch films like Captain Blood with Errol Flynn. They didn't have pocket money back then, so as young boys they had a Saturday morning run on their bikes to collect the "jammed" coins from the local phone boxes. A sly trick using a match box.

Then they would meet back at the cinema, pool their money and buy a ticket. Now with a group, one or two tickets wouldn't quite be enough. So the ticket holders would go in, then head to the bathroom and pass the ticket out to their friend, who would then use the same ticket to get in. Eventually getting the whole group into the theatre to enjoy the show. Or make more mischief, whichever came first.



Excerpt source: The Inside Story (City of Ballarat and Yum Studios)

<http://www.ballaratheritageweekend.com.au/tis/story.aspx?SID=5061>

PRINCIPLE 7: BETTER TELL THE STORY OF BALLARAT

PROPOSAL 27: Deliver an interpretation framework plan for Ballarat

Delivering an Interpretation Framework plan for Ballarat will provide a best practice platform for interpretation to flourish. Applied well, it can help us to fast track and support storytelling by many organisations and stakeholders across the city.

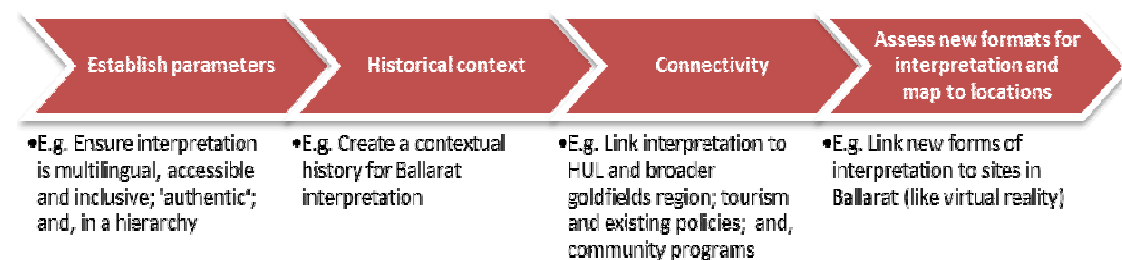
The steps include:



STEP 1: ASSESS



STEP 2: BUILD THE FRAMEWORK



STEP 3: DEVELOP POSSIBLE INTERPRETATION STRATEGIES



Heritage Ambassadors

- Create an Ambassadors/Volunteers program of people who can champion heritage interpretation for a multitude of places, businesses, themes and events across Ballarat.



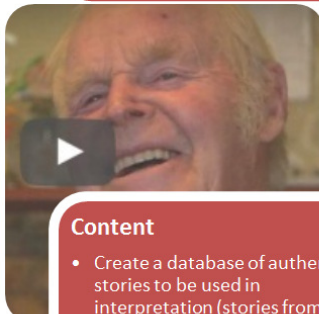
Network of storytellers

- Identify a 'network of storytellers'
- Identify the range of new and existing stories for Ballarat
- Create a database of 'living books' (archive/new and existing)



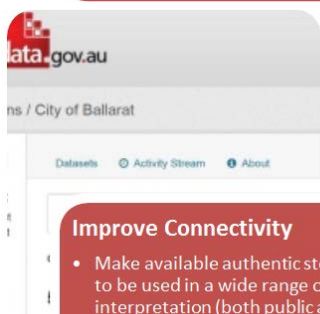
Guidelines and Toolkit

- Create a best practice Toolkit for Ballarat Interpretation
- Build/inspire development of apps/mobile websites for Ballarat interpretation (like Ballarat Revealed⁵¹)
- Establish process for community consultation (e.g. Chinese stories)
- Establish communications strategy for storytelling



Content

- Create a database of authentic stories to be used in interpretation (stories from recorded history and stories from the people of Ballarat) – e.g. *Memory Atlas*, *HUL Ballarat*, *Time Capsule Ballarat* and other sources



Improve Connectivity

- Make available authentic stories to be used in a wide range of interpretation (both public and commercial) using 'open data' and other innovative and interoperable technology (e.g. for local businesses to use)

QUESTIONS:

- ? Who should be involved to achieve these actions?
- ? How do we prioritise the stories that are told?
- ? What other interpretative strategies, tools and techniques are best practice and suitable for Ballarat?
- ? What other resources can we use in Ballarat?

⁵¹ Ballarat Revealed has been developed for Ballarat's Heritage Weekend. It helps people explore the city's historic stories, secrets and spaces via smartphones, tablets or computers. <http://ballaratrevealed.com/>

PROPOSAL 28: Introduce an interpretation framework hierarchy

There is often a tendency to make interpretation *one size fits all*. While there can be many benefits to creating a uniformed 'brand' for Ballarat's many stories, this may stifle creative responses and limit its appeal.

Through the Ballarat Interpretation Framework we can introduce a themed interpretation hierarchy to deliver overarching standardised interpretation as well as localised storytelling approaches and benefits. For example, a hierarchy would guide how we use interpretation as a vehicle for connecting the city's key cultural institutions with city-wide/region-wide themed storytelling (Concept 7) and telling local stories in more localised ways.

It achieves this:

1. **At the top level:** by connecting today's successful economic and cultural life (such as local businesses and cultural institutions) to the places that demonstrate common themes using techniques like standardised interpretation. This helps us to cross-promote and strengthen these places through a broader Ballarat and Goldfields experience (hierarchy 1).
2. **At the second level:** by introducing a platform for 'hidden' and diverse stories that utilises discovery as a key platform for engagement and allows for creative interpretation responses (hierarchy 2).

QUESTIONS:

- ? How can we best work with others across the goldfields region?
- ? How can we encourage partnerships across the community?
- ? Are there other models of interpretation that would be useful to integrate here?

Concept 7

A different way of knowing the Ballarat Town Hall

Rather than only telling the history of the tangible building, *imagine* using storytelling to tell the intangible tales of the Ballarat Town Hall.

Using the hierarchy concept we could link this important local place with the stories told at the Museum of Australian Democracy at Eureka (M.A.D.E) - one of Ballarat's key cultural institutions – and help explain their relevance for Ballarat today.

M.A.D.E tells the tales of 'ordinary men and women, past and present, which have fought for democratic freedoms we enjoy today'.⁵¹

The Ballarat Town Hall has many stories that build on this theme. For example:

- Town Halls were built all over the goldfields region, representing local pride, democracy, public governance and a vision for the future.
- Local citizens have been publically elected as Mayors and Councillors for more than 150 years.
- The Ballarat Town Hall has been the scene of celebration and demonstration, from royal visits to NAIDOC week and from local planning issues to candlelight vigils for local and international disasters and issues.



Above: Demonstration outside Ballarat Town Hall for survivors of child abuse (2016)

⁵¹ Source: <http://made.org/>

PROPOSAL 29: Find innovative alternatives to interpretative signage

The Interpretation Framework highlights the need to provide multiple ways for visitors and residents to access both information and meaning. Signage is just one possible interpretative tool and one which remains hugely popular. Keeping signage under control though is a major challenge for local authorities – no more so than in Ballarat.

So many people have a connection to Ballarat that there are frequent requests to put up plaques and signs to commemorate where people lived, worked and spent their free time. Well-designed signs can contribute to the visitor experience but there are also many other ways that we can improve the impact of the stories of our city. A road map to do this will be developed through the Ballarat Interpretation Framework. In the meantime, here are some ideas regarding signage that were discussed during the workshop:

Interpretative signage comes in the following types and categories:

- **Wayfinding** such as directional and arrival signage.
- **Interpretative** which is usually site-based and can include street signage and storytelling signs.

Some examples of existing signage in Ballarat include precinct signage, trails and commercial signage (often called visual clutter). New ideas for future signage include:

- *Pop-up signage that asks questions*
- *Signs with a level of discovery*
- *Street names telling the history of Ballarat (Case Study 15 and Concept 8)*
- *Digital signage (Case Study 16)*
- *Innovative public art installations*
- *Impermanent signage for 'pop up' displays (Case Study 17). For example, displays in empty shop fronts that can tell the story of the empty building or just the city itself.*

Of all these things, one that we can easily introduce right away is adding historical information to street signage when we need to replace signs (Concept 8). We will include this as an action in the final heritage plan.

QUESTIONS:

- ? How do we ensure the information and meaning is widely accessible to all?
- ? What role should signage play in making that information accessible?
- ? What other ways are there to prioritise and communicate information in the landscape and on our city streets?
- ? To brand or not to brand? To theme or not to theme? What are your thoughts?

Case Study 15

Historical information on street signs

The City of Yarra introduced 83 street signs containing the historical background of the street name (image below). 'Created with input and advice from Yarra's historical societies, the 83 signs are placed at historical streets across the municipality and provide a short history of the street or street name.'



Concept 8

The City of Ballarat already has a great resource in the 'Roads and Open Space Historical Index'⁵² which lists the history behind Ballarat's roads and place names. There has already been one project in Ballarat to introduce extra information on the street signs in Lucas (image below).

Ballarat's other street signs could be easily updated on an ongoing basis at no extra cost to contain this information when they require replacement and when other new streets are introduced.



⁵² The 'Roads and Open Space Historical Index' can be downloadable at http://www.ballarat.vic.gov.au/media/2253695/roads_and_open_space_historical_index.pdf

Case Study 16

Alternatives to standard signage from the Central Maitland Interpretation Plan

'The Central Maitland Interpretation Plan ... provide[s] a framework and recommendations for bringing the heritage of Maitland to life... It includes a number of approaches for interpretation in response to key challenges and opportunities in the city of Central Maitland'. (NSW)

Below are some examples of Central Maitland's themed in-ground paver markers and walk icon metal 'stamps', marking key historic sites. Also below are micro installations which can 'carry text, graphics or clues to another pieces of interpretation and are laid in the pavement or applied on walls'. Micro installations 'can be activated via QR codes or a Smartphone App and shared via' social media. Their content 'can be changed and used as the basis for games and Scavenger Hunts'.



Above: Examples of in-ground pavers and walk icon metal 'stamps'



Above: Examples of Micro Installations.

Source: SHP (2014) Central Maitland Interpretation Plan (draft) downloadable at <http://maitlandyoursay.com.au/uncovering-the-stories-of-central-maitland/documents/14746/download>

Case Study 17

'Pop-up' interpretation: 3D chalk art

Temporary interpretation is a great solution for interpreting historic places. Here's an idea that could 'pop-up' during events and special commemorations:

'In the mining town of Broken Hill in far west NSW, St Barbara, the patron saint of miners, soldiers and artillerymen is being celebrated. A large 3D drawing of an underground mine shaft attracted lots of spectators as one of Australia's best pavement artists chalked up the sidewalk in the town's bustling main street.'



Source: <http://www.abc.net.au/news/2013-05-21/chalk-pavement-stbarbara-festival/4701012> (permission granted)

PROPOSAL 30: Introduce online 'virtual tours' and evaluate the potential benefits of an 'open house' program

Ballarat has many amazing places and spaces but sometimes a plaque or sign just isn't enough. People like to engage with spaces and when these spaces hold special connections or memories the experience can be all the more valuable.

For example, one particular area of interest for many to visit is former public buildings. A growing amount of these places have been adaptively re-used for residential homes and private businesses. This means that people who have a connection to these places are often unable to reconnect with their past (for example, former students of a school). Some owners tell us that they are frequently asked for viewings. This raises some difficult issues.

One solution we can implement is to film **virtual tours** (Case Study 18). Filming virtual tours is a great cost effective idea and makes inaccessible places available. We already have

capacity to create panoramas through the HUL Ballarat website (Image 19).



Image 19: You can have a 3D panoramic experience of Mullaullah Wetlands from your computer or smart phone at <http://www.hulballarat.org.au/media.php>

Another idea is to evaluate the benefits of an **open house scheme during Ballarat Heritage Weekend**, the annual community cultural festival. These schemes are resource intensive and require a great commitment from property owners. However, a program that occurs once a year could provide a fixed date for visits to private properties as well as add a whole new layer of experience for engaging with Ballarat's unique places (Case Study 19).

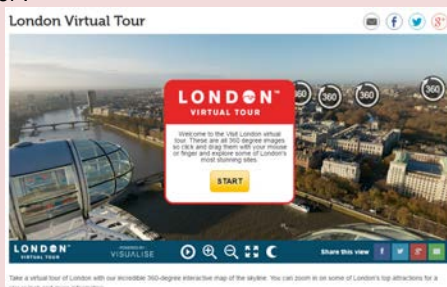
QUESTIONS:

- ? A lot of the responsibility for open houses lies with the owner. Is this approach feasible for Ballarat?
- ? Are there other ways to run open house schemes?

Case Study 18

Touring London 'virtually'

You can interact with London, enter all sorts of places and have a self-guided experience from your home. London has embraced 'virtual tours' helping people discover a wide range of information and plan their visits. Examples include 'Visit London.com' and 'The National Gallery Virtual tour'.



Sources: <http://www.visitlondon.com/discover-london/london-virtual-tour> and <https://www.nationalgallery.org.uk/visiting/virtualtour/#/central-hall/>

Case Study 19

Open House Melbourne 'Opening Doors, Opening Minds'

'Open House Melbourne is the result of an initiative by the Committee for Melbourne, Future Focus Group, and is part of the Open House Worldwide Network, founded by Open House London.' Visitors explore outstanding houses, buildings, infrastructure and landscapes that illustrate Melbourne's rich history. It is free and accessible.

The organisers work with owners to meet capacity requirements, and provide volunteers to help manage the crowds.

In order to control access within the building, owners can:

- o Direct the public to a few places of special interest
- o Have staff or volunteer Open House Melbourne guides on hand to talk about the particular attraction of these areas
- o Another controlled-access option is to run brief guided tours through the building.

Building sponsors, owners, tenants and lessees are responsible for carrying adequate public liability insurance.



Source: <http://www.openhousemelbourne.org/> and <http://www.buildings.ohm.org.au/faqs/>

QUESTIONS:

- ? What other ideas do you have?



Ballarat's historic collections come into their own over the Ballarat Heritage Weekend each year.



Step 5: Historic Collections and Public Assets

AT A GLANCE

The City of Ballarat is responsible for an array of historic public assets including objects, historic records, public buildings, gardens, places and spaces. In addition, many other organisations care for historic assets and collections. These historic collections can provide us with the rich resource to know our city and tell Ballarat's stories – we can't do this without them. This section proposes recognising our public assets as important, undertaking a range of steps to unlock Ballarat's stories and taking action to provide appropriate storage and access to Council's historic collections.

The 'real deal' can fascinate us – imagine standing in front of Ned Kelly's original photos and reading his handwritten letters (did you know that Ned's father married Ellen Quinn in 1851 in Ballarat?) or think about what it feels like to look up (and up!) at the Eureka flag.

What does HUL need us to do?

The HUL approach recognises that 'culturally vibrant cities build stimulating environments, acting as incubators for creativity and appealing to diverse groups of people.'⁵³ Ballarat's competitive advantage is our outstanding urban environment and a community rich with stories. It's the distinguishing things about our city that inspires and appeals to many people.

Much of what makes up Ballarat's distinctive 'DNA' is captured in our historic collections and public assets. They are the key to unlocking Ballarat's story – we can't do it without them. The collections give the city its characters and stories, and if used well can further showcase the city as a unique location. As such they provide us with a critical piece of the puzzle to enhance and sustain the cultural vibrancy of our city.



Image20 Uncovering the time capsule that was placed in the Burke & Wills fountain in Sturt Street, Ballarat by Governor Henry Barkly in 1863 captured the interest of the nation.

⁵³ WHITRAP, City of Ballarat, Federation University Australia (2016) *The Historic Urban Landscape Guidebook: Managing heritage in dynamic and constantly changing environments. A practical guide to UNESCO's Recommendation on the Historic Urban Landscape.*

What are we doing now?

At present we're not able to make the most of this rich resource. For example, key cultural events like the Ballarat Heritage Weekend rely on our city's stories and collections to create unique experiences. However this isn't easy. While we have a growing number of accessible collections in organisations like the Ballarat Archives Centre (PROV), the Ballarat Gold Museum and the Art Gallery of Ballarat; and online platforms like Trove, Victorian Collections⁵⁴ and a few locally run websites; much of our city's collections and stories remain difficult to find and use.

To date, key stakeholders including the State Government and the City of Ballarat have undertaken a number of studies to identify ways forward. In addition, the City of Ballarat has established a research partnership with CeRDI⁵⁵ to begin to make our past and present stories, collections and associated research easily accessible and useable online. The early results - www.hulballarat.org.au and www.visualisingballarat.org.au – continue to evolve in collaboration with a range of stakeholders using 'smart' city principles.⁵⁶

Next Steps

The solutions are not short-term. What's important is that we make a start, guided by a long-term vision to make the best use of our historic collections and public assets to help enhance and sustain the cultural vibrancy of our city.

We're proposing to:

- Recognise the role that public assets play in addressing our society's changing needs
- Unlock Ballarat's stories
 - Strengthen partnerships that can provide leadership and research
 - Support capacity building initiatives for professional, indigenous and volunteer heritage organisations
 - Explore solutions for a heritage 'one stop shop'

⁵⁴ <http://trove.nla.gov.au/> and <https://victoriancollections.net.au/>

⁵⁵ Centre for eResearch and Digital Innovation (CeRDI), Federation University Australia

⁵⁶ 'Smart' cities use multiple innovative digital-based and people-centred methods to become more efficient.

- Provide appropriate storage and access to the City of Ballarat's historic collection
 - Improve the condition and accessibility of Council's historic collections
 - Apply the City of Ballarat 'Historic Assets Management – Strategy and Procedures Manual'
 - Work closely with Public Record Office Victoria to identify and transfer historic records and items
 - Progress long-term storage and access solutions

PRINCIPLE 8 RECOGNISE THE ROLE THAT PUBLIC ASSETS PLAY IN ADDRESSING OUR SOCIETY'S CHANGING NEEDS

There is an increasing awareness of the growing cultural and creative industries and the important role these industries play in the changing economy. These industries often find inspiration in our past – whether that is through stories or in intriguing and different characters, places and spaces.

PROPOSAL 31: Flag historic public assets in City of Ballarat's asset's systems to recognise their intrinsic and potential value to Ballarat and mitigate risks

In addition to more than 3,000 historic collection items (Figure 11 on page 80), the City of Ballarat is an owner of a wide variety of historic public assets as well as a manager and/or trustee of historic places on behalf of the State Government. These places not only have aesthetic, economic, social and historic value to the local community but they can provide inspiration for and therefore attract creative-based endeavours.

Historic public assets open up potential for low-cost access by arts and community-based organisations as well as business start-ups (such as co-working labs). In fact, many community groups care for our historic assets and use them for a wide variety of local activities today (Image 21).

It is essential that we recognise the potential of these assets as the city grows and new opportunities for these resources present themselves. In addition to the Collingwood Arts Precinct example (Case Study 20), there are other examples of city's leveraging their community groups and cultural activities such as Geelong, Walsh Bay Sydney and London's Southbank.

At this point in time we don't have triggers for historic places in our assets system meaning that their intrinsic and potential value to Ballarat, along with any special requirements due to the age of the assets, is not clearly indicated. This poses a potential risk.

This paper proposes to *flag* public heritage assets in the assets system so that they are *attributed as heritage* with any specific documentation regarding their care attached and notes about:

- emergency management considerations during recovery
- particular statutory planning requirements
- known social values and potential uses



Image 21 Public assets are very important to local communities. Learmonth & District Historical Society volunteers have fully embraced the refurbished Learmonth Shire Offices and actively play a part in its conservation. This public asset provides a home for the Society, their records and museum and a function hall (with renovated kitchen) for the local community and visitors.

Case Study 20

Collingwood Arts Precinct

'The former Collingwood Technical School site in inner north Melbourne has been a place of creativity, collaboration and inspiration for more than 140 years. Now, a visionary project is set to transform the site into a thriving contemporary arts precinct.

The art deco façade of the site is well known to locals, but behind those doors lays a long-neglected treasure. Thousands of students were educated there since the 1870s, but in 2005 the school was closed and the Collingwood site was abandoned. For more than a decade, it has collected dust and fallen into disrepair.

"The vision is to take this amazing site and to create a precinct or a hub of creative activity which brings together all sorts of possibilities," says Marcus Westbury, CEO of the newly established Contemporary Arts Precincts Ltd (CAP).

Westbury is inspired by the faded grandeur of the site, with its abundant natural light, sweeping views across the city and its proximity to the hustle and bustle of Smith Street.

Westbury and the CAP board have modelled a future for the site inspired by international organisations including Artscape (Toronto), Acme Studios (London) and Artspace (US). But in Australia, CAP will be the first of its kind – a charitable social enterprise managing a vibrant, cross-disciplinary cultural precinct that provides secure customised space for the creative industries.'



(Source:

http://creative.vic.gov.au/News/Showcase/Feature_Stories/Co-working_And_Collaboration/Collingwood_Arts_Precinct)

QUESTIONS:

- ? At the moment, how do we identify if a public asset is of Local, State or National heritage significance?
- ? What other processes may be needed to preserve the value of these assets?

PRINCIPLE 9 UNLOCK BALLARAT'S STORIES⁵⁷

PROPOSAL 32: Strengthen partnerships that can provide leadership and research to achieve a common vision for Ballarat's historic collections

Ballarat has a number of strong cultural heritage organisations both at the professional and volunteer level. At the moment though, many of these organisations work largely independently from each other.

Ballarat has already proven its ability to make a difference to historic collection processes through partnerships, for example:

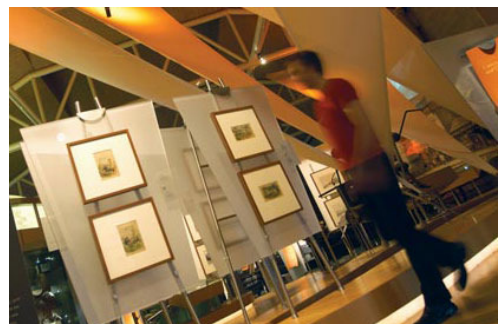
- the Ballarat Collections Network was established in 2008 to address disaster recovery issues for historic collections with efforts recognised by Blueshield Australia, the cultural equivalent of the Red Cross.
- Federation University Australia's Collaborative Research Centre in Australian History (CRAH) has set up a number of partnerships with local collecting organisation to access and research significant local historic collections.
- Ballarat's professional cultural institutions are partnering to bring large exhibitions to the city linked with their own collections, including M.A.D.E, Sovereign Hill and the Gold Museum's recent '19th Century BLING' exhibition. 'BLING' has been supported financially by the State Government in recognition of the role these types of exhibitions play as a key economic driver in the region.⁵⁸

Reports, like *Victorian Goldfields – Australia's Premier Heritage Region*, continue to identify that fragmentation of Ballarat's cultural organisations is limiting our achievements. There is significant opportunity to enhance leadership and partnerships to consolidate strengths and progress both heritage and cultural tourism initiatives.

⁵⁷ Concepts for proposals and some text sourced from Forest, J (2013) Accessing Our Regional Heritage. Stage One: Needs Analysis. Final Report: City of Ballarat, PROV, RDV

⁵⁸ Source: <http://www.premier.vic.gov.au/ballarat-to-showcase-gold-diggers-bling-in-new-exhibition/>

It is proposed to work towards strengthening partnerships by bringing together a **working party to map out how we can best achieve a long-term vision for Ballarat's collections as part of an enhanced and sustainable culturally vibrant city.**



QUESTIONS:

? Who needs to be in a historic/cultural collections working party and what can they bring to the process?

PROPOSAL 33: Support capacity building initiatives for professional, indigenous and volunteer heritage organisations

Government may never have the capacity to fully respond to community demand for the care of historic collections however we can assist by supporting capacity building initiatives to occur in Ballarat. Such support may also assist community-based historical associations to develop a professional tourism offering and community service.

Some organisations, including Public Record Office Victoria (PROV)⁶⁰ and Museums Australia Victoria, offer training to community organisations for collection care, storage and access. A number of local groups are keen to develop their skills base in this area and many have also highlighted a need for training in governance and communications.

Members of the Ballarat Heritage Advisory Committee have highlighted the potential for self-help networks via social media and other mediums. Options will be explored with the Committee and the 'working party' (PROPOSAL 32) as part of this proposal.

⁵⁹ Ballarat Gold Museum. Source:

<http://www.sovereignhill.com.au/gold-museum-ballarat/>

⁶⁰ PROV currently runs sessions in Ballarat which have been supported by the City of Ballarat.

PROPOSAL 34: Explore solutions for a heritage 'one stop shop'

In a number of forums during the development of this paper an idea for a physical 'one-stop-shop' for all things heritage has come up time and time again. This could include planning advice, historic research and collections, heritage tourism, education and other functions. From the perspective of efficiency, a 'one-stop-shop' would consolidate resources and save the City of Ballarat (and many other organisations) a lot of staff time to public and visitor queries. This idea will be explored.

QUESTIONS:

- ? Do you think there should be a 'one-stop-shop' for all things heritage? If so, where do you think this 'one-stop-shop' should be? What form should it take?
- ? How would you foster greater collaboration amongst the many heritage people, places and organisations in Ballarat?
- ? How can historic collections be used to connect Ballarat's stories with its residents and tourists?

PRINCIPLE 10 PROVIDE APPROPRIATE STORAGE AND ACCESS TO THE CITY OF BALLARAT'S HISTORIC COLLECTION

PROPOSAL 35: Improving the condition and accessibility of Council's historic collections⁶¹

The City of Ballarat has responsibility for a range of historic collection material which includes both paper items and object items. Paper items include petty cash books, rates books and a variety of information materials. Object items include furniture, flags, memorabilia and artworks. The City has more than 3000 historic collection items across several sites. (See Figure 11 on page 80).

Storytelling and exhibition of the items is currently limited. This is highlighted by the collection's key needs:

⁶¹ Except where indicated, discussion in this section is mostly sourced from Forest, J (2013) Accessing Our Regional Heritage. Stage One: Needs Analysis. Final Report: City of Ballarat, PROV, RDV

- Suitable long-term collection storage
 - Curatorial assessment and stock take
- While there have been many improvements in the interim storage of the collection over the past few years, there is still work to do.

As a starting point it is proposed that we undertake a more intensive project to physically improve the interim storage, documentation and preservation of the Town Hall based collection, particularly the material currently in storage in the building.

In response to an assessment by professional museums consultants the following actions will be delivered during this first stage:

- Confirmation of policy and strategic direction for the Historical Collections.
- Physical improvement to the interim storage of the collections at the Town Hall.
- Improved knowledge of the significance of the collections in the context of the city's heritage planning.
- Development of an up-to-date inventory of the collections at the Town Hall (including digital images of items in a format that can be added to a future online catalogue).
- Recommendations for future projects and funding opportunities for the medium to long term utilisation, documentation and storage of the City of Ballarat's collections.

The project will help us to:

- Increase stakeholder and broader community awareness of the Town Hall historical collections.
- Improve accessibility of the Town Hall collections.⁶²

PROPOSAL 36: Apply the City of Ballarat 'Historic Assets Management – Strategy and Procedures Manual'

Under the umbrella of the City of Ballarat, there are organisations that have their own collecting policies and processes including the Art Gallery of Ballarat and the Ballarat Library's Australiana Collection⁶³ however the

⁶² Trudgeon, R (2016) City of Ballarat Historical Collection Project Plan Proposal: City of Ballarat

⁶³ Forest, J (2013) Accessing Our Regional Heritage. Stage One: Needs Analysis. Final Report: City of Ballarat, PROV, RDV

City of Ballarat itself doesn't have integrated process for managing its historic collection. This is because legacy decisions to keep the range of items we have has presented us with the role of being curator and museum, even though this is not the City core function. As such, the City of Ballarat isn't staffed to provide appropriate and ongoing storage or care for the collection.⁶⁴

In response we have developed a 'Historic Assets Management – Strategy and Procedures Manual' which contains the following guidance within the City of Ballarat's existing staffing arrangements:

1. Background
2. The City of Ballarat's Collection Parameters
3. Managing the Collection
 - a. Guidelines for Accepting and Rejecting Donations
 - b. Significance Assessment
 - c. Transfer of Title for Donations
 - d. Cataloguing Process
 - e. Storage and Conservation Guidelines
 - f. Loan Procedures
 - g. Disposal Process
 - h. Disaster Preparation and Management
 - i. Interpretation and Use of the Historic Assets
4. Resources

It is proposed to integrate this manual into our assets and other systems/processes in order to deliver it as part of our ongoing core business.

PROPOSAL 37: Work closely with Public Record Office Victoria to identify and transfer historic records and items

'City of Ballarat has legislative responsibility under the Public Records Act 1973 to care for paper items, across all its sites, in line with this act. This includes transfer of appropriate items to the Public Record Office Victoria.'⁶⁵

The City of Ballarat currently transfers permanent historic records to PROV on an irregular basis.

Additionally, because of the significance and age of our collection some items that would not normally be considered are also able to be transferred under this arrangement. This preliminary paper proposes to work closely with PROV to identify and transfer historic records and relevant items in a more structured way. Part of this can occur during the proposed project to physically improve the interim storage, documentation and preservation of the Town Hall (PROPOSAL 35).

Transferring records to PROV has the following advantages:

- Historic collection items become the responsibility of the State authority who have experts to provide the highest level of care and access to the collection (Image22).
- Helps to free up and make safer City of Ballarat buildings.
- Better meet our legislated responsibilities.

Agency VA 706

Ballaarat East (Municipal District 1857-1863; Borough 1863-1870; T 1872-1921)

About this Agency				
Records				
Related Functions				
Related Agencies				
Record series created by this Agency				
Display 20 entries per page				
Date Range	Series Title	Series Number	Series Location	Public Access
? 1857 - ? 1921	Committee Minutes	VPRS 12764	Ballarat	Open
? 1857 - ? 1921	Notice Papers	VPRS 13006	Ballarat	Open
? 1859 - ? 1872	Rate Payment Ledgers	VPRS 7266	Ballarat	Open
? 1863 - ? 1870	Special Rate Payment Ledgers	VPRS 7296	Ballarat	Open
? 1864 - ? 1872	Rate Payment Ledgers [SERIES REPROCESSED AS VPRS 7266/P3 AND VPRS 7299/P2]	VPRS 7297	Ballarat	Not Applicable
? 1865 - ? 1906	Rate Valuation Books	VPRS 7299	Ballarat	Part Open
? 1872 - ? 1921	General Rate Books	VPRS 7258	Ballarat	Open
1857 - 1921	Council Minutes	VPRS 13005	Ballarat	Open
1858 - cont	Specifications, Contracts and Tenders	VPRS 2503	Ballarat	Open
By 1860 - 1921	Outward Letter Books	VPRS 8117	Ballarat	Open

Image22 PROV's online catalogue highlights best practice access standards for Council's records.

Source: <http://access.prov.vic.gov.au/>

PROPOSAL 38: Progress long-term storage and access solutions

Like many organisations, the City of Ballarat requires appropriate long-term storage solutions for our significant historic collections (Refer Table 3 and Figure 11). In response to findings from a comprehensive Needs Analysis, a feasibility study was completed in 2014 to identify a solution to key collection storage issues for the City of Ballarat and Public Record Office Victoria (PROV).

⁶⁴ Forest, J (2012) Historic Assets Management – Strategy and Procedures Manual (proposed): City of Ballarat

⁶⁵ Forest, J (2013) Accessing Our Regional Heritage. Stage One: Needs Analysis. Final Report: City of Ballarat, PROV, RDV

Jointly funded by Regional Development Victoria, City of Ballarat and PROV, the study explored potential solutions that could meet the following objectives:

- Address the City of Ballarat and PROV's collection storage issues.
- Deliver efficiency and revenue generating initiatives to become self-sustaining.⁶⁶

Innovative long-term storage solutions that could meet these objectives have been identified as sufficiently feasible to move forward to Phase 2 - a full feasibility assessment.

To continue to meet the objectives set out in the Needs Analysis, at a minimum the assessment would need to assess a solution to achieve:

- Storage and ancillary areas required to access, store and research the collections, as these provide the central starting point for the project and will provide the long term source of intellectual property to enrich related activities.
- A storage space that accounts for collection growth into the next 20 years.
- Spaces that encourage and attract other activities such as touring exhibitions, interpretation, public gatherings and training as this is what will encourage a self-sustaining facility.

- Leverage off existing collecting organisations and tourism sites.
- Provide best practice storage and access of the collections.
- Support associated research, learning and skill development.
- Innovative 'museum' style experience, as this is critical to sharing the significant stories of the collection and attracting visitors from outside the region.
- Exhibition area/centre, as this is central to the display of the collections and the continuous refreshment of the brand and attraction of new visitors through new exhibitions.

Following the initial Feasibility Study, the City of Ballarat has implemented recommendations from the report to undertake further assessment and identify a process to prepare our collection for any future relocation. This process enables detailed specifications to be identified regarding our collection storage requirements. The process will begin with the Town Hall collection. (PROPOSAL 35).

It is proposed to continue to work towards a long-term solution for storage and access of the City of Ballarat's collection by bringing together key stakeholders to further discussions.

Table 3 Estimated quantity of the City of Ballarat's collections and conversion to floor space required for the next 20 years⁶⁷

Collections	Current space m2 (2014)	Annual growth rate	Total storage space required in 2040							
			Collection	Processing	Loading	Packing / crating	Workshop	Photography	Quarantine	Equipment /materials
CoB archives	200	0%	200							
CoB historic collection	300	1%	400							
TOTAL	1,230		1,750	15	15	25	50	50	50	75

⁶⁶ McArthur, S & Associates (2014) Feasibility Study for Ballarat Museum, Exhibition and Heritage Centre: Final 21st May 2014: City of Ballarat, Public Record Office Victoria, Regional Development Victoria

⁶⁷ McArthur, S & Associates (2014) Feasibility Study for Ballarat Museum, Exhibition and Heritage Centre: Final 21st May 2014: City of Ballarat, Public Record Office Victoria, Regional Development Victoria

Figure 11

Understanding the scope of the City of Ballarat's historic collections

Art Gallery of Ballarat

It is well-recognized, regional art collection, built up over the last 120 years. The total numbers of items are estimated at 9000, with 4000 of those works on paper. The remaining 5000 items are furniture, textiles, sculpture, decorative art and other art.

Ballarat Botanical Gardens & Other Parks and Gardens

A range of monuments and statues of various materials are located at these main locations: Ballarat Botanic Gardens, Eureka Stockade Reserve, Lake Wendouree foreshore (70 items in total) and Sturt Street (21 items). There are a number of other smaller rural and urban sites with outdoor cultural and historic assets, for example the RSL Buninyong Park that has 6 items. There are also an unidentified number of other items, like park seats, which have a plaque attached for memorial purposes.

Ballarat Town Hall

The Town Hall contains at least 300+ items of furniture, paintings and monuments with some dating back to the late 19th century, and beyond. The last valuation lists one piece as dating to 1715 and several other pieces as the 1830s. Further items also include paper records, books, prints, approximately 1600 maps and plans dating back to 1856 and working documents relating to a range of events like Council's organization of royal visits, sporting events and housing troops in wartime. Items housed here also contain a large range of cultural items gifted from the City of Inagawa, Japan.

Ballarat Library (Australiana Collection)

This collection contains a large local history collection of books, maps, photographs, newspapers and street directories, with special collections on Art History, Military and photographs relevant to Ballarat.

Former Shire Halls

The former Shire Halls at Buninyong and Learmonth contain a range of furniture, paper, memorabilia and photographic items. These items date from the late 19th century (proclamation dates for each vary) to amalgamation in 1994.

Her Majesty's Theatre

Her Majesty's Theatre contains a small collection of historic items, less than approximately 250 items, such as panels from the old chairs, a painted piece of the dome, stage backdrop, a small selection of historic music pieces, photos and books relating to Arabella Goddard, a range of prints and posters....and a dead cat!

Girrabanya Childcare Centre

The centre has two historic objects – a 50cm tall child's doll possibly dating to the 1950-60s and a framed print of a brassiere, with a picture of a 1950s style woman wearing it and a paragraph of information.

Kohinoor Community Centre

One map, framed within the last 20 years, of the mines and their shafts underneath the streets of Errard, Sebastopol and Skipton street districts.

Operations Depot

World War I guns (German Howitzers), 15 metal seats from Lake Wendouree, approximately 500 tiles (which are reused), 1 unidentified object (possibly a chimney piece) and 200 pieces of decorative cast iron corners and railings from verandahs from Council buildings and notable buildings in Ballarat.

Phoenix Building

There are approximately 30 framed paintings, prints and maps.

Property Division Storage Facilities

A number of historic items such as an organ, chairs and other furniture.

Records

Paper based items, being temporary and permanent Council records are held off-site. Permanent Council records under the Public Records Act (1973) are held at the Public Records Office Victoria (PROV), e.g.: rates books from 1871-1952, land sales to 1943, land surveys from 1858-1938, tenders and contracts from 1858 – 1979.

Other areas

Other sites around Ballarat also house City of Ballarat historic items including the Gold Museum and the Mechanics institute. For example, the Gold Museum contains over 2500 items that belong to the City of Ballarat. These include the 1000 items known as the Ballarat War Museum Collection, which were souvenir material returned to Ballarat by returned soldiers after World War One. These include a large number of weaponry as well as ancillary items like gas masks, letters and cards. The Sydney Pern collection contains Aboriginal and South Pacific Islander anthropological items, collected by a local doctor. These are mainly indigenous weapons, many from unknown locations. The mayoral chains of all councils now amalgamated into the City of Ballarat are also held at the Gold Museum, along with the rough minutes of Ballarat Council meetings from 1870-1970 under the PROV place of deposit arrangements. The paper records of Ballarat's first female mayor Jessie Scott are also held by the museum for Council.



Source: Excerpt adapted from

Forest, J (2012) Historic Assets Management – Strategy and Procedures Manual (proposed): City of Ballarat

Appendices

1. List of principles, proposals and proposed actions

The final Heritage Plan will provide definite and tangible tools to assist and support sustainable conservation of Ballarat's heritage. The following outlines the list of principles, proposals and proposed actions for discussion as part of the Preliminary Plan process.

STEP	PRINCIPLE	PROPOSAL	PROPOSED ACTIONS
STEP 1: New ways of knowing Ballarat	Capture and use comprehensive knowledge about what makes Ballarat, Ballarat	1. Developing a <i>Statement of Significance</i> for Ballarat	Develop a Statement of Significance for Ballarat by: - Understanding the complexity and diversity of community values and perceptions, engaging with the communities of Ballarat, and recognising too the values held by wider communities – visitors, researchers, Victorians and Australians. - Identifying the relative significance of elements of Ballarat as evidence of world, national and Victorian themes, and therefore the importance of Ballarat as an exemplar.
		2. Understanding Ballarat in the context of the central Victorian Goldfields region	Use 'preamble' statement for the Victorian Goldfields Region to inform the Statement of Significance for Ballarat (above) and include in the final heritage plan.
		3. Employing new methods and processes for technical studies	Broaden the processes and methods we use for technical studies in line with the HUL approach. This includes using new types of technical studies and integrating studies in a people-centred approach.
		4. Increasing HUL related data through online 'open data' platforms	Increase HUL related data through online 'open data' platforms
		5. Supporting the evolution of www.hulballarat.org.au and www.visualisingballarat.org.au and other knowledge building projects	Continue to work towards making this an invaluable resource by identifying research grants and supporting productive collaborations that continue to develop the sites and identify and support other projects which aim to bring information about Ballarat together.
		6. Capturing and sharing information created during projects, events, workshops and symposiums	Put in place structures to enable this information to be captured and shared past the time of its initial use and make it accessible through digital tools, such as the HUL Ballarat knowledge base.
	Build capacity for addressing challenges by gaining knowledge through vibrant	7. Making new forms of collaboration with local citizens and stakeholders a normal part of our everyday practice	Citizens and stakeholders can help by: - Capturing their stories, values and other information about local areas and making this information accessible. For example, this might occur by adding information to: - www.visualisingballarat.org.au - Memory Atlas - a documentary project which allows people to see what has

STEP	PRINCIPLE	PROPOSAL	PROPOSED ACTIONS
	partnerships and collaboration		happened in Ballarat's places, to hear stories and to relate them back to their own experiences - Open data platforms like 'Youtube' - Social media (for example, the citizen-led 'Have you seen old Ballarat Town' Facebook page or images captured on 'Instagram'). - Actively contributing to local area projects, like Imagine Ballarat East For the City of Ballarat: a) Continue to evolve the City of Ballarat's business practices by: ▪ Working with research partners to implement new and evolving cultural mapping methods ▪ Integrating cultural mapping into future engagement processes and projects ▪ Providing opportunities for local citizens and stakeholders to actively engage in investigatory studies ▪ Applying cultural mapping methods during public events like Heritage Weekend (e.g. The inside story) and on City of Ballarat's social media b) Add value to City of Ballarat's existing systems by: ▪ Increasing capacity of existing tools (like 'myTownHall' on City of Ballarat's website) to capture cultural values ▪ Integrating cultural mapping findings into the City of Ballarat's decision support tools (for example, community values about public places could be included in City of Ballarat's assets systems) ▪ Provide cultural mapping findings as open data (in line with ethics and privacy considerations), so that others can also use this information (e.g. HUL Ballarat www.hulballarat.org.au, www.data.gov.au)
		8. Building our capacity to foster collaborative research partnerships	Continue to foster these partnerships by: ▪ Developing MoUs (formal agreements) with University partners to reinforce opportunities for applied research and further development of the HUL approach ▪ Provide in-kind support and/or seed-funding for beneficial research partnerships and grants ▪ Assist researchers to work with local citizens and stakeholders to ensure that findings are people-centred and inclusive ▪ Utilise research findings by embedding them in City of Ballarat's processes and systems

STEP	PRINCIPLE	PROPOSAL	PROPOSED ACTIONS
		9. Update the Ballarat Heritage Advisory Committee Terms of Reference and strengthen its membership	Re-assess the Ballarat Heritage Advisory Committee's Terms of Reference and membership make-up to focus on delivery of the heritage plan.
		10. Continuing to build international networks and partnerships	Continue to build upon the opportunities presented by the networks and help others to make the most of them as well.
STEP 2: Incentives and Regeneration	Better connect Ballarat's heritage with social and economic goals	11. Deliver 'culture/citizen-led' transformation strategies	Apply Main Street America program's methods in Ballarat.
		12. Undertake Cultural Resource Mapping to contribute to delivery of transformation strategies, planning and projects	Undertake Cultural Resource Mapping to help better nurture creative industries and cultural experiences and deliver more effective transformation strategies across Ballarat.
		13. Interact with heritage in new ways through culture-based 'pop-ups'	To help encourage pop-ups, investigate if any regulations might be unreasonably restrictive and work to solve. Additionally, develop an info kit – providing, for example, creative solutions to temporarily affixing things to heritage buildings or things to be aware of when on culturally significant land; who to contact and when.
		14. Continue to support and grow key cultural events like the Ballarat Heritage Weekend	Continue to support and grow key cultural events like the Ballarat Heritage Weekend
	Make the best use of incentive and awards programs	15. Continue to fund support for heritage place owners	Continue funding for heritage place through grants for private and commercial owners and low-interest loans programs.
		16. Create a sustainable funding strategy	Action a coordinated approach to achieve holistic outcomes for Ballarat's heritage and work with various funding organisations and sectors to develop a sustainable funding strategy for Ballarat's heritage.
		17. Grow the Heritage Awards program	Grow the heritage awards program by encouraging key organisations and government departments to consider introduction of a state heritage awards program held every two years with every alternate year for local Heritage Awards programs.
STEP 3: Regulatory Framework	Apply new processes and broaden our use of regulatory tools for more robust heritage outcomes	18. Protecting heritage places by addressing areas of vulnerability	Explore and, where possible, apply: ▪ Stricter height controls, footprint and subdivision patterns which match existing buildings/streetscapes, applied through schedules to the zone and other regulatory mechanisms, can help take demolition off the table and encourage retrofitting and reuse of existing heritage features. These stricter controls also demand more creative and quality design responses to achieve optimised density for both reuse of existing buildings and new infill properties. ▪ A 'HUL' checklist that prioritises heritage considerations as part of initial design

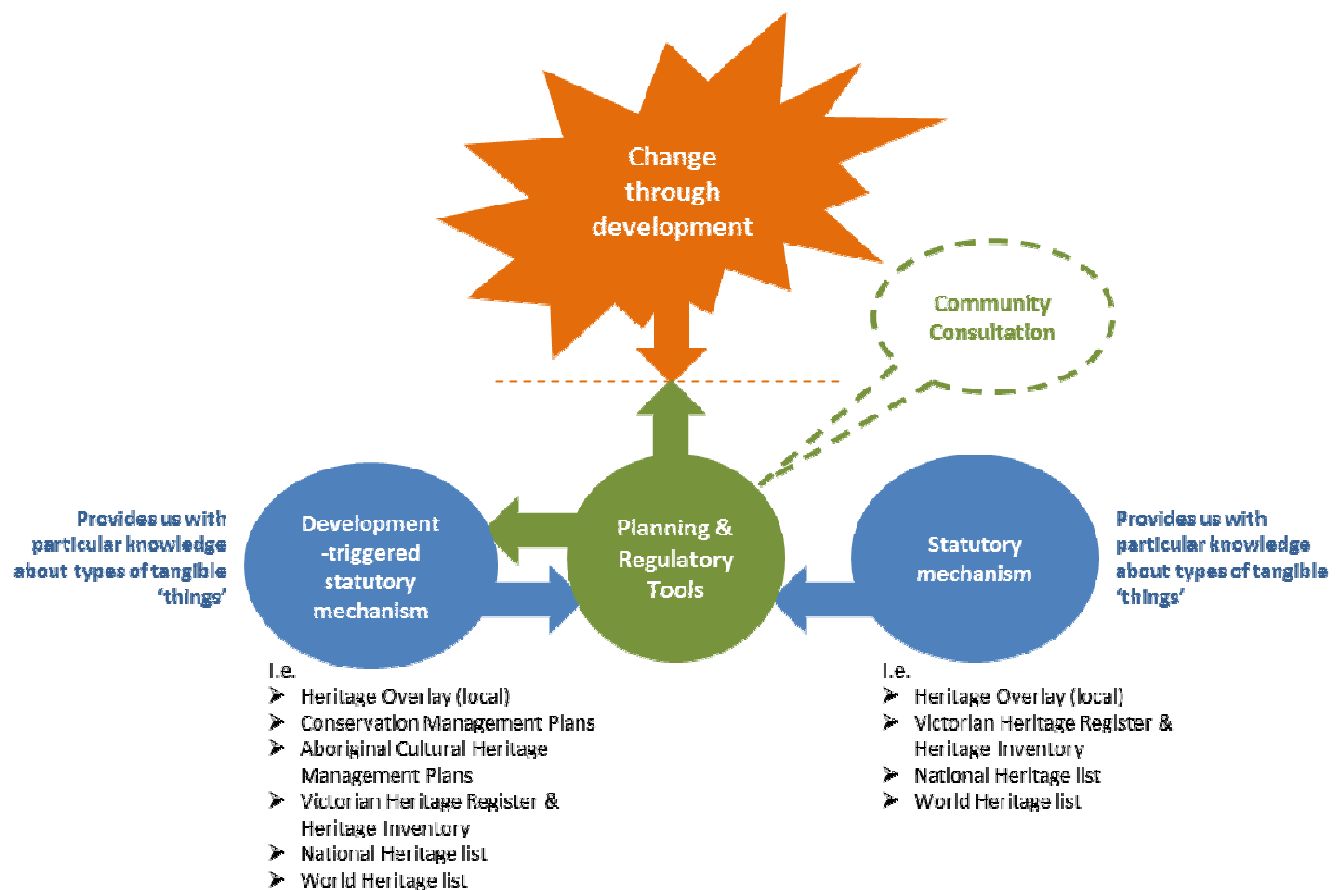
STEP	PRINCIPLE	PROPOSAL	PROPOSED ACTIONS
			processes could be included in the Local Planning Policy Framework as a requirement for proponent-driven amendments. ▪ In conjunction with the Wadawurrung and Dja Dja Wurrung, we can investigate ways to better integrate Aboriginal cultural heritage considerations into the Ballarat Planning Scheme, such as greater recognition in the local planning policy. ▪ A review of application of regulations which have been developed without heritage places and streetscapes in mind, (e.g. fire access, parking), should be undertaken, specifically aimed at helping make innovative retrofitting and reuse projects more achievable.
		19. Facilitating vibrant and adaptable historic areas through a mix of use	Investigate opportunities to encourage new types of mixed use aimed at achieving good heritage outcomes and adding diversity to local neighbourhoods with minimal negative impacts. Additionally, new trends and opportunities for creative and cultural industries (like microbreweries) to be explored to test any potential limitations for this type of industry in Ballarat's commercial zones.
		20(A) Protecting Ballarat's <i>sense of place</i> by promoting compact development that people can easily interact with (human scale)	▪ Identify human scale elements that contribute to Ballarat's particular sense of place. ▪ Review planning controls and identify opportunities to strengthen them (such as giving greater level of localised guidance through schedules to the zones and introducing tools like shop-front guidelines).
		20(B) Protecting Ballarat's sense of place by understanding and managing Ballarat's distinctive skyline	Work to understand what makes Ballarat's skylines distinctive and valued using HUL principles and then explore potential best practice planning tools that can help us to manage changes to Ballarat's skyline.
		21 Embedding place-based planning in our practice by applying HUL inspired tools	Continue to find innovative and interactive ways of capturing community values and embedding them in our decision support tools; continue to support new, publically accessible knowledge tools and strengthen our work with University Researchers to build an evolving knowledgebase about Ballarat. Continue to work to embed improved place-based planning principles more broadly through the regulatory framework. For example, an investigation of related systems (such as the Aboriginal cultural heritage system) may identify opportunities for better outcomes and closer integration with the planning system using place-based principles.
		22 Sharing lessons with and from other cities	Continue to network with other cities in Australia and abroad to share lessons that can help us apply innovative best practice planning in Ballarat.

STEP	PRINCIPLE	PROPOSAL	PROPOSED ACTIONS
	Add value to what we're doing now	23 Help make the Heritage Overlay work better	- Identify and fix anomalies (like any incorrect mapping) and consolidate heritage policies through a future amendment to the Ballarat Planning Scheme. - Review existing Heritage Overlays and their supporting documentation during relevant Local Area Planning processes and other opportunities. - Develop decision support tools including technology-based solutions.
		24 Continue to strengthen planning support for property owners	Continue to strengthen initiatives and explore more opportunities to evolve this service. This could include responding to the challenges facing a more diverse range of heritage, such as Aboriginal cultural heritage and intangible heritage, through increased support.
		25 Use all opportunities to apply the Heritage Gaps Review	Where ever possible, opportunities to apply the gaps review (such as a variety of planning processes, future studies and statutory decision support tools) are proposed to be identified and applied
		26 Provide decision support tools to guide the statutory planning process	- Explore opportunities to develop and use new technology, like 3D mapping, crowd sourcing, social media, new online tools like timecapsuleballarat.com and mapping. - Ensure all digitised heritage information is available on City of Ballarat's systems - Develop online local area development/design support tools and checklists to help people navigate the planning system.
Step 4: Interpreting Ballarat: Telling our stories	Deliver an Interpretation Framework for Ballarat	27 Deliver an Interpretation Framework for Ballarat	Deliver an Interpretation Framework for Ballarat by 1. Assessing, 2. Building the Framework and 3. Developing interpretation strategies.
	Introduce an interpretation framework hierarchy	28 Introduce an interpretation framework hierarchy	- At the top level: by connecting today's successful economic and cultural life (such as local businesses and cultural institutions) to the places that demonstrate common themes using techniques like standardised interpretation. This helps us to cross-promote and strengthen these places through a broader Ballarat and Goldfields experience (hierarchy 1) - At the second level: by introducing a platform for 'hidden' stories that utilises discovery as a key platform for engagement and allows for creative interpretation responses (hierarchy 2).
	Finding innovative alternatives to interpretative	29 Finding innovative alternatives to interpretative signage	Introduce historical information to street signage and identify innovative alternatives to interpretative signage, such as: - Pop-up signage that asks questions - Signs with a level of discovery

STEP	PRINCIPLE	PROPOSAL	PROPOSED ACTIONS
	signage		- Street names telling the history of Ballarat - Digital signage - Innovative public art installations - Impermanent signage for 'pop up' displays . For example, displays in empty shop fronts that can tell the story of the empty building or just the city itself.
	Introduce online 'virtual tours' and evaluate the potential benefits of an 'open house' program.	30 Introduce online 'virtual tours' and evaluate the potential benefits of an 'open house' program.	- Film virtual tours - Evaluate the benefits of an open house scheme during Ballarat Heritage Weekend
Step 5: Historic Collections and Public Assets	Recognise the role that public assets play in addressing our society's changing needs	31 Recognise the role that public assets play in addressing our society's changing needs	Flag public heritage assets in the assets system so that they are attributed as heritage with any specific documentation regarding their care attached and notes about: - emergency management considerations during recovery - particular statutory planning requirements - known social values and potential uses
	Unlock Ballarat's stories	32 Strengthen partnerships that can provide leadership and research	Work towards strengthening partnerships by bringing together a working party to map out how we can best achieve a long-term vision for Ballarat's collections as part of an enhanced and sustainable culturally vibrant city.
		33 Support capacity building initiatives for professional, indigenous and volunteer heritage organisations	Explore the potential for self-help networks via social media and other mediums with the Ballarat Heritage Advisory Committee and a 'working party'.
		34 Explore solutions for a heritage 'one stop shop'	Explore solutions for a heritage 'one stop shop'
	Provide appropriate storage and access to the City of Ballarat's historic collection	35 Improve the condition and accessibility of the City of Ballarat's historic collections	As a starting point it is proposed that the City of Ballarat undertakes a more intensive project to physically improve the interim storage, documentation and preservation of the Town Hall based collection, particularly the material currently in storage in the building. The following actions will be delivered during this first stage: - Confirmation of policy and strategic direction for the Historical Collections. - Physical improvement to the interim storage of the collections at the Town Hall - Improved knowledge of the significance of the collections in the context of the city's heritage planning. - Development of an up-to-date inventory of the collections at the Town Hall

STEP	PRINCIPLE	PROPOSAL	PROPOSED ACTIONS
			(including digital images of items in a format that can be added to a future online catalogue). Recommendations for future projects and funding opportunities for the medium to long term utilisation, documentation and storage of the City of Ballarat's collections.
		36 Apply the City of Ballarat 'Historic Assets Management – Strategy and Procedures Manual'	Integrate the manual into the City of Ballarat's assets and other systems/processes in order to deliver it as part of our ongoing core business.
		37 Work closely with Public Record Office Victoria (PROV) to identify and transfer historic records and items	Work closely with PROV to identify and transfer historic records and relevant items in a more structured way. Part of this can occur during the proposed project to physically improve the interim storage, documentation and preservation of the Town Hall.
		38 Progress long-term storage and access solutions	Continue to work towards a long-term solution for storage and access of City of Ballarat's collection by bringing together key stakeholders to further discussions.

2. Regulatory-based heritage preservation model



3. Delivering the *Ballarat Strategy (2015)*

The Heritage Plan helps Council to deliver:

- **Key platform:** The 'City in the Landscape', particularly points 2 - 5:
 - 2. Pursuing a new approach to managing change in our historic city and rural landscape
 - 3. Local plans for local communities
 - 4. Embracing the urban and rural landscape
 - 5. Recognising and responding to a changing climate and being resilient to environmental impacts and risks
- **The Shared Vision** – Principles 1, 2, 3, 4, 5
- **Initiative 5.1** Implement UNESCO's Historic Urban Landscape approach as the guiding framework for managing change in our dynamic historic city
- **Initiative 5.2** Invest in Ballarat's point of difference – heritage, streetscapes, the CBD, lifestyle and our green city – as a key driver of our economy
- **Initiative 5.3** Identify community values, landscape values and acceptable levels of change for sensitive neighbourhoods, to provide certainty to residents and developers as to what types of developments to attract and support
- **Initiative 5.4** Encourage property owners to adaptively reuse heritage places in a sympathetic manner
- **Initiative 5.5** Continue to partner with the government, community, non-government and philanthropic sectors to deliver grants, information tools and advice to support renewal of historic, cultural and natural places
- **Initiative 5.6** Better interpret our rich historic, cultural and natural landscape
- **Initiative 5.12** Support the activation of Lake Wendouree so it is promoted and enhanced as an inclusive centre of community life, while protecting its character, views, trees and environmental functions
- **Initiative 5.28** Understand the importance of Ballarat's distinctive soundscapes and plan change so as to better manage the impact of noise
- **Initiative 1.19** Improve the visitor experience to Ballarat by upgrading key access corridors and providing better information about our key tourism assets
- **Initiative 2.10** Recognise and adapt our plans, strategies, policies and procedures to engage with an increasingly diverse community
- **Initiative 3.11** (Protect the unique character of Ballarat) Promote character and diversity in the design and planning of new housing areas

The plan contributes to:

- **Initiative 1.8** Revitalise the CBD and encourage inner city housing
- **Initiative 1.9** Facilitate activation of streets, laneways and public spaces
- **Initiative 1.10** Encourage night-time, out of hours and out of season activation of the CBD's public spaces through arts, culture, events and illumination
- **Initiative 1.15** Continue to streamline planning processes to reduce wait times and increase certainty regarding applications
- **Initiative 1.22** Actively engage with township communities to develop and then implement a long-term community vision
- **Initiative 1.23** Undertake local area planning for townships to support growth and development whilst protecting local values
- **Initiative 2.4** Support community led opportunities for a healthier, safer, more active and inclusive community
- **Initiative 5.30** Support initiatives to understand Ballarat's vulnerability to disaster, build disaster resilience and better integrate emergency management
- **Initiative 5.31** Continue to embed sustainability as a core tenant of everyday decision-making, to support a more sustainable future for Ballarat

4. Lessons from other cities: Places for People

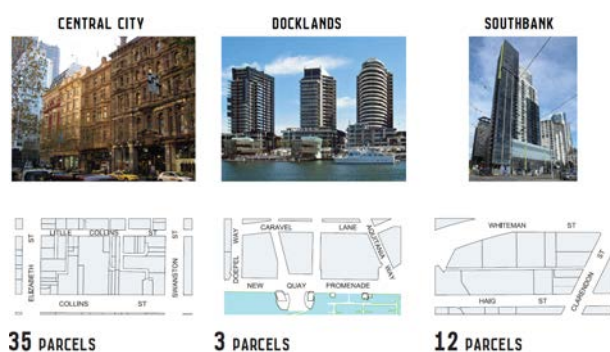
“Places for People 2015,” City of Melbourne.

In 2015, the City of Melbourne released the ‘Places for People’ research study. The premise of the study ‘is that people are drawn to places of high quality design that feature attractions and other people.’ It is people-centred and evidenced based, shaping the city’s sustainable, resilient and accessible future.

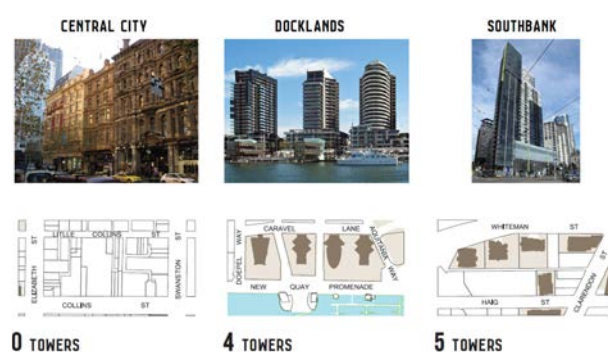
The findings of the study were for a collaborative, ‘consistent yet nuanced’ contextual and performance-based approach to urban planning and design. This requires developing an ‘integrated toolkit’ for population density, external space, local land uses, local movement, built form and urban structure. At the local level, findings introduced ‘the neighbourhood concept’ by ‘understanding how physical neighbourhoods form community life, and how communities shape local neighbourhoods’. Key observations included that liveable, ‘real walking’ catchments have greater number of blocks, intersections and land parcels and greater number of land uses within them, and greater access to public transport with a smaller ratio of car spaces to residents.

The following is an excerpt comparing three blocks: central city (low-rise historic area), Docklands and Southbank. It clearly demonstrates the important ‘relationship between building typology and land uses’⁶⁸ and the things that need to be prioritised to achieve more sustainable and adaptable new development.

Land parcels



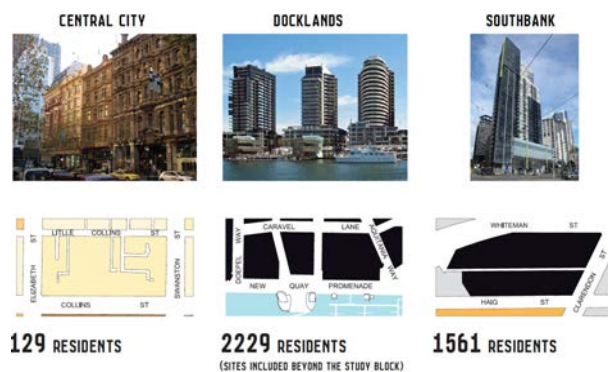
Towers and Podium Towers



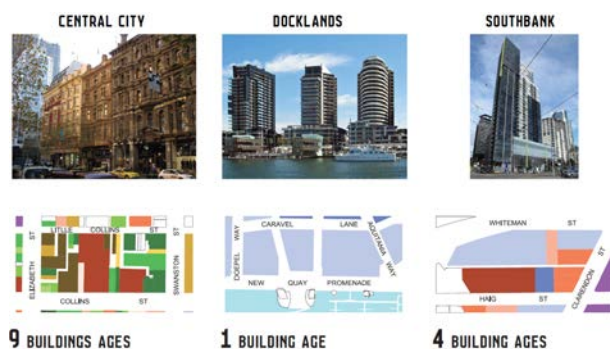
Building entrances



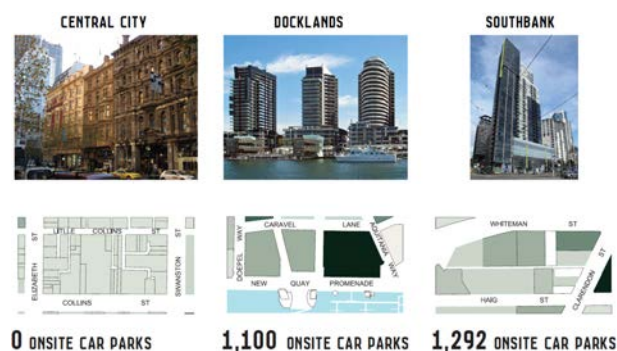
Residents



Building ages



Onsite car parking



⁶⁸ Source: http://participate.melbourne.vic.gov.au/application/files/1114/4618/1290/Places_for_People_Strategy_pt1.pdf

Upper level facades

CENTRAL CITY	DOCKLANDS	SOUTHBANK
591M 'A' GRADE	95M 'A' GRADE	25M 'A' GRADE
Rich and interesting detail	Details start to appear repetitive	Few details
Many balcony doors and windows	Fewer balcony doors, fewer windows	Fewer or no doors and windows
Many 3D architectural elements providing a high degree of depth	Façade starts to appear "flatter"	A flat façade with few, if any 3D elements
Internal layout and/or functions apparent	Internal layout and/or functions are partially apparent	Internal layout and/or functions not apparent

Street level facades

CENTRAL CITY	DOCKLANDS	SOUTHBANK
682M 'A' GRADE	445M 'A' GRADE	33M 'A' GRADE
Rich and interesting detail	Details start to appear repetitive	Few details
Many doors and windows	Fewer doors and windows	Few or no doors and windows
Many 3D architectural elements providing a high degree of depth	Façade starts to appear "flatter"	A flat façade with few, if any 3D elements
Internal layout and/or functions visible	Internal layout and/or functions are partially visible	Internal layout and/or functions not visible

Essential land uses

CENTRAL CITY	DOCKLANDS	SOUTHBANK
68 ESSENTIAL LAND USES	3 ESSENTIAL LAND USES	1 ESSENTIAL LAND USE

- ARTS, CULTURE + RELIGION
- COMMUNITY SERVICES + FACILITIES
- EDUCATION
- HEALTH, FITNESS + BEAUTY
- RETAIL - GOODS
- HOSPITALITY + ENTERTAINMENT
- MEDICAL

'Significant observations were made in relation to the podium tower blocks in Southbank and Docklands. There is a prevalence of tall towers on top of podiums offering only a homogenous housing 'choice' aimed at a narrow purchaser market, and so limiting the diversity of occupants. These typologies avail themselves to limited adaptability to suit peoples' changing needs. The height of towers and their set back from the street diminishes peoples' sense of connectedness to the street, and passive surveillance of the public realm.

The central city block consists of smaller-scale buildings. This enables a more diverse and higher quantity of land uses around small-scale streets and laneways, favouring a range of small to medium businesses with multiple entrances, giving more purpose and interest to walking. There is no car parking in the central city block. The central city buildings feature narrow floor plates and higher floor-to-ceiling heights that are adaptable to changing land uses over time.' (p.72)

5. Heritage Gaps Review

Measuring and mapping Heritage Gaps⁶⁹

The five proposed study boundaries in the heritage gaps review (Figure 12) were informed by geographic and rail features, and historical municipalities.

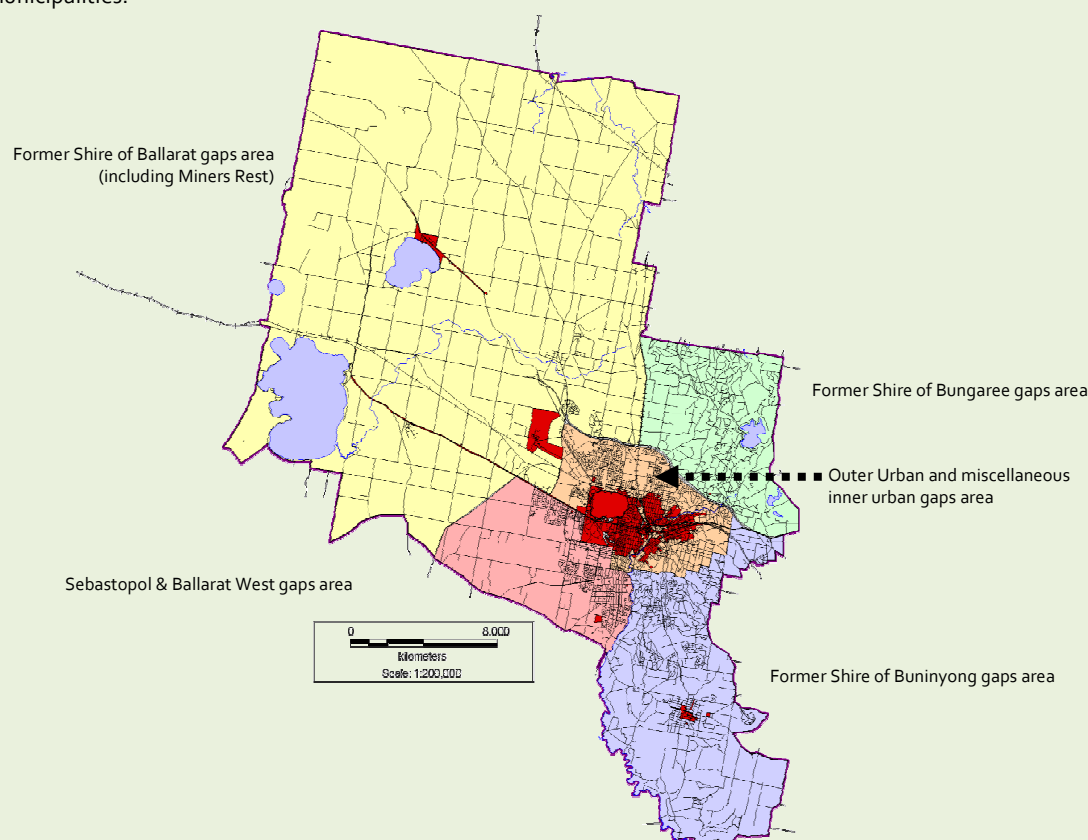


Figure 12 The proposed study areas for Ballarat.
Red parcels denote existing Heritage Overlays at the time of the study.

The **Sebastopol & Ballarat West gaps area** was one of the priority areas identified and comprised of all of the former Shire of Sebastopol and parts of the former Shires of Grenville and Ballarat. It includes Alfredton, Delacombe, Bonshaw, Smythes Creek, Bunkers Hill and part of Cardigan bordered by the Skipton Rail Trail. It identified 84 potential sites, places and features of cultural significance. In response to the gaps review a heritage study was begun in 2012 with further recommendations from the study completed in 2013 and 2014. The study has proceeded to a planning scheme amendment this year.

PART A of the Former Shire of Ballarat gaps area – Miners Rest - follows the boundaries set in the Outline Development Plans, while **Part B: Former Shire of Ballarat gaps area** (not including Miners Rest) uses the former shire boundaries. These areas identified 278 potential sites, places and features of cultural significance.

The **Former Shire of Buninyong gaps area** includes Warrenheip, Mt Clear, Mt Helen, Magpie, Buninyong, Scotchman Lead, Durham Lead and Scotsburn. The boundary at the top skirts around Canadian Forest. It identified 205 potential sites, places and features of cultural significance.

The **Outer Urban & Miscellaneous Inner Urban gaps area** includes the Outer Urban Ring of the city and small miscellaneous inner urban areas not covered by any heritage overlay, but identified in heritage studies that have occurred since 1978. It identified 30 potential sites, places and features of cultural significance. It identified 137 potential sites, places and features of cultural significance.

Finally, the **Former Shire of Bungaree gaps area** is generally bounded on the north and east sides by the boundary of the City of Ballarat, on the west side by the former rail line to Creswick (not included in the proposed Study Area), and on the south side by the Western Highway. It identified 30 potential sites, places and features of cultural significance.

⁶⁹ Johnson, V (2010) Heritage Gaps Review: City of Ballarat

6. Circles of Sustainability indicators

Domains	Perspectives (or Subdomains)	Possible issues to consider
Ecology	• Materials and Energy • Water and Air • Flora and Fauna • Habitat and Settlements • Built-form and Transport • Embodiment and Sustenance • Emission and Waste	• Sources of energy including petroleum, food • Air quality; climate change and adaptation • Parks and gardens; tree coverage • Habitat destruction; land-use • Urban spatial development, housing • Physical human health, nutrition • Pollution, recycling and waste disposal
Economics	• Production and Resourcing • Exchange and Transfer • Accounting and Regulation • Consumption and Use • Labour and Welfare • Technology and Infrastructure • Wealth and Distribution	• Industry and commerce; resources • Money; trade in goods and services • Regulatory systems • Consumption patterns; use of goods • Labour markets; economic provision • High-tech to low-level technologies • Poverty; unemployment; slums; inequality
Politics	• Organisation and Governance • Law and Justice • Communication and Critique • Representation and Negotiation • Security and Accord • Dialogue and Reconciliation • Ethics and Accountability	• Legitimacy, current system of governance • Legal system; political justice and order • The press, media, news; dissent and protest • Participation by citizens, voting; civility • Political tensions; military presence • Customary rights; Truth Commissions • Corruption issues; public ethics
Culture	• Identity and Engagement • Creativity and Recreation • Memory and Projection • Belief and Meaning • Gender and Generations • Enquiry and Learning • Wellbeing and Health	• Ethnicities; identities; public engagement • Celebrations; events and rituals, sport • Indigenous history; museums; monuments • Religions and spiritualities; ideologies • Gender relations; family life; generations • Education and training systems • Emotional and mental health and wellbeing

70

⁷⁰ Borg, M (2015) *HUL Implementation Programme*: City of Ballarat

7. Key resources

- Australia ICOMOS (2013) *Australia ICOMOS Charter for Places of Cultural Significance, The Burra Charter*, 2013
- Ballarat City Council, *Council Plan 2013-2017*
- Ballarat Planning Scheme
- Bandarin, F & Van Oers, R (2014) *Reconnecting the City: The Historic Urban Landscape Approach and the Future of Urban Heritage*
- Borg, M (2015) *HUL Implementation Programme*: City of Ballarat
- Borg, M (2016a) *Detailed Landscape Assessment. Ballarat City: Historic Urban Landscape Character appraisal and assessment*: City of Ballarat
- Borg, M (2016b) *Ballarat East. A character appraisal & Landscape Assessment (Final Draft)*: City of Ballarat
- CeRDI (2015) *Historic Urban Landscape and Visualising Ballarat Impact Analysis: eResearch (first wave) extended*: City of Ballarat
- City of Ballarat (2010) *Preserving Ballarat's Heritage Strategy*
- City of Ballarat (2015) *Today, Tomorrow, Together: The Ballarat Strategy – Our Vision for 2040. A Greener, More Vibrant and Connected Ballarat*.
- City of Ballarat and Centre for eResearch and Digital Innovation (2016) Ballarat Historic Urban Landscape website www.hulballarat.org.au and Visualising Ballarat online mapping tool www.visualisingballarat.org.au: Online
- Context Pty Ltd (2013) *Mapping Ballarat's Historic Urban Landscape Stage 1 Final Report*: City of Ballarat
- Forest, J (2013) *Accessing Our Regional Heritage. Stage One: Needs Analysis. Final Report*: City of Ballarat, PROV, RDV
- Omnalink Pty Ltd (2014) *3D Mapping System – Scoping Study*: City of Ballarat
- Planisphere, Jason Forest, City of Ballarat (2015) *Ballarat's Historic Urban Landscape Program – Stage 2.1 Implementing the Historic Urban Landscape Program through the Planning System (draft)*: City of Ballarat
- UNESCO (2011) *Recommendation on the Historic Urban Landscape*
- UNESCO (2013) *New life for historic cities. The historic urban landscape approach explained*
- United Nations (2016) *Habitat III Policy Paper 2 – Socio-Cultural Urban Frameworks*. Online: <https://www.habitat3.org/the-new-urban-agenda/policy>
- World Heritage Institute of Training and Research for the Asia and the Pacific Region under the auspices of UNESCO (WHITRAP) (2016) *The Historic Urban Landscape* website <http://www.historicurbanlandscape.com/>: Online
- World Heritage Institute of Training and Research for the Asia and the Pacific Region under the auspices of UNESCO (WHITRAP), City of Ballarat, Federation University Australia (2016) *The HUL Guidebook: Managing heritage in dynamic and constantly changing environments. A practical guide to UNESCO's Recommendation on the Historic Urban Landscape*.