

ANNEXES

ANNEX 1: CULTURAL HERITAGE ACTIVITIES IN VICTORIA

This annex is the first part of the **heritage stocktake for Victoria**. It **summarises data on cultural heritage activities**.

One of the requirements for this project was a heritage stocktake for Victoria, taking a broad view of heritage. The focus is largely on non-Indigenous cultural heritage, complementing the recent State of Victoria's Aboriginal Cultural Heritage Report 2016-21 (see below).³⁴⁵

We have compiled the heritage stocktake in two parts – the first covers data on heritage activities and the second (Annex 2) covers data on heritage assets and their condition. The model of heritage assets and activities notes that heritage is not just about places, objects and collections, but also about how people engage with it (see Figure 1 in the executive summary).³⁴⁶

Whilst the 2021 quinquennial State of the Environment Report for Australia includes data on Indigenous and historic cultural heritage, that data covers the condition and management of protected heritage assets. It does not include information on heritage activities and the funding data does not include other sources of funding.³⁴⁷

³⁴⁵ Valenti et al., 'State of Victoria's Aboriginal Cultural Heritage Report 2016-2021'.

³⁴⁶ The RSA, 'Seven Themes from the Heritage Index 2015'.

³⁴⁷ Australian Government, 'Australia State of the Environment'.

The important State of Victoria's Aboriginal Cultural Heritage Report 2016-21 is based on extensive consultation with Aboriginal peoples living in Victoria, businesses and organisations, Traditional Owners Groups and Registered Aboriginal Parties (RAPs). As well as addressing priorities it includes information on Aboriginal cultural heritage assets and activities, including caring for Country.³⁴⁸ However there is no equivalent report for non-Aboriginal cultural heritage in Victoria, so this stock take goes some way towards starting to fill that gap.

The stocktake begins with cultural heritage activities. This is because the focus of the report has been on the social, environmental and economic impacts of cultural heritage, many of which arise not from the assets themselves but from the way people engage with them. The Heritage Council of Victoria plays a key role in supporting and enabling cultural heritage activities through its functions in relation to conserving the State's cultural heritage, promoting public understanding, and managing the heritage fund which supports cultural heritage activities.³⁴⁹

We have grouped the ways in which people engage with heritage into two broad categories:

- active involvement doing something to care for one's own cultural heritage or that of others. It can range from keeping a building in use by living in it or using it to keeping alive craft traditions or knowledge through doing, through archiving knowledge or through teaching others, and
- engagement – the different ways people consume cultural heritage such as participating in traditions or rituals, visiting sites, enjoying exhibitions, films or stories, and learning about one's own cultural heritage and that of others.

The distinction is not hard and fast, and the two categories overlap. Note that this stocktake does not claim to be a comprehensive or authoritative snapshot of data on participation in cultural heritage.

³⁴⁸ Valenti et al., 'State of Victoria's Aboriginal Cultural Heritage Report 2016-2021'.

³⁴⁹ Heritage Council of Victoria, '2021-22 Annual Report'.

It simply highlights some data from various sources, including the Australian Bureau of Statistics (ABS). A statistically robust picture of the sector would require a more in-depth analysis of ABS data, across arts and culture, tourism, the social survey, construction and possibly other areas.

Active Involvement

This section summarises the different ways in which people are actively involved in caring for their own heritage or that of others.

CUSTODIANS, OWNERS AND OCCUPIERS

This section identifies different groups who occupy, own or use heritage assets including Traditional Custodians, individuals and government agencies.

The most important people in the cultural heritage field are the custodians, owners and occupiers who care for heritage every day. These are the people and organisations that live on, care for, manage or use important sites, places and objects, or by keeping alive intangible cultural heritage such as language.

As noted in the State of Victoria's Aboriginal Cultural Heritage Report 2016-21, Victorian Aboriginal people hold a deep connection to their Country through living on it, visiting it and passing on ancestral knowledge. Aboriginal people are the primary custodians of Aboriginal cultural heritage.³⁵⁰ The Victorian Aboriginal Heritage Council ensures that Traditional Owners or Registered Aboriginal Parties are responsible for key statutory functions relating to the preservation and protection of Victoria's rich Aboriginal Cultural heritage. Within Victoria there are 32 recognised Traditional Custodian groups, 38 Aboriginal language groups and around 48,000 Aboriginal residents mainly living in major cities (although this may be an underestimate given that identification of Aboriginality was associated with colonial policies). There are also 11 Registered Aboriginal Parties (RAPs) in Victoria, covering approximately 75% of the state.³⁶⁰

³⁵⁰ Valenti et al., 'State of Victoria's Aboriginal Cultural Heritage Report 2016-2021'.

³⁵¹ Victorian Aboriginal Heritage Council, 'Victoria's Current Registered Aboriginal Parties', accessed 4 August 2023, <http://www.aboriginalheritagecouncil.vic.gov.au/victorias-current-registered-aboriginal-parties>.

Others participate in cultural heritage by owning, using, or living in a historic building site, or caring for an important object or collection.³⁵² These are not monuments, but people's places of work or homes. Overall, 91% of State-registered heritage places in Victoria (see below) are occupied or in use. On this basis it is likely that the majority of the over 186000 sites and objects protected through Heritage Overlays are occupied or in use. The feasibility study for a Victorian Heritage strategy noted that most of Victoria's heritage places are owned and used at a local level.³⁵³

An important but often overlooked area of heritage practice is the Australian technology heritage sector. The sector estimates that around 400,000 individuals are actively involved in caring for technological heritage in that they own, or belong to organisations which own, machines, and spend time and money on those machines.³⁵⁴

Apart from the data on registered heritage assets above, we know relatively little about these people or organisations. Often in the private sector or voluntary sectors, they play a care for cultural heritage, often with little or no public subsidy. For example, the Australian technology heritage sector estimates that around 400,000 individuals are involved in caring for technological heritage. We have identified the need to map the cultural heritage ecosystem, and better understand the role of both commercial organisations and voluntary sector organisations as a significant gap in our knowledge.

Federal, State and local governments are significant holders of heritage assets in Australia. Of the 1995 places on the Victorian Heritage Register in 2010, 621 were identified as being in public ownership with the remaining 1364 places listed as being in private ownership.³⁵⁵ A previous evaluation of the Victorian grants program noted that grants were given to buildings owned by 30 different departments and agencies. A recent review of state heritage assets in NSW

³⁵² Duncan Marshall et al., 'Victorian State of the Historic Environment - Survey, Analysis and Report', Commissioned report (Heritage Council of Victoria, 2008).

³⁵³ Heritage Council of Victoria, 'State of Heritage Review - Local Heritage'.

³⁵⁴ Neil Hogg, n.d.

³⁵⁵ Victorian Government, 'Victorian Government Submission to the Productivity Commission Inquiry into the Conservation of Historic Heritage Places'.

identified that around 50% of assets on the SHR are publicly owned.³⁵⁶ An earlier unpublished review for NSW specifically looked at heritage assets in State government ownership, and noted the multiple ways in which government agencies may have responsibility for heritage assets, even though it is not their primary role (see below).³⁵⁷

CULTURAL HERITAGE WORKFORCE

This section explores data on the workforce that provides cultural heritage services in Victoria.

The cultural heritage workforce can be defined as people whose work (paid or unpaid) involves caring for the cultural heritage of others (many more people care for their own cultural heritage). The cultural heritage workforce delivers cultural heritage services. Cultural heritage services are the services that enable others to enjoy and participate in cultural heritage. Those services may be provided through individuals or through private, public or community organisations (see below for service providers).

In 2011 3.1% of the population (310,725 persons) worked in a cultural occupation in Australia. This included people in a cultural occupation in a cultural industry and those who worked in a cultural occupation in a non-cultural industry. The largest groups were graphic designers, ministers of religion and architects.³⁵⁸

According to census data in 2006 there were around 6,412 people working in museum operations, including museums and art museums in Victoria.³⁵⁹ Of those around 2922 people worked in libraries and archives, museums, zoos and botanical gardens, nature

³⁵⁶ Audit Office of New South Wales, 'State Heritage Assets', Audit Office of New South Wales, 5 July 2023, <https://www.audit.nsw.gov.au/our-work/reports/state-heritage-assets>.

³⁵⁷ Kate Clark, 'Unlocking the Value of Cultural Heritage Assets – Draft NSW Strategy on the Long Term Management of Government Heritage Assets', Unpublished report (NSW Office of Environment of Heritage, 2014).

³⁵⁸ Australian Bureau of Statistics, '6273.0 - Employment in Culture, Australia, 2011', Australian Bureau of Statistics (Australian Bureau of Statistics, 20 December 2012), <https://www.abs.gov.au/ausstats/abs@.nsf/Latestproducts/1CDF213BA5D8E254CA257AD9000E8AD3?opendocument>.

³⁵⁹ Australian Bureau of Statistics, 'Arts and Culture in Australia: A Statistical Overview, 2014', Australian Bureau of Statistics (Australian Bureau of Statistics, 10 July 2014), <https://www.abs.gov.au/ausstats/abs@.nsf/mf/4172.0>.

reserves and parks.³⁶⁰ Museums Victoria employed 514 FTE people in 2021-2.³⁶¹

At the end of June 2008 around 7856 people were employed in 1184 museum/gallery organisations operating from 1456 locations across Australia, employing around 7856 people. There are around 548 public libraries.

Victoria estimates that in 2019-20 around 292,000 people work in the creative industries – 8.6% of the total workforce. Around 3,000 people work in Victoria’s cultural institutions.³⁶² The Australian National Trusts employ about 350 people.³⁶³

The Traditional Owners, RAPS and Aboriginal people note above also play a critical role in caring for cultural heritage in Victoria and so can be seen as part of the cultural heritage ‘workforce’ and should also be included in more comprehensive reporting.

This data also excludes employment in other statistical domains that are relevant to heritage, including tourism and construction. It is not clear whether the ABS heritage data also includes people with a heritage role in other areas of the public sector, or people in non-heritage occupations (e.g. finance) who work in the heritage sector (a similar issue arises for arts employment

VOLUNTEERS

This section notes data on cultural heritage volunteering.

The cultural heritage workforce also includes volunteers. Whilst there is no specific data on cultural heritage volunteering in Victoria or Australia as a whole, the extent of volunteering for cultural heritage can be estimated using general volunteering data for Australia. This suggests that around 5.6% of the population volunteer in the arts,

³⁶⁰ Australian Bureau of Statistics, ‘6273.0 - Employment in Culture, Australia, 2011’.

³⁶¹ Museums Board of Victoria, ‘Annual Report 2021-22’.

³⁶² Creative Victoria, ‘Creative State - Victoria’s First Creative Industries Strategy 2016-2020’ (Melbourne: Creative Victoria, 2016).

³⁶³ National Trust of Australia (Vic), ‘About Us’, National Trust of Australia (Vic), accessed 27 July 2023, <https://www.nationaltrust.org.au/about-us-vic-2/>.

culture and heritage space. Many Aboriginal people also play a key role in heritage protection but are not compensated.³⁶⁴

The Australian General Social survey provides data on the social characteristics, wellbeing and social experiences of people in Australia, including involvement in social, community, civic and political groups. Around a quarter of Australian aged 15 years or over participate in unpaid voluntary work through an organisation (lower than the 30% in 2019). Overall, unpaid voluntary work through an organisation contributed 489.5 million hours to the community in the 12 months prior to the 2019 General Social Survey.³⁶⁵ The 2021 release focusses on the period during the pandemic. In 2020 over 46% of Australian were involved in social groups and 21% in community support groups, but this has declined during the pandemic.

Data on volunteering can also be collated from individual annual reports and grant evaluations. For example, an evaluation of the Heritage Victoria 'Hands-on Heritage' program, launched in 2000 enabled volunteers to work on heritage places as a way of broadening community networks through heritage. The program successful increased the overall volunteer hours each year from one site with 14 days of volunteering in 2,000 to 30 sites with 1,100 days of volunteering.³⁶⁶

Museums Victoria recorded around 10,331 volunteer hours for 2021-2.³⁶⁷ The National Trust of Victoria has around 2,000 volunteers who (pre Covid-19) provided around 104,800 hours of service to their properties.³⁶⁸ The National Trust of Australia has a volunteer workforce of around 7,000.³⁶⁹

³⁶⁴ Victorian Aboriginal Heritage Council, 'Victorian Aboriginal Heritage Council Annual Report 2011' (Melbourne, 2012).

³⁶⁵ Australian Bureau of Statistics, 'General Social Survey: Summary Results, Australia, 2020', Australian Bureau of Statistics, 2021, <https://www.abs.gov.au/statistics/people/people-and-communities/general-social-survey-summary-results-australia/latest-release>.

³⁶⁶ Victorian Government, 'Victorian Government Submission to the Productivity Commission Inquiry into the Conservation of Historic Heritage Places'.

³⁶⁷ Note that this is down from a pre Covid-19 peak of 43,349 hours in 2018-19.

³⁶⁸ National Trust of Australia (Victoria), 'Victorian Parliamentary Inquiry into Protections Within the Victorian Planning Framework - National Trust of Australia (Victoria) Submission' (National Trust of Australia, 2022).

³⁶⁹ National Trust of Australia (Vic), 'About Us'.

There are also around 400,000 volunteers in the Australian technical heritage field (see above) and data on volunteering can be found on individual heritage websites and annual reports (such as the Puffing Billy Annual report).³⁷⁰

MEMBERSHIP OF HERITAGE ORGANISATIONS

Another measure of active involvement in heritage comes from membership data for the many professional bodies, historical societies, voluntary sector organisations and special interest groups who deal with different aspects of cultural heritage.

*The rise in online resources has led to an explosion of interest in family history and genealogy. **THE GENEALOGICAL SOCIETY OF VICTORIA** is a not-for-profit group founded in 1941 to assist people with their family histories. It brings together around 51 member societies from all over Victoria including geographical groups, groups descended from convicts and Aboriginal groups.³⁷¹ The group provides talks, workshops and activities, and links to people around the world. The group's collection includes over 30,000 titles including passenger lists, local histories and directories.*

For Australia as a whole:

- there are about 1,000 historical societies with around 100,000 members throughout Australia,³⁷²
- there are around 4,500 organisations in the technological heritage space, and around 400,000 volunteers are actively involved in heritage machines,³⁷³
- AICOMOS, the peak body for cultural heritage practitioners in Australia has around 800 members,³⁷⁴
- in 2005, around 72,200 people belonged to the Australian National Trusts.

³⁷⁰ Puffing Billy Railway, 'Puffing Billy Railway - Annual Report 2021-2022'.

³⁷¹ Genealogical Society of Victoria, 'Genealogical Society of Victoria'.

³⁷² Federation of Australian Historical Societies, 'About', Federation of Australian Historical Societies, accessed 27 July 2023, <https://www.history.org.au/about/>.

³⁷³ Hogg, n.d. The largest sector is motor vehicle sector (cars, trucks, motorcycles, tractors and military vehicles).

³⁷⁴ Australia ICOMOS, 'Membership', Australia ICOMOS, 16 November 2009, <https://australia.icomos.org/get-involved/membership/>.

The technological heritage sector deal with portable heritage and the intangible heritage associated with them. Technological heritage includes rail, maritime/riverine, aviation, motor vehicles, horse-drawn vehicles and portable and stationary machinery from steam and combustion engines to household appliances. The largest sector is motor vehicle sector (cars, trucks, motorcycles, tractors and military vehicles).

Other groups include the Association for Australian Archaeology (AAA), the Australian Society for Historical Archaeology (ASHA). Most individual museums and cultural institutions also have members organisations.

For Victoria, the National Trust of Australia (Victoria) has around 15,000 members.²⁷⁵ The Royal Historical Society of Victoria is the peak body for historical societies in Victoria with a mission to 'Promote the Victorian experience of Australian history'. There are around 350 local heritage groups that belong to the society, and nearly 1,000 individual members.²⁷⁶

It is difficult to collate overall data for membership of cultural heritage organisations in Australia as there is no umbrella body for heritage. The UK-wide Heritage Alliance is an example of an umbrella body for heritage that brings together over 190 heritage organisations with a combined membership of around 7 million volunteers, trustees, members and staff from large bodies such as the National Trust to specialist charities and community organisations across the breadth of the sector from museums to science and construction.²⁷⁷

In conclusion, the membership of heritage organisations in Victoria suggest that the voluntary and paid heritage sectors are potentially extensive. One of the research gaps we have identified is a more comprehensive exercise to map these organisations.

³⁷⁵ National Trust of Australia, 'Annual Report 2021/2022' (National Trust of Australia (Victoria), 2022), <https://www.flipsnack.com/nationaltrust/2022-annual-report/full-view.html>.

³⁷⁶ Royal Historical Society of Victoria, 'Membership', accessed 27 July 2023, <https://www.historyvictoria.org.au/membership/>.

³⁷⁷ The Heritage Alliance, 'About Us - The Heritage Alliance', The Heritage Alliance, 21 May 2020, <https://www.theheritagealliance.org.uk/about/about-us/>.

HERITAGE ACTIVISM

Heritage activism is often caricatured as ‘NIMBYism’³⁷⁸ but plays an important role in caring for cultural heritage.

People also get involved in cultural heritage through heritage activism – taking action to protect a local (or any other) cultural heritage place or item from damaging change or becoming derelict or disused. Activism includes signing a petition, donating money or expressing concern.

Australia has a long tradition of heritage activism, not least the, in NSW, campaigns to save the Rocks in Sydney or the recent campaign ‘Don’t Block the Rocks’.³⁷⁹ Comparable campaigns in Victoria were developed to save individual buildings – for example the Castlemaine Market Building in the 1950s, the Regent Theatre in the 1960s and the Rialto precinct in the 1970s. Today, organisations such as the National Trust, Melbourne Heritage Action and the Australian Heritage Advocacy Alliance (AHAA), continue to campaign to protect heritage buildings throughout Victoria.

An ABS attitudinal survey from 2010 estimated that around 34% Australians had been involved in some form of environmental action in the previous 12 months - some of which will include heritage activism. with the most common action being signing a petition relating to environmental issues (17%), donating money to protect the environment (14%), and expressing concern through a letter, email or talking to responsible authorities (10%). The least common environmental activity undertaken was participating in a demonstration or rally on environmental issues (2%). Volunteering rated around 10%, which is around 540,000 adult Australians.³⁸⁰

³⁷⁸ James Lesh, ‘YIMBYs and NIMBYs Unite! You Can Have Both Heritage Protection and More Housing’, The Conversation, 5 July 2023, <http://theconversation.com/yimbys-and-nimbys-unite-you-can-have-both-heritage-protection-and-more-housing-206765>.

³⁷⁹ ‘Don’t Block the Rocks!’, Change.org, accessed 27 July 2023, <https://www.change.org/p/nsw-government-don-t-block-the-rocks>.

³⁸⁰ Australian Bureau of Statistics, ‘4102.0 - Australian Social Trends, Jun 2010’, 30 June 2010, <https://www.abs.gov.au/ausstats/abs@.nsf/lookup/4102.0main+features20jun+2010>.

The National Trust Victoria provides advocacy guides including information on nominating places or objects for inclusion in the register and responding to planning permits and other decisions.³⁸¹

The VAHC report on Aboriginal cultural heritage in Victoria gives considerable weight to the role of Aboriginal people as advocates for cultural heritage, and to the importance of advocacy in general.

Engagement

People also engage with their cultural heritage and that of others as visitors, consumers and participants.

Cultural heritage visitors include people who visit cultural institutions such as museums, libraries, galleries and archives, as well as people who visit and enjoy historic areas, landscapes, heritage attractions and places of cultural significance as tourists. People also enjoy public programmes and events inspired by culture and heritage or held in significant places or participate in traditions or rituals. Learning a language or finding out more about one's heritage are also forms of engagement.

PARTICIPATION IN ARTS AND CULTURE

The ABS collates data on participation in cultural and arts for Australia and for individual states. However, the most recent snapshot of 'Participation in selected cultural activities' does not include museums, cultural heritage or technical heritage. The Australian General Social Survey does not include questions about attending culture and heritage (although it does have questions about involvement in civic groups and cultural tolerance) whereas the England-wide Taking Part Survey has included questions heritage including visiting heritage sites, digital participation and volunteering. There are also profiles of who visits sites.³⁸²

The Australian Audience Outlook monitor has tracked engagement in arts, culture and creativity during the pandemic and continues to bring updated data, with support from state and federal governments. The Victorian snapshot for November 2022 surveyed

³⁸¹ National Trust of Australia (Victoria), 'National Trust Advocacy Toolkit', National Trust VIC (blog), accessed 27 July 2023, <https://www.nationaltrust.org.au/advocacy-toolkit/>.

³⁸² Australian Bureau of Statistics, 'General Social Survey'; 'Heritage - Taking Part Survey 2019/20'.

1587 people in Victoria. They found that people were positive about attending but audience levels were yet to return to pre-pandemic levels. Audience levels were stable with 7 in 10 people attending cultural events in the past fortnight. Financial reasons were the main barrier to attendance, overtaking the risk of the virus. They also found that Victorian audiences were more likely to be attending local events than not – one quarter recently attended events outside their region or state. As 4 in 10 people participate in the arts online this is an important growing area.³⁸³

For example, Museums Victoria reports 1.2m ticketed visitors and a total of 9m visitors including the Royal Exhibition building, and online attendance.³⁸⁴

Prior to Covid-19, around 130.8 million people visited parks and piers in Victoria in 2018-19. 75% of people in Victoria had visited a park, a figure that had remained stable since around 2002.³⁸⁵

As noted above, one of the most popular heritage sectors in terms of visitor numbers, is technological heritage. There are over 3.5 million paid visitors to technological heritage sites and attractions in Australia each year. This is a considerable underestimate because only those charging admission are measured (e.g. Puffing Billy with over 500,000 visitors each year or the Maitland Steam fest with over 60,000 visitors), but many other events (of which there are hundreds each week) are not measured, as they are free or rely on a gold coin donation for charity or are held in a public place with free access.³⁸⁶

People also participate in heritage through festivals, open days and other activities. The annual Australian heritage festival is a countrywide festival that includes events in Victoria. For example, the 2022 event took place in a reduced format, involving Traditional owner groups, historical societies, community museums, local

³⁸³ Patternmakers, 'Audience Outlook Monitor - October 2022 Victoria Snapshot Report - Key Findings', Audience Outlook Monitor, 21 November 2022, https://www.thepatternmakers.com.au/s/Accessible_AOM_October2022_Victoria_Snapshot_Report.docx.

³⁸⁴ Museums Victoria, 'Strategic Plan 2017-2025', n.d.

³⁸⁵ Parks Victoria, 'State of the Parks - Fourth Edition'.

³⁸⁶ Hogg, n.d.

councils and heritage enthusiasts as well as NTV branches and properties. There were 107 events with 69 organisers.³⁸⁷

At the 2011 Melbourne Open festival over 100,000 people visited 75 open properties across the city and 9 out of 10 of the most visited places were on the State Heritage Register. In 2021, the online event attracted over 250,000 online visits, effectively doubling the 2019 attendance numbers.³⁸⁸

CULTURE AND HERITAGE VISITORS

Culture and heritage can be an important driver for domestic and international visitors.

The ABS also collates data on tourism and the visitor economy as part of the system of national satellite accounts which focuses on the economic activities of visitors to Australia, including international and domestic visitors.³⁸⁹ Tourism Research Australia (TRA) also provides snapshots for the tourism market.

In 2008, the CRC on Culture and Heritage Tourism also provided a contemporary overview of data on culture and heritage tourism in Australia, including tables setting out visitor numbers, nights and trip expenditure for culture and heritage visitors in 2007.³⁹⁰

The last snapshot of cultural and heritage visitors was provided by the ABS in 2009.³⁹¹ It defined cultural and heritage visitors as those who participated in at least one of the key activities including attending theatre, concerts, museums, art galleries, festivals, cultural events. The data includes visiting Aboriginal sites or communities, and historical/heritage buildings and monuments. At the time, international cultural and heritage visitors comprised half (51%) of all international visitors to Australia. In 2009 Australia's cultural and heritage tourism market was predominantly domestic visitors – there

³⁸⁷ National Trust of Australia, 'Annual Report 2021/2022'.

³⁸⁸ Open House Melbourne, 'Annual Report 2021' (Melbourne: Open House Melbourne, 2021).

³⁸⁹ Australian Bureau of Statistics, 'Australian National Accounts'.

³⁹⁰ Sustainable Tourism CRC, 'Sustainable Tourism Precincts in Rural and Regional Areas: Case Studies in Australia and New Zealand (Gold Coast, 2008).

³⁹¹ Tourism Research Australia, 'Snapshots 2009 - Cultural and Heritage Tourism in Australia', 200.

were 9.3 million overnight visitors and 9.5 million domestic day visitors.

Since then, Covid-19 has impacted on cultural and heritage visitors. The 2020 snapshot of travel by Australians showed that domestic overnight trips had fallen by 31% with a decline in spend of 34%. In terms of overnight trip activities, visits to museums and galleries had fallen by 61% and visits to heritage sites by 53%. The 2021 State of the Industry report note that international tourism was still down by 95% compared with more normal years and the economic impact was down by 50%.³⁹²

The snapshot does not specifically breakdown cultural and heritage visitors, since Covid-19 attending festival fairs and cultural experiences was down 65% on 2019, but activities such as bushwalking and snorkelling were above 2019 levels.

The 2023 National Visitor Survey showed that domestic tourism spends had increased beyond pre pandemic levels. However, the trip purposes are only broken down into holiday, visiting friends and relatives, business and other so it is not possible to see trends in culture and heritage visitation.³⁹³

DIGITAL ENGAGEMENT

This section identifies some information on how Victorians engage with digital heritage content.

As noted, above, around 4 in 10 people engage with arts online but it is more difficult to gauge the extent to which Victorians engage with heritage online or through watching programmes about culture and heritage.

There is a large amount of broadcast media content relating to cultural heritage. As well as programs such as Restoration Australia,

³⁹² Parliament of Victoria, 'Inquiry into the Protections within the Victorian Planning Framework - Interim Report' (Canberra: Legislative Council Environment and Planning Committee, 2022).

³⁹³ Australian Trade and Investment Commission, 'National Visitor Survey Results March Quarter 2023', accessed 4 August 2023, <https://www.tra.gov.au/data-and-research/reports/national-visitor-survey-results/national-visitor-survey-results>.

the ABC iView History A-Z³⁹⁴ highlights the variety of programs about history and heritage from Radio Redfern and 9/11 stories through to programmes about war, Chinese heritage, walking landscapes, museums and much more whilst the SBS OnDemand page also highlights a range of history programs.³⁹⁵

There is also a thriving virtual reality and video games sector. For example, Virtual Songlines is a collection of first nations and non-indigenous game developers specialising in the recreation of precolonial Australia.³⁹⁶

This is an important area that would benefit from a more comprehensive investigation. As noted, the DCMS participation survey tracks digital participation in heritage in England. It notes that in 2019/20 30% of respondents had visited or used a heritage website or app in the past 12 months.³⁹⁷

Cultural Heritage Service Providers

This section map some of the organisations in the public, voluntary and private sector who provide cultural heritage services and employ or support the cultural heritage workforce.

As noted above cultural heritage services can be defined as services that enable other people to care for cultural heritage (as opposed to caring for your own heritage).

This might include:

- Aboriginal cultural heritage services including expertise in language, culture, archaeology, language, land management, caring for culture and designing for country,
- services relating to the design, conservation, repair and adaptation of buildings and sites or land management,

³⁹⁴ Australian Broadcasting Corporation, 'History: A-Z', ABC iView, accessed 27 July 2023, <https://iview.abc.net.au/collection/3089>.

³⁹⁵ Special Broadcasting Service, 'History', SBS OnDemand, accessed 27 July 2023, <https://www.sbs.com.au/ondemand/programs/making-history>.

³⁹⁶ Bilbie XR Labs, 'Virtual Songlines - RESET MAP', Virtual Songlines, accessed 27 July 2023, <https://www.virtualsonglines.org/>.

³⁹⁷ Heritage - Taking Part Survey 2019/20'.

- the day-to-day conservation, management and care of publicly owned heritage assets including collections, objects, sites, parks and reserves,
- providing access to heritage including heritage interpretation, programs or festivals for the public including place activation,
- opening heritage sites or places to the public (whether privately or publicly owned),
- research and investigation services including archaeology, heritage management, historical research, scientific investigation and other research services,
- advice on the formal protection and care of cultural heritage including accreditation and quality control, and
- funding or other support for cultural heritage assets and activities.

STATE AND LOCAL GOVERNMENT

This section explores government responsibilities for cultural heritage services in Victoria.

The primary departments that support heritage in Victoria are the Department of Premier and Cabinet (DPC) which includes First People-State Relations, the Victorian Aboriginal Heritage Council, the Department of Transport and Planning (DTP) which includes the Heritage Council of Victoria, Heritage Victoria, Parks Victoria and Development Victoria, and the Department of Jobs, Skills, Industry and Regions which includes Aboriginal economic development, the cultural and creative economy (including Creative Victoria), tourism and events (including Visit Victoria) and Regional Arts Victoria. The Victorian Government also has a strategy for war heritage and history, with support for historic heritage and practices and traditions.

As noted above, many other government agencies hold or care for heritage assets within their wider asset portfolio, even if it is not their core purpose, such as Education and Transport. This table provides some examples of how that can happen:

SERVICE PROVIDED BY THE HERITAGE ASSET	EXAMPLES	HOW THE ASSET WAS ACQUIRED
THE HERITAGE ASSET DELIVERS THE AGENCY SERVICE	Railway stations such as Flinders St Station school buildings, court houses, bridges, public buildings, bridges, roads.	Often these were built or created by the agency but may now be more than 50 years old.
PUBLIC ACCESS TO HERITAGE ASSET IS PART OF THE AGENCY SERVICE	Heritage assets that are open to or enjoyed by the public e.g. historic locomotives, museum buildings and collections, archives and State Library.	Acquired in fulfillment of legislation, or as part of the creation of a State Collection.
CONSERVATION OF HERITAGE IS THE MANDATED AGENCY SERVICE	Sites monuments, buildings and collections that are part of the Parks estate or held in museums or archives.	Acquired in fulfillment of legislation as part of the creation of a State Collection.
STATE GOVERNMENT HAS ACTED AS THE CUSTODIAN OF LAST RESORT	Former government properties now managed by Working Heritage, reserve system acquisition, collections donated through philanthropy or taken on as a result of management issues.	Properties, collections or items gifted to the State government to secure their long-term future or acquired as a legacy of land subdivision or development.
CULTURAL ASSETS THAT RECORD THE HISTORY, IDENTITY & TRADITIONS OF THE SERVICE	Police, collections, fire service collections, historic items such as Parliamentary regalia and collections, portraits, transport history.	The historic activities and traditions of the agency.
ASSETS INCIDENTALLY ACQUIRED DURING STRATEGIC RESOURCE ACQUISITION	Possible examples might include heritage assets in parks.	Heritage buildings acquired for community or green space acquisition; cultural heritage assets acquired during road corridor acquisition or the acquisition of land for natural values.

FIGURE 25 - EXAMPLES OF HOW STATE GOVERNMENT AGENCIES ARE RESPONSIBLE FOR CULTURAL HERITAGE, EVEN IF IT IS NOT THEIR PRIMARY ROLE

Local councils in Victoria are key providers of heritage services including advice and funding under the Planning and Environment Act 1987. There are 79 municipalities across the state of Victoria.³⁹⁸ The recent HCV study of local heritage in Victoria provides a comprehensive overview of the sector and provision. In Victoria 73% of councils have a heritage advisor and 47% offer heritage events. 53% of councils have a current heritage strategy.

The HCV study of current arrangements for local heritage in Victoria was also designed to act as a baseline for the future.³⁹⁹ A similar project has been underway in England since the mid 2000s, where the Institute for Historic Buildings Conservation (and before that English Heritage) finding that over the past decade, local conservation services have declined by 50%.⁴⁰⁰

MUSEUMS, ARCHIVES AND LIBRARIES

Many other institutions provide cultural heritage services in Victoria, including museums, archives and libraries.

Museums, archives and libraries are important custodians of cultural heritage, caring for sites and collections and providing many of the other cultural heritage services listed above, including expertise, conservation, research, access, interpretation and support. Many museums, archives and libraries are located in or on important cultural heritage sites and buildings, and indeed historic buildings (such as the Royal Exhibition Building) are often museums' largest collection items.

Major Victorian cultural heritage institutions include Museums Victoria (incorporating Melbourne Museum, Scienceworks and the Migration Museum) the State Library and Public Record Office Victoria (PROV). There are many other local museums, archives and libraries across Victoria.

The core purpose of the State Library includes culture and history. The Victorian Archives Centre is operated jointly by the National



FIGURE 26 - THE HERITAGE COUNCIL OF VICTORIA REVIEW OF LOCAL HERITAGE, 2020

³⁹⁸ 'Victorian Councils Map', Vic Councils, 23 October 2019), Australia, <https://www.viccouncils.asn.au/find-your-council/council-map>.

³⁹⁹ Heritage Council of Victoria, 'State of Heritage Review - Local Heritage'.

⁴⁰⁰ Kate Clark and Gareth Maeer, 'The Cultural Value of Heritage: Evidence from the Heritage Lottery Fund', *Cultural Trends* 17, no. 1 (1 March 2008): 23–56, <https://doi.org/10.1080/09548960801920302>.

Archives and PROV⁴⁰¹ and provides access to both Commonwealth and state records.⁴⁰² PROV is the archive of State and Local government in Victoria.⁴⁰³

There are more than 100 accredited museums in Victoria including many smaller local collections and sites. This includes a wide range of voluntary or independent museums or heritage organisations such as the Buda Historic Home and Garden in Castlemaine, to railway museums such as the Daylesford Spa Country Railway or multicultural museums such as the Golden Dragon Museum in Bendigo. Major open-air museums include Sovereign Hill Museum and Swan Hill Museum.

Museum accreditation is another cultural heritage service designed to help museums develop policies and procedures to meet recognised collections standards. These include house museums, volunteer managed community groups, historical societies, and state institutions. The work is supported by Creative Victoria and the ReRoss Trust.⁴⁰⁴

VISITOR ATTRACTIONS, PUBLIC ENTITIES AND OTHER NOT-FOR-PROFIT HERITAGE ORGANISATIONS

A range of other entities hold or care for heritage assets and open them to the public.

Working Heritage Victoria (formerly The Mint Inc) is a public entity that conserves and managed heritage properties on public land for the State of Victoria. It manages 16 places on Crown Lands in Victoria, including the former Royal mint and court houses in rural towns. The Committee of Management is appointed by the Minister for Energy, Environment and Climate Change under the Crown Land

⁴⁰¹ National Trust of Australia (Vic), 'About Us'

⁴⁰² National Archives of Australia, 'Victoria', National Archives of Australia, accessed 27 July 2023, <https://www.naa.gov.au/visit-us/victoria>.

⁴⁰³ Public Record Office Victoria, 'Homepage', Public Record Office Victoria, accessed 27 July 2023, <https://prov.vic.gov.au/>.

⁴⁰⁴ Victorian Museums, 'Victoria's Accredited Museums', Victorian Museums, accessed 27 July 2023, <https://www.victorianmuseums.com.au/>.

(Reserves) Act 1978.⁴⁰⁵ The organisation takes on former government assets, most recently the Kyneton Primary school. Most of the properties are self-supporting and ideally contribute to income. There are 25 tenancies in 38 buildings across four sectors - community, commercial, arts and hospitality.

The National Trust of Victoria is an independent, not-for profit charity and the leading operator of house museums and heritage properties. It manages 17 historic properties and landscapes across urban and rural Victoria. As well as NTV owned assets, the organisation is responsible for the administration and conservation of Como House and the Committee of Management has arrangements with ten state government owned properties.⁴⁰⁶

There are also many other organisations who open heritage assets to the public.

The Visit Victoria website highlights some of the many heritage visitor attractions in the state. For example, Puffing Billy is a preserved railway that provides heritage experiences, as well as holding a museum collection. Sovereign Hill is a not-for profit community based cultural tourism organisations that provides visitor experiences at a recreated heritage site. It holds the Australian Centre for Gold Rush collections. As well as interpreting heritage and hosting exhibitions, the organisation has an interest in and maintains heritage craft skills. The website includes other attractions such as cemeteries, former Prisoner of War Camps, historical parks, mills, galleries, light houses, former prisons and more.⁴⁰⁷

HERITAGE MEMBERSHIP ORGANISATIONS

A wide range of membership organisations in Victoria provide support for people interested in caring for or learning about their heritage.

Many museums, archives and heritage visitor attractions have their own membership organisations that provide support for the

⁴⁰⁵ Working Heritage, 'About', Working Heritage, accessed 27 July 2023, <https://workingheritage.com.au/about-us>.

⁴⁰⁶ National Trust of Australia (Vic), 'About Us'.

⁴⁰⁷ Visit Victoria, 'History and Heritage', Visit Victoria (Visit Victoria), accessed 27 July 2023, <https://www.visitvictoria.com/see-and-do/art-and-culture/history-and-heritage>.

organisation. The National Trust of Australia (Victoria) is for example a membership organisation and also cares for properties.

However, there are a wide range of other heritage membership organisations, including

genealogy and family history groups, historical societies, technological heritage societies, and groups representing particular communities. They also include groups responsible for Aboriginal cultural heritage including Aboriginal Corporations and Land Councils

Whilst not their core purpose, there are other community organisations which do play a role in heritage. For example, CO.AS.IT is the Italian Assistance Association is a charity committed to the general wellbeing and enhancement of the quality of life of the Italian-Australian community. The Italian History Society is involved in collecting, preserving and sharing Italian immigration experiences in Australia through exhibitions, events family history and other activities.⁴⁰⁸ Many other community organisations represent groups including social and sport clubs such as the Australian Turkish Association or Abruzzo Club, as well as organisations that support migrants and asylum centres. Whilst heritage is not part of their primary purpose, understanding people's intangible cultural heritage including language, is often a part of their mission.

Perhaps the largest sector is the technology heritage sector. There are around 4500 organisations across all States, some with fixed sites, and some with a common interest and distributed collections. Many are in rural areas. Some of those organisations are large – for example the Historic Aircraft Restoration Society has over 1,000 active members, and some are much smaller.

There are some peak bodies, such as the Genealogical Society of Victoria which represents around 50 local societies or the Royal Historical Society which represents many local groups.

⁴⁰⁸ CO.AS.IT, 'Italian Historical Society', CO.AS.IT, accessed 27 July 2023, <https://www.coasit.com.au/italian-historical-society>.

PRIVATE SECTOR HERITAGE SERVICE PROVIDERS

There are a wide range of private heritage service providers in areas such as Aboriginal Cultural Heritage, tourism, planning, design, construction and events management.

Some understanding of the range of specialists in the heritage field comes from the Victorian Heritage Services directory, launched by the National Trust of Victoria in 2020 to provide a comprehensive online directory of heritage services in Victoria. The directory includes access consultants; gardeners, arborists and horticulturalists; maritime, industrial and historic archaeologists; photographers; bricklayers, stonemasons, tilers, joiners and builders; collections managers and curators; conservators for buildings and objects; architects and design specialists; glass specialists heritage consultants, planners and interpretation specialists; paint and interior specialists; pest control; planning and law specialists; roofing specialists including plumbers and slaters; building surveyors, structural engineers, valuers and estate agents.⁴⁰⁹

There are also providers of other heritage services in the private sector. For example, in Victoria 496 licensed tour operators generated over 472,000 visits to parks in Victoria in 2018-19.⁴¹⁰

Funding For Cultural Heritage

This section reviews some of the different sources of funding for cultural heritage in Victoria including funding from the public sector, incentives and private sector funding.

The amount spent on cultural heritage in Australia includes spending by individuals, the private sector, voluntary organisations and the public sector on cultural heritage services and activities.

⁴⁰⁹ Victorian Heritage Services Directory, 'About', Victorian Heritage Services Directory, accessed 27 July 2023, <https://www.heritageservicesdirectory.com.au/about/>.

⁴¹⁰ Parks Victoria, 'State of the Parks - Fourth Edition'.

The Federal Office for the Arts publishes data on government cultural funding and participation for Australia which includes data on museums and 'other cultural heritage'.⁴¹¹

However, it can be difficult to identify funding for cultural heritage – for example the most recent post-Covid reporting of payments to arts and cultural sectors excludes cultural heritage from the definition of culture. As part of that series, it publishes State level data.⁴¹² Victoria had the highest percentage increase in funding for culture (40%) in 2021. However, funding for total heritage activities decreased with expenditure on 'other museums and cultural heritage' down \$102.2 million offset by an increase in art museums.⁴¹³

Spending on 'heritage' includes spending on art museums, archives, libraries and 'other museums and cultural heritage'. In 2020-21 Victoria spent \$262.8 million on heritage, of which \$60m was spent on 'other museums and cultural heritage'.⁴¹⁴ Revenue for Museums Victoria accounted for \$54,853,000 of this.⁴¹⁵

The recent HCV report on local heritage attempted to track expenditure on local heritage by councils, including spending on studies, advisers, internal staff, supporting measures and heritage promotion. The data was not consistent, but the most significant heritage related expense was heritage studies. The median annual expenditure for Metro Inner councils was \$200,000 per annum but other council spending ranged from \$1,000 per annum to over \$1 million.⁴¹⁶

ABORIGINAL CULTURAL HERITAGE

Aboriginal cultural heritage is funded through both general heritage funding such as heritage grants and funding for cultural heritage

⁴¹¹ Commonwealth of Australia, 'Government Cultural Funding and Participation—Victoria 2021', Australian Government - Department of Infrastructure, Transport, Regional Development, Communications and the Arts, 2022.

⁴¹² Commonwealth of Australia; Cultural and Creative Statistics Working Group, 'Cultural Funding by Government—2020–21—State and Territory Government', 2022, <https://www.arts.gov.au/sites/default/files/documents/cultural-funding-by-government-2020-21-states-and-territories.pdf>.

⁴¹³ Cultural and Creative Statistics Working Group, 'Cultural Funding by Government—2020–21—State and Territory Government'.

⁴¹⁴ Cultural and Creative Statistics Working Group.

⁴¹⁵ Museums Board of Victoria, 'Annual Report 2021-22'.

⁴¹⁶ Heritage Council of Victoria, 'State of Heritage Review - Local Heritage', 8.

institutions, and through dedicated Aboriginal cultural heritage funding streams, as well as through other public and private sector streams including fees for cultural heritage management plans.

In the 2022-3 State budget the Victorian government announced \$13.5 million to ensure places of cultural significance are managed by First Nations people, as part of a total investment of \$35.7 million for Aboriginal cultural heritage celebration, promotion and protection. That scheme includes an additional \$3.3 million for assessment and mapping of Aboriginal cultural heritage sites on their Country, \$1.4 million to deliver Aboriginal cultural events and awards celebrating and remembering Victoria's Aboriginal culture and history and \$2.6m to strengthen the Budj Bim Cultural Landscape World Heritage Rangers programs.⁴¹⁷

OTHER HERITAGE GRANTS

The 2022 State of the Environment report notes that Australian public sector spends \$16.6 million on grants for cultural heritage. This figure is an underestimate as it only reflects grants from the State and Federal heritage bodies and excludes other sources of public sector grants.

Since 2016 the Victorian Government has awarded over \$55 million to over 165 heritage projects through heritage grants. The Living Heritage supports the repair and conservation of at-risk heritage places and objects included in the VHR. In 2020-1 Round 6 of the Community Heritage Grants stream supported 19 new conservation projects to publicly accessible heritage places, with a total value of \$2.36 million. In 2022-3 the scheme will offer \$2.212 million for urgent conservation works or studies to eighteen significant heritage places and objects across Victoria.⁴¹⁸

Only 35% of councils in Victoria offer some sort of financial incentive to support local heritage, and that is unevenly distributed 56% of all

⁴¹⁷ Victorian Government, 'Supporting Treaty and Self-Determination', Victorian Budget 23/24, accessed 27 July 2023, <http://www.budget.vic.gov.au/supporting-treaty-and-self-determination>; Callan Morse, 'Multi-Million Dollar Budget Boost to Protect Victorian Aboriginal Cultural Sites', National Indigenous Times (blog), 19 July 2022, <https://nit.com.au/19-07-2022/3443/aboriginal-cultural-heritage-funding-strengthened-in-victoria>.

⁴¹⁸ Heritage, 'Funded Grant Projects', Heritage (Heritage, 20 July 2023), <https://www.heritage.vic.gov.au/heritage-grants/browse-projects>.

Metro Outer councils have at least one incentive whilst just 19% of all Rural Small councils have one. Grants are the most common incentives (18), followed by loans (7) and rate reductions. Two councils waived fees for planning permits.⁴¹⁹ For example, the City of Ballarat provides low interest loans in the order of \$5,000-\$10,000 to the owners of heritage properties, and also operates heritage grants schemes (eg the former \$200,000 heritage Verandah Incentives Fund). The City of Bendigo also offers loans.

The Victorian Heritage Restoration Fund is administered by the National Trust of Australia (Victoria) and provides restoration grants to local councils for heritage places in private or public ownership. Over the past three years the VHRF has partnered with Melbourne City Council, Yarra City Council, Ballarat City Council and Casey City Council to deliver grant programs for places included in the Heritage Overlay. A total of \$720,000 has been awarded to over 60 projects contributing over \$2.5 million worth of conservation works to heritage projects across Victoria.⁴²⁰

INCENTIVES

Land tax exemption is available for some owners of properties on the VHR. Under s243 of the Heritage Act Council may seek approval on behalf of an owner, to remit or defer payment of land tax attributable to a place on the Victorian Heritage Register. This is not financed through the heritage fund.

There are also some incentives available for people whose properties are on the local Heritage Overlay – two local councils have waived fees for planning permits triggered by the overlay and two offer a rates reduction.

OTHER PUBLIC SECTOR FUNDING

There are other sources of funding for cultural heritage assets and activities in Victoria over and above that provided by Heritage Victoria.

⁴¹⁹ Heritage Council of Victoria, 'State of Heritage Review - Local Heritage', 31.

⁴²⁰ Victoria's Heritage Restoration Fund, 'About', VHRF, accessed 27 July 2023, <https://www.vhrf.org.au/about/>.

CREATIVE VICTORIA FUNDING FOR CULTURAL HERITAGE

The Victorian Government also funds cultural heritage institutions such as Museums Victoria (\$33.5 million) through government investment in the creative economy.⁴²¹ The most recent budget included funding not only for major cultural heritage institutions such as Museums Victoria but for projects such as the Maldon Vintage Machinery and Museum and funding for various festivals and events.⁴²² The fund also supports organisations such as Working Heritage Victoria.

RAILWAY HERITAGE

VicTrack supports the preservation of Victoria's rail and tram heritage through the annual heritage program which allocates \$1m each year to the restoration of state heritage-listed buildings and structures. The Community Use of Vacant Rail Buildings program further supports the restoration of old rail assets to return them for use to communities. Vic Track also manages many of Victoria's important heritage locations including the Hawthorn tram depot and the Newport Workshops.⁴²³

REGIONAL DEVELOPMENT FUNDING FOR HERITAGE

Perhaps the largest single source of grants for cultural heritage is Regional Development Victoria who fund a wide range of arts and cultural heritage projects including both infrastructure and activities.

Support for cultural heritage includes \$1 million to the Barwon Paper Mills Arts and Culture Precinct regeneration, and grants under the Stronger Regional Communities Programme to the Seymour Railway Heritage Centre, to Ballarat Council for a heritage toolkit and to Ballarat and District Aboriginal Co-operative Koorie Heritage Trail upgrade.⁴²⁴

⁴²¹ Museums Victoria, 'Funding Boost Will Help Transform Victoria's Iconic Museums', Museums Victoria, 11 May 2021, <https://museumsvictoria.com.au/media-releases/funding-boost-will-help-transform-victorias-iconic-museums/>; Creative Victoria, 'Victorian Budget 2022/23 Delivers \$245.8m for Creative Industries', text, Creative Victoria (blog), 6 May 2022, Victoria, [https://creative.vic.gov.au/news/2022/victorian-budget-202223-delivers-\\$245.8m-for-creative-industries](https://creative.vic.gov.au/news/2022/victorian-budget-202223-delivers-$245.8m-for-creative-industries).

⁴²² Creative Victoria, 'Victorian Budget 2023/24', text, Creative Victoria, 23 May 2023, Victoria, <https://creative.vic.gov.au/news/2023/Victorian-Budget-202324>.

⁴²³ VicTrack, 'Environment and Heritage', accessed 28 July 2023, <https://www.victrack.com.au/about/our-capabilities/environment-and-heritage>.

⁴²⁴ Department of Jobs, Skills, Industry and Regions, 'Ballarat Projects', text, Regional Development Victoria, 12 September 2018, Victoria, <https://www.rdv.vic.gov.au/grants-and-programs/ballarat-projects>.

Funding for the Regional Tourism Investment Fund has also supported the Budj Bim Cultural Landscape Master Plan, the Holgate Group Historic Hotel and Brewery Discovery Centre, the Walhalla Goldfields railway Rail Motor Project and the Winton Wetlands Indigenous trail project.⁴²⁵

LET'S STAY CONNECTED

The Let's Stay Connected programme has helped communities stay connected during the Covid 19 virus. As well as a wide range of arts projects, the program has supported heritage initiatives such virtual tours of J Ward, Ararat's Old Gaol and Lunatic Asylum, and capturing the stories of local residents to create intergenerational relationships, storytelling and a project to connect with Aboriginal elders in the community of Echuca. The project also supported initiatives within Aboriginal communities and the Bakhtar community, and a cultural dance initiative.

VETERANS' FUNDING

The Victorian Government has a strategy for war heritage and history. The Victoria Remembers grant program funds projects to commemorate service or educating Victorians about veterans' communications, including films, memorials, ANZAC day services and other ceremonies, displays, plaques and exhibitions.⁴²⁶

EDUCATIONAL FUNDING

Organisations such as Museums Victoria received funding from the Education department to support outreach and educational programmes.

⁴²⁵ Department of Jobs, Skills, Industry and Regions, 'Budj Bim Cultural Landscape: Growing Tourism at the World Heritage Site in Our Own Backyard', text, Regional Development Victoria, 15 November 2022, Victoria, <https://www.rdv.vic.gov.au/news/budj-bim-cultural-landscape-growing-tourism-at-the-world-heritage-site-in-our-own-backyard>; Department of Jobs, Skills, Industry and Region, 'Winton Wetlands Welcomes Artistic Landmark', text, Regional Development Victoria, 12 January 2023, Victoria, <https://www.rdv.vic.gov.au/news/winton-wetlands-welcomes-artistic-landmark>.

⁴²⁶ Victorian Government, 'Victoria Remembers Grant Program', VIC.GOV.AU, 2023, <http://www.vic.gov.au/victoria-remembers-grant-program>.

DISASTER RECOVERY AND RESILIENCE

In the wake of the disastrous 2009 and 2019-20 bushfires, there has also been some support for cultural heritage projects as part of disaster recovery. This includes support for Aboriginal culture and healing and support to preserve cultural heritage in the aftermath.⁴²⁷

The Australian Museums and Galleries Association website also provides links to federal grants for heritage and history initiatives, including community heritage grants to assist with the preservation of locally owned but nationally significant collections, support from the National Cultural Heritage Account to support acquisitions, the Saluting their Service Commemorative Grants program run by the Department of Veterans Affairs and the Visions of Australia regional exhibition tourism fund.⁴²⁸

PRIVATE SECTOR FUNDING

Public and private sector owners also make a major contribution to the care of cultural heritage assets. This can include philanthropic support for cultural institutions, the expenditure by owners on protected cultural heritage assets or other spending on heritage activities.

As noted above 91% of registered cultural heritage assets are in private ownership and therefore maintained and managed through private investment. These places are not generally eligible for heritage grant funding.

The Australian technology sector notes that, '99% of the money earned and spent is raised by owners and members. Grants are minimal and the sector is often excluded from 'arts' and 'cultural' funding.⁴²⁹

⁴²⁷ State Government of Victoria, 'Bushfire Grants To Support Aboriginal Culture And Healing'.

⁴²⁸ 'Grants - Heritage and History - Australian Museums and Galleries Association Inc', accessed 4 August 2023, <https://www.amaga.org.au/grants-heritage-and-history>.

⁴²⁹ Neil Hogg, pers.com.

ANNEX 2: CULTURAL HERITAGE ASSETS AND THEIR CONDITION

This is the second part of the heritage stocktake for Victoria. It **summarises available data** on heritage **assets** and their **condition**.

This report uses the term 'assets' to refer to both tangible and intangible things that people see as part of their heritage (defined as what they value and want to hand on to the future). Tangible assets include landscapes, underwater heritage, buildings, places, sites objects, collections, technology and more. Intangible cultural heritage includes language, knowledge, skills, traditions, and art form. Indigenous approaches to heritage blur these distinctions.

The 2021 State of the Environment report for Australia includes data on the numbers of protected Indigenous and non-Indigenous heritage places and objects, and information on their condition based on surveys of practitioners (see below). However this excludes museums, archives, and other heritage collections and materials, and intangible cultural heritage.

Protected Heritage Assets In Victoria

This section summarises data on protected heritage assets.

In brief, heritage may be formally protected through the Aboriginal Cultural Heritage Places Register, the Victorian Heritage Register or on local Heritage Overlays. A summary overview of how the system operates, including the relationship between State and Local heritage, can also be found in Chapter 2 of the recent HCV State of Heritage: Local Heritage report.⁴³⁰

ABORIGINAL CULTURAL HERITAGE

Aboriginal and Torres Strait Islander people are the Traditional Custodians of the land in Victoria. The state is on a Treaty path designed to embody Aboriginal self-determination in public policy and law. It is an opportunity to recognise the unique status, rights, cultures and histories of First Peoples.⁴³¹ The Treaty process places culture and heritage at the centre of ensuring that there is a voice and recognition for Aboriginal and Torres Strait Islander culture and heritage. The importance of protecting cultural heritage in the wider process of Treaty and giving weight to First Nations voices in Australia cannot be underestimated.

As noted above a more comprehensive picture of issues relating to the care and protection of ACH in Victoria can be found in the State of Victoria's Aboriginal Cultural Heritage Report 2016-21. The Federal State of the Environment Report or 2021 notes that across Australia there are around 23200 known and listed Indigenous sites.

Throughout Victoria, even in the most intensively developed regions, the landscape holds the imprint of thousands of generations of Aboriginal people. The Aboriginal Cultural Heritage Places Register and Information System for Victoria (ACHRIS) is the online tool used to access the Victorian aboriginal heritage register.⁴³² This is a repository for Traditional Owners to share information about cultural heritage and includes place registrations, Intangible heritage

⁴³⁰ Heritage Council of Victoria, 'State of Heritage Review - Local Heritage'.

⁴³¹ Victorian Government, 'Treaty in Victoria', First Peoples - State Relations, accessed 27 July 2023, <http://www.firstpeoplesrelations.vic.gov.au/treaty>.

⁴³² <https://www.firstpeoplesrelations.vic.gov.au/victorian-aboriginal-heritage-register>

registrations, cultural heritage management plans, permits, archaeological report and other information. The register is not publicly accessible as it contains culturally sensitive information. There are also systems in place in Victoria for reporting Secret or Sacred Objects, and also Ancestral Remains, and returning them to Traditional Owners.

Around 45% of the Australian protected reserve system includes Indigenous Protected Areas, managed, jointly managed, or owned by Indigenous peoples. Rangers are employed to manage the land, and common activities include burning country, managing feral animals, and managing tourist visitation. That Aboriginal cultural heritage also includes contested heritage, including many massacre sites that are in the process of being documented.

VICTORIAN HERITAGE REGISTER (VHR)

According to the HCV Annual Report or 2022⁴³³, there are a 3142 registered places, objects and shipwrecks on the Victorian Heritage Register including:

- 2332 registered places including 202 archaeological places and one World Heritage Site,
- 45 registered objects,
- 659 registered shipwrecks,
- 96 objects integral to a registered place, and
- 10 protected zones.

In 2021-2 an additional 10 places were added to the Victorian Heritage Register whilst several amendments were made to existing entries. In Victoria there are also 25 places on the National Heritage List, and 31 places on the Commonwealth Heritage List.

HERITAGE OVERLAYS

Heritage Overlays protect places and objects of local significance. The recent review of local heritage for Victoria provides a comprehensive stocktake of local heritage. It noted that in 2019

⁴³³ Heritage Council of Victoria, '2021-22 Annual Report'.

there were 21,419 Heritage Overlays in Victoria, protecting more than 186,656 properties. Of these, 2,332 are State Significant places on the VHR (see above) and 19,095 are places of local significance. Within these, 17,992 entries are for individual places and 1,103 are precincts.⁴³⁴ In the City of Yarra for example, more than 60% of the city's properties are on the Heritage Overlay.⁴³⁵

THE PARKS ESTATE

The parks estate in Victoria includes many cultural heritage sites. This includes six cultural landscapes of national significance, 210 places of State significance and many other additional places of local significance. It includes almost 30,000 assets with historic heritage values and 55 collections of moveable historic objects of non-Aboriginal cultural significance. The estate includes one national heritage park – the Castlemaine Diggings National Heritage Park – and 94 designated historic reserves.

There are also assets with historic heritage value at other sites. The network includes 2,884 historic assets, the highest number of which are in the Alpine National Park. The parks network includes 140 places across 84 parks and 67 shipwrecks across 26 parks on the Victorian heritage register. 16 parks are within landscapes included on the National Heritage List of which 12 are terrestrial.⁴³⁶

Budj Bim National Park in the southwest forms part of the Budj Bim Cultural Landscape, designated on the World Heritage list in 2019.- It is the first heritage site on the list to be recognised solely for its Aboriginal cultural heritage significance.

⁴³⁴ Heritage Council of Victoria, 'State of Heritage Review - Local Heritage'.

⁴³⁵ Heritage Council Victoria, 'Heritage Council of Victoria - Strategic Plan 2021-25' (Melbourne: Heritage Council Victoria, 2021), https://heritagecouncil.vic.gov.au/wp-content/uploads/2021/08/HCV-Strategic-Plan-2021-25_FINAL-compressed_high.pdf.

⁴³⁶ Janet Hunt, 'Cultural Vandalism - the Regulated Destruction of Aboriginal Cultural Heritage in New South Wales', Working/ Technical Paper, 2020, <https://openresearch-repository.anu.edu.au/handle/1885/205418>. <https://www.parks.vic.gov.au/get-into-nature/conservation-and-science/science-and-research/state-of-the-parks/management-of-historic-heritage-places-in-parks/representation-of-historic-heritage-places-and-objects-in-parks>

Other Heritage Assets

This section summarises data on other heritage assets that may not be formally protected.

There are many more cultural heritage assets that are of importance to people in Victoria (and elsewhere). These include known archaeological find sites, material in archives, libraries and collection from archives to large items such as ships, in personal collections. There are also a wide range of heritage collections, objects and places that are important to people but not on the VHR or Heritage Overlays or held in museums or archives.

COLLECTIONS AND ARCHIVES

Cultural heritage also includes objects, collections, and archives. Sometimes those are held in cultural institutions such as museums, archives and libraries, or associated with protected heritage sites.

The AIATSIS Art and Object collection reflects the diversity of Aboriginal and Torres Straits Islander cultural expression and contains around 6,000 items.⁴³⁷

According to Museums Australia, there were 49.6 million museum objects at the end of June 2008, including Aboriginal collections and historic objects.⁴³⁸

Within Victorian parks there are 14,477 moveable objects from 55 collections sites, and around 3,000 that have not been catalogued.⁴³⁹

The Victorian Collections website showcases collections from around Victoria. Around 500 organisations in Victoria use the website to manage their collections and contribute to a growing database of items. Those organisations include Aboriginal Trusts, historical

⁴³⁷ Anonymous, 'About the Art and Object Collection', Text, AIATSIS Collection, 29 June 2018, <https://collection.aiatsis.gov.au/art-object/about>.

⁴³⁸ Australian Bureau of Statistics, '8560.0 - Australia, 2007-08'.

⁴³⁹ Anonymous, 'About the Art and Object Collection', Text, AIATSIS Collection, 29 June 2018, <https://collection.aiatsis.gov.au/art-object/about>

societies, private owners, and local museums. Nearly 200,000 items across the state are included on the website. The table of organisations includes a directory of over 1,000 Victorian collecting organisations, which can be searched by region, type or name.⁴⁴⁰

There are around 8.1 million items created by 9,000 bodies in the National Archives. The Victorian archives centres is operated jointly by the National Archives and the Public Records Office of Victoria and provides access to both Commonwealth and state records.⁴⁴¹ The Public Record Office Victoria (PROV) is the archive of State and Local government in Victoria and holds over 100km of digital and physical records from 1836 to today.⁴⁴²

MOVABLE HERITAGE (INCLUDING TECHNOLOGY)

The technology heritage sector covers machines – items which perform a specific function, usually requiring an external energy source, and the sector focuses on movable heritage and the intangible heritage associated with it (including knowledge and skills). The main areas are rail, maritime/riverine, aviation, motor vehicles, horse drawn vehicles, portable and stationary machinery (from steam and internal combustion engines to household appliances). The sector overlaps with industrial heritage and archaeology which includes transport infrastructure, the remains of former industries and other historic public infrastructure such as water.

Technological heritage can be held in museums (often as static objects), but there is also a significant group of people involved in the operating heritage sector, of which the largest sub-sector is motor vehicles. As noted it is estimated that around 400,000 people are involved in around 4,500 clubs, which provides some indication of the potential number of items of interest.⁴⁴³

The register of historic vessels hosted by the Australian National Maritime museums identifies around 800 historic vessels of which many have an association with Victoria (the register lists 195 vessels

⁴⁴⁰ Victorian Collections, 'Victorian Collections'.

⁴⁴¹ National Archives of Australia, 'Victoria'.

⁴⁴² Public Record Office Victoria, 'Homepage'.

⁴⁴³ Information provided by Neil Hogg.

associated with 'Victoria' (including the name of the vessel)⁴⁴⁴ and there are over 600 preserved steam locomotives – managed by a range of organisations, including Steamrail Victoria and the Newport Railway Museum, both in Newport.⁴⁴⁵

VICTORIAN HERITAGE DATABASE

The Victorian Heritage database is a portal providing access to the Victorian Heritage Register and the Victorian Heritage Inventory. It also includes Heritage Overlay information for a number (but not all) Local Government Authorities and the non-statutory listings held by the National Trust of Australia (Victoria) and the Victorian War heritage Inventory.⁴⁴⁶

The Victorian Heritage inventory lists known historical archaeological sites and contains more than 7,000 sites. Approximately 65,000 artifacts have also been preserved and made available to researchers in the State's archaeological collection.

The Victorian National Trust Heritage Register is a comprehensive heritage register for Victoria covering all types of cultural and natural heritage including buildings, trees, landscapes, gardens, public art and pipe organs. Entry on the register has no statutory status but can be a trigger to raise awareness.

THE NATIONAL TRUST REGISTER OF SIGNIFICANT TREES

Over 30 years National Trusts across Australia have compiled records of around 2,500 significant trees. Information about registered trees for Victoria is available on an iPhone app.⁴⁴⁷

⁴⁴⁴ Australian National Maritime Museum, 'Australian Register of Historic Vessels', Australian National Maritime Museum, 2018, <https://arhv.sea.museum/collections>.

⁴⁴⁵ Australian Steam, 'Australian Steam - Preserved Steam Locomotives Down Under', Australian Steam, 2023, <http://www.australiansteam.com/>.

⁴⁴⁶ Heritage Council of Victoria, 'Welcome to the Victorian Heritage Database', Victorian heritage Database, 2023, <https://vhd.heritagecouncil.vic.gov.au/>.

⁴⁴⁷ National Trusts of Australia, 'National Trusts of Australia - Register of Significant Trees', National Trust, accessed 1 August 2023, <https://www.trusttrees.org.au/>.

INTANGIBLE CULTURAL HERITAGE

The Australian Register of the UNESCO Memory of the World Collection lists and celebrates documentary heritage and archives including Indigenous documentary collections, business records, archives.

It includes the AIATSIS AustLang database, which provides information on around 300 Aboriginal and Torres Straits Islander languages.⁴⁴⁸ The Indigenous section includes the Australian Indigenous Languages Collection at IAITSIS, and other collections including the Sorry Books, the Mabo Collection and other historic anthropological collections.

Other sections include collections that document intangible heritage, including visual arts, performance, folklore and more.⁴⁴⁹

DIGITAL HERITAGE ASSETS

Digital heritage is being created at an unprecedented rate and its preservation is problematic. The UNESCO Memory of the World has highlighted this as a priority and the National Library of Australia is using Pandora to capture these resources.⁴⁵⁰

Holistic Approaches

This section notes some of the more extensive place-based cultural heritage mapping that go beyond individual objects or sites.

EVERYDAY HERITAGE

There are many more places, buildings sites and landscapes that are important to people in Victoria than are recognised in the Heritage Overlays or on the VHR. There are many reasons for this, such as:

⁴⁴⁸ AIATSIS, 'AustLang', Text, AIATSIS Collection, accessed 1 August 2023, <https://collection.aiatsis.gov.au/austlang/search>.

⁴⁴⁹ UNESCO Australian Memory of the World Committee, 'Preface', The Australian Heritage Register - UNESCO Memory of the World Program, accessed 1 August 2023, https://www.amw.org.au/sites/default/files/memory_of_the_world/index/preface.html.

⁴⁵⁰ 'Pandora - Archive', Pandora - Australia's Web Archive, accessed 1 August 2023, <https://pandora.nla.gov.au/>.

- lack of knowledge or research,
- things that have value for reasons that are not reflected in heritage legislation such as embodied energy in older buildings,
- places, sites and collections that are important for personal or collective reasons that do not meet thresholds for protection in heritage legislation, and
- financial, political and attitudinal barriers to progressing cultural heritage initiatives.

For example, the feasibility paper for a new Victorian Heritage Strategy identified local heritage as one of the main shortcomings of the previous strategy. Almost all councils in Victoria have completed heritage studies to assess places of local significance, including place types such as post-war heritage. However more than 10% of councils are yet to translate those studies into the Heritage Overlay and 20% recognise that there are geographic gaps in their studies (HCV 2020:2). Those studies also included gaps such as trees and gardens, historic landscapes and post-war residential sites (HCV 2020:19). There were also significant barriers to translating heritage studies into heritage overlays of which the largest was opposition from property owners. Other barriers included expense, lack of political will and issues around authorisation (HCV 2020:25).

Also, much of what is important to people is in the form of intangible cultural heritage such as language, memory and people, that might not be reflected by particular sites or places.

This is clearly illustrated through the HCV 2011 **Migrant Heritage Project**. This collaboration with the former Migrant Heritage Centre in NSW and the Immigration Museum set out to explore migration in Victoria from the 1940s to the present, to uncover the places, objects and collections associated with people who participated in this period of major change. The project worked with the City of Darebin and migrant communities to identify places that mattered to them. The focus was on migration as lived experience rather than migration as heritage (HCV 2011).

CULTURAL LANDSCAPES AND CHARACTER-BASED APPROACHES

The challenge of giving greater weight to the character and values of 'place' in its widest sense within the planning system is not new. The

VHR and Heritage Overlays designate particular sites, objects or precincts that meet thresholds for local and state significance but as noted, places often have value to people in a way that does not meet those thresholds.

Other jurisdictions make greater use of extensive area or landscape scale character-based approaches, which don't rely on thresholds of significance, such as the more extensive use of conservation areas in the UK, historic districts in the USA, landscape character or historic urban characterisation methods.

As well as the Migrant Heritage project mentioned above, Victoria has been pioneering examples of more place-based approaches. For example, recently the, the Pyrenees Futures project took a place-based approach to the strategic planning of towns, working with the community to understand what makes each town its own special place, and then creating framework plans to ensure future development complements and enhances the feel of the towns (HCV 2020:20).

Cultural landscapes are central to many environmental initiatives. For example, in Victoria, the State of the Marine and Coastal Environment Plan for 2021 acknowledges the importance of cultural landscapes as the 'product of generations of economic activity, material culture and settlement patterns'. The Draft Coastal Strategy incorporates Indigenous language, knowledge and leadership into the system of cultural landscape health and management reporting.⁴⁵¹

There are also a range of initiatives around cultural mapping, designed to capture the multiple different stories and values embedded in places, working collaboratively with communities on the ground. Whilst this happens most often in and around Aboriginal cultural heritage, such as the work undertaken by Extent at Hanging Rock, the approach is of relevance to anywhere.

⁴⁵¹ Commissioner for Environmental Sustainability Victoria, 'Cultural Landscapes', Commissioner for Environmental Sustainability Victoria, 2023, <https://www.ces.vic.gov.au/state-of-reports/state-marine-and-coastal-environment-2021-report/cultural-landscapes>.

Local Government has also been involved in exploring other ways of identifying and managing heritage. For example, the City of Ballarat has embraced the Historic Urban Landscapes (HUL) approach which:

- starts by asking the community what is important to them,
- accepts that things are valuable because the community values them,
- focuses on change - asking questions like 'What change is coming and how will it impact on the things we love about our city?', and
- shifts the focus from preservation to one of conservation, requiring creative and innovative solutions to enable sustainable and equitable change in a historic city.⁴⁵²

Heritage at Risk

This section summarises data on the condition and threats to cultural heritage assets in Victoria.

It is also important to understand the condition of and threats to cultural heritage assets. This is because there is evidence that the condition of cultural heritage assets affects our perceptions of the value of those assets.⁴⁵³

At an international level, UNESCO requires regular reporting on the condition of cultural world heritage sites, and countries such as England also have a regular system of reporting on heritage at risk. For Australia, the quinquennial Australian State of the Environment survey reports on pressures on cultural heritage, based on the surveys of cultural heritage experts rather than systematic field-based surveys.⁴⁵⁴ For Victoria, some evidence for the condition of cultural heritage comes from the State of Aboriginal Cultural Heritage 2016-21 Report (noted above) and some previous studies of the condition of heritage assets commissioned by Heritage Victoria.

The national State of the Environment 2021 report notes that the outlook for Indigenous, historic heritage and geo-heritage in

⁴⁵² Historic Urban Landscape Ballarat, https://www.hulballarat.org.au/cb_pages/about.php

⁴⁵³ The purpose of cultural heritage protection systems is generally to reduce or avoid harm to cultural heritage, either by identifying things of importance in advance of decision making, or ensuring that decision making processes take account of cultural heritage (e.g. in environmental impact assessment).

⁴⁵⁴ Australian Government, 'Australia State of the Environment'.

Australia is poor. One of the most significant losses has been the destruction of the Juukan Gorge Caves – highly significant Indigenous art sites. The main pressures on cultural heritage were identified as resource extraction, development, poorly managed tourism, inadequate management and protection, natural weathering and erosion, climate change and bushfires. Urban and peri-urban development continue to put pressure on cultural heritage. For Indigenous heritage those pressures also include a lack of control by Indigenous Australians over the management of Indigenous heritage sites, and issues such as the effects of colonisation, disempowerment and disconnection from country.

Empirical evidence for the condition of heritage in Victoria comes from two State of the Historic Environment initiatives. The 2008 Victorian State of the Historic Environment initiative was undertaken as part of the Victoria's Heritage Strengthening our Communities Strategy in 2006. The author visited and photographed every site on the Victorian (historic) heritage register to report on condition. Of the 2,071 places and objects on the VHR were assessed and 450 were identified as being in poor or very poor condition (Marshall 2010).

A second audit was conducted in 2015 (Context 2015). Of the 450 places identified as being in poor condition in 2006, 155 were assessed again. Whilst some places had benefited from grant programs, many had not. Perhaps the critical cause of much damage was water ingress which could be prevented by cyclic maintenance. The project included cost estimates for priority conservation works. A total of \$30m was based on the upper amount for each option. Structural integrity was a key issue (see chapter 4).

Another measure of the condition of heritage in Victoria comes from State of the Parks reporting. This uses systematic parks-based assessments and targeted quantitative monitoring for a subset of parks to understand the condition, issues and management effectiveness of Victoria's parks.⁴⁵⁵

The fourth edition reports on the management of historic heritage and Aboriginal cultural heritage. It notes the top ten threats to

⁴⁵⁵ Parks Victoria, 'State of the Parks - Fourth Edition'.

historic heritage values across the parks estate of which damage to cultural values by visitors, illegal activities and inadequate maintenance are the main threats. Wildfire and extreme weather were also significant.⁴⁵⁵ It also notes that generally the condition of historic heritage places and objects was good or very good in about a third of parks, but significantly more parks reported declines (19%) than improvements (9%) since 2013. In the 55 assessed parks, objects were in very good or good condition in 45% of parks but had declined significantly in 29%. Only 30% of parks were fully or substantially meeting objectives for the management of historic heritage places and objects.⁴⁵⁶

Other measures of the extent to which protected heritage sites are at risk or under pressure data can be inferred from development applications and permits. For example, Hunt (2020) has documented the rate of loss of Aboriginal cultural heritage sites in NSW. Between 100 and 200 sites and objects are lawfully destroyed each year with around 5 permits each week being issued for the disturbance or destruction of Aboriginal cultural heritage. Between 2012 and 2017 704 permits were issued.⁴⁵⁷

The National Trust of Victoria has documented 100 lost buildings of Melbourne in their Lost! App.

In 2020 the Parliament of Victoria launched an inquiry into protections within the Victorian Planning Framework, which included questions relating to the protection of heritage including its adequacy.⁴⁵⁸ Key bodies made submissions highlighting specific issues around cultural heritage at risk. Chapter 5 of the Interim Report identifies key issues relating to cultural heritage in Victoria to be pursued further at a future inquiry.⁴⁵⁹

⁴⁵⁵ Parks Victoria, 'Status and Management of Key Threats to Historic Places and Objects' n.d.

⁴⁵⁶ Parks Victoria, 'State of the Parks - Fourth Edition'; and Parks Victoria, 'Condition and Management Outcomes for Historic Heritage Places and Objects' n.d.

⁴⁵⁷ Janet Hunt, 'Cultural Vandalism - the Regulated Destruction of Aboriginal Cultural Heritage in New South Wales', Working/ Technical Paper, 2020, <https://openresearch-repository.anu.edu.au/handle/1885/205418>.

⁴⁵⁸ National Trust of Australia (Victoria), 'Victorian Parliamentary Inquiry into Protections Within the Victorian Planning Framework - National Trust of Australia (Victoria) Submission'.

⁴⁵⁹ National Trust of Australia (Victoria).

ANNEX 3: PUBLIC ATTITUDES TO HERITAGE

This annex notes some findings from previous research on Victorian (and Australian) **public interest in**, and **attitudes to**, cultural heritage.

Several previous studies have gathered data on public attitudes to cultural heritage in Victoria and in Australia. These include studies looking at public perceptions of heritage priorities, and audience research into heritage visitor motivations and barriers. The research includes surveys of the public, visitors, residents and stakeholders (such as historical societies or owners of heritage properties).

This research is not included in the main report as it is not primarily about the social, economic or environment impact of heritage activities or interventions. However, understanding attitudes to heritage can help inform policy on conserving heritage, on making the wider case for intervention. Understanding visitor perceptions and motivations also helps shape engagement strategies for heritage places that are open to the public.

It is also possible to use econometric methods to study the willingness of the public to pay for different levels of heritage protection or intervention.

Public Views on Heritage Priorities

This section lists some of the main studies for Victoria and other Australian states.

Primary research public perceptions of heritage priorities has been gathered through surveys, in-depth interviews, and focus groups. This includes the use of more systematic economic research techniques such as 'willingness to pay' studies and 'choice modelling' studies.

For Victoria there are four recent studies:

1. The 2020 review of local heritage included data on council and community perceptions of the local heritage system.⁴⁶¹ As part of this, the Royal Historical Society of Victoria engaged AICOMOS, local heritage advisors and local historical societies to understand their views of the local heritage protections. They surveyed 319 member societies which operate in Victoria with 113 responses.⁴⁶²
2. In 2017 Surveyengine/SGS consulting undertook two systematic choice modelling studies on Victorian attitudes to heritage. The first replicated the 2005 AGC survey (see below) using a sample designed to be consistent with Victorian census data with 556 responses out of a sample of 1,060.⁴⁶³ The second sought to understand more about attitudes to types of heritage and include variables such as proximity and condition. That study involved 1,611 completed responses; age and gender were managed to ensure the final sample was close to the 2016 Victorian census figures.⁴⁶⁴

⁴⁶¹ Heritage Council of Victoria, 'State of Heritage Review - Local Heritage'.

⁴⁶² Royal Historical Society of Victoria 'Report on Survey of Victorian Historical Societies', https://www.historyvictoria.org.au/wp-content/uploads/2022/01/Heritage-Survey-results_RHSV-report.pdf

⁴⁶³ SGS Economics, 'The Economic Value of Built Heritage in the City of Adelaide'.

⁴⁶⁴ SGS Economics, 'The Economic Value of Built Heritage in the City of Adelaide'.



FIGURE 27 - THE VALUE OF HERITAGE REPORT BY SGS ECONOMICS & PLANNING

3. In 2014 the Heritage Council of Victoria commissioned a review of the literature on community attitudes to heritage, which included a review of existing surveys and detailed survey results from three studies – work by Deakin University in 2010 (Appendix B), the ACG work from 2005 (Appendix C), a survey for Mornington Peninsula Shire Council of 150 owners of properties on the heritage overlay and a 2006 City of Ballarat survey of 140 Ballarat visitors and residents on the value of heritage.⁴⁶⁵
4. Sinclair Knight Merz also undertook a community contingent valuation study as part of their work on the City of Ballarat involving 142 survey responses (SKM 2007).

The key studies for Australia include:

1. In 2022 Australia ICOMOS and the National Trust of Australia (Victoria) sought views on heritage protection from the community and from professional heritage practitioners. 250 people responded to the survey of whom 122 were National Trust members, 29 heritage professionals, 29 allied professionals and the remainder individuals and community groups with strong views on heritage.⁴⁶⁶
2. In 2016 the NSW Office of Environment and Heritage commissioned a study of attitudes to heritage from EY Sweeny involving both focus groups and a representative sample of 1000 residents.⁴⁶⁷
3. In 2006 Heath McDonald of Deakin University surveyed 3200 Australians to understand people's interest in heritage. The 2006 work also included focus groups and in-depth interviews in Melbourne Metro. The work was repeated in 2010 for 2000 Australians.⁴⁶⁸

⁴⁶⁵ Mornington Peninsula Shire Council, 'Heritage Place Owners Survey Results' (Mornington Peninsula Shire Council, 2013).

⁴⁶⁶ National Trust of Australia (Victoria), 'Victorian Parliamentary Inquiry into Protections Within the Victorian Planning Framework - National Trust of Australia (Victoria) Submission'.

⁴⁶⁷ EY Sweeney, 'Office of Environment and Heritage - NSW Community Attitudes to Heritage Report' (NSW Office of Environment and Heritage, 2017), <https://www.environment.nsw.gov.au/-/media/OEH/Corporate-Site/Documents/Heritage/community-attitudes-heritage-2017.pdf>.

⁴⁶⁸ McDonald, Heath 'Understanding Public Involvement with Australian Heritage: Final Research Report'; and McDonald, Heath 'National Survey of Public Attitudes to Australian Heritage: Final Report', Unpublished report (Melbourne: Deakin University, 2010).

4. In 2005 HCOANZ commissioned the Allen Consulting Group (ACG) to look at the value Australians attach to historic heritage. Based on a sample of 2000 Australians the study explored people's willingness to pay, and priorities for, protection. The study used questions derived from a 2003 MORI survey for English Heritage. The survey results were reported at national and state levels with further metropolitan and regional responses. This was the survey approach and methodology that SGS replicated for Victoria in 2018.⁴⁶⁹
5. In 2004 Colmar Brunton sought to measure the public's interest in Australian heritage, their views on the new National Heritage list and grants program and their interest in Indigenous places, events and stories.⁴⁷⁰
6. Professor David Throsby explored public preferences for heritage conservation strategy through a choice modelling experiment with 282 NSW residents that looked at willingness to pay for the conservation of a range of classes of buildings with different cultural values.⁴⁷¹

This section identifies some headline findings from these studies.

ATTITUDES TO HERITAGE

Australians see heritage as part of their identity...

The ACG survey of community attitudes to heritage found that 93% of the community saw heritage as forming part of Australia's identity.⁴⁷²

...however Indigenous Australians feel mainstream heritage ignores and excludes them

Indigenous Australians connect to their own history and family/ community stories but feel that 'mainstream' heritage ignores and excludes them.⁴⁷³

⁴⁶⁹ Allen Consulting Group, 'Valuing the Priceless: The Value of Historic Heritage in Australia: Research Report 2 - Prepared for the Heritage Chairs of Australia and New Zealand'.

⁴⁷⁰ Colmar Brunton 2004

⁴⁷¹ Throsby, Zednik & Arana 2021

⁴⁷² ACG 2005:vii

⁴⁷³ McDonald 2006: 8-11

Over 80% Australian think it is important to preserve heritage places that they may never visit.

The 2010 Deakin survey showed that over 80% of people thought it is important to 'preserve heritage places even though I may never visit then'. This compared with 90% of people in the 2005 ACG survey.⁴⁷⁴

Australians are willing to pay more for additional levels of heritage protection.

In 2005, ACG found that Australians were prepared to pay more for additional levels of heritage protection, and for an increase in the proportion of places in good condition and the proportion of places that were accessible to the public.

Australians' average willingness-to-pay was estimated as:

- \$5.53 per person (i.e., \$30.7 million for the whole of Victoria) per year for every 1,000 additional places protected from loss;
- \$1.35 per person (i.e., \$7.5 million for the whole of Victoria) per year for a 1 per cent increase in the proportion of places in good condition; and
- \$3.60 per person (i.e., \$20.0 million for the whole of Victoria) per year for a 1 per cent increase in the proportion of places that are accessible to the public.⁴⁷⁵

Overall, the study found that, 'a scenario involving a measured tightening of development controls and an increase in the number of heritage listings yielded a willingness-to-pay in 2005 of \$105.90 per person per year.'⁴⁷⁶

That equates to \$587.5 million for the whole of Victoria.

Assuming that the population of Ballarat had similar characteristics to the general population, SKM suggested that it was not unreasonable to 'transfer' those results to suggest that the residents

⁴⁷⁴ Cotterill, 'Value of Heritage to the City of Ballarat - Case Study'.

⁴⁷⁵ Allen Consulting Group, Valuing the Priceless: The Value of Historic Heritage in Australia, Research Report 2 (November 2005).

⁴⁷⁶ Allen Consulting Group, Valuing the Priceless: The Value of Historic Heritage in Australia, Research Report 2 (November 2005).

of Ballarat would be willing to pay \$6.7 million per annum for an improvement in heritage protection.⁴⁷⁷

...but community concerns about listing are one of the barriers to finalising heritage overlays

However, in contrast the SGS study of attitudes to heritage in Victoria found that one of the greatest barriers to finalising heritage studies was community resistance to listing.⁴⁷⁸

Listed building owners are proud of and enjoy contributing to part of history

A survey of 1000 listed building owners found that 93% considered their property important to the character of the local area and 67% thought the property important in terms of national history.⁴⁷⁹

Members of the public are more inclined to prioritise maintaining and repairing existing infrastructure in Britain before spending on new infrastructure.

Ipsos MORI poll 56% respondents supported repair and maintenance compared to new build, more than 3X the 16% trending towards the opposite view.

PUBLIC VIEWS ON HERITAGE PRIORITIES

The Australian public are less concerned about aesthetic aspects of historic buildings and more interested in conserving buildings of social or architectural importance.

People value civic and public buildings more than private assets such as residential or commercial buildings.

SGS found that people were more willing to pay more to civic or public buildings such as lighthouses, train stations and court houses than 'private domain' assets such as residential or commercial

⁴⁷⁷ Cotterill, 'Value of Heritage to the City of Ballarat - Case Study'.

⁴⁷⁸ SGS Economics, 'The Value of Heritage: Summary Report'.

⁴⁷⁹ Historic England, 'Heritage and Society'.

buildings. Military sites and ANZAC memorabilia returned relatively high willingness to pay values.⁴⁸⁰

Australians are more interested in social and architectural aspects of buildings than aesthetic values

Throsby et al undertook a choice modelling exercise to understand both how much people were willing to pay to conserve historic buildings and the cultural values that they prioritised. WTP study that looks at both a class of buildings and seeks to explore aspects of cultural value.⁴⁸¹

Victorians are more willing to pay for conserving older buildings than newer ones

SGS (2018) found that Victorians were willing to pay nearly twice as much to conserve a 19th century building than one built since 1971.⁴⁸²

Different social groups have different priorities for heritage

SGS noted that male respondents preferred objects of local significance, and that older respondents were more interested in older sites and less interested in industrial sites, halls, schools, etc. Wealthier respondents put a higher value on residential buildings and lower value on bridges; university educated respondents put more value on local significance and modern buildings, and less value on ANZAC memorabilia whilst people from metropolitan Melbourne put more value on noise and traffic controls and archiving objects.⁴⁸³

Income does not affect perceptions of cultural value

Professor Throsby concluded that income does not seem to play a significant role in the likelihood of support for heritage conservation efforts. They also could not find any support for the hypothesis that high income earners are likely to allocate a larger proportion of their

⁴⁸⁰ SGS Economics, 'The Value of Heritage: Summary Report'.

⁴⁸¹ Throsby, Economics and Culture.

⁴⁸² SGS Economics, 'The Value of Heritage: Summary Report'.

⁴⁸³ SGS Economics.

income towards heritage conservation effort than those on lower incomes (Throsby 2021).

Decisions around the value of adaptive reuse are not made consistently

Bullen and Love (2021) interviewed around 81 building owners and practitioners including developers, cost consultants and others in Perth to better understand how decisions about adaptive reuse were made, and which factors most influenced those decisions. They found there were considerable inconsistencies but that cost and commercial issues, defined in terms of rental return were paramount. Sustainability and energy efficiency criteria were less important.⁴⁸⁴

EXPECTATIONS OF GOVERNMENT

The Australian Productivity Commission noted that,

*There is an expectation that governments will be transparent and accountable in their dealings with historic heritage assets, with communities seeking greater clarity as to which agencies are responsible, better information on expenditure and achievements, and increased accountability.*⁴⁸⁵

This is reflected in local statements. For example, the 2004 Ballarat Planning Scheme Amendment (C58) noted the growth in community expectations about heritage protection and planning.

Parks Victoria has been tracking community satisfaction with park management since 1997. Between 2014 and 2018 community satisfaction with park management significantly increased from 82% to 90%. However, community satisfaction with the management of metropolitan parks declined slightly in 2014 and remains at about 85%.⁴⁸⁶ Community satisfaction with the management of bays, waterways and piers has risen to around 80%.⁴⁸⁷

⁴⁸⁴ Peter Bullen, 'The Rhetoric of Adaptive Reuse or Reality of Demolition: Views from the Field', *Cities* 27 (1 August 2010): 215–24, <https://doi.org/10.1016/j.cities.2009.12.005>.

⁴⁸⁵ Productivity Commission, 'Conservation of Australia's Historic Heritage Places - Productivity Commission Inquiry Report'.

⁴⁸⁶ Parks Victoria, 'Outcomes and Benefits for Visitors and Community', n.d.

⁴⁸⁷ Parks Victoria.

People feel that not enough is being done to protect heritage in Victoria

In 2017 SGS found that almost half of the respondents (48%) felt not enough was being done whilst 19% felt enough was done. A third (33%) did not know (SGS 2018: 29). This is a fall on the Allen consulting national study that showed that 62% felt that too little was being done to protect heritage across Australia and that 32% felt that the level of protection was 'about right' (Allen Consulting 2005)

65% of Victorians believe that too little is being done to protect historic heritage across Australia and only 10% agreed with the statement that we protect too much heritage
(Allen Consulting 2005)

People in Ballarat are more satisfied with the level of heritage protection than in other parts of Australia

SKM found that 45% of Ballarat respondents were satisfied with the level of heritage protection compared to 27% in regional Victoria and 32% in Australia.

People place a higher value on heritage sites in good condition. SGS found that across sites, landscapes and historic sites, the condition of a site affected people's willingness to pay to conserve it.

People are willing to pay more to conserve sites near them

SGS found that people were willing to pay more to conserve heritage near them, although this was less pronounced for historic heritage

Public access matters to people

Victorians were willing to pay more to conserve sites that were publicly accessible.

Half of people in Victoria (51%) don't understand (or have no views on) the strengths and weaknesses of the heritage protection system. SGS also asked people about their knowledge of the heritage protection system and their views on what improvements might be

needed. For the survey respondents who did have views on the system, 8% felt it worked well and 7% felt that enforcement was ineffective (SGS 2018:24). 47% did not know what more government could do to protect heritage (p 26) and 54% did not know if the system allowed for community engagement (p 27).

Almost half of the people surveyed felt that funding should be available for both state and locally listed assets.

SGS asked about attitudes to funding and found that this was important for both state and locally listed assets. However, views on whether private owners should be supported were mixed, with 40% believing that funding should extend to private owners and 35% disagreeing (SGS 2018:28).

72% Victorians agreed that penalties should be higher for private owners who undertook unlawful construction

SGS found that ineffectual enforcement was one of the biggest issues in the heritage protection system, and so also asked about penalties and stricter laws (SGS 2018:28)

TRENDS

People's perceptions of heritage have changed since 2005

SGS set out to replicate the 2005 Australia ACG survey to identify any differences amongst Victorians in 2017. Compared to the 2005 national results, Victorians in 2017 were willing to pay less to conserve heritage which may reflect changes such as the impact of the Global Financial Crisis or indeed other factors. Both surveys found people consistently willing to pay to protect heritage. However, in Victoria 40% felt that not enough was being done to care for heritage compared with 60% of Australians in 2005 (SGS2018:37).

Robert Freestone interviewed around 50 owners of heritage places, heritage advisors and planners in NSW about heritage at a local government level, noting that at least 90% of the NSW listed heritage assets are in private ownership. He argued that the lack of assistance for private owners combined with controls on

development resulted in a public good essentially financed by private owners.⁴⁸⁸

The Perception That Heritage Listing Stops Change

This section addresses the perception that heritage freezes sites by noting that heritage is one of many different considerations in the planning system that controls development. It highlights evidence for public concerns about the process.

There are frequent press stories about the 'negative' impact of protecting heritage assets on property prices. At the time of writing the Age highlighted the withdrawal of the Maribyrnong Heritage Overlay proposals purportedly on economic grounds. Such concerns are often based on assumptions about potential impacts and costs rather than empirical studies.

It is often assumed that a heritage protection prevents future development by freezing a site or building. This is not the case: heritage is one of many considerations in the planning system, including social, economic and environmental issues. The planning system is a two-stage process, where the first stage involves identifying relevant considerations, and the second stage (the permit stage) is where those competing issues are balanced out. It is also true to say that some changes can have positive heritage impacts, so conservation works, for example, may help to offset any detrimental impact from other works – for example and extension.

This is why in Victoria, as in other jurisdictions, economic issues are not a consideration when registering a heritage asset – at either a State or a local level. However, economic issues are relevant at the planning permit stage when heritage considerations are balanced against that (and many other) planning objectives. In Victoria, when preparing an amendment to a planning (such as a heritage overlay), a planning authority must take into account significant environmental,

⁴⁸⁸ Paul Rappoport, 'Incentivising the Regeneration and Maintenance of Cultural Built Heritage in NSW' (12th Australasian Urban History Planning History Conference, Wellington: Australasian Urban History Planning History Group, Victoria University of Wellington, 12th Australasian Urban History Planning History Conference, 2-5 February 2014, Wellington, New Zealand, 2014), <https://apo.org.au/node/213511>.

social and economic effects. At the permit stage, responsible authorities are required to consider significant environmental, social and economic effects before deciding on a permit application.⁴⁸⁹

The local heritage review noted that the concerns of owners was one of the main barriers in implementing Heritage Overlays (HCV 2020).

An analysis of Victorian Panel reports provides further evidence for how people understand the relationship between economic and heritage issues in planning. In at least 10 cases before the Victorian Planning Panel, owners opposed the Heritage Overlay on economic grounds arguing that it would prevent the development of their property or impose additional cost burdens. In several cases, it was pointed out that this is a two-stage process and that imposing the heritage overlay does not prevent future development (Greater Shepparton C103, Maroondah C43). It was also noted that the key issue at the Overlay stage was heritage significance and that wider economic issues could be resolved at the point of a permit application.⁴⁹⁰

In others the panel pointed out that whilst there may be economic implications for individual owners, these must be offset against benefits to the community from retention of places of significance to the community and their ongoing contribution to the character of the area and the community's understanding of and identification with the past (Greater Geelong C71 2004). In the latter case it was advantageous to be able to refer to specific research on the economic impacts of listing in the local area. There were also references to the difference between individual and public economic benefit, and the public benefit of protection outweighed potential individual impacts.

The evidence from these panel reports suggest that there are several challenges in relation to heritage considerations in planning

⁴⁸⁹ For example, at the permit stage, responsible authorities are required to consider significant environmental, social and economic effects before deciding on a permit application (s60Planning Advisory Note 54, October 2013 Stage 2 of the Planning and Environment Amendment (General) Act 2013 (the General Act) https://www.planning.vic.gov.au/__data/assets/pdf_file/0032/97583/AN54-Stage-2-of-the-Planning-and-Environment-Amendment-General-Act-2013.pdf)

⁴⁹⁰ Heritage Issues Summaries from Panel Reports – Issue 2 March 2018

decisions – the need to better communicate how the heritage system works, the ongoing need for robust data and evidence, and the need for some clarity around how terms like individual, and public benefit are understood.

Barriers and Motivations for Visiting Heritage

It is important to understand who visits and enjoys cultural heritage, and what their motivations are, as well as understanding the barriers to visiting cultural heritage.

Parks Victoria collates systematic data on the motivations and types of parks visitors, using the Parks Victoria Visitor Satisfaction Monitor. This segments visitors into urban socials, trail users, nature admirers, passive and other users, country vacationers, activity-centrics and access made easy. More than half of all visits to Victoria's metropolitan and national/State parks are for sporting purposes. But since 2013 more people have visited metropolitan parks for socialising and for children's play. There has also been an increase in overnight visitors.⁴⁹¹

Parks Victoria also collate data on the demographic profile of park visitors. For national and State parks, visitors are more likely to be males (54% as opposed to females 46%) and aged 50+ years. Most are full time workers (64%) with a combined annual income of over \$110,000 and around 48% are university educated. The profile for metropolitan parks is only slightly different.⁴⁹²

The Parks Victoria Community Perception Monitor for 2018 involved telephone and online surveys. The key drivers for visitor needs were solitude and spiritual connection, social interaction with family or friends, rest and relaxation, physical fitness, learning about nature or heritage, enjoying nature and scenery and adventure, risk taking and excitement. Whilst 90% of parks fully or substantially provided solitude and spiritual connection, just over 40% fully or substantially provided opportunities to learn about nature or heritage.⁴⁹³

⁴⁹¹ Parks Victoria, 'Park Visits and Visitor Services'.

⁴⁹² Parks Victoria, 'Park Visits and Visitor Services'.

⁴⁹³ Parks Victoria, 'Outcomes and Benefits for Visitors and Community'.

Another key measure is visitor satisfaction. Parks Victoria undertakes regular visitor surveys to measure visitor and community satisfaction, tracking indicators such as adequacy of visitor opportunities, threats to quality visitor experience, community satisfaction with park management and community benefits of parks. 86% of the community rate the adequacy of visitor recreation opportunities as good or very good – a figure that has remained relatively constant over the past two decades.⁴⁹⁴ In 2018-19, most park visitors were fully or very satisfied with their park visit, a figure that has improved since 2013.⁴⁹⁵

To better understand what motivates people to engage in culture and heritage, the UK Government commissioned a systematic literature review to understand drivers for engagement, including both how policy interventions shaped engagement and how background factors influenced engagement. The study built a simulation model to show the stages people go through in deciding to take part in culture or heritage.⁴⁹⁶

They found that older people are more likely to engage in culture but less likely to engage in sport. There is a strong link between childhood experiences of engaging in culture and adult engagement. People with higher incomes and education are more likely to engage with culture. For young people, ethnic status had no effect on attending a heritage site, but older people from Black, Minority and Ethnic (BME) groups were less likely to attend.

Whether people attended events was influenced by their sense of influence on the provision of cultural and sporting opportunities. The most successful policy interventions were likely to be increasing promotional activities and removing barriers to engagement, for example, those with a limiting disability. Increasing the supply of activities or their affordability was seen as having less influence.

Former visitors and new visitors are more likely to be young, more likely to report a disability, more likely to come from urban areas and less likely to be white (DCMS 2016).

⁴⁹⁴ Parks Victoria.

⁴⁹⁵ Parks Victoria.

⁴⁹⁶ Department of Culture, Media and Sport, 'CASE Programme Guidance and Resources', GOV.UK, 2013, <https://www.gov.uk/guidance/case-programme>.

The top three barriers to visiting places of historic interest cited by non-visitors are lack of time (36.6%), lack of interest (36%) and a health problem or disability (17%) (Historic England 2020a). A significant gap exists between the participation rates of people with ethnicities described as White (75.3%) Asian (59.5%) and Black (41.1%) compared with an overall average of 73%.

There is also evidence that shows that investing in more accessible heritage can make a difference to who engages with cultural heritage. Long-term health problems are the third most common barrier to visiting cultural heritage sites. Historic England found that the gap between those visiting heritage with a long-term illness or disability and those without has shrunk in the last ten years from 8.4% to only 3.2%. This suggests accessibility is improving.

91% of adults in Britain supported the reuse of industrial buildings such as mills for cultural, residential, commercial retail and manufacturing. 85% said they did not want to see historic mills demolished and replaced (HE 2017b in Historic England 2020a).

ANNEX 4:

ANNOTATED BIBLIOGRAPHY OF KEY STUDIES AND LITERATURE REVIEWS

This is an annotated **bibliography** of the main literature reviews and some of the key primary studies used in this report for Victoria, Australia and internationally.

This annex lists examples of literature reviews of the environmental, economic or social impacts of heritage. They are grouped under Victorian studies, Australian studies and international studies (including two more systematic literature reviews). Studies are grouped in date order starting with the most recent.

This is only a selection of studies – the websites in annex 5 may include others.

Victorian Reports

2022 PARLIAMENT OF VICTORIA, INQUIRY INTO PROTECTIONS WITHIN THE VICTORIAN PLANNING FRAMEWORK – INTERIM REPORT

Although not a specific study, this recent report has some relevant information. An interim report of a wider inquiry into issues in the planning system including issues such as housing provision, fairness, and environmental sustainability, which also includes an overview of heritage protection within the planning system and commentary on issues to consider in a future inquiry. This provides useful context for understanding social and economic aspects of cultural heritage in the Victorian planning system, as this is where trade-offs between economic, social, environmental, and cultural values are negotiated. The submissions to the inquiry also provide useful information.

2020 HERITAGE COUNCIL OF VICTORIA, STATE OF HERITAGE REVIEW: LOCAL HERITAGE

A review of local cultural heritage protection and management arrangements across Victoria with a stocktake of Victorian local heritage management arrangements including what is working well and recommendations on future improvements. The research included a council survey of 79 Victorian councils and all four alpine resort management boards (80 responses) and a community survey sent to representatives from the heritage community (123 responses), as well as interviews and workshops.

2018 THE VALUE OF HERITAGE: SUMMARY REPORT

SGS Economics & Planning in partnership with Heritage Victoria, led this project for the Heritage Council of Victoria which aimed to use primary and secondary research to demonstrate that Victorian's value their historic cultural heritage, and that there are significant benefits in ensuring it is well conserved. Appendix B of the report provides a general review of the literature on valuing heritage covering cultural and economic values and appendix C a review of literature on valuing Victoria's heritage. The work also includes two important primary studies (see below).

The report also provides an aggregate overview of the value of heritage to Victoria.

Overall, they concluded that an estimated value of \$1.1bn for Victoria's heritage stock generates more than \$40m in benefits to the community (this relates only to willingness to pay for cultural educational and heritage services and does not include for example support for tourism exports or the wider brand of Melbourne). They contrasted this with Heritage Victoria's 2017 operating budget of \$4.2m including staff costs and the HCV operating budget of \$500,000.

2017 SGS/SURVEYENGINE CHOICE MODELLING STUDIES FOR VICTORIA

The 2018 summary report includes two choice modelling studies for Victoria. The first replicates the 2005 Allen Consulting Group (ACG) survey (see below) that used choice modelling to elicit willingness to pay for heritage outcomes. SGS surveyed Victorian residents using the same questions as Allen posed to provide baseline data and identify trends. There were 556 complete responses out of a sample of 1060. The sample was designed to be consistent with the Victorian Census (SGS 2018:31). A second empirical study, also undertaken with Surveyengine involved a new choice modelling survey that sought to understand more about attitudes to particular types of heritage and include variables such as proximity and condition. That study involved 1611 completed responses; age and gender were managed to ensure the final sample was close to the 2016 Victorian census figures (SGS 2018:16).

2015 LIVING HERITAGE AUDIT – A CONDITION AND MAINTENANCE ASSESSMENT OF PLACES INCLUDED IN THE VICTORIAN HERITAGE REGISTER

As part of the State of the Historic Environment initiative, this study prepared by Context reviewed a sample of places on the VHR deemed to be at risk in an earlier study and drew conclusions relating to the condition of heritage assets in Victoria and the likely costs of remediation.

2014 THE COMMUNITY'S PERCEPTIONS OF HERITAGE: LITERATURE REVIEW FOR HERITAGE COUNCIL VICTORIA

This review of existing studies on community perceptions of heritage was commissioned by the HCV to inform communication and

prioritise projects and expenditure. The review involved an overview of studies and key findings in relation to what heritage means to people, attitudes to preservation and the expected role of government. There were no Victorian studies on public attitudes to heritage, but general findings were available from studies such as the ACG work. The key national studies cited were the ACG study 2005, and three Deakin Surveys (2006 and 2010) whilst the study also identified work for Mornington Peninsula Shire Council in 2013 and the City of Ballarat in 2006. It also noted a range of international surveys.

The study includes a table identifying some of the key research topics that have been addressed for Victoria, Australia, Ireland, England and Scotland. These include topics around the understanding of and interest in heritage, participation in heritage related activities, protection of heritage and funding for heritage. It also identifies different segments. The Appendices summarise the Deakin and ACG studies. Appendix A summarises existing attitudinal studies for Victoria and Australia, and a second table summarises the key research objectives and methodologies for relevant studies.

2007 HERITAGE GRANTS REVIEW FOR HERITAGE VICTORIA

A review of the five Victorian heritage grant schemes in operation since 1994. The report includes a literature review on the value of heritage, grant data analysis, informant interviews and recommendations. Appendix A includes a review of valuation methods, including economic methods (SKM 2007).

2007 HERITAGE LEGISLATION – DOES IT DECREASE OR INCREASE THE VALUE OF PROPERTY?

This study by Warwick Isles, a University of Melbourne student in Advanced Property Analysis, covers many of the same studies as other papers but includes a table of 33 Australian and international studies of which 23 reported a positive impact, 8 a neutral impact and 10 negative (noting that many studies had a mix of results, including positive, negative and neutral impacts).

2006 THE VALUE OF HERITAGE TO THE CITY OF BALLARAT – REVIEW BY SINCLAIR KNIGHT MERZ (SKM)

In 2006, in the context of hosting the World Conference for the League of Historic Cities, Sinclair Knight Merz (SKM) reviewed evidence for the value of heritage to the City of Ballarat. The research included focus groups, a survey of residents and comparison of valuation data between properties on the heritage overlay and properties in other locations in Ballarat. In a case study, summarising the full report, author David Cotterill noted that listed residential buildings are not unduly affected by heritage protection and many in Ballarat are positively affected. He also notes that the studies on commercial properties have been more equivocal. However, the key differences are that,

*'...where properties are owned for residential purposes only any financial return on investment will be observed as capital appreciation over time. Commercial property owners however are required to gain maximum use of their land and buildings in order to generate not just capital returns but other income streams as well....in these circumstances heritage listing may affect the owner's ability to gain full economic from the building and land.'*⁴⁹⁷

2001 HERITAGE LISTING AND PROPERTY VALUES IN VICTORIA – REPORT FOR THE HERITAGE COUNCIL OF VICTORIA

A summary of the contemporary research relating to the impact of listing on property values. The key Australian or Victorian studies cited are:

- J Alan D'Arcy (the Victorian Valuer-General) on the preservation of sites and cost implications (c 1991),
- James Quigley's paper on incentives for heritage listing and the effects of heritage listing on the value of residential properties (1987, Adelaide),
- a report on the economic effects of heritage listing by Urban Consulting group 1995,

⁴⁹⁷ Cotterill, 'Value of Heritage to the City of Ballarat - Case Study'.

- Kevin Krastins' 1997 University of Deakin thesis on the implications of heritage listing on property valuations: a case study of residential development in Geelong, and
- Scott Keck, Herron Todd White 1999 report on heritage controls and property values – a review at local government level.

2001 The economic value of tourism to three places of cultural significance. Report by Cegielski, M. et al. for the Australian Heritage Commission

This report is included here as it includes primary research for the town of Maldon. A report on the economic value of cultural heritage tourism and the potential for raising such value by developing a national list of places. The study involved surveys in three mining towns, Maldon in Victoria, Charters Towers in Queensland and Burra in South Australia. The Maldon survey involved 736 respondents. The results were looked at in terms of visitor characteristics and behaviour, heritage issues, visitor expenditure and economic impact and visitor satisfaction.

INDIVIDUAL STUDIES AND ANNUAL REPORTS

Information about the economic, social or environmental impacts of particular heritage sites or places or experiences can also be found in annual reports for individual heritage organisations. These often contain useful data on visitor numbers, expenditure and impacts. Examples for Victoria include: Puffing Billy Annual Report, Victoria Open House Annual Report, Museums Victoria Annual Report, National Trust of Australia (Victoria) Annual Report, Sovereign Hill annual report and the Working Heritage annual report.

Australian Studies And Literature Reviews

PROFESSOR DAVID THROSBY

The leading cultural economist David Throsby has published important books and papers relating to the economics of culture.

The principles of cultural economics are set out in key texts including *Economics and Culture* (2001) and a discussion of the Productivity Commission report (Throsby 2007) {Throsby, 2007, #298036} and an introduction to the use of choice modelling of cultural

goods. (Throsby, 2003, #164301). As well as more theoretical overviews he has been involved in some key Australian studies including a study using choice modelling to assess Australian attitudes to the conservation of classes of buildings, involving 282 respondents in NSW (Throsby, Zedick and Arana 2021).⁴⁹⁸ {Throsby et al., 2021, #298812}. A recent research report, 'Assessing the Impacts of Heritage-led Urban Rehabilitation' in George Town in Malaysia conducted in partnership with a local heritage group, provides a model for projects that could be applied elsewhere.

His work in Victoria includes a study of the Mildura Arts Centre in regional Victoria (Throsby and O'Shea 1982). Using a contingent valuation survey, he showed that the public good benefit generated by the operation of the centre was sufficient to justify the Council's expenditure in maintaining it, even though the centres actual income was insufficient to cover the cost.

2018 THE ECONOMIC VALUE OF BUILT HERITAGE IN THE CITY OF ADELAIDE, SGS ECONOMICS & PLANNING

This report explores the economic value of post 1936 heritage in Adelaide through three questions – the value the community place on heritage services, whether the grants system has delivered good value for the investment of ratepayer funds and what impact heritage funding has had on jobs and economic activity. It uses choice modelling to capitalise the willingness to pay for heritage services at \$330m. It undertakes a cost benefit analysis of the heritage incentives scheme, calculating a benefit cost ration of 1.68:1 in welfare for South Australians between 2006 and 2017 and models the impact of heritage as supporting 3000 jobs.

2017/8 CARBON TRADING AND STATE HERITAGE PLACES. REPORT BY JENIFER FADDY FOR SOUTH AUSTRALIAN DEPARTMENT OF WATER AND NATURAL RESOURCES (NOW DEPARTMENT FOR ENVIRONMENT AND WATER)

This scoping study, undertaken on a DEWNR Sustainability and Adaptive Reuse Fellowship, is one of the few Australian overviews of evidence for the relevance of conserving heritage buildings to carbon emissions. Particularly it looks at the potential to include

⁴⁹⁸ Throsby, Economics and Culture.

heritage conservation in Carbon Trading in Australia. Appendix B is a literature review of comparative studies of embodied energy calculations including several Australian studies, whilst appendix Ci is an annotated bibliography of studies relating to building typologies. Appendix E contains a series of case studies for Australia and elsewhere. This report has a helpful introduction to carbon trading and climate change science, as well as the low carbon economy and the mechanics of carbon trading including financial tools.

2016 NSW COMMUNITY ATTITUDES TO HERITAGE, REPORT BY EY SWEENEY FOR OFFICE OF ENVIRONMENT AND HERITAGE NSW

A social research project with EY Sweeney involved qualitative research with focus groups and a robust and representative quantitative study of 1000 people from across NSW. The study findings include community views on definitions of heritage, priorities for heritage, engagement, expectations of government and perceptions of risk.⁴⁹⁹

2005 REVIEW OF PROPERTY STUDIES BY LYNNE ARMITAGE AND JANINE IRONS

In a paper to a 2005 Dublin conference in 2005 Armitage and Irons summarised research into the impact of listing on property values, drawing on work undertaken in Queensland including Victorian studies including D'Arcy 1991 and the 1992 Countrywide Valuers study for the Shire of Maldon. There is a useful table summarising those earlier studies (12) and an analysis of the defining variables.

2011 ONLY CONNECT - THE SOCIAL, ECONOMIC AND ENVIRONMENTAL BENEFITS OF HERITAGE IN AUSTRALIA, REPORT BY KATE CLARK FOR THE AUSTRALIAN HERITAGE COUNCIL.

Essay for the Australian Heritage Council as part of a suite of essays commissioned in the run up to developing the 2015 Heritage Strategy. There are also other useful papers by Chris Johnston, and Heath MacDonald and others. This essay provides some examples of the kinds of evidence that is beginning to emerge about the wider benefits of heritage, as a starting point for articulating the role that

⁴⁹⁹ EY Sweeney, 'Office of Environment and Heritage - NSW Community Attitudes to Heritage Report'.

heritage can play in modern society and making heritage more visible.

2010 SUSTAINABILITY AND HERITAGE PROJECT – RESIDENTIAL, RMIT FOR HCOANZ

A review of the energy performance of existing buildings which includes case studies of buildings across each State and a study of ten Victorian archetypes in Sydney, Perth and Wellington. The study used Life Cycle analysis and made recommendations on interventions to improve energy efficiency. The study compared life cycle energy, greenhouse gas, water, and other environmental impacts for a range of older buildings. It reviewed a series of retrofit strategies for their influence on improving net lifecycle energy and environmental performance, and explored how conservation and energy efficiency can be better integrated.⁵⁰⁰

2006 CONSERVATION OF AUSTRALIA’S HISTORIC HERITAGE PLACES, PRODUCTIVITY COMMISSION INQUIRY REPORT

In 2005-6 the Australian Productivity Commission were asked to examine the main pressures on the conservation of historic heritage places and the economic, social and environmental benefits and costs of the conservation of historic heritage places in Australia. As well as the roles of different bodies and the positive and/or negative impacts of regulatory, taxation, and institutional arrangements on the conservation of historic heritage places, and other impediments and incentives that affect outcomes. It also addressed emerging trends that offer potential new approaches and possible policy and programme approaches.

The report was supported by original research studies, including a survey of local government, and hedonic pricing study on the effects of heritage listing on two local government areas. The inquiry was informed by public and sector submissions.⁵⁰¹

⁵⁰⁰ Wong and Sivaraman, ‘HCOANZ Sustainability and Heritage Project – Residential – Final Report’.

⁵⁰¹ Department of Climate Change, Energy, the Environment and Water, ‘Australian Heritage Strategy - Commissioned Essays’, Australian Government - Department of Climate Change, Energy, the Environment and Water, accessed 27 July 2023, <https://www.dcceew.gov.au/parks-heritage/heritage/australian-heritage-strategy/past-consultation/commissioned-essays>.

2005 VALUING THE PRICELESS – REPORT BY ALLEN CONSULTING GROUP (ACG) FOR HCOANZ

A research study commissioned by the Heritage Chairs and Officials of Australia and New Zealand (HCOANZ) in the context of the Australian Productivity Commission inquiry (see above). This report included a literature review of concepts of value in heritage, and previous research measuring the value of heritage in Australia. It also included a choice modelling study of 2024 adult Australians to identify people's views on social capital and heritage and to quantify the values that people attach to attributes of protection. The survey methodology was subsequently replicated for Victoria (SGS 2018) and for Ballarat (SKM 2007).

INQUIRY SUBMISSIONS

Inquiry submissions often include data or observations of relevance to understanding the economic and social impact of heritage, perhaps drawn from annual reports. The extensive submissions to the 2006 Productivity Commission inquiry for example include a variety of different perspectives and information. The 2022 Parliament of Victorian heritage inquiry, and the recent NSW heritage inquiry also include useful submissions and the Juukan Gorge inquiry includes important evidence around the Indigenous cultural heritage.

International Literature Reviews

As noted, the literature on the economic and social impacts of cultural heritage is growing fast. Annex 5 identifies Australian and international websites that bring together mainly grey literature in and around this the economic, social and environmental value of heritage, whilst this section identifies some recent literature reviews and key studies:

HERITAGE COUNTS

As noted in Annex 5, the long running Heritage Counts project has been summarising key research for over 20 years. The aim is to provide access to research findings that anyone can use to make the case for heritage. Past years include specialist issues, as well as

regional reports. Three recent reports have been particularly useful to us.⁵⁰²

1. HERITAGE AND SOCIETY 2020

The 'Heritage and society' volume identifies a wide range of social outcomes for heritage, from holistic issues such as wellbeing to more targeted topics such as heritage and learning, heritage and social capital, place attachment, civic engagement, and many different forms of equity. The volume groups the research into 13 themes across a wide range of social impacts for heritage (Historic England 2020a).

2. HERITAGE AND THE ENVIRONMENT 2020

The 'Heritage and the environment' volume explores the key aspects affecting the relationship between natural and cultural heritage grouping research studies under the six themes of cultural heritage and the environment, natural resources and the historic environment, historic environment and biodiversity, built heritage and the environment, historic environment and sustainability and cultural heritage and future climate (Historic England 2020b). This report sits beside 'Know your home, know your carbon' (Historic England 2020c).

3. HERITAGE AND THE ECONOMY 2019

The 'Heritage and the economy' report examines the economic aspects of heritage conservation and presents evidence on the numerous ways that the historic environment contributes to national economies and to local economies. Section 1 explores heritage and the economies of uniqueness covering business opportunities, the creative industries, place experiences, property price premiums and potential Section 2 explores heritage and the economy through construction, tourism and volunteering. Section 3 looks at skills and section 4 explore total economic values (TEV).

⁵⁰² Historic England, 'Heritage Counts: The Past Is the Foundation of Our Future: Heritage in Commercial Use'.

2019-21 URBAN HERITAGE SUSTAINABILITY AND SOCIAL INCLUSION INITIATIVE (US)

In the United States the urban heritage sustainability and social inclusion initiative is a collaboration between the Columbia University Graduate School of Architecture, Planning and Preservation, the Earth Institute Centre for Sustainable Urban Development and the American Assembly with support from the New York Community trust. The project has published three volumes of papers on relevant issues such as cultural heritage and big data, cultural heritage and sustainability and inclusion (Avrami 2019, 2020, 2021).

2013 THE SOCIAL AND ECONOMIC VALUE OF CULTURAL HERITAGE: LITERATURE REVIEW, EUROPEAN EXPERT NETWORK ON CULTURE (EENC)

In 2013 the EU commissioned an overview of evidence for the social and economic impact of cultural heritage in Europe. This bibliography aims to describe and analyse academic literature and research reports addressing the social and economic value of cultural heritage (Dumke & Gnedovsky 2013).⁵⁰³

2005 ECONOMICS AND HISTORIC PRESERVATION: A GUIDE AND REVIEW OF THE LITERATURE, BROOKINGS INSTITUTE 2005

Randall Mason undertook a review of the literature on the value of preservation for the Brookings institute. It included basic cost studies, economic impact studies, regression analyses (travel cost, hedonic and property value studies, contingent valuation and choice modelling studies and case studies. The review is international in scope but also includes more of the American research.⁵⁰⁴

META ANALYSES OR SYSTEMATIC LITERATURE REVIEWS

As well as general literature reviews, there is now a sufficient body of research studies into the value of heritage to also begin to collate

⁵⁰³ Cornelia Dumcke and Mikhail Gnedovsky, 'The Social and Economic Value of Cultural Heritage: Literature Review' (European Expert Network on Culture (EENC), 2013), <https://www.interarts.net/descargas/interarts2557.pdf>.

⁵⁰⁴ Randall Mason, 'The Economics of Historic Preservation: A Guide and Review of the Literature', 2005, <https://www.brookings.edu/articles/the-economics-of-historic-preservation/>.

meta-analyses - more systematic rapid evidence assessments. This identifies two recent meta-analyses:

2020 RAPID EVIDENCE ASSESSMENT: CULTURE AND HERITAGE VALUATION STUDIES – TECHNICAL REPORT. SIMMETRICA JACOBS FOR DCMS

As part of the formal culture and heritage capital approach (see annex 5) the Department for Culture Media and Sport (DCMS) have commissioned a systematic literature review of the valuation studies for cultural and heritage assets. A rapid evidence assessment (REA) is a balanced systematic assessment of existing studies using quality criteria to assess the current state of the literature and to identify weaknesses and gaps. The review covers studies relating to art engagement, built heritage, cultural institutions, digital assets, industrial heritage, historic amenities, protected areas and religious assets. It includes stated preferences studies (contingent valuation, discrete choice) and revealed preferences (travel cost and hedonic pricing), benefit transfer and wellbeing valuation studies. There is also review of previous meta-analyses (Lawton et al 2020).

2019 HERITAGE AND WELLBEING TECHNICAL REPORT, WHAT WORKS CENTRE FOR WELLBEING

The What Works Centre for Wellbeing undertook a systematic scoping review of primary research into the impact of heritage interventions on wellbeing. This examined primary (new empirical evidence on historic places and assets that examined community well-being related outcomes, conducted in communities or healthcare settings in high income countries, published in English between 1998 and 2018. From 3634 unique records, 75 publications met the criteria. The studies looked at heritage activities in museum settings, heritage object handling in hospital and healthcare settings, visiting museum, historic houses and other heritage sites, heritage volunteering, social inclusion projects, activities in historic landscapes and parks, community archaeology or heritage research (table 10) And living in heritage environments (table 11). They also reviewed assessments of the wider social and economic impacts of historic places (Pennington et al 2018).

They identified around 180 different wellbeing measures in heritage studies and argued for a shared approach. They also noted that

there had been considerable efforts by heritage-related institutions and actors to target interventions towards minority, disadvantaged and vulnerable groups, including homeless people, people from economically disadvantaged backgrounds, black and minority ethnic groups, children and young people, older people, women and people experiencing physical and mental health issues and disabilities, and that the majority of studies targeted these. They note some critical issues including the lack of research around parks and everyday heritage, and some questions around the quality of heritage engagement and the need for comparator studies. Better research might involve better research design.

ANNEX 5: WEB RESOURCES

This section notes some of the **key websites** used in this review to source **grey literature**.

This section notes some of the key websites used in this review to source grey literature.

This review does not claim to be comprehensive. There is far more data and research in this field than we have been able to draw attention to.

To help the reader access further work, this annex lists some of the key websites that host relevant data or studies relating to the social, environmental and economic impact of cultural heritage.

Australian Web Resources

AUSTRALIAN STATE OF THE ENVIRONMENT REPORTING

For Australia, the principal tool for reporting on the funding management, condition and pressures on cultural heritage assets can be found in the quinquennial national Australian State of the Environment reports (2008, 2016, 2021) published by DECCW. These reports include chapters on Indigenous and historic heritage. Where possible the reports try to gather similar data to previous years to enable time series and monitoring. The reports include graphs tracking the number of items in Federal, Commonwealth and State heritage registers, and funding for cultural heritage.⁵⁰⁵ The 2021 review has a welcome new emphasis on the issues surrounding Indigenous cultural heritage. However, the focus of is on protected heritage assets and their condition but previous reports have taken a wider view of cultural heritage and have been able to commission more systematic research into, for example, the condition of heritage assets.⁵⁰⁶ Cultural heritage is not included State level environmental reporting - instead the focus is on ecologically sustainable development, the natural environment resources (Victoria), or land and air, climate, biodiversity, water and marine (NSW).⁵⁰⁷ This is not unusual - cultural heritage is also excluded from English and US State of the Environment reporting⁵⁰⁸ perhaps reflecting the remit of the lead agencies (DoE and EPA).⁵⁰⁹

AUSTRALIAN HERITAGE STRATEGY COMMISSIONED ESSAYS

Prior to developing the 2015 heritage strategy, the Commonwealth Government commissioned a series of essays from Indigenous and non-Indigenous heritage thinkers around issues such as what is heritage, the role of different organisations, expectations of

⁵⁰⁵ Australian Government, 'Australia State of the Environment' <https://soe.dcceew.gov.au/heritage/environment/historic-heritage>

⁵⁰⁶ Australian Government, 'Australia State of the Environment' <https://soe.dcceew.gov.au/>

⁵⁰⁷ Department of Climate Change, Energy, the Environment and Water, 'Australian Heritage Strategy - Commissioned Essays'.

⁵⁰⁸ Environment Agency 'State of the environment', 2018.

⁵⁰⁹ U.S. Environmental Protection Agency, <https://www.epa.gov/>

government, the social and economic benefits of heritage and heritage tourism.⁵¹⁰

ABS DATA ON ARTS AND CULTURE

ABS collects data that is relevant to cultural heritage including data on participation, employment and expenditure in arts and culture (4172.0), and also data on employment and spending in tourism and construction. The last arts and culture overview was conducted in 2014 and covers economy (funding and employment), population and people (attendance and participation, household expenditure, the internet and education) industry and environment. Data on natural and cultural heritage is included under environment.⁵¹¹ The ABS conducts an annual cultural funding by government survey⁵¹² and also the General Social Survey that provides data on wellbeing, social experiences and voluntary work, and therefore incorporates data on cultural heritage activities.⁵¹³ The Office for the Arts collates reports from ABS data.⁵¹⁴

ABS data on construction includes information on building activity and repairs and refurbishment that has some relevance to conservation activities.⁵¹⁵ The Tourism Satellite Account also includes relevant data.⁵¹⁶

AUSTRALIAN CULTURAL DATA ENGINE

This is a multidisciplinary project based at the University of Melbourne that harnesses cultural databases to analyse cultural production, artistic networks and the socio-economic implications of arts and culture databases. This includes data on who is participating in cultural activity, where and how it happens. However the datasets are mainly arts and performance based with the exception of the Newcastle University TLC map which brings

⁵¹⁰ Department of Climate Change, Energy, the Environment and Water, 'Australian Heritage Strategy - Commissioned Essays'.

⁵¹¹ Australian Bureau of Statistics, 'Arts and Culture in Australia: A Statistical Overview, 2014'.

⁵¹² <https://www.abs.gov.au/statistics/economy/government/cultural-funding-government-australia/latest-release>

⁵¹³ Australian Bureau of Statistics, 'General Social Survey'.

⁵¹⁴ Australian Bureau of Statistics, 'Building and Construction; and Office for the Arts 'ABS data'.

⁵¹⁵ Australian Bureau of Statistics, 'Building and Construction'.

⁵¹⁶ Australian Bureau of Statistics, 'Australian National Accounts'.

together a range of humanities map layers including Japanese prisoner of war camps, dark places, prisons and other sources.⁵¹⁷

CENTRE OF EXCELLENCE FOR AUSTRALIAN BIODIVERSITY AND HERITAGE

In Australia, the ARC funded Centre of Excellence for Australian biodiversity and heritage focuses mainly on the natural environment and the crucial role of Indigenous people in shaping the long history of the continent but has less information on other aspects of cultural heritage.⁵¹⁸

HERITAGE CHAIRS AND OFFICIALS OF AUSTRALIA AND NEW ZEALAND (HCOANZ)

This group has led on commissioning strategic policy research for cultural heritage in Australia. As well as developing Dharuwa Ngilan, a new policy standard for Indigenous cultural heritage in Australia the group have commissioned some useful cultural heritage policy research studies including the heritage trades and professional training report (2010), the report on Heritage and Sustainability by RMIT however these reports are no longer on their website.

PANDORA

Pandora includes material that document the cultural, social political life and activities of the Australian community. Partner agencies include State and territory libraries and other cultural heritage agencies. The Pandora web archive often has cultural heritage research and evaluation that may no longer be found on current websites. It also includes useful report from the former Australian Heritage Commission.⁵¹⁹

PARKS VICTORIA

As noted in the stocktake, Parks Victoria are an important heritage body. They undertake systematic research to improve management effectiveness including regular state of the parks reports and surveys

⁵¹⁷ Australian Cultural Data Engine, <https://www.acd-engine.org/>; and TLCMap, <https://tlcmap.org/>

⁵¹⁸ CBAH, 'Climate', <https://epicaustralia.org.au/theme/climate>

⁵¹⁹ 'Pandora - Archive', Pandora - Australia's Web Archive, accessed 1 August 2023, <https://pandora.nla.gov.au/>.

of community and visitor attitudes. They also report on outcomes and benefits for visitors and community.⁵²⁰

THE PRAHRAN MECHANICS INSTITUTE

This is a community run facility specialising in the history of Victoria. Heritage Victoria have provided them with duplicate reports and there may well be further relevant material.⁵²¹

International Resources

PLACEECONOMICS (USA)

The US firm PlaceEconomics, led by Donovan Rypkema, undertakes studies for organisations across the US. The firm undertakes studies, workshops and surveys in cities across the US exploring neighbourhood revitalisation, affordable housing and heritage resilience. They have also undertaken catalytic impact studies, citywide studies, revitalisation studies and reports into issues such as historic trades housing and preservation. These include a range of studies on property values and landmarking. Most of those studies are online.⁵²² Rypkema has also published a community leaders guide to the economics of historic preservation (Rypkema 1994).

THE GETTY CONSERVATION INSTITUTE (USA)

The Getty Conservation Institute (GCI) has a long-standing interest in the value of cultural heritage and have funded several individual projects and events, as well as publishing research reports. The Values of Heritage project ran between 1998 and 2005 and included research into the values and benefits of heritage conservation and economics of heritage as well as case studies.⁵²³ A 2019 publication reviewed emerging approaches to assessing values in heritage practice and policy including economic, social and Indigenous

⁵²⁰ Parks Victoria, 'Outcomes and Benefits for Visitors and Community'.

⁵²¹ PMI Victorian History Library, 'Welcome to the PMI Victorian History Library Inc', PMI Victorian History Library, 2022, <https://www.pmi.net.au/>.

⁵²² PlaceEconomics, 'Publications', accessed 27 July 2023, <https://www.placeeconomics.com/resource/>.

⁵²³ 'Values in Heritage Management: Emerging Approaches and Research Directions' (Los Angeles: The Getty Conservation Institute, 2019), <https://www.getty.edu/publications/resources/virtuallibrary/9781606066195.pdf>.

thinking.⁵²⁴ The centre has worked closely with leading Australian cultural economist David Throsby, most recently on a project looking at the impacts of heritage led urban rehabilitation in Malaysia.⁵²⁵

DEPARTMENT FOR CULTURE, MEDIA AND SPORT (UK)

The UK Department for Culture, Media and Sport (DCMS) is committed to creating a strong evidence based to show how much DCMS sectors are worth economically and socially.⁵²⁶

The CASE programme is a joint programme of strategic research undertaken in collaboration with the Arts Council England, English Heritage and Sport England that collects cross cutting evidence. This programme has conducted systematic evidence reviews for cultural heritage research topics, sifting thousands of articles to narrow down the most relevant. In 2010 DCMS published a summary report of evidence for the drivers, impact and value of engaging with culture and sport. Previous DCMS reviews have included an overview of evidence for the contribution of heritage to regeneration (Evans and Law 2004), a general review of research into the value of culture (O'Brien 2010)⁵²⁷ and a literature review on the contribution of arts and culture to wellbeing.⁵²⁸

DCMS CULTURE AND HERITAGE CAPITAL PORTAL (UK)

DCMS (see above) have been pioneering the application of natural capital accounting methods to culture and heritage.⁵²⁹ The aim of this project is to transform the approach to assessing value for money through robust appraisal and evaluation. DCMS is publishing research, data, guidance and tools to help organisations make a stronger case for investment in culture and heritage assets, consistent with the HM Treasury Greenbook principles on assessing value for money in public expenditure. The DCMS project has

⁵²⁴ 'Values in Heritage Management: Emerging Approaches and Research Directions' (Los Angeles: The Getty Conservation Institute, 2019), <https://www.getty.edu/publications/resources/virtuallibrary/9781606066195.pdf>.

⁵²⁵ David Throsby and Katya Petetskaya, 'Assessing the Impacts of Heritage-Led Urban Rehabilitation: The Case of George Town, Penang, Malaysia', Research Report (Los Angeles: Getty Conservation Institute, 2022).

⁵²⁶ Department of Culture, Media and Sport, 'CASE Programme Guidance and Resources'.

⁵²⁷ Department for Digital, Culture, Media & Sport, 'Measuring the value of culture', <https://www.gov.uk/government/publications/measuring-the-value-of-culture-a-report-to-the-department-for-culture-media-and-sport>

⁵²⁸ Department for Digital, Culture, Media & Sport, 'Quantifying and Valuing the Wellbeing Impacts of Culture and Sport', <https://www.gov.uk/government/publications/quantifying-and-valuing-the-wellbeing-impacts-of-culture-and-sport>

⁵²⁹ Department of Culture, Media and Sport, 'Guidance: Culture and Heritage Capital Portal'.

involved extensive literature reviews of valuation studies and will involve further work on understanding the wider services provided by cultural heritage assets.

As part of that Simmetrica Jacobs produced a rapid assessment of literature valuing cultural and heritage assets, supported by an Evidence Bank of values from cultural and heritage valuation studies. The evidence bank cites 184 studies using economic valuation methods stated preference, revealed preference, benefit transfer or wellbeing valuation.⁵³⁰

HERITAGE FUND RESEARCH STUDIES (UK)

The UK Heritage Fund is the largest funder of heritage in the UK, supporting all types of heritage from museums, archives and libraries to historic buildings, landscapes and industrial heritage. They also fund intangible heritage projects. The Fund has a long history of research into the impact and benefits of their work. That research covers the value and role of heritage and the outcomes and impacts of past research. Their research and evaluation reports are online, as is open data on grant funding.⁵³¹

TECHNICAL TUESDAYS AND CLIMATE WEDNESDAYS (HISTORIC ENGLAND IN COLLABORATION WITH THE CLIMATE HERITAGE NETWORK)

Historic England have provided a series of free webinars on technical conservation topics including technical Tuesdays. There is also a technical newsletter. Climate Wednesdays cover critical issues relating to heritage and climate change. These include topics such as harnessing heritage for climate resilience, and building reuse as climate action.⁵³²

LESSONS FROM THE 'GLOBAL SOUTH' WEBINARS

The Historic England website also hosts talks from architectural practitioners from the 'Global South' on what can be learned from traditional and vernacular architecture practices in relation to climate

⁵³⁰ Simmetrica Jacobs, 'DCMS Rapid Evidence Assessment: Culture and Heritage Valuation Studies – Technical Report'.

⁵³¹ Heritage Fund, 'Research', Heritage Fund, 22 March 2019, <https://www.heritagefund.org.uk/about/insight/research>.

⁵³² Historic England, 'Climate Wednesdays'.

change. These were recorded in the run up to COP 27 (the international climate change conference) in association with the Climate Heritage Network, and show what the global north can learn about climate change and heritage from experts in other parts of the world.⁵³³

HERITAGE COUNTS (UK)

Historic England and the UK-wide Heritage Forum provide a website containing trends, insights and data about the heritage sector. This is part of the heritage counts initiative which has been running since 2002. Three recent reports on heritage and society, heritage and the economy, and heritage and the environment summarise a wide range of British and International research in a format that is easy for non-specialists to use.⁵³⁴ Some years have had themes – for example Heritage Counts 2018 focussed on heritage in commercial use. The web site includes the Colliers international study of commercial uses of listed buildings in the centres of 55 towns and cities in England.⁵³⁵ Ramidus Consulting also provided a think piece on flexible and agile working and its relevance to historic buildings.⁵³⁶

ROYAL SOCIETY FOR THE ARTS HERITAGE INDEX (UK)

This project collated data from 120 different datasets about heritage activities and assets. It notes that local communities and cultural leaders may express heart-felt enthusiasm for a region's heritage and identity but not always see the potential that this has in developing an area economically, culturally or socially. The indicators range from protected sites to local food, activities, young people's involvement and more. The index includes maps for each area.⁵³⁷ The 2020 report *Pride in Place* maps the latest findings.⁵³⁸

⁵³³ Historic England.

⁵³⁴ Historic England, 'Heritage Counts: The Past Is the Foundation of Our Future: Heritage in Commercial Use'.

⁵³⁵ Historic England.

⁵³⁶ Historic England.

⁵³⁷ The RSA, 'Seven Themes from the Heritage Index 2015'.

⁵³⁸ The RSA.

THE CENTRE FOR CULTURAL VALUE (UK)

The centre for cultural value at the University of Manchester focuses on building a shared understanding of the difference that arts, culture and heritage can make to people's lives and society.⁵³⁹ As part of the website there are a series of useful 'Essential Reads' articles by leading thinkers, that introduce some of the most relevant literature. These include an 'Essential Reads' article on cultural value and evaluation by Dr Beatriz Garcia,⁵⁴⁰ and one on culture and place by Franco Bianchini.⁵⁴¹ The website also includes research digests on core topics such as culture and health, wellbeing and participation.

AHRC VALUE OF CULTURE AND VALUE OF HERITAGE PROJECTS (UK)

In the UK, the Arts and Humanities Research Council has funded two recent academic initiatives on the value of both culture and heritage; the AHRC cultural value project focussed primarily on the creative industries although did include data on museums (Crossick and Kaszynska)⁵⁴² whilst the heritage value project has had a more academic focus on critical aspects of heritage value.

SOCIAL PLATFORM FOR HOLISTIC HERITAGE IMPACT ASSESSMENT (EUROPEAN UNION)

The European Union SoPHIA (Social Platform for Holistic Heritage Impact Assessment) project conducted a literature review of the social, cultural, economic and environmental impacts of cultural heritage on society although again this focuses more on policies and approaches rather than collating data.⁵⁴³

⁵³⁹ Centre for Cultural Value, 'Home', Centre for Cultural Value, accessed 27 July 2023, <https://www.culturalvalue.org.uk/>.

⁵⁴⁰ SoPHIA, 'Literature Review: The Impact of Cultural Heritage on Culture', SoPHIA - Social Platform for Holistic Heritage Impact Assessment (blog), accessed 27 July 2023, <https://sophiaplatform.eu/en/news/literature-review-the-impact-of-cultural-heritage-on-society>; and Culturehive, 'My essential reads', <https://www.culturehive.co.uk/CV/resources/my-essential-reads-cultural-value-and-evaluation/?owner=CH#M2>

⁵⁴¹ Culturehive, 'My essential reads', <https://www.culturehive.co.uk/CV/resources/my-essential-reads-cultural-value-and-evaluation/?owner=CH#M2>

⁵⁴² UKRI, 'AHRC Cultural Value Project report', <https://www.ukri.org/publications/ahrc-cultural-value-project-report/>

⁵⁴³ SoPHIA, 'Literature Review: The Impact of Cultural Heritage on Culture', SoPHIA - Social Platform for Holistic Heritage Impact Assessment (blog), accessed 27 July 2023, <https://sophiaplatform.eu/en/news/literature-review-the-impact-of-cultural-heritage-on-society>.

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