

In 1976 the BCC sought State Government approval to amend the Brisbane Town Plan (a regulation under state government planning and environmental legislation) to give the BCC the power to ensure *the preservation of any building or other structure of special architectural or historic interest* and for the serving of *preservation orders* on any building in danger of demolition or alteration which would affect its character. The government removed these clauses before gazetting the plan. The proposal was that the BCC would be able to protect all buildings listed by the National Trust or which had architectural or historic merit. The government vetoed the proposal because it was too loosely worded. Its main objection was that the power would require the owners of heritage listed buildings to undertake special maintenance that increased the cost of holding the building and hence reduced the rate of return on their investment.

The BCC had only the power to control demolition of buildings in accordance with the safety provisions of the Building Act. For example, control of glass disposal, the erection of hoardings. The BCC had no legal power to protect heritage assets, to stop the demolition of buildings of historical or cultural significance. It relied, instead, on negotiations among interested parties. The Lord Mayor, Alderman Harvey and Alderman Joe St Ledger, Chairman of Planning and Traffic Committee, in response to the demolition of the Bellevue Hotel in 1979, visited Sydney and Adelaide to study heritage protection measures. They subsequently established the Heritage Buildings Advisory Committee in September 1981. It had the responsibility of advising the Council on a) a comprehensive policy for the protection and enhancement of heritage sites and buildings within the city, and b) the protection and enhancement of individual sites and buildings within the city. Its members were Chairman, Planning and Traffic Committee (chair) three alderman, representative of the National Trust, two members of the public well versed in historic architecture and the restoration of old buildings. A senior town planner from the Council's department of Planning and Coordination provided technical support and served as the Secretary to the Committee. Recommendations went to Council through its chairman. Alderman St Ledger chaired this committee and, in response to the state government veto of heritage powers, in 1980, supervised a detailed survey of buildings in Spring Hill and established heritage protection precincts. The methodology developed was later applied to a complete survey of all buildings in the central business district.

This paper tells part of the story of the practical steps taken by this local government authority to ensure its heritage assets are retained for future generations.

2. Identifying historical and cultural assets

There are many places of historical interest in cities. In particular, the places where young people court have emotional significance for a city's people. People marry, die and find spiritual succour in many places that, in future, are significant for the family and that continue to offer peace to new generations.

People come together in community to celebrate the soul of the city in areas of significance, whether they are parks, avenues of trees, sporting grounds, churches, temples and mosques, cemeteries, cultural venues (theatres, art galleries, museums etc) or places in nature that engender peace, provide water, shelter and other sustenance.



Figure 2: Brisbane City Hall

Streetscapes, architectural wonders, vistas and other natural and man-made phenomena visibly express the city's soul. Over time, these assets are the heritage that one generation passes to the next. Other heritage assets include public statutes, monuments, outdoor artworks and individual trees¹. These too nourish the soul of a city.

The assets of a city that embody its soul are controlled by many entities and individuals, not just by the government, whether local authority, state or national. Some, such as theatres, hotels and dancehalls, are controlled by individuals to generate private income, some are controlled by religious bodies, some by the local government, others by other levels of government and some by public entities established to protect and manage the assets.



Figure 3: Tin and Timber House

In Brisbane, in the late 1970s and early 1980s, members of the National Trust had prepared a list of heritage assets. BCC accepted that a Council historical sites register was the most reliable way to identify heritage assets. Other registers were managed by the state, by professional bodies as well as by the National Trust. In February 1983, the Heritage Building Advisory Committee developed criteria for identifying places of heritage significance. The Lord Mayor stated that “a primary consideration is to avoid simply choosing the most visually attractive, the most ornate, or the largest, most dominant buildings.” He said that “It is essential to identify a wide diversity of buildings, vegetation and other items that typify the past.” The aim was to conserve the essence of Brisbane’s established character, its soul. This was most visible in its tin and timber houses built before the 1950s when timber was plentiful.

The BCC’s aim was to conserve the places of highest cultural significance and popular esteem thereby illustrating to future generations the historic development and traditional character of the heart of the City of Brisbane (BCC 1983). The criteria

¹ The heritage assets controlled by the Brisbane City Council are valued at \$AUD16.3m as at 30 June, 2008. These comprise statues, monuments and outdoor artworks. The value is based on the replacement cost of specific artworks using similar items of the same or functionally similar medium. This valuation does not include the intrinsic historical or artistic value of the asset. Independent comprehensive valuations are performed every five years (2008 BCC Annual Financial Statements, p 35).

established were included in the 1985 Town Plan presented to the state government for approval after extensive public consultation.

Because of its size, the City of Brisbane has come to be the keeper of the history of many of the memorial parks and gardens, of avenues of trees, of the Museum of Brisbane and other places controlled by the Council. But many of the heritage assets of the city are controlled by other entities. It was the introduction of amendments to the Town Plan and their subsequent incorporation into state government legislation after the change of state government in 1989 that gave the Council the power to protect the city's heritage assets. Yet this legislation was only the first start. Without the commitment of individuals in the community and in Council to retain the assets they respected, the legislation would not have been implemented.

The political power in BCC changed in 1986 and the incoming Lord Mayor, Alderman Sallyanne Atkinson, supported the work initiated by Alderman Joe St Ledger. She extended the listing of assets to include all buildings in the central business district. This work was done by Mr. Terry Conway, a member of the National Trust. The 1987 amendments to the Town plan included section 22 that gave the council power to protect the city's heritage. The amendment was submitted to the government in July 1987 and was finally gazetted by the state in 1989 (John Conway).

The BCC's Town Plan heritage power pre-dated any state heritage legislation. But other councils in Queensland, for example the Shire of Cardwell, had already sought and received gazettal of their power to declare "places of scientific or historical interest or natural beauty" (Part VII of "The Town Planning Scheme for the Shire of Cardwell" 14th May 1983).

There was no heritage protection until after the National Party ceased to hold government in the December 1989 election. When the Australian Labor Party State Government introduced a state heritage register, it incorporated part of the BCC's list of protected places. A formal heritage register – the City Plan Heritage Register (CPHR) was introduced by Council in 2000, when the old Town Plan became City Plan 2000 (under the Integrated Planning Act 1997) (See appendix 2 for legislation).

3. Empowering the community to manage historical and cultural assets through education

The value of assets arises from the stories of how they have touched people's lives. A road-side shrine may commemorate a young person killed in a car accident. An avenue of trees may lose its value if the children do not understand why the trees were planted, what it represents to the previous generation and the role it plays in the identity of the suburb. Local assets contribute to a sense of identity, because only people from that community know the stories surrounding the lives of people of previous generations in their community, on the land that they walk each day.

But these stories must be kept alive. At times of political change, stories treasured by some groups may be invisible to new political leaders. Keeping the stories alive and shared among people in communities adds to the soul of the city and to the social well-being of its people.

The Bellevue Hotel in Brisbane was infamously demolished in the early hours of 20 April 1979 by a state government whose members had no social connection to it. They came from the country and, in place of the elegant much-loved hotel seen by people in the city, saw only an old uncomfortable, white-ant infested structure that could be replaced by a brand new building, with modern conveniences. They brought progress and with it came the wrecker's ball (<http://www.abc.net.au/tv/rewind/txt/s1218262.htm>). It represented so much of the history of Brisbane that it was considered an act of vandalism when it was knocked down. The BCC building surveyors had issued the demolition permit.

At the time, the soul of the city visible in the Bellevue was not valued by the new politicians. The courtships and balls, and the stories surrounding them were not part of the new leaders' lives. Famous singers and musicians from all over the world performed and stayed there. Built in the boom times of the nineteenth century, and situated close to old government house and parliament it represented authority tinged with elegance and sophistication in a city generally devoid of both. There were no school tours of the building, no passing on of its stories, no photos connecting the previous generation with the new one. The links to the past were missing.



Figure 4: Bellevue Hotel

process future demolition applications. Developers thus refused a permit were able to take their complaint to the Building Referee in the state government. This official instructed the BCC to issue the permits. The MOA refused to allow its members to comply. In this fashion, delays of between 12 and 18 months were forced and enabled alternative uses and users of heritage buildings to be found. In this way, the people of Brisbane sought to save the Hoffnung Building, one of the best examples of warehousing in the southern hemisphere, from demolition. They failed and, despite an offer from the government to buy it, the building was demolished in 1981.

The furore grew when the same political leaders did not object to, nor have the power to prevent, the destruction of Cloudland, a former 1930s amusement park that became a dancehall and examination centre for generations of Queenslanders. This was another 'midnight' demolition that occurred at 4am on 7 November 1982. The social

upheaval that followed the destruction of these "heritage" assets began the development of institutions and legal powers to protect the remaining assets.

These demolitions were the catalyst for the members of the community to share stories of their lives and to pass on to their children and its generation the important place these buildings held. It began the era of a new, open respect for heritage assets and for political support for the formal, legal protection of them.

Heritage listing of buildings began and, with it, a contribution to sharing the stories from one generation to the next. Heritage Trusts prepared information booklets on key assets. The BCC established a Heritage Unit in 1987-88. A Heritage Architect was appointed to the unit. So too were professional historians. Local historians gathered oral histories and documentation which, in turn, educated new residents of the city. Local government development regulations (Brisbane Town Plan) were amended to ensure heritage listed buildings could no longer be destroyed until the community had been involved and made an effort to save them. The Heritage Unit established the first heritage trails. These principles were later incorporated into the standard of public private partnership practice.

The capacity of a city to share and pass on its stories depends on its ability to educate new generations. Not only did the city expose school children to the stories, but it also worked with the state to ensure the educational institutions produced professional able to guide each new generation's learning. The city of Brisbane has educational institutions that produce professionals: historians, architects, performing artists, visual artists, etc. A deep pool of talented and educated people was required for the BCC to protect and manage its heritage assets and to make them visible to each new generation.

4. Negotiating between the economic conflicts and constraints and the historical and cultural riches

Many historically significant buildings and natural sites were, and still are, owned by individuals who, in the pursuit of their own interests, wish to alter or demolish them. The difficulties of owning heritage assets were increased with the introduction of the heritage listings. This was taken into consideration by the Council and it provided incentives to the owners to retain the heritage status of the asset. Such incentives included the right to transfer development rights to another site in the city. In the early 1980s the owner of a property could sue the BCC for loss of value if changes to the town plan changed the use of their property. In response, the BCC introduced "transferable development rights" which were applied to commercially zoned properties in the central business district that had heritage significance. In return to retaining the property, the owner was allowed to develop another site in excess of the height restrictions in force. These rights were transferable and could be sold. 99 buildings were listed and given rights to transfer.

They also include the right to incorporate the whole or major part of a heritage-listed building in a major construction. Over time, regulations and guidelines were developed so that owners had practical guidance in managing their heritage-listed assets. The Burra Charter was adopted in 1999 by the International Council on Monuments and Sites, the peak body of professionals working in heritage

conservation. ICOMS states “Prominent among the changes are the recognition of less tangible aspects of cultural significance including those embodied in the use of heritage places, associations with a place and the meanings that places have for people. The Charter recognises the need to involve people in the decision-making process, particularly those that have strong associations with a place. These might be as patrons of the corner store, as workers in a factory or as community guardians of places of special value, whether of indigenous or European origin” (ICOMS).

In some instances, the local government gave financial support to owners of heritage listed assets, to maintain them. The Heritage Incentives Scheme was introduced by Council in 2005. The value of the building to the community meant that the community had an obligation to assist in its maintenance.

Local plans were developed by the Council. These plans covered whole communities. Alderman Joe St Ledger initiated these plans in his ward. The first was the 1980 Spring Hill Development Control Plan. A year later a control plan was prepared for another inner city locality - "Petrie Terrace" in which over 70% of housing was built before 1930” (1981: Paddington – Petrie Terrace: A Social Survey). The residents responded to a survey by the University of Queensland fourth year architecture students, telling Council they wanted streetscapes preserved and sought BCC support to protect the architectural uniqueness of the suburban houses, particularly their “tine and timber” appearance, and to restrict new development to a style that complemented the “tin and timber” buildings. The ideas identified in the survey were taken to the community and two public meetings were held in the preparation of each plan. Acknowledging that it was not possible for everyone to attend public meetings, the council took a caravan to shopping centres and council staff spoke with people in the community at their leisure. The local alderman, Chairman of the Heritage Building Advisory Committee, ensured that council staff visited the older people in their homes and both explained the plans and gathered historical information. The information collected further enriched the plan. Changes were made to the original proposals where the community had significant objections.

About the same time, oral historians contributed their skills and oral histories were collected from community members. Local history groups devised histories of local areas, printed them and sold them to residents both old and new.

In addition, the Council set up a community development unit to encourage community artists. These artists developed projects in the local communities that both entertained and informed residents about the heritage they inherit.

The Council's intention to extend this holistic development control planning process to other areas was overtaken by demand for these plans from suburban groups throughout the city. Another five such plans were developed in the mid-1990s, including the New Farm / Teneriffe Development Control Plan (1994) and the Newstead / Teneriffe Development Control Plan (1994). The process of community consultation initiated in the community in the 1970s and institutionalised in Council in the 1990s forms part of the current planning processes of the BCC.

Public participation has resulted in "protection areas" (mini control plans) being developed for parts of suburbs of significant historical interest. The results of these

surveys made visible to the BCC people's attachment to its "tin and timber" architecture. Jim Soorley, Lord Mayor between 1991 and 2003, stopped the demolition of the "tin and timber" houses. Overnight, the character of Brisbane was preserved. This, according to Terry Conway, President of the Queensland National Trust, was the most significant action taken in the period to preserve the character of the city. This control has been supported by subsequent Lord Mayors, from both Labor and Liberal Parties. The result is that Brisbane has a unique architecture that can be used to "brand" the city in future.

Some the assets retained by these the earlier "protection areas" and incentives include Robbin Dobbs House on Wickham Terrace, in which the owner invested private funds to preserve its heritage, the School of Arts in Ann Street, which was preserved as part of the Council's own heritage assets, Moreton Bay fig trees in Kelvin Grove Road. The Boondall Wetlands, an ecologically vital area within the Council's boundaries, while not on the CPHR, are listed as a natural (not a cultural asset) by Council and so has protection separate to the heritage register. Individual trees that have a historical significance are entered onto the CPHR. While Council is reluctant to approve the relocation of heritage places, as the very act of moving them lessens the historical context of these places, some have been moved to new locations to ensure their continued existence. Major trees are now being moved when they can no longer be retained in situ. Considerable cost has been invested in their ongoing life. While not all assets of historical and cultural significance have been saved, the new city plan has significantly retained the unique "feel" and "look" of the timber and tin architecture of the City of Brisbane.

Each new generation contributes to the assets valued by the community. Many young people have grown and developed, not only in schools, but also in community parks and skate parks. These then become part of the community's stock of heritage assets. Homeless people have spent time sheltering in old buildings. The Brisbane Powerhouse is one such example. It had spent more than thirty years of its life sheltering homeless, being venues for parties of street kids, and being blown up by the military. The stories that accompany them – the need, the effort to respond, the support and the individual triumphs and tragedies – become part of the stock of cultural assets. The work continues with each new suburb for which a Neighbourhood Control Plan is prepared.

Showcasing how these heritage sites reflect the soul of the community adds value to the children, to new residents and also to visitors from other cities and tourists. The means used can be adapted to changes in technology so that they generate economic activity and the information and stories are passed on to future generations.

5. The addition of new historical sites

The value of historical sites depends on the community's knowledge of them. Even privately owned assets can be recorded in a Heritage Assets Register. While the local government may be the appropriate body to account for heritage assets, often community groups take this responsibility and work with Heritage Trusts and heritage staff of local, state and federal government heritage bodies to ensure completeness. It is the motivation of local people that determines how well these assets are maintained. Regular inspections need to be completed, maintenance schedules prepared and

community maintenance activities organised if each heritage asset is to be passed on to the next generation.

The Council introduced heritage listing as legislation in 1987 in the Town Plan to protect a number of buildings in the central business district and inner suburbs in response to the above community concern. Council's heritage listing process aims at identifying and protecting places of cultural heritage significance in Brisbane.

There are over 2000 listed places on the City Plan Heritage Register. These include:

- buildings
- precincts
- parks, gardens and trees
- war memorials and statues
- bridges and retaining walls
- sewer vents and fire hydrants.

The City Plan Heritage Register, part of Brisbane City Plan 2000, comprises places of cultural heritage significance in Brisbane. Council approval is required for any redevelopment of these heritage places.” (www.brisbane.qld.gov.au).

The City Plan Heritage Register at 31 March 2008 has also been adopted as a  Local Heritage Register (PDF - 374kb) as required under the Queensland Heritage Act 1992. The Queensland Heritage Register, protected under the Queensland Heritage Act 1992, comprises places of heritage significance at a state level. Approval by the Environmental Protection Authority is required for any redevelopment of these heritage places.



Figure 5: The New Farm Powerhouse 1950

When the Neighbourhood Control Plan is prepared, BCC staff visit suburbs and, street by street, identify heritage assets. They consult with the community and obtain stories from the area.

The Heritage Assets Register records the asset, its location, who controls it, its value, historically significant information and, for BCC controlled assets, when maintenance is scheduled. Maintenance Schedules are

usually prepared in consultation with specialists. These might be architects with a particular interest in the period of the building, parks and gardens specialists who know the value of the tree/flora, animal specialists, art specialists and religious historians. Preparing the maintenance schedule can be an opportunity to share information on the asset with the wider community, to involve them in learning about its significance and the details that require regular maintenance. In maintaining the

asset, people can volunteer their time and skill and work under the supervision of skilled people, thus learning and increasing the stock of knowledge in the community. And some assets will be lost irretrievably. When this happens, it is important that the loss be mourned. It is now a government requirement that, where demolition of a heritage-listed place has been approved, a photographic record of the existing place has to be made prior to demolition. Historical records or memorials, for example Cloudland Park, can be erected to mark the spot where the asset used to be. The community can celebrate the stories surrounding the asset and prepare electronic information from documents that remain. It is possible to mourn the losses from the stock of historical sites and yet to recognise them still.

6. Attracting Funds

Governments' main difficulty with implementing heritage legislation has been in striking a balance between the demands of conservation and the rights of property owners (Courier Mail, May 31, 1983). All assets have to be regularly maintained, and this requires funding. Conserving an asset to maintain its heritage value is more costly than cheaper maintenance. This extra cost is the main reason for resisting heritage listings. It is neither possible, nor wise, for asset owners to obtain all the funds necessary from one source. Governments come and go. Values change. Communities that identify their assets and schedule their maintenance have a much better chance of maintaining their soul, than do those that wait until the demolishers arrive to begin work and then struggle to find some way to save the asset. Local, state and national governments contribute to the stock of heritage assets. Their budgets are finite and the criteria they apply may not cover all assets, only the most significant.



Figure 6: Brisbane Powerhouse 1988

Other sources of funding include government-provided tax deductions for funds contributed to the maintenance of heritage assets. Special one-off grants may be provided if an asset meets the criteria of a funding body, e.g. the celebration of a centenary.

Non-government organisations can be established to maintain the asset and be its steward. Local funds can be raised within the community. People can be asked to provide funds to the assets' maintenance in their will or in other donations. Governments may agree to pay some aspect of maintenance as long as the owner/community also shares the cost.

In addition, heritage legislation may determine the types of funding available to those controlling the asset.

Community employment programs for out-of-work tradesmen like the federal government wage pause program of 1983, enabled the BCC to “set up a rolling fund to buy, restore and sell heritage buildings”. It enabled the BCC to give work to the people with the skills to maintain heritage assets (grounds, buildings, trees and streetscapes), skills that were no longer routinely used in other parts of the community.

The Brisbane Powerhouse was built by the BCC between 1926 and 1940 to power the entire tramway system of Brisbane. It is one of the finest examples of early twentieth century industrial design. The powerhouse became operational in 1928, using water from the river for cooling, and was serviced by a rail link providing coal supplies. It was an important part of the New Farm industrial area. It also generated electricity for the suburbs of Ithaca, Toowong and Yeerongpilly. The New Farm powerhouse, as it was then known, was decommissioned in 1971.

The Electricity Department of the BCC, its staff and assets were passed to the South East Queensland Electricity Board in 1974, by act of state government. No compensation was paid to the BCC. The New Farm powerhouse was then idle. It lay idle between 1971 and 1989. In this period, it was home to the homeless and used for military exercises. Attempts by the Liberal BCC to demolish it to enlarge New Farm Park struck problems when it was found to be very solidly built. In 1990, the BCC was quoted \$700,000 to demolish it. It had solid 2m thick walls. It was left to rot to dust.

Local artists used it for films and community residents lobbied the BCC to save it. The Labor BCC in 1991 supported urban renewal and continued the earlier local precinct development control plans. As part of the development control planning for New Farm, the site was recognised for its heritage value. The BCC, through the new councillor for Central ward Mr. David Hinchliffe, attempted to renew the powerhouse and proposed it be the headquarters for the National Indigenous Performing Arts Centre. The BCC sought funding from the Federal Labor Government and it was approved, but the government went to an election before the funding approval was signed by the Prime Minister, then Mr. Paul Keating. Mr. Howard, the incoming federal Prime Minister, revoked the approval and the NIPAC was established in Sydney.

In 1996/97 the BCC began planning again for use of the building. It consulted with the community that sought to have the space as a performing arts centre. Plans were drawn up and funding sought from the BCC itself. Renovation was costed at \$35m. The Lord Mayor approved \$13m and the actual cost was \$22-23m. It opened in 2000.

The BCC owns and maintains the building. The Brisbane Powerhouse Pty Ltd is a BCC-owned private company that operates the building for cultural purposes. It sets its program, hires out the venue for shows and commercial use (e.g. restaurant and functions), and seeks partners to fund the programs.

The BCC also allocates \$4.2m to the Brisbane Powerhouse (2008/9) to support its operating costs to enable the Brisbane Powerhouse to run free programs, and for its ticketed shows to be accessible to the wider community. Additions to the building, part of the original plan but dropped to fit the tighter budget, are finally to be completed.

Staff for the Brisbane Powerhouse and performers are provided by a number of performing arts schools in Queensland, although it has no national performing arts school. Further, a number of community arts organisation, begun in the 1970s and 1980s and nurtured by the BCC's community arts activities, contribute to the programming of the Brisbane Powerhouse. The state government has provided funding for a program to support emerging artists, with Metro Arts and the Brisbane Powerhouse providing mentoring.

The Brisbane Powerhouse is strategically an important asset of the city. It has been preserved for community use in a manner than respects its electricity generating past and its role in being a home for the homeless.

Case Study: Brisbane Powerhouse



Figure 7: Graffiti retained in the Brisbane Powerhouse

retell them for each generation. In doing so, they nurture the soul of the city. These people work with schools and other educators and organisations that can organise visits to the assets to learn of their significance. They are educated through the institutions in the city. It is this broad community involvement and support for heritage assets, an involvement based on a good knowledge of the role of the asset in creating the identity of the community, that builds the soul of the city.

These community workers rely on the Heritage Asset Registers being maintained by local government to honour the work they do. Some community based Heritage Trusts, for example the National Trust of Queensland, keep a Heritage Register but do not have any power to make owners preserve or save heritage places. It is the state and local government legislation (i.e. listing in registers) that provides that authority. Without the reliable, accurate and complete information kept in accordance with this legislation, the soul itself is frustrated.

The Heritage Unit at the BCC, in 1988 initiated heritage trails in Brisbane. Mr. Terry Conway went to Boston to see its heritage trail and returned to spray stencils on pavers to enable people to follow trails around the city. The Unit set up the “adopt a pioneer” scheme whereby people of Brisbane were given a plot of an unrelated person at Toowong cemetery to look after. In this way, the stories of these people were discovered. The Peace Chapel at the entrance to the cemetery was erected by a man who lost two sons in the war and, soon after, his dog died. The stained glass windows had been vandalised and the “Adopt a Pioneer” group worked with the BCC to restore the chapel. In such ways, the soul of the city becomes visible to her residents and visitors.

The inclusion of the Council-controlled heritage assets in the asset register of the Council enables heritage assets to be recorded in financial statements. The assets are revalued every five years. While challenges remain in the valuation of heritage assets, the first step is their inclusion in an asset register. Once assets have been identified and a process is in place for maintaining an accurate register, issues of valuation and maintenance can be separately addressed.

7. Keeping the stories of the sites – the history and culture – alive.

Historians, architects, engineers, planners, community residents who pass on stories of the area and performing and visual artists have the responsibility for keeping the stories true to fact and socially alive as they

8. Conclusion

Capacity Development is “the process whereby people, organizations, and society as a whole, unleash, strengthen, create, adapt and maintain capacity over time.” (Organization for Economic Co-operation and Development’s (OECD) Development Assistance Committee (DAC))

This paper has told the story of the development of the capacity of the Brisbane City Council to protect Brisbane’s soul in the form of its heritage assets. The lessons that other governments can take from this experience are:

1. Champions in the community initiate calls for the protection and management of heritage assets. Valuable heritage assets may be crumbled wrecks. Yet if young people, artists, unions, public sector workers and other advocates see value in the asset, then they will do the work to engage the attention of government. Where a government fails to respond and support heritage assets, the community will replace it with an alternative government that heeds its values.
2. Governments respond to this community leadership by building the institutional capacity to protect and manage heritage assets. This response begins with establishing an executive committee responsible for building the enabling environment, the internal institutional capacity and engaging with the community. The executive management group fosters the vision of the community champions, prepares procedures, hires experts, draws up plans, obtains funding and ensures good governance. It then establishes a unit within the government (in the BCC a Heritage Unit) to which architects, historians and related professionals are appointed. These professionals are educated in the city’s educational institutions. The unit, in employing them, can make them available to owners of heritage assets to assist in their management. Inspect all assets and record their value in narrative and photos. Consult with the community and collect stories and record these. Obtain legislative power to protect heritage assets. Set up a Heritage Protection Unit and provide dedicated professional staff to the unit. Ensure the unit liaises with the executive group and provides it with sufficient information to get the support of other executives in the organisation / government.



3. The stories of the heritage assets are made available to the public through heritage walks, plaques, library collections, local community documents and education programs. Performing and visual artists also celebrate the heritage and pass on stories to each new generation. These performances are made available through community arts venues to tourists, residents and to school children. The individual heritage assets are also made public

and, in being publicly available to residents, assist them to learn more and to talk among their families about the heritage of the area.

“From little things, big things grow” (Archie Roach).

The City of Brisbane sought the power to control development within predetermined geographical areas, set guidelines for developers and other property owners to follow in complying with its plans and provided support to each community as it recorded, protected and maintained its own history. In this way, it serves as an example to small countries who seek to manage their heritage assets.

Bibliography

(1981) Paddington – Petrie Terrace: A Social Survey” University of Queensland Department of Architecture.

Courier Mail articles.

Acknowledgements



Figure 8: Gates to Toowong Cemetery

Special thanks for Mr. F. J. (Joe) St Ledger, (retired Chairman Planning and Traffic Committee, Brisbane City Council), who made his personal papers and time available. Mr. Jack Ford, Historian to the Brisbane City Council offered information. So too did Mr. Terry Conway, President of the Queensland National Trust. Mr. Laurie Jones, Principal Heritage Architect of the BCC and Ms. Jen Sullivan of Planning in the BCC both offered their time and advice. Mr. David Hinchliffe, Councillor for

Central Ward of the Brisbane City Council and Mr. Andrew Ross, Director and Ms. Alana Henry Marketing Manager of the Brisbane Powerhouse all gave generously of their time. Thanks to Joan Crump for her assiduous editing. All errors are, of course, my own.

Appendix 1

BRISBANE CITY COUNCIL Balance Sheet

As at 27 June 2008	Note	2008 \$000	2007 \$000
Assets			
Current assets			
Cash and cash equivalents	6.	82,417	102,940
Trade and other receivables	7.	97,887	61,550
Inventories	8.	16,930	15,783
Derivative financial instruments	9.	1,662	7,423
Other	10.	76,904	60,798
		<u>275,780</u>	<u>248,494</u>
Non-current assets			
Other financial assets	11.	59,892	130,716
Property, plant and equipment	12.	16,809,325	15,610,586
Capital work in progress	14.	779,850	520,974
Intangible assets	13.	459,404	434,928
Defined benefit plan	27. (b)(ii)	3,918	12,788
		<u>18,092,389</u>	<u>16,709,992</u>
Total Assets	2. (c)	<u>18,368,169</u>	<u>16,958,486</u>

Appendix 2

Legislative Framework

City of Brisbane Act 1924

City of Brisbane Regulation 2004

Brisbane Town Plan

1989 amended to give council power to control development on heritage listed sites

Consultation required.

Development Control Plans

Spring Hill (1980), Southbank (1984), Petrie Terrace (1984), Rivermouth (1984), New Farm / Teneriffe (1994) Newstead /Teneriffe (1994)

1980s – Transferrable development rights (CBD properties)

S 22 1987 Town Plan gave BCC power to protect heritage assets

Heritage Buildings Protection Act 1990

Queensland Heritage Act 1992

Heritage Code in Town Plan – Powerhouse cited for listing in 1994 and transferred from state heritage list to BCC list in 2000

Brisbane Powerhouse Pty Ltd established 2000 with its own governing Board appointed by BCC

BCC manages the Brisbane Powerhouse to promote leading arts performances accessible to the widest Brisbane audience

Burra Charter provides guidance on managing heritage assets

2005 – Heritage Incentives Scheme