COMPLIANCE UPGRADES

HERITAGE IMPACT STATEMENT

Ballarat Railway Complex, Lydiard Street North, Ballarat, Victoria, 3550 (H0902)

28 June 2024

Prepared for

LEVEL CROSSING REMOVAL PROJECT (WESTERN PROGRAM ALLIANCE)

Prepared by

LOVELL CHEN

ACKNOWLEDGEMENT OF COUNTRY

This report was prepared on the lands of the Wurundjeri people who have been custodians of this land for thousands of years. We acknowledge their stories, connection to land, water and culture which is embedded in Country. We pay our respects to their Elders past and present and acknowledge that this report includes a post-contact history that forms only a small part of the ongoing story.

Ballarat is located on the lands of the Wadawurrung and Dja Dja Wurrung people, who are and have always been the custodians of this land. We pay our respects to the Elders past and present, and acknowledge the stories, traditions and cultures of all Aboriginal and Torres Strait Islander people.

Quality Assurance Register

The following quality assurance register documents the development and issue of this report prepared by Lovell Chen Pty Ltd in accordance with our quality management system.

Project no.	Issue no.	Description	Issue date	Approval
20230143	1	Incomplete draft for review	26 March 2024	AM
20230143	2	Amended draft	23 April 2024	AM
20230143	3	Final document	7 May 2024	AM
20230143	4	Document amended further to Heritage Victoria RFI	17 June 2024	AM
20230143	5	Document amended further to Heritage Victoria RFI #12	28 June 2024	AM

Referencing

Historical sources and reference material used in the preparation of this report are acknowledged and referenced as endnotes or footnotes and/or in figure captions. Reasonable effort has been made to identify and acknowledge material from the relevant copyright owners.

Moral Rights

Lovell Chen Pty Ltd asserts its Moral right in this work, unless otherwise acknowledged, in accordance with the Copyright Act 1968 (Cth). Lovell Chen's moral rights include the attribution of authorship, the right not to have the work falsely attributed and the right to integrity of authorship.

Limitation

Lovell Chen grants the client for this project (and the client's successors in title) an irrevocable royalty-free right to reproduce or use the material from this report, except where such use infringes the copyright and/or Moral rights of Lovell Chen or third parties. This report is subject to and issued in connection with the provisions of the agreement between Lovell Chen Pty Ltd and its Client. Lovell Chen Pty Ltd accepts no liability or responsibility for or in respect of any use of or reliance upon this report by any third party.

Cover: Ballarat Railway Station, view from Lydiard Street, 1900-06 (Source: State Library of Victoria, 9917527653607636)

TABLE OF CONTENTS

1.0 INTRODUCTION 1

1.1 The place 1

1.2 Why are the works required? 1

1.2.1 Options analysis: location of overpass 2

1.2.2 Options analysis: arrangement of ramp and steps to north of North Station Building 9

1.3 *Heritage Act*, 2017 (Victoria) 10

1.4 Documentation 12

1.4.1 Policy and guidance 12

1.4.2 Conservation Management Plan 12

1.4.3 Documentation submitted for approval 12

1.5 Pre-application meetings 13

1.6 Stakeholder engagement 14

2.0 DESCRIPTION AND HISTORY OF AFFECTED AREAS 14

2.1 Area to the east of the Train Hall 14

2.2 North Station Building and forecourt 19

3.0 PROPOSED WORKS 22

3.1 Area to the east of the Train Hall 22

3.1.1 Demolition 22

3.1.2 New works 22

3.2 North Station Building and forecourt 25

3.2.1 Demolition 25

3.2.2 New works 25

4.0 ASSESSMENT OF HERITAGE IMPACTS 26

4.1 Cultural heritage significance 27

4.2 The extent to which the works would affect the cultural heritage significance of the registered place. 27

4.2.1 Impact on historical significance 27

4.2.2 Impact on architectural significance 28

4.2.3 Impact on technical significance 30

4.2.4 Impact on social value 30

4.3 The extent to which the application, if refused, would affect the reasonable or economic use of the registered place. 31

4.4 If the applicant is a public authority, the extent to which the application, if refused, would unreasonably detrimentally affect the ability of the public authority to perform a statutory duty […] 31

4.5 Conclusion 32

5.0 SUMMARY OF EXPECTATIONS REGARDING CONDITIONS 33

5.1 General conditions 33

5.2 Heritage Protection Plan 33

5.3 Salvage 33

5.4 Photographic recording 33

5.5 Historical archaeology 34

5.6 Period of validity 34

APPENDIX A LXRP UNEXPECTED FINDS PROCESS SHEET

1.0 INTRODUCTION

This Heritage Impact Statement (HIS) has been prepared for the Level Crossing Removal Project (Western Program Alliance, or WPA). It accompanies an application for a permit for a package of works designed to address accessibility compliance at the Ballarat Railway Station Complex, which is included in the Victorian Heritage Register (H0902).

The major deliverable is a pedestrian overpass connecting the north and south platforms located to the east of the Train Hall (see Figure 1). The works also include localised modifications to the North and South Station buildings, and a ramp to the north of the North Station Building.

1.1 The place

Ballarat Railway Station is situated on the lands of the Wadawurrung people, who are the Traditional Owners, knowledge holders and carers for Country.

The station was established in the early 1860s as the terminus of the Geelong to Ballarat Line. The site boundaries – as established by the large embankment that traverses the Yarrowee Creek valley and brings the station to the naturally elevated ground at Lydiard Street – are largely unaltered. As well as defining its boundaries, the embankment (and the rail corridor) give the station complex a 'gateway' status at the north of Ballarat's central activities area. It also forms a buffer between the civic grandeur of the central city, and the residential area of Soldiers Hill to the north.

Administration and passenger services were originally concentrated in the North Station Building. In 1891, these functions shifted to the new South Station Building with its prominent clock tower, public lobbies, waiting rooms and dining/café facilities. The South Station Building continues to serve administrative and passenger functions.

The railway station complex has evolved over time in response to technological advances, passenger numbers and operational requirements related to safety and accessibility. It continues to be a major regional transport interchange.

In recent years the north side of the station precinct has been redeveloped for commercial and civic uses. These works have created a condition whereby the North Station Building has been re-established as a major point of arrival to the station.

1.2 Why are the works required?

The requirement for a pedestrian overpass at Ballarat Railway Station is the outcome of advocacy work undertaken by the Grampians Disability Advocacy Association (GDAA). In 2018, GDAA raised a complaint regarding accessibility at the station. The complaint led to the Victorian Civil and Administrative Tribunal (VCAT) issuing a deed of settlement requiring the Department of Transport (renamed the Department of Transport and Planning, DTP, in 2019) to investigate options for resolving a number of accessibility shortcomings, including the absence of an accessible connection between the two platforms.

Funding for an accessible connection between the platforms was secured from the Victorian Government in 2022. The task of delivering the project has been delegated to Level Crossing Removal Project (LXRP) by DTP.

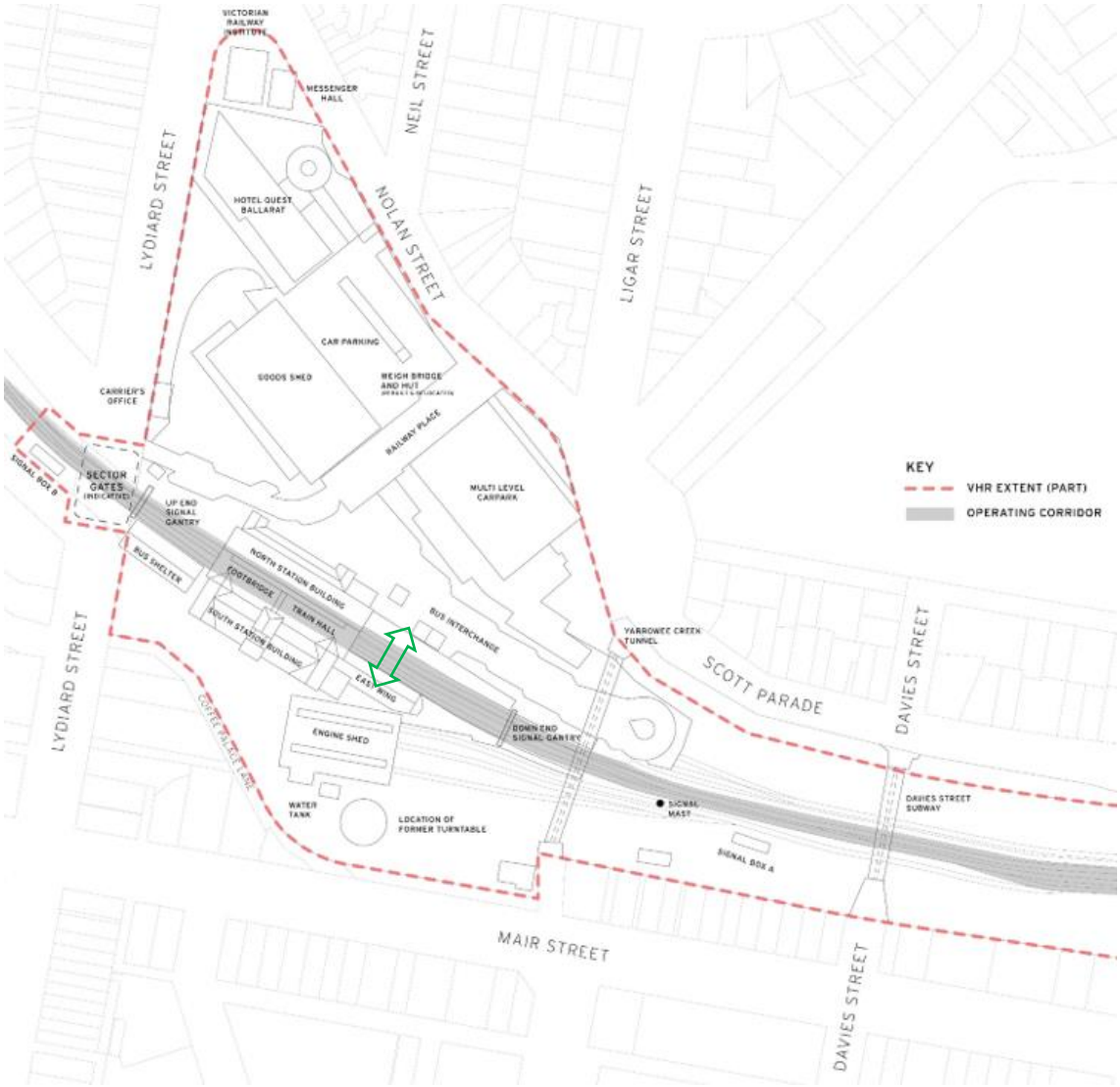

Figure 1 Plan of the Ballarat Railway Station complex: the approximate location of the proposed pedestrian overpass is indicated (green arrow).
Source: Lovell Chen

1.2.1 Options analysis: location of overpass

Multiple options have been contemplated for the form and location of the accessible connection between the platforms, including:

- Option 1: An overpass inside the Train Hall, close to the existing pedestrian bridge (installed 1877) and readily accessible from the ticketing areas in the South and North Station buildings.
- Option 2: Modifying the existing pedestrian bridge within the Train Hall
- Option 3: An underpass beneath the Train Hall
- Option 4: An underpass east of the Train Hall
- Option 5: An overpass a short distance from the east elevation of the Train Hall (preferred).
- Option 6: An overpass located approximately 55 metres to the east of the Train Hall.

Analysis conducted by DTP assessed Options 1-6 against a range of heritage, accessibility, cost, and constructability-related considerations. Options 5 and 6 received the equal highest scores, with Option 5 preferred because it provided a shorter path of travel for patrons with special accessibility needs and would increase use of the station.

Table 1 below provides a summary of the merits of each option considered.

Table 1 Summary of Options Analysis

Option	**Heritage Impact**	**Accessibility Outcome**	**Other Considerations**
1: New overpass within the Train Hall	Inappropriate: Substantial physical and visual impacts to the Train Hall.	Conveniently located connection, improves existing condition.	Substantial disruption to rail operations and station facilities during construction, increased cost.
2: Modified existing pedestrian bridge within the Train Hall	Inappropriate: Substantial physical and visual impacts to the Train Hall and platforms.	Conveniently located connection, improves existing condition.	Substantial disruption to rail operations and station facilities during construction, increased cost.
3: Underpass beneath the Train Hall	Inappropriate: Substantial physical interventions to the Train Hall, North and South Station buildings and platforms.	Insufficient space to provide an acceptable CPTED outcome.	Substantial disruption to rail operations and station facilities during construction, increased cost.
4: Underpass east of the Train Hall	Inappropriate: Substantial physical interventions to the Former Engine Shed, east wing of the south station building and platforms.	Insufficient space to provide an acceptable CPTED outcome.	Substantial disruption to rail operations and station facilities during construction, increased cost.
5: Overpass directly east of the Train Hall (preferred)	Appropriate: Limited physical interventions to the east wing of the south station building.	Conveniently located connection, improves existing condition.	Relatively minimal disruption.

	Avoids interventions to the Train Hall. Visual impact of the overpass can be mitigated.		
6: Overpass approximately 55 metres east of the Train Hall	Appropriate: Minimal physical interventions to the complex.	Inconvenient accessible pathway, no improvement of existing condition.	Relatively minimal disruption.

Further commentary about the options considered, and their relative merits, is provided below.

Option 1: New overpass within the Train Hall

A new overpass within the Train Hall could not be delivered to a compliant rail clearance without remodelling of the roof or punching large openings within it. The roof trusses are 7.13m above the platform, and DTP Rail Vertical Clearance standards require an overpass to be at least 5.75m above the track. Further, in order to comply with reduced rail impact loading requirements under Australian Standard 5100.2:2017 (Collision Loading), there would be a need to punch openings in the arcaded Train Hall walls in order to locate the piers at least ten metres from the closest track.

Having regard to the above, Option 1 is not preferred for the following reasons:

- The physical and visual impacts to the Train Hall associated with providing a compliant (DTP Rail Vertical Clearance standards and Australian Standard for Collision Loading) overpass in this location would have been unacceptable from a heritage perspective, noting that the roof would require remodelling or large openings to be punched through and that new openings in the arcaded Train Hall walls would also be required.
- The required interventions would result in a significant visual and physical impact on the Train Hall which is one of only three surviving examples in Australia from the nineteenth century (as noted in the Statement of Significance, see Section 1.3) and one of the most significant buildings at the railway complex.
- A new overpass within the Train Hall would require relocation of existing essential services, signalling and telecommunications equipment resulting in disruption to rail operations and station facilities, and additional costs.

Option 2: Modification of the existing overpass within the Train Hall

Two other options were considered for construction within the Train Hall. Option 2 – modifying the existing pedestrian overpass – would also result in unacceptable impacts from a heritage perspective. This is because compliance with Disability Standards Accessible Public Transport (DSAPT) would require demolition and replacement of the existing stairs (which date to 1877); the addition of landings for lifts; and large penetrations to the internal walls of the Train Hall.

Accordingly, Option 2 is not preferred:

- As with Option 1, it is considered that Option 2 would have unacceptable physical and visual impacts on the Train Hall by virtue of the necessary physical interventions to the existing pedestrian bridge, platforms, and internal Train Hall walls.

Option 3: Underpass beneath the Train Hall

Option 3, for an underpass (subway), is also considered to be unfeasible, for reasons of heritage impact, public safety and economic viability. Construction of an underpass would require excavation in the form of a trench, and this would result in partial demolition of the existing buildings and platforms which would need to be rebuilt over the trench. The extent of demolition required for this option, regardless of location, would be substantially greater than in the preferred option (discussed below).

In order to meet modern expectations around Crime Prevention Through Environmental Design (CPTED), an underpass would need to be well-lit, with clear lines of sight, which is not feasible within the space constraints. The lack of passive surveillance to and from ground level within the underpass would also be a major design constraint and safety issue.

Additionally, substantial space would be required for lifts (which would occupy usable platform space within the Train Hall) and/or accessible ramps which would have required significant interventions to the North Station Building in particular.

Option 3 is therefore not preferred for the following reasons:

- The likely extent of demolition required to the Train Hall, North and South Station buildings and platforms would be substantial, resulting in an outcome which significantly impacts the cultural and architectural significance of the heritage place (noting that these are the elements of highest heritage value);
- Amenity impacts associated with the extended closure of the railway station during works;
- Cost/economic implications associated with the works as well as the extended closure of the railway station;
- Impacts to underground utilities and essential services; and
- Potential archaeological impacts associated with the significant excavation required.

Option 4: underpass to the east of the Train Hall

Option 4 for an underpass to the east of the Train Hall would result in similar disadvantages as Option 3 (underpass beneath the Train Hall) in that it would require excavation in the form of a trench, resulting in substantial demolition of the existing buildings and platforms which would need to be reconstructed. The extent of demolition required for this option would again be more substantive than in the preferred option. The CPTED and space constraints for an underpass noted above would also be apparent for Option 4.

It is also noted that excavation required for Option 4 would likely have impacts on the former Engine Shed to the south-east of the main station building which is of high heritage value (being the only example of an 1860s design in bluestone construction), as well as the more recently constructed bus interchange to the north of Platform 1.

As is also the case for Option 3, and underpass to the east of the Train Hall is not preferred for the following reasons:

- The likely extent of demolition required to the former Engine Shed would significantly impact the cultural and architectural significance of the heritage place;
- Amenity impacts associated with the extended closure of the railway station during works;

- Cost/economic implications associated with the works as well as the extended closure of the railway station;
- Impacts to underground utilities and essential services; and
- Potential archaeological impacts associated with the significant excavation required.

Option 5: overpass directly east of the Train Hall (four iterations considered)

This location is seen to provide the optimal outcome in terms of improving accessibility and increasing station capacity while responding respectfully to heritage sensitivities, including physical and visual impacts (discussed further in this HIS).

Demolition associated with an overpass directly to the east of the Train Hall will be limited to part of the service wing to the east of the South Station Building, a structure that has been subject to significant physical change over time (see Section 2.1).

An overpass directly east of the train hall is consistent with the objective of the project to provide a convenient accessible pathway between the two platforms, having regard to the main points of ingress and egress to the station – as noted below, while an overpass further east of the Train Hall (option 6) would have reduced physical and visual impacts, it would offer a significantly less convenient accessible pathway for mobility impaired users.

The visual impacts of an overpass directly east of the Train Hall can be appropriately mitigated as discussed further within this HIS.

In terms of the height of the overpass, four options were tested for visual impact in views from within the Train Hall and within the broader station precinct. The second lowest option was preferred (also discussed further below) over the lowest option, because the lowest option would have impacted the existing platform canopies.

Option 5 is preferred for the following reasons:

- While an overpass directly east of the Train Hall will result in visual impacts (owing to the visibility of the new bridge), these are considered to be less impactful to the cultural and architectural significance of the heritage place when compared to the substantial physical interventions that would likely be required for Options 1, 2, 3 and 4.
- The extent of demolition required for Option 5 is substantially less than would be required Options 1, 2, 3 and 4. Where demolition is required, it is limited to sections of the heritage place which are of lesser value comparatively.
- The visual impacts of the new overpass can be appropriately mitigated, and are acceptable overall, as outlined in the assessment of this HIS.
- In addition to providing a more favourable heritage response, an overpass directly east of the Train Hall is consistent with the objective of the proposal to provide a conveniently accessible pathway between the two platforms.

Option 6: approximately 55 metres to the east of the Train Hall

The introduction of an overpass approximately 55 metres from the Train Hall would reduce physical and visual impacts but would have extended paths of travel, and would not comply with Part 2 of the DSAPT, which specify that an accessible pathway must be as close as practicable to the main path of travel. In order for Option 6 to comply it would need to be demonstrated that it is not practicable to locate the overpass closer to the main pathway. As discussed in this HIS, it is not considered that this is the case or

can be demonstrated. An overpass in this location would also result in reduced safety for commuters, and increased inconvenience.

Option 6 is therefore not preferred because it does not meet the project objective of providing a compliant and conveniently accessible connection between the platforms.

Alternative option (not investigated)

An accessible connection west of the train hall was not considered in depth as it went against advice provided by the local minister and local heritage advocacy groups because of its prominence in views of the Train Hall and station buildings from Lydiard Street. A connection in this location would also require the removal of the V/Line Coach facilities.

The approximate locations of the options considered, relative to the layout of the Railway Complex, is illustrated below in Figure 2.

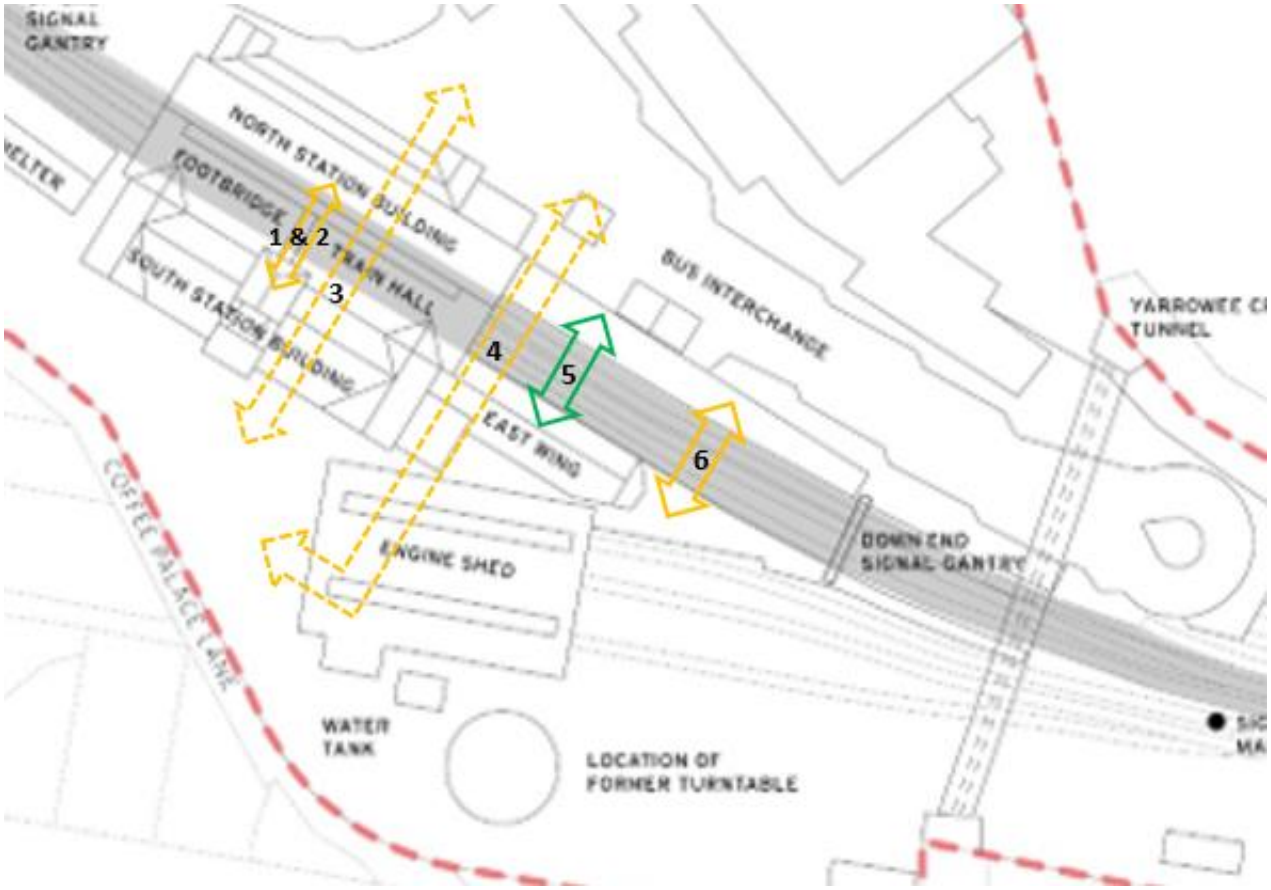

Figure 2 Enlarged plan of the Ballarat Railway Station complex, showing the approximate locations of the six options considered (green and orange arrows)
Source: Lovell Chen, LXRP

Figure 3 Pedestrian bridge within the Train Hall (built 1877)

Figure 4 Non-compliant entry to the North Station Building, indicated

1.2.2 Options analysis: arrangement of ramp and steps to north of North Station Building

The entry to the North Station Building is non-compliant (see Figure 4). Multiple options were considered for the arrangement of a ramp and steps up in this location, and commentary on the matter was provided by Heritage Victoria (see Section 1.5).

Options included ramps and steps sitting parallel to the elevation of the North Station Building; ramps projecting at varied angles from the north elevation of the building, in response to desire lines and ground conditions; and ramps at varied gradients, to minimise the need for handrails. The introduction of soft and hardscaping associated with the works was also contemplated.

The rationale for the preferred option seeks to maximise view of the station entrance, minimise the length of the ramp due to existing gradients of the forecourt, to provide desire lines to the nearby pedestrian crossings and bus stops, and to accommodate landscaping to soften the presentation of the handrails.

1.3 *Heritage Act*, 2017 (Victoria)

Through its inclusion in the VHR, the Ballarat Railway Station complex is subject to controls under the *Heritage Act, 2017* (Victoria). The complex was added to the Register of Government Buildings in 1982.[1] The Statement of Significance (below) was last updated on 30 August 1999.

> The Ballarat Station Complex is of historical, architectural, social and technological significance at [the] State level.
>
> Its historical significance arises from considerations of the following factors:
>
> - Together with the Sandhurst (Bendigo) line, the Geelong-Ballarat railway was the first of the colonial government's main trunk lines, opened in 1862, and built to the best British standards of construction. These standards were never to be repeated. Most of the present complex dates from this period. Ballarat is the largest complex to have been built at this time.
> - The Government's decision to built [sic] one of its first trunk lines to Ballarat recalls the great importance of a Ballarat and East Ballarat as an economic centre in the colony and the largest mining centre of the world famous Victorian central goldfields. The entire complex is expressive of this decision arising from Ballarat's economic importance.
> - The railway acted as a catalyst for the development and redevelopment of Lydiard Street North throughout the nineteenth century. Given Lydiard Street North's national importance as a thoroughfare founded on wealth produced through gold mining activity, as indeed the important economic social and political role Ballarat played in the State's development because of this gold-based wealth the station complex plays a crucial role in the interpretation of the fabric of this street.
> - Ballarat Station was the colony's busiest non-metropolitan station for a period during the nineteenth century, its pre-eminence only being surpassed at different times by Echuca and Geelong. The entire complex is expressive of this fact.
> - The construction and development of the Ballarat station site recalls the roles of the following senior offices of the Victorian Railways Department: George Darbyshire, Engineer-in-Chief (1856-1860), Thomas Higginbotham, Engineer-in-Chief (1860-1878) and Patrick Brady, Senior Architectural and Mechanical Draughtsman (1857-1867 and possibly later).
>
>   These men are likely to have had responsibility for the development of the complex during the first decade. George W Sims, Chief Draughtsman (c. 1878-?) had responsibility for the 1888 additions as well as the signal boxes (buildings only). J W Hardy, Chief Architect of the Way and Works Branch (1908-1918) had responsibility for the additions to "A" Box, based closely on a design developed under Sims. With the exception of Hardy, whose involvement was minor, the Ballarat complex was a major example of the work of these senior officers.

---

1 Government Gazette no. 83, 20 August 1982, p 2786, http://gazette.slv.vic.gov.au/view.cgi?year=1982&class=general&page_num=2785&state=V&classNum=G83&id=

The architectural significance of the complex is borne out by the following information:

- Together with Maryborough, Albury (NSW), Port Pirie (SA) and Brisbane Central (Qld), Ballarat is the only nineteenth century station built at the national level to have a prominent clock tower.
- Together with Geelong and Normanton (Qld), Ballarat is the only surviving nineteenth century station building now retaining a substantial and imposing train hall. It is representative of others, now demolished including Adelaide, Port Adelaide and Brisbane Central.
- The train hall and clock tower symbolise Ballarat's importance as a provincial city and simultaneously recalls the status of rail travel in the Victorian age.
- In Victoria, Ballarat compares in size with Geelong and Bendigo and in layout to the extent that it has an approach road surrounded by passenger and freight handling buildings. Given the destruction of Bendigo by fire and the pending demolition of the Geelong goods shed, Ballarat's intact state will be unique in this respect, recalling the planning principles of early British terminal stations.
- The Goods Shed compares closely with Ballarat East and to a lesser extent with Little River, Riddells Creek, Malmsbury and Kyneton. It is the largest bluestone goods shed in Victoria.
- The former Engine Shed compares with Bendigo and Echuca but is the only example of this 1860s design to be erected in bluestone.
- The Carrier's Office recalls other timber offices in Ballarat, now demolished, and offers insights into nineteenth century freight handing methods. It is unique at the State level at least for its flamboyant design.

The social significance of the complex arises not only from its use as a point of arrival and departure on journeys undertaken prior to and following the advent of the motor car but also from the nature of the trips. Ballarat Station was used by race patrons for five racecourses in the district and special trains were run at holiday times to Burrumbeet Park and to the Lal Lal Falls. Special timetables applied during recognised holiday periods and the station was for a period the focus for local passenger services to Skipton, Waubra, Buninyong and Daylesford. Its existence gave rise to the construction for the "Provincial" Hotel, Reids Coffee Palace and "Victoria House," and it was approximately three quarters of a century a transfer point for rail and tramway passengers.

The technological significance of the complex hinges on the survival of bull head rail in the former carriage shed, the evidence of the removed locomotive traversers in the engine shed, and the signal boxes. The bull head rail, secured to the sleepers with wooden keys, was superseded by 1873 and recalls traditional British railway practice and the comparatively small locomotives, in use at that time.

The signal boxes recall late nineteenth century safe working practices. Today, Ballarat retains the largest surviving interlocked installation in the state. The Winters block telegraph instruments are now rare and the sector gates similarly depleted, comparing only with Ballarat East, Ballarat C & D, Kyneton in country

areas. The modified type 6 frame in Ballarat "B" Box is unique at the State level and compares with type 6 frames elsewhere. They were once commonplace.

The Signal Gantries postdate construction of the 1888 additions. They compare with the gantries which existed at Bendigo and Flinders Street Station, now demolished, and have significance as the largest surviving installations of its type to be fitted exclusively with somersault signals. They form an essential component in the interpretation of the role of "B" Box, but they did not exist for the first fifty years in the life of the early station buildings.

1.4 Documentation

1.4.1 Policy and guidance

This report has been prepared with regards to relevant principles and policy documents, including:

- *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance*, ICOMOS, 2013
- *Guidelines for preparing heritage impact statements*, Heritage Victoria, June 2021
- *Principles for considering change to places in the Victorian Heritage Register*, Heritage Victoria, December 2022
- *Reasonable or economic use policy*, Heritage Victoria, June 2021
- *General permit exemptions*, Heritage Victoria, December 2022

1.4.2 Conservation Management Plan

In 2022, Lovell Chen was commissioned by DTP to prepare a Conservation Management Plan (CMP) for the Ballarat Railway Station complex. The intent is that the CMP will supersede its predecessor of 2002, prepared by Allom Lovell & Associates Pty Ltd. At the time of writing the document was awaiting final approval from the Department.

1.4.3 Documentation submitted for approval

The following drawings, prepared by the Level Crossing Removal Project and Western Program Alliance are submitted for approval. The reference for the documentation (which is undated, but was amended at the beginning of June 2024) is WSP-712-D-WPA-M3D-67-BAT-ARC-0000.

General notes	WSP-712-D-WPA-DRG-67-BAT-ARC-0001
Location plan	WSP-712-D-WPA-DRG-67-BAT-ARC-0100
Demolition plans & elevation	WSP-712-D-WPA-DRG-67-BAT-ARC-0103
Proposed site plan	WSP-712-D-WPA-DRG-67-BAT-ARC-0105
General arrangement plan North Station Building	WSP-712-D-WPA-DRG-67-BAT-ARC-1000
General arrangement plan platform level	WSP-712-D-WPA-DRG-67-BAT-ARC-1003
General arrangement plan overpass level	WSP-712-D-WPA-DRG-67-BAT-ARC-1004
General arrangement plan roof level	WSP-712-D-WPA-DRG-67-BAT-ARC-1006

General arrangement North Station elevation	WSP-712-D-WPA-DRG-67-BAT-ARC-1100
General arrangement east elevation overpass	WSP-712-D-WPA-DRG-67-BAT-ARC-1103
General arrangement long elevation overpass	WSP-712-D-WPA-DRG-67-BAT-ARC-1104
General arrangement part sections and elevations	WSP-712-D-WPA-DRG-67-BAT-ARC-1106
Detail overpass	WSP-712-D-WPA-DRG-67-BAT-ARC-1500
General arrangement section north lift core	WSP-712-D-WPA-DRG-67-BAT-ARC-1600
General arrangement section north stairs	WSP-712-D-WPA-DRG-67-BAT-ARC-1700
Schedule material board	WSP-712-D-WPA-DRG-67-BAT-ARC-3000
Visualisations 01-06	WSP-712-D-WPA-DRG-67-BAT-ARC-4000 - WSP-712-D-WPA-DRG-67-BAT-ARC-4005 inclusive

1.5 Pre-application meetings

A number of meetings have been held between the LXRP/WPA project team and Heritage Victoria (HV) officers regarding the proposed works. Lovell Chen have been in attendance at some of the meetings. The scope, options and designs for the works proposed developed iteratively in response to inputs resulting from these meetings. A high-level summary of issues discussed is provided below.

27 March 2023

HV provided comments (via email on 30 March) that included advice about the content of the HIS (this document), the need for the clocktower to remain the dominant vertical element at the station precinct and a preference for the delivery of conservation works at the station precinct as part of the project.

30 October 2023

The LXRP/WPA project team provided an update on what is in scope. That being limited to a DDA compliant overpass and other accessibility considerations including the entrance ramp.

Four options for the height of the overpass were presented. It was agreed that the second lowest option was preferred, primarily because visual impacts within the station precinct would be minimised. Also presented were works proposed to the customer service area of the North Station Building, and a ramp within the northern forecourt. The lowest option was not preferred due to impacts to the station canopies. The two higher options were discounted due to the visual dominance in comparison to the train hall.

8 December 2023

The LXRP/WPA project team provided an update on design development, including commentary about new sliding doors that would replace the aluminium-framed doors to the North Station Building main entry.

HV recommended exploration of options to minimise the use of handrails to the ramp up to the North Station Building.

13 February & 21 March 2024

Matters discussed included the ramp and stairs to the North Station Building entrance, and the confirmed scope of the project.

1.6 Stakeholder engagement

During April 2024, engagement discussions were undertaken by the LXRP/WPA project team and the groups listed below to discuss the design proposed:

Ballarat City Council	22 April
Grampians Disability Advocacy Group	8 and 23 April
Save Our Station	18 and 24 April
Ballarat Heritage Watch	11 April and 3 May
Ballarat Historical Society	29 April

2.0 DESCRIPTION AND HISTORY OF AFFECTED AREAS

Two locations at Ballarat Railway Station are affected by the proposed works: the area to the east of the Train Hall, which is the location for the pedestrian overpass; and the foyer within and approach to the North Station Building.

2.1 Area to the east of the Train Hall

As discussed above, further to consideration of a range of options the preferred location for the overpass is to the east of the Train Hall, of 1862 (Figure 5 and Figure 6). This location is readily accessible and will deliver an outcome where visual and physical impacts are minimised.

Features of primary significance in this location include the Train Hall itself, and the platforms and their canopies (Figure 7). The east wing of the South Station Building is an element of secondary significance, related primarily to the extent of alterations over time.

The South Station Building was constructed as part of a programme of improvements dating to the late 1880s. The east wing of the South Station Building has served a variety of support and service functions over time, including staff amenities.

As built, there was a laneway between the east wing and the Carriage Shed and an external courtyard to the south of the east wing, which was enclosed by a wall/fence (Figure 8 and Figure 9). The wall/fence and a number of small outbuildings in this location were demolished in the mid-1980s to create the present car park. By the 1930s, two unconnected partial upper levels had been constructed on the east

wing, containing staff quarters (Figure 10). The date of the additions to infill the space between the 1930s works has not been confirmed (Figure 12 and Figure 13).

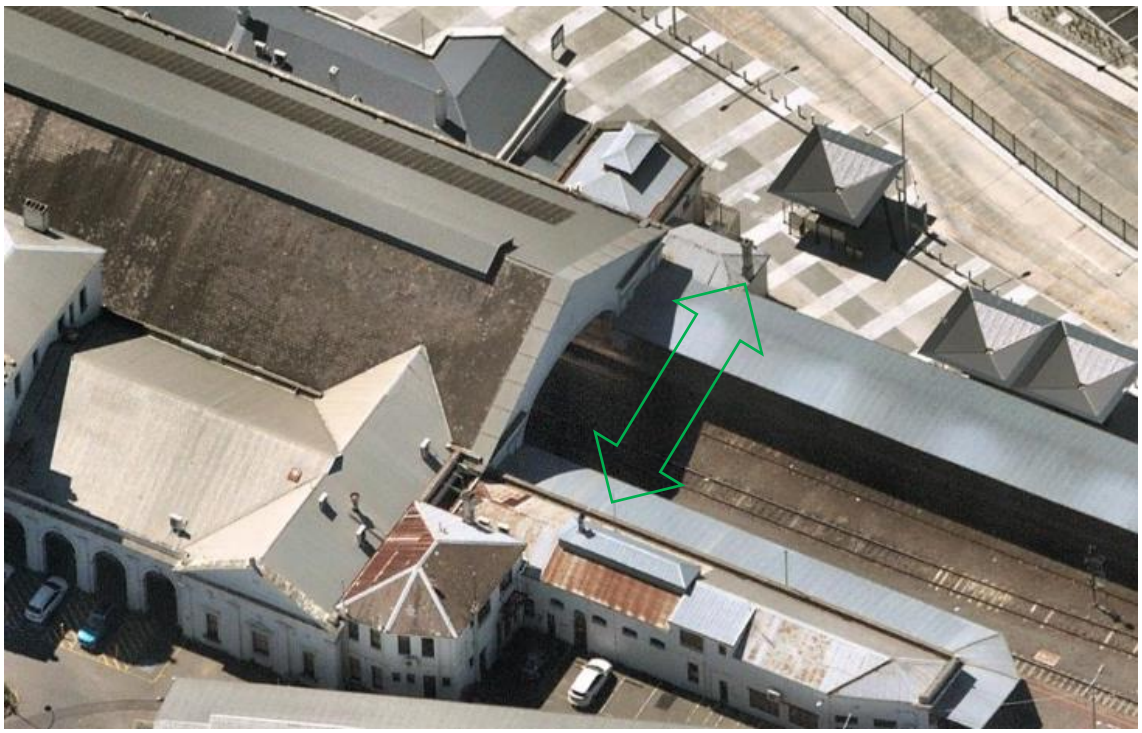

Figure 5 Oblique aerial view of the proposed location of the overpass
Source: Nearmap

Figure 6 View looking west towards the Train Hall

Figure 7 View looking west along the south platform

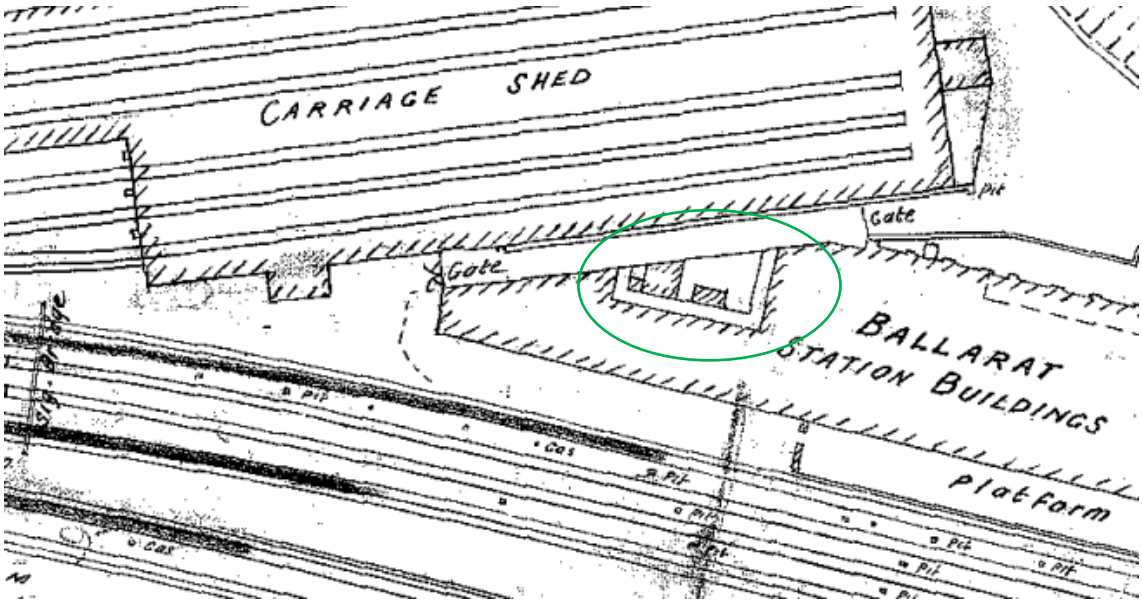

Figure 8 Survey plan, 1927, showing the original configuration of the east wing of the South Station Building (north is at bottom)
Source: Lovell Chen archives (scans of historic documentation supplied by Vic Track)

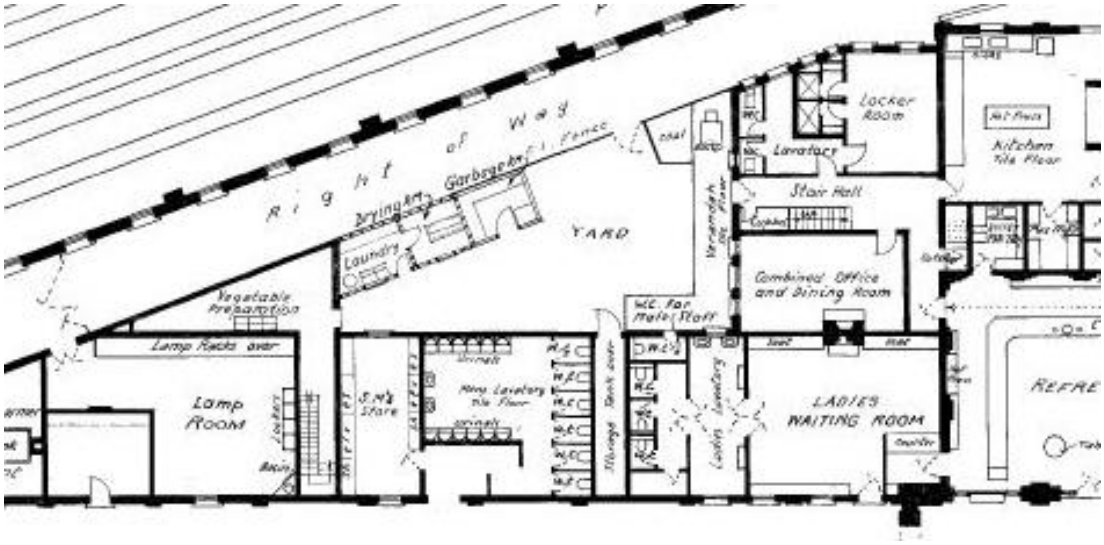

Figure 9 Plan (detail) of the South Station Building east wing, 1931 (north is at bottom)
Source: V R Ballarat Station Building, Surveyed 1931, Revised October 1950, Plan No. 848

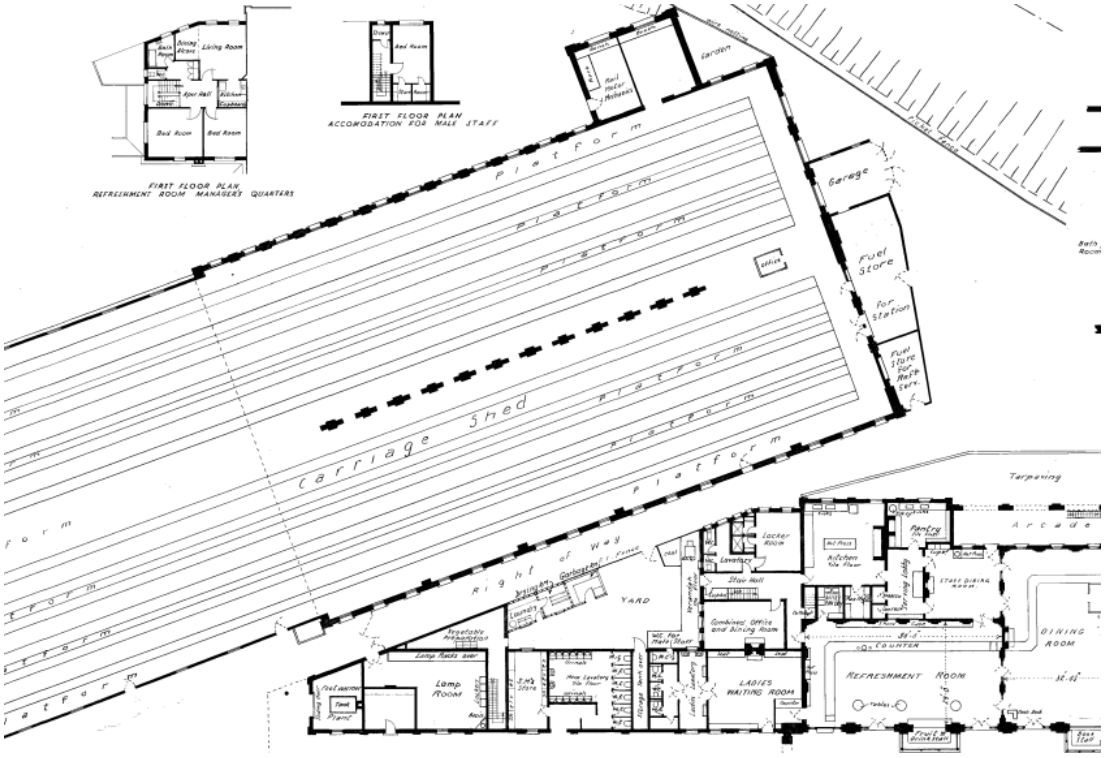

Figure 10 Plan of the South Station Building east wing (detail) showing the upper levels additions (top left) that had been added by 1950 (north is at bottom)

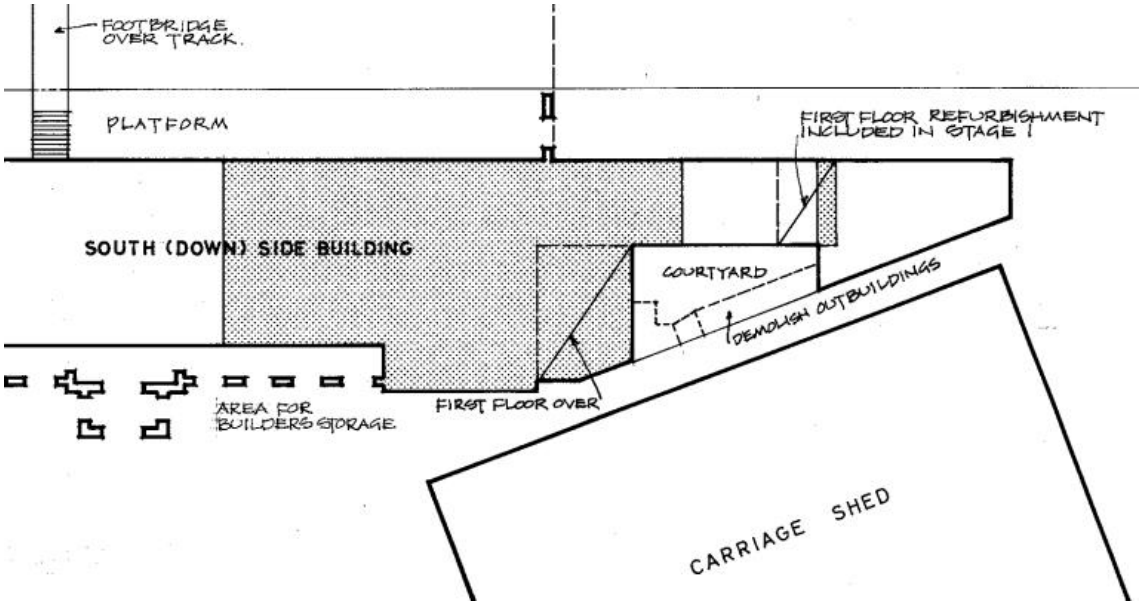

Figure 11 Plan of the east wing (detail), prior to demolition of the fence and outbuildings within the yard, 1985
Source: Lovell Chen archives (scans of historic documentation supplied by Vic Track)

Figure 12 South elevation of the east wing to the South Station Building (part), 2023: the indicative extent of the elevation that will be demolished is indicated

Figure 13 View looking west: the east wing of the South Station Building is at right: the indicative extent of the elevation that will be demolished is indicated

2.2 North Station Building and forecourt

The North Station Building is a single-storey Italianate structure built in 1862. Until the construction of the South Station building in 1890 the North Building served as the main entrance to the station, with public conveniences, ticketing facilities, staff offices and a small attic apartment. The building has been modified over time. External modifications also include the removal of chimneys, re-roofing, modifications to the east end (skillion roof) and the removal of some doors and windows. The central foyer was originally symmetrically composed (Figure 15 and Figure 16). In the mid-1980s the west wall was demolished (Figure 17). The original configuration of the foyer has since been re-established.

At the time of writing the west half of the building is tenanted (a gym), and the east half is vacant, including the former Porter's Room at the far east of the North Station Building,

The North Station Building is a building is primary significance. It is of historical significance as part of a collection of railway buildings dating from the establishment of the railway complex, along with the Train Hall, Engine Shed and Goods Shed. It is also a fine example of a single-storey Italianate railway building of the mid-nineteenth century.

The hardscaping to forecourt to the north was delivered in 2021 by Pellicano. Historically, this space has been asphalted (see Figure 16). The garden beds to either side of the entry are features of long-standing.

Figure 14 View of the west half of the north elevation of the North Station Building

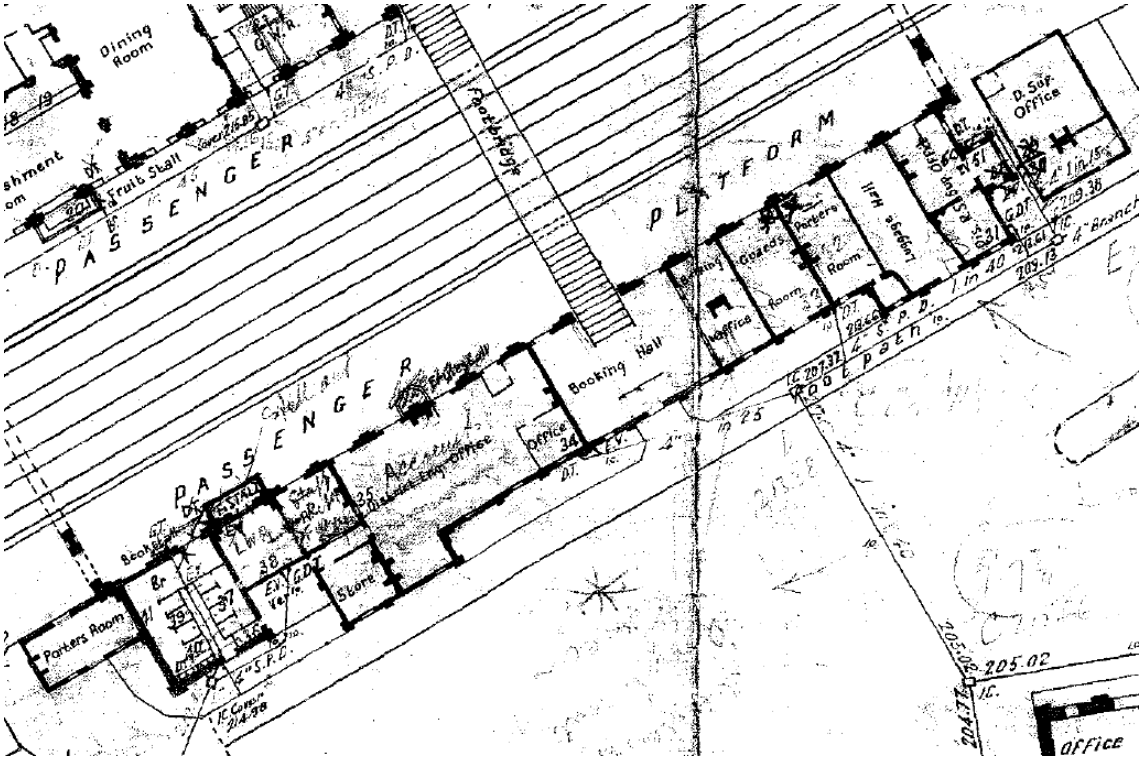

Figure 15 Plan of the North Station Building, c. 1920s: the booking hall was originally symmetrically planned
Source: Lovell Chen archives (scans of historic documentation supplied by Vic Track)

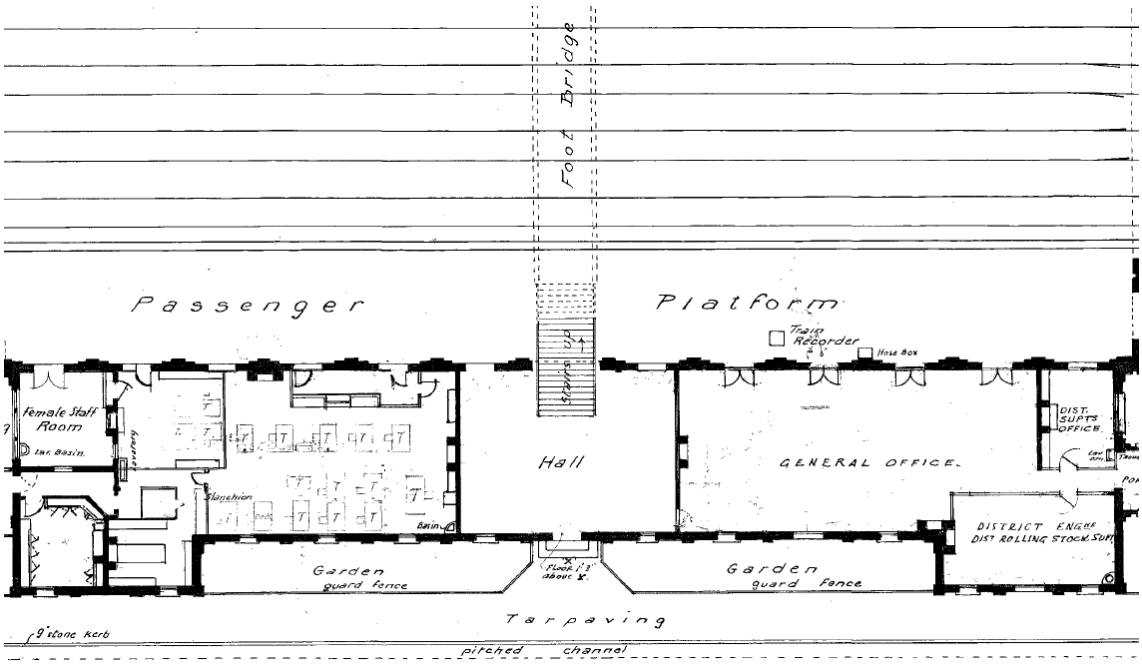

Figure 16 Plan of the North Station Building, 1953
Source: Lovell Chen archives (scans of historic documentation supplied by Vic Track)

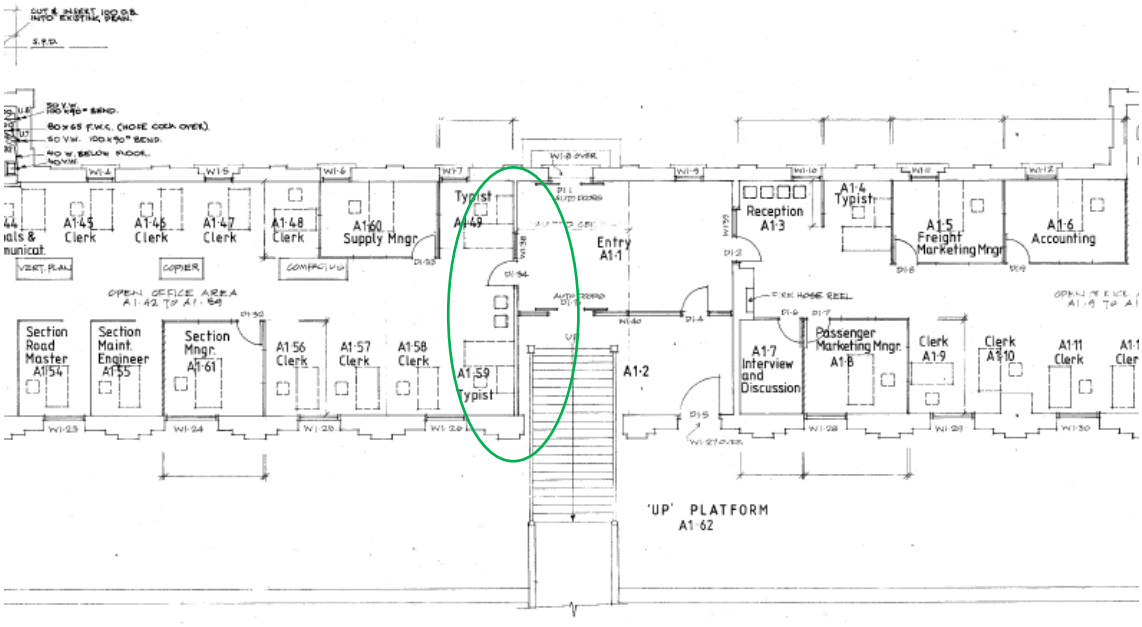

Figure 17 Plan of the North Station Building, 1985, for fit-out as office space: note demolition of the original west wall of the foyer and relocation to the west (indicated)
Source: Lovell Chen archives (scans of historic documentation supplied by Vic Track)

3.0 PROPOSED WORKS

As noted, the works proposed are required to address compliance shortcomings and respond to VCAT orders. Two areas of the railway station complex are affected, discussed below.

The design intent is to provide a weather protected area in front of the lift and stair. The new fabric is a carefully considered contemporary insertion, that will be read sitting inside the heritage fabric. The constrained and complex interface will be further developed through preliminary design.

The drawing has been amended to provide further clarity (detail below).

This additional information has been provided, based on the currently available design information. While the level of intervention is greater in this area, the location and rationale behind the location has been subject to extensive discussion with Heritage Victoria and other stakeholders to ensure the intervention is calibrated to the level of significance.

3.1 Area to the east of the Train Hall

3.1.1 Demolition

On the north platform, demolition associated with the stair and lift core is limited to a section of modern fence.

On the south side, demolition works to accommodate the lift and stair core are more extensive. Interventions to the east wing of the South Station Building include three openings to the north elevation facing the platform (see Figure 18); removal a section of the roof and the roof monitor in this location; removal of a section of the south elevation; and removal of all internal fabric in that location.

The width of the overpass is such that interventions to the canopies on both platforms will not be required.

3.1.2 New works

The new overpass and associated stair and lift cores will be located approximately 15 metres to the east of the Train Hall. The overpass, an enclosed steel-framed structure, is slightly cambered in profile. At its centre point the underside is 5.75 metres above the rail tracks, and the top of the 4.425 metre high structure is approximately four metres below the apex of the Train Hall gable end. Clearance between the platforms and the underside of the overpass is c. 4.75 metres – it varies with the fall of the platforms. The vertical circulation cores on the north and core platforms reach a maximum height of approximately 11 metres above the platform level. Tactiles will be installed to the new overpass.

The overpass is comprised of a Warren truss attached to top and base plates. The steel structure is clad in profiled and perforated steel sheeting finished in a light colour, creating a lightweight and visually permeable appearance. All services are contained within the structure. In seeking to minimise contrast, the colour palette (cream or white) draws upon the generally pale treatment of the existing station buildings (Figure 19).

The circulation cores include return stairs, lifts and associated plant. The stairs continue the perforated steel sheeting of the overpass, and the lifts are finished in aluminium sheeting. The minimal materials palette is completed at the ground level by fibre cement sheeting. Soft landscaping will be introduced at the base of the north lift shaft, in front of the cement sheeting. The intent is both to elevate the presentation of the space and to act as a graffiti deterrent (see Figure 20).

The presentation of the north elevation of the east wing of the South Station Building – where three openings are required, including two panels of solid render to match the existing and a doorway –

references the rhythm of the existing. Based on structural engineering advice, and analysis of the load bearing capacity of the existing fabric, there will be a requirement for the introduction of steel lintels into the existing masonry brick wall, spanning across the openings adjacent to the piers. Externally, full-width flat plates will cover the top reveal of these openings. These plates will be painted to match the adjacent existing wall.

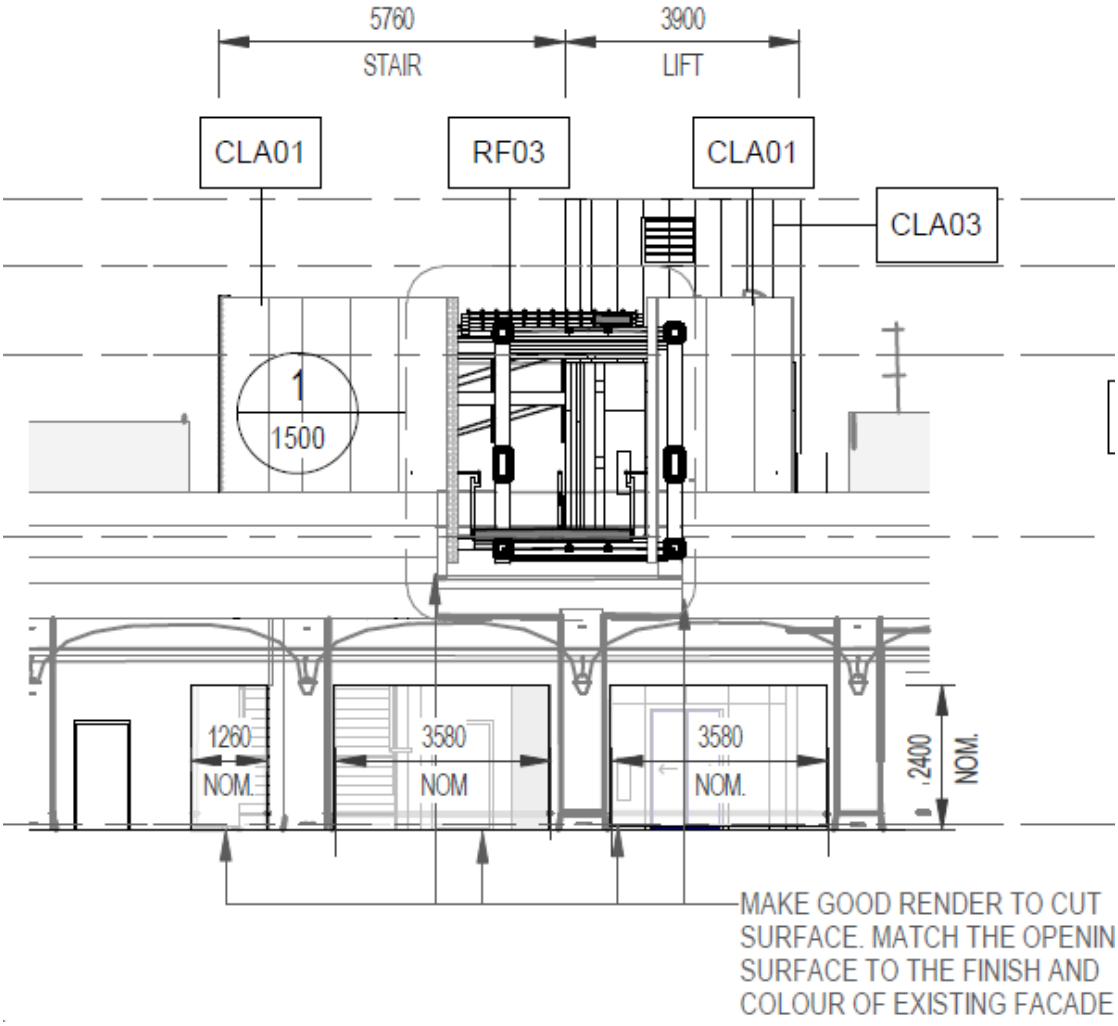

Figure 18 Overpass cross section, south
Source: LXRP and WPA documentation WSP-712-D-WPA-M3D-67-BAT-ARC-0000H, dwg 1204H

Figure 19 Visualisation of the overpass looking west from the north platform
Source: LXRP and WPA documentation WSP-712-D-WPA-M3D-67-BAT-ARC-0000H

Figure 20 Visualisation of the stair and lift core on the north side of railway station
Source: LXRP and WPA documentation WSP-712-D-WPA-M3D-67-BAT-ARC-0000H

3.2 North Station Building and forecourt

3.2.1 Demolition

Demolition associated with the compliance upgrades to the North Station Building includes: the bluestone steps; sections of the kerb to the east and west of the steps; the modern aluminium frame to the doorway; and part of the modern hardscaping to the northern forecourt, including modern surfacing and tactiles at the entry to the North Station Building.

3.2.2 New works

A new ramp is required to provide compliant access to the North Station Building. The concrete ramp structure, which has a gradient of 1:15, runs parallel to the building and extends eight metres to the east of the entry. The ramp kerb aligns with the edge of the existing garden located directly to the north of the building. A flight of five steps is proposed on alignment with the entry.

Handrails are required to both sides of the ramp and the steps. This relates to compliance with Disability Standards for Accessible Public Transport guidelines, which requires the provision of compliant all ability access for all public transportation projects. As noted above, with the aspiration of minimising (or avoiding) the need for handrails, multiple options for access were tested.

Landscaping beds are proposed at the north of the ramp and to the west of the steps. As is the case for the north lift/stair core (referenced above) the objective is to elevate the presentation of the area and act as a graffiti deterrent. Double sliding glazed door will be installed at the entrance of the North Station building, replacing the modern aluminium-framed doors.

New wall mounted lighting will be installed to the east wall of North Station building to provide sufficient lighting to the area north of the building including over the new landscaping and ramp.

In addition to the above, tactiles, handrails and kickplates will be installed under the existing heritage overpass on both platforms to address NCC compliance along the accessible route.

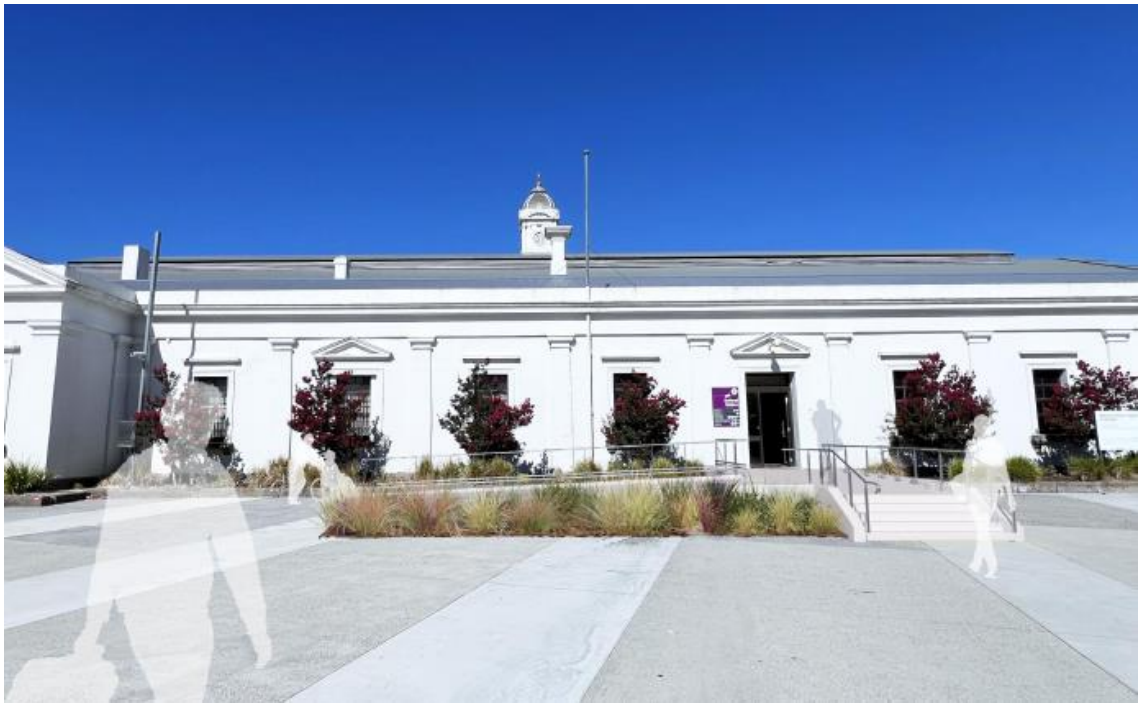

Figure 21 Visualisation of the ramp, steps and landscaping to the north of the North Station Building
Source: LXRP and WPA documentation WSP-712-D-WPA-M3D-67-BAT-ARC-0000H

4.0 ASSESSMENT OF HERITAGE IMPACTS

In determining whether to issue a permit for works, Section 101(2)(a) of the *Heritage Act 2017* requires that the Executive Director of Heritage Victoria weighs any detriment (or 'harm') that the application might cause to the heritage values of the place against any benefits that changes might bring.

In accordance with Heritage Victoria's *Principles for considering change to places in the Victorian Heritage Register*,[2] the starting point (Principle 1) for determining the significance of a place, and hence assessing the impact of works, is the Statement of Significance:

> Principle 1. Understand why the place is significant
>
> The heritage values and physical characteristics of a place must be clearly understood and articulated before contemplating change. The statement of significance is a useful starting point, but a more thorough analysis is often required.

The other four 'Principles' for considering change promoted by Heritage Victoria are as follows: *Principle 2*, A cautious approach; *Principle 3*, Protect significant settings and views; *Principle 4*, Respectful change and new built form; and *Principle 5*, Provide for upkeep.

2 *Principles for considering change to places in the Victorian Heritage Register*, https://www.heritage.vic.gov.au/__data/assets/pdf_file/0015/612402/Principles-for-considering-changes-to-places-in-the-Victorian-Heritage-Register-3.pdf, December 2022.

4.1 Cultural heritage significance

As per the VHR Statement of Significance, the Ballarat Railway Station complex is of historical, architectural, social and technological significance to Victoria. In summary:

The complex is one of the earliest and largest nineteenth century railway station complexes surviving in Victoria. The scale and relative grandeur of the site is an expression of the economic and social standing of the city of Ballarat in Victoria in the mid-nineteenth century. Further, the station complex has been a feature of, and influence on, Ballarat's urban landscape since the late-1850s – the siting of the station drove the redevelopment of Lydiard Street as a distinguished commercial streetscape between Sturt Street and the rail corridor from the 1870s.

The original North Station Building, Train Hall, Goods Shed and Engine Shed (all completed in 1862) are extant and form a railway grouping without equivalent in regional Victoria. The significance of this group is enhanced by the survival of other structures and features dating from the early 1860s, including the embankment, associated retaining wall, water tower base, pedestrian subway and drainage tunnel, together with the remnant sections of bull head rail located in the Engine Shed. In addition to its 1860s fabric, Ballarat also includes significant buildings and structures from the later nineteenth century, including the Boom-style South Station Building with its distinctive clock tower, interlocking sector gates and signal boxes A and B, all of which date from the late 1880s. The tower of the South Station Building, including its clock (added in the 1980s), is a landmark in the local context.

The Railway Station precinct has long been valued by the local community for its associations, continuity of use, character and history.

In addition to the above, it is considered that the Ballarat Railway Station complex derives significance for its continuity of use for passenger services since the 1860s.

4.2 The extent to which the works would affect the cultural heritage significance of the registered place.

4.2.1 Impact on historical significance

The Ballarat Railway Station complex derives historical significance primarily as a large regional transport interchange that retains high levels of integrity to its establishment and development between the 1860s and 1890s. At the local level, the complex has been a feature of, and influence on, Ballarat's urban landscape since the late-1850s.

The works proposed will support the ongoing use of the place and will not result in detrimental impact on its scale or its legibility as a transport interchange. The overpass is sited such that physical impacts to areas of significance are minimised – as noted above and discussed further below, the east wing of the South Station Building has been subject to iterative change over time. The location of the overpass is also one that will minimise visual impacts within the railway station complex (as discussed above). Critically, the overpass will not threaten the landmark presence of the 1890 clock tower and will be concealed, to the extent possible, from Lydiard Street (identified as significant views in the 2002 CMP).

The ramp and steps to the north of the North Station Building will facilitate activation of that building in a manner that is equitable and consistent with historic precedent. The works have no potential to result in detrimental impact to the historical significance of that building, or the precinct generally.

In summary, the works proposed will not result in detrimental impact on the historical significance of the Ballarat Railway Station complex.

4.2.2 Impact on architectural significance

The Ballarat Railway Station complex includes an important collection of nineteenth century railway buildings and structures that provide evidence of the main functions of a station at a major regional centre including goods handling, passenger transport and engine and carriage servicing. The major buildings are also representative of nineteenth century railway architecture, including functional/standardised buildings, mid-nineteenth century Italianate railway architecture (the North Station Building), and a later, more exuberant Boom-period architecture (South Station Building). Several of the buildings at the complex are of architectural significance in their own right. The proposed works will affect the North Station Building, Train Hall (to the extent of visual impact) and the east wing of the South Station Building.

North Station Building

Albeit altered, the original North Station Building is a fine example of a single-storey Italianate railways building of the mid-nineteenth century. In its planning and layout (pavilion forms oriented to face the approach road) it is similar to the now-demolished Ballarat East and Bendigo stations and to the surviving building at Castlemaine.

The works proposed to the North Station Building are generally positive from a heritage perspective. The modern aluminium framed entry doorway will be replaced with a new double-glazed sliding door, and equitable access will be facilitated by a low-scale ramp and steps that will sit clear of the existing building. Demolition is limited to sections of the non-original garden beds kerbs that flank the entry.

Train Hall

The Train Hall is one of the most significant buildings at the complex. Both from within the station and in views towards it, the large scale and distinctive form of the Hall make it one of the dominant features of the place. In particular, the interior, with its exposed system of iron trusses, continuous lantern roof, arcaded down-side wall, and (later) iron footbridge, contributes to the singular quality of the traveller's arrival and departure experience at Ballarat. The Train Hall is a rare example of this building type – Geelong and Ballarat are now the only non-metropolitan stations in Victoria to retain a large nineteenth century train hall.

The overpass, located c. 15 metres from the Train Hall, will sit as a foreground element in views of the Train Hall from the east. These views are primarily appreciated by patrons arriving on trains, with some visibility from Mair Street to the south. The height of the overpass (the top of which is approximately four metres below the apex of the Train Hall gable) is such that impacts on views to the Train Hall and within the railway complex generally are minimised – commentary on the multiple locations contemplated for the overpass, and the height options for the for the overpass in the preferred location is at Section 1.2.1. Critically, the Train Hall will continue to be understood as a large-scale freestanding element within the station environs. Additional insertions including the handrails will address compliance issues and will not diminish the appreciation or understanding of the existing space.

As seen from within the Train Hall the overpass will be experienced as a modern insertion of relatively modest scale which is responsive to its setting in terms of materiality and character (Figure 22). The perforated metal cladding system will assist in managing the bulk and presence of the overpass, as well as enabling a reading of the truss system, which references the 1877 overpass within the Train Hall (Figure 3).

Figure 22 Visualisation of the overpass looking east from within the Train Hall
Source: LXRP, WPA and Metro documentation WSP-712-D-WPA-M3D-67-BAT-ARC-0000H

East wing of the South Station Building

The east wing of the South Station Building has, as noted at Section 2.1, previously been altered. It is considered that previous change in this location, as well as the back-of-house/service functions that the space has historically been used for, are such that further change – appropriately managed – can reasonably be contemplated. It is also noted that the south elevation of the east wing is largely concealed in views from the public realm (see Figure 12 and Figure 13).

Demolition associated with the proposed south stair and lift core in this location includes a section of the south elevation, three punched openings to the platform-facing north elevation and all internal fabric. The new works – which also include a new male locker room and WCs – slotted into the space and project into the former services yard (now a staff car park) at the south. The works will be readily legible as modern interventions. Materials include perforated metal cladding, fibre cement sheeting and aluminium cladding.

The corrugated metal sheeting, flashing and gutters to the roof of the east wing of the South Station Building are of limited intrinsic value from a heritage perspective and can reasonably be retained or replaced as required. Consistent with the physical evolution of this area (a service wing), the sheeting in this area is a patchwork of fabric from different eras.

When tying in the new works to the existing, the intent is to minimise the extent of the existing roofing to be replaced and will be dependent on the existing materials with the replacement of like-for-like materials including corrugated sheet metal, or folded flashing profiles.

4.2.3 *Impact on technical significance*

As per the existing VHR Statement of Significance, the 'technological significance' of the railway complex:

> […] hinges on the survival of bull head rail in the former carriage shed, the evidence of the removed locomotive traversers in the engine shed, and the signal boxes. The bull head rail, secured to the sleepers with wooden keys, was superseded by 1873 and recalls traditional British railway practice and the comparatively small locomotives, in use at that time.
>
> The signal boxes recall late nineteenth century safe working practices. Today, Ballarat retains the largest surviving interlocked installation in the state. The Winters block telegraph instruments are now rare and the sector gates similarly depleted, comparing only with Ballarat East, Ballarat C & D, Kyneton in country areas. The modified type 6 frame in Ballarat "B" Box is unique at the State level and compares with type 6 frames elsewhere. They were once commonplace.
>
> The Signal Gantries postdate construction of the 1888 additions. They compare with the gantries which existed at Bendigo and Flinders Street Station, now demolished, and have significance as the largest surviving installations of its type to be fitted exclusively with somersault signals. They form an essential component in the interpretation of the role of "B" Box, but they did not exist for the first fifty years in the life of the early station buildings.

The bull head rail lines and the signal boxes will be unaffected by the compliance upgrade works.

4.2.4 *Impact on social value*

The VHR Statement of Significance suggests that:

> The social significance of the complex arises not only from its use as a point of arrival and departure on journeys undertaken prior to and following the advent of the motor car but also from the nature of the trips. Ballarat Station was used by race patrons for five racecourses in the district and special trains were run at holiday times to Burrumbeet Park and to the Lal Lal Falls. Special timetables applied during recognised holiday periods and the station was for a period the focus for local passenger services to Skipton, Waubra, Buninyong and Daylesford. Its existence gave rise to the construction for the "Provincial" Hotel, Reids Coffee Palace and "Victoria House," and it was [for] approximately three quarters of a century a transfer point for rail and tramway passengers.

This assessment does not align with contemporary understandings of social value as articulated in, for instance, the 'Understanding and assessing cultural significance' Practice Note to the *Australia ICOMOS Charter for Places of Cultural Significance*, 2013 (the *Burra Charter*), or *Guidance on identifying places and objects of state-level social value, as adopted by the* Heritage Council of Victoria, *in Victoria*, 4 April 2019.

While a comprehensive analysis of social values has not been undertaken, based on a limited analysis of historical, anecdotal and observational evidence it can be observed that local resident and community groups, including Ballarat Heritage Watch, Save Our Station and the local chapter of the National Trust have a high degree of interest in heritage and planning matters. For instance, community sentiment expressed during the development of a masterplan for the renewal off the southern part of the station precinct (in 2020-21) included affection for the cultural significance and aesthetic character of the

station buildings, for bluestone buildings (including the Engine Shed) and infrastructure including signal boxes and heritage gates, and for the quality of the station as a landmark and a link to the past.[3] Misgivings included concern about poorly maintained, unused or fire-damaged spaces; concern about the 'first impressions' of visitors and the poor framing of heritage buildings within the station forecourt. While in some ways these might be understood as concerns about amenity, they may also be interpreted as evidence of an attachment to the station as an outward facing symbol of the city, and a desire for an encounter with 'history' or 'heritage' during a travel experience.

The compliance upgrade works proposed will not result in detrimental impact upon the social values of the place as framed in the existing Statement of Significance.

As related to the broader understanding that groups within the local community have a strong and demonstrated interest in the presentation and management of the railway precinct, it is possible that the works proposed will be understood as both necessary and the product of a systematic process of options analysis. Recognising that social value is held by the community this would, however, need to be tested through engagement with resident and community groups.

4.3 The extent to which the application, if refused, would affect the reasonable or economic use of the registered place.

In considering s. 101(2)(b) of the *Heritage Act*, reference has been made to Heritage Victoria's *Reasonable or economic use policy* of June 2021.

The reasonable use of the railway station relates to a need for the facilities at the public place to be available to all members of the community. As discussed in this HIS, the reason for the compliance upgrades is to address to shortcomings in this regard.

The compliance upgrades, if refused, would affect the reasonable use of Ballarat Railway Station as a resource for all Victorians. Refusal would also affect the ability for DTP to comply with the VCAT Deed of settlement handed down in 2019.

4.4 If the applicant is a public authority, the extent to which the application, if refused, would unreasonably detrimentally affect the ability of the public authority to perform a statutory duty […]

The applicant for the compliance works is LXRP, which is an operational arm of DTP. The owner of the land and infrastructure is Victorian Rail Track (VicTrack).

Under the *Transport Integration Act* (TI Act), 2010 (Victoria), VicTrack is 'the custodial owner of the State's transport-related land, infrastructure and assets' (s 119). This Act recognises the aspiration of Victorians for:

> […] an integrated and sustainable transport system that contributes to an inclusive, prosperous and environmentally responsible State.[4]

---

3 Victorian Planning Authority and City of Ballarat, *Ballarat Station Southside Precinct Masterplan – Phase 1 Community Engagement Report,* June 2021, https://vpa.vic.gov.au/wp-content/uploads/2021/06/Phase-1-community-engagement-report-Ballarat-Station-Southside-Precinct-1-June-2021.pdf

4 *Transport Integration Act 2010* (Vic), s 6.

The Act defines the core objectives of public transport to provide for social and economic inclusion; environmental sustainability; economic prosperity; integration of transport and land use; efficiency, reliability and coordination; and safety, health and well-being.[5] It also defines decision making principles, which include, among other things, principles of equity, transparency and community engagement.[6]

VicTrack both owns transport-related freehold land and controls Crown land vested to it under the *Crown Land (Reserves) Act* 1978. VicTrack leases operational land and assets to the Department of Transport and Planning (DTP). The Department then manages sub-agreements with operators, including V-Line.

As related to the present application, refusal of a permit would impede the ability of VicTrack and DTP to provide a service in a manner consistent with its statutory obligations, namely the *Disability Standards for Accessible Public Transport 2002*, formulated under subsection 31 (1) of the *Disability Discrimination Act 1992.*

4.5 Conclusion

The works proposed to the Ballarat Railway Station complex have been calibrated to deliver an outcome that achieves a balance between the need to address compliance shortcomings as well as a range of other considerations including the heritage values of the place. The approach is also responsive to Heritage Victoria's *Principles for considering change to places in the Victorian Heritage Register*, including understanding why the place is significant, adopting a cautious and respectful approach and seeking to manage impacts on key views.

Key issues from a heritage perspective relate to visual and physical impacts, particularly associated with the pedestrian overpass. A code compliant and enclosed overpass is an unavoidably substantial structure, including lift and stair cores on each platform. In seeking to minimise its visual presence all reasonable and practicable endeavours were observed, including the identification of multiple options for a suitable location. Once a preferred location had been identified, four design options were developed, each of varying height. These options were discussed with HV officers, who also provided advice and commentary about the integration of the structure into the existing built environment in a manner that minimises impacts on significant fabric and responds appropriately to the setting.

On balance, it is considered that the extensive exploration of options and iterative design development has been effective in delivering an overpass that achieves an appropriate balance between compliance and heritage considerations. While the overpass will be a large visible intervention, it will not compromise an ability to appreciate the Ballarat Railway Station complex as a group of nineteenth century railway buildings that are significant individually and collectively.

As noted above, the works proposed to the North Station Building are generally positive from a heritage perspective. The modern entry doorway will be replaced with a new double-glazed sliding door, and equitable access will be facilitated by a low-scale ramp and steps that will sit clear of the existing building.

5 *Transport Integration Act 2010* (Vic), s 7-13.

6 *Transport Integration Act 2010* (Vic), s 14-21.

5.0 SUMMARY OF EXPECTATIONS REGARDING CONDITIONS

The following provides a summary of expectations regarding conditions, in the event that a permit is granted for works identified in this application:

5.1 General conditions

Approved works or activities are to be planned and carried out in a manner which prevents damage to the registered place/object. However, if other previously hidden original or inaccessible details of the object or place are uncovered, any works that may affect such items must immediately cease. The Executive Director, Heritage Victoria must be notified of the details immediately to enable Heritage Victoria representatives to inspect and record the items, and for discussion to take place on the possible retention of the items, or the issue of a modified approval.

The Executive Director, Heritage Victoria must be informed when the approved works have been completed.

The works approved by this permit must be carried out in their entirety unless otherwise agreed in writing by the Executive Director, Heritage Victoria.

Construction ready drawings must be submitted to the Executive Director, Heritage Victoria for endorsement.

5.2 Heritage Protection Plan

Prior to the commencement of any of the works approved by this permit, a Heritage Protection Plan must be submitted to the Executive Director Heritage Victoria for approval. Once approved, the Heritage Protection Plan will be endorsed and will then form part of the permit. The Heritage Protection Plan must include a sequencing program for the approved works, details of any temporary infrastructure and services required, protection methods for the heritage place during the undertaking of the works and a work site layout plan.

5.3 Salvage

Prior to the demolition works approved by this permit (principally relating to the east wing of the South Station Building) an audit of significant fabric and items shall be prepared by a qualified heritage consultant and submitted to the Executive Director Heritage Victoria. During the demolition works the fabric/items shall be retained (salvaged) and stored on site for potential re-use associated with future works programs for refurbishment/reactivation.

5.4 Photographic recording

To ensure that an accurate archival record is created of the current conditions of the areas affected by this permit (North Station Building and areas to the east of the Train Hall), a comprehensive archival quality photographic record, in accordance with Heritage Victoria protocols, shall be summited to the Executive Director for approval prior to the works approved by this permit commencing.

5.5 Historical archaeology

All works must cease, and Heritage Victoria must be contacted if historical archaeological artefacts or deposits are discovered during any excavation or subsurface works.

(*Note*: In the event of unexpected finds, the processes set out at Appendix A 'LXRP Unexpected Finds Process sheet' will apply.)

5.6 Period of validity

The permission granted for this permit will expire if one of the following circumstances applies: the permitted works have not commenced within two years of the original date of issue of this permit or are not completed within four years of the original date of issue of this permit. Commencement of the permit begins with onsite physical works.

The Executive Director Heritage Victoria is to be given five working days' notice of the intention to commence the approved works.