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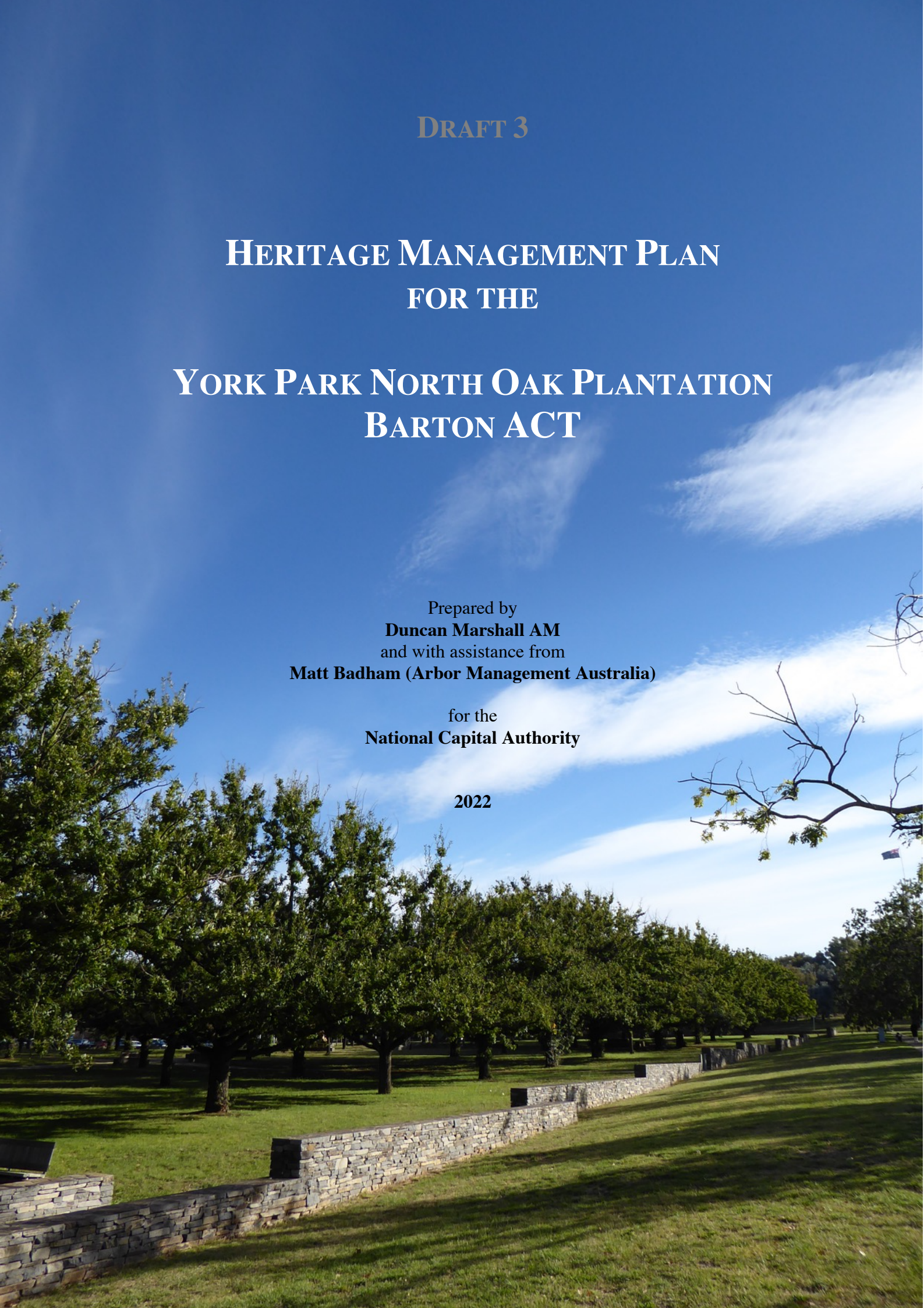
HERITAGE MANAGEMENT PLAN
FOR THE

YORK PARK NORTH OAK PLANTATION
BARTON ACT



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for the
National Capital Authority

2022

EXECUTIVE SUMMARY

This heritage management plan for the York Park North Oak Plantation provides a sound basis for the good management and conservation of this place and its heritage significance. This heritage management plan:

- describes the plantation;
- provides an overview of the history of the place;
- offers evidence related to historic, aesthetic, scientific and social values;
- analyses all of this evidence and provides a statement of significance for the place;
- considers opportunities and constraints affecting the management of the plantation; and
- provides a conservation policy and implementation strategies to guide management and conservation.

The York Park North Oak Plantation is entered on the Commonwealth Heritage List (it is actually called the York Park North Tree Plantation in the List) under the *Environment Protection and Biodiversity Conservation Act 1999*. This listing protects the heritage values of the place, and imposes a number of obligations including the need to prepare a management plan. This plan is an update of a 2008 version.

The York Park North Oak Plantation is at the northern end of a larger area called York Park in Barton, ACT. The plantation has a range of heritage values related to its history and historical associations, rarity, as an example of a plantation, and creative achievement qualities. The plantation is:

- historically important because of its role in the early development of Canberra;
- unusual for its formal arrangement, single species and wide tree spacing;
- important as one of six early plantations in Canberra, which is still largely intact;
- historically associated with Alexander Bruce, Albert, Duke of York and Romaldo Giurgola;
- of value for its creative achievement; and
- is also significant for its contribution to the setting of the adjacent Parliament House Vista.

The heritage management plan considers a number of implications arising from this heritage significance, as well as a range of other legislative, management, physical and stakeholder issues. A number of stakeholders have expressed an interest in and concern for the plantation, including that the oaks should be conserved. The range of constraints and opportunities have been used as the basis for the development of an extensive set of conservation policies and implementation strategies including those related to:

- liaison;
- conservation of the plantation;
- the broader setting for the area;
- use of the place;
- new development; and
- interpretation.

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1. INTRODUCTION

1.1 BACKGROUND AND PROJECT OBJECTIVES

The York Park North Oak Plantation is a plantation of oaks in central Canberra which has been entered in the Commonwealth Heritage List (it is actually called the York Park North Tree Plantation in the List). The plantation is located at the northern end of the larger area which is called York Park. In accordance with section 341S of the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act), the Australian government agency which owns or controls a place which is on the List must prepare a management plan for the place. The National Capital Authority controls the plantation, and this heritage management plan has been prepared to meet its legislative obligations.

This plan is an update of a 2008 version (Marshall, Boden, Mann and Rowell), and takes into account a review of the earlier plan undertaken in accordance with section 341X of the EPBC Act.

However, this management plan is more than just a legislative obligation. It is intended as a living and working document to help guide the conservation management of the area, especially with regard to changes that are or maybe proposed, or which will inevitably arise.

A copy of the Commonwealth Heritage List citation for the plantation is reproduced at Appendix A.

Previous advice from the then Department of the Environment, Water, Heritage and the Arts has indicated that management plans should not consider potential National Heritage values. Accordingly they have not been considered.

This heritage management plan is the same as a conservation management plan – the term more widely used in the heritage industry.

Definitions

Name of place
While the name of the plantation in the Commonwealth Heritage List is the *York Park North Tree Plantation*, it is suggested that the name, *York Park North Oak Plantation* is more descriptive. Accordingly, the latter name is used throughout this report.

Conservation
In this report, the term conservation is generally used to mean, "all the processes of looking after a place so as to retain its cultural significance" (Australia ICOMOS 2013, Article 1.4). These processes include maintenance, preservation, restoration, reconstruction and adaptation. This definition follows the *Burra Charter*.

In accordance with the EPBC Act 1999, the broad nature of cultural significance also has to be appreciated. It includes not only the physical elements of a place (for example the trees and landscape) but can also include intangible values such as historical associations, traditional use and community attachment. Conservation has to take all of these values into account. (See for example the Commonwealth Heritage criteria at 10.03A of the

EPBC Regulations 2003 (No. 1) and the requirements for management plans at 10.03B of the regulations.)

One of the principles underpinning the *Burra Charter* is a recognition that heritage places change through time for a variety of reasons. Good heritage practice manages this change with the objective of retaining cultural significance. It does not necessarily seek to freeze a place in time, nor turn every place into a museum. (See for example Australia ICOMOS 2013, Articles 1.9, 3.2, 15, 21, 22 and 27.)

1.2 CONDUCT OF PROJECT

Overview

As a project to review and update the 2008 heritage management plan, the earlier plan provides the basis for the current plan.

The methodology adopted for this plan is in accordance with *The Burra Charter: The Australia ICOMOS Charter for the Conservation of Places of Cultural Significance* (Australia ICOMOS 2013). This can be summarised as a series of steps as shown in Figure 1 below.

Figure 1. Basic Steps of Conservation Management Planning

Source: Summarised from Australia ICOMOS 2013

In total, the preparation of the 2008 plan and this heritage management plan has involved a range of consultations, research, inspections and analyses (Chapters 2 and 3). These provided a sound understanding of the place, and led to the preparation of a statement of significance. This work also provided an understanding of the constraints and opportunities related to the current and future management of the place. The statement of significance (Chapter 4) and the information about constraints and opportunities (Chapter 5) were used as the basis for developing a conservation policy and implementation strategies (Chapter 6).

In some cases, the information in the earlier plan was reviewed and found to be satisfactory for the current plan. In other cases, the text was updated given the passage of time and other changes. Some information from the 2008 plan reflects views and sources at that time, and some details or references may have changed. Given the conclusions based on this information are still thought to be generally valid, those details and references have not been updated.

The update was also informed by the management plan review. Details of the review can be found at Appendix J.

Botanical Survey

The site was visited three times in December 2006 and twice in January 2007 as part of the preparation of the 2008 plan. The earlier visits were on days and at times when the critically endangered Golden Sun Moth *Synemon plana* was flying at the nearby grassland site on the corner of Sydney Avenue and National Circuit. These visits were to determine if the moth occurs on the oak plantation site. Two observers walked up and down between the rows of trees at about 1 pm on warm sunny days.

The ground layer vegetation was surveyed during the January visits. Predominantly native and predominantly exotic vegetation was mapped, and a species list was prepared.

No new survey work was undertaken as part of the update of the current plan.

Public Consultation

[XXX to be completed following public consultation]

1.3 Purpose of the Plan

The purpose of this plan is to provide a management plan for the York Park North Oak Plantation in accordance with the obligations under the EPBC Act, including an understanding of its heritage values (Chapter 4), and conservation policies and implementation strategies for its future management (Chapter 6).

1.4 Limitations and Non-Conforming Aspects

The following factors limited the work undertaken as part of preparing the 2008 plan, and remain relevant:

- a number of aspects of the history of the plantation remain unclear and further archival research may help resolve these matters, notably:
  - the origin of the idea for the coppices;
  - the reason for the additional two types of trees sent from Kew;
  - the exact location, proposed plantings and planting pattern for all of the coppices;
  - whether Coppice Nos. 2 and 3 were ever started;
  - whether the Bunya Pine was part of one of the intended coppices;
  - confirmation that Coppice No. 5, the York Park plantation was planted out in 1931;
  - the date when Lord Stonehaven initiated Coppice No. 6;
- confirmation of what survives of the coppices which were planted or at least started;
- Indigenous heritage values have been subject to limited research, into archaeological evidence only;
- only very limited social value research was undertaken, including that related to potential aesthetic values; and
- only limited research was possible into the special associations of the plantation with important figures, such as Alexander Bruce and the Duke of York.

This management plan conforms with the *Burra Charter* (Australia ICOMOS 2013) and there are no non-conforming aspects to note apart from the limitations above.

1.5 CONSULTANTS

The consultants for the project are Duncan Marshall AM and Matt Badham (Arbor Management Australia).

The consultants for the 2008 version of the management plan were Duncan Marshall, Dr Robert Boden, Alan Mann (Canopy Pty Ltd) and Alison Rowell, with assistance from Peter Fogarty (Soil & Land Conservation Consulting).

1.6 ACKNOWLEDGMENTS

The consultants wish to acknowledge the kind assistance of the following people and organisations who assisted with the preparation of the heritage management plan.

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Jarrad Needham	National Capital Authority
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Sujie Song	National Capital Authority
Rob Tindal	National Capital Authority

2. DESCRIPTION, HISTORY AND OTHER EVIDENCE

2.1 LOCATION AND BOUNDARIES

The York Park North Oak Plantation is located at the southeast corner of State Circle and Kings Avenue in Barton, ACT. The plantation is Block 4, Section 1, Barton.

The formal boundary of the area defined in the Commonwealth Heritage List (CHL) is,

> About 1.75 ha, in Barton, comprising that area of Block 2 [the block number has changed], Section 1, between Windsor Walk, State Circle, Kings Avenue and a line parallel to Kings Avenue 100 metres to the south-south-east (ie extending from the formed kerb on the most southern side of Kings Avenue). (DAWE 2021b)

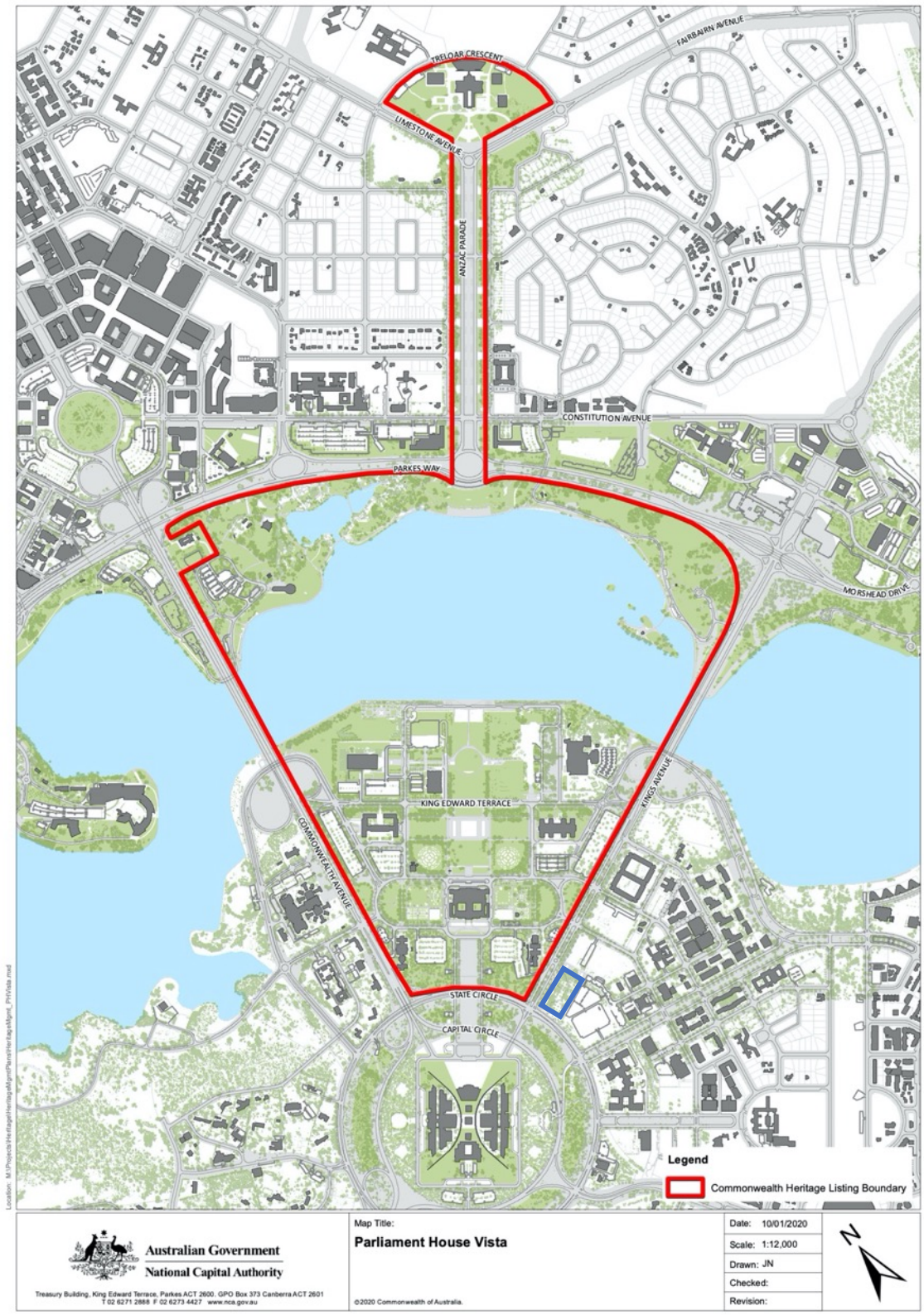
Refer to Figures 2 to 4.

It should be noted the CHL boundary is somewhat different from the current walled area of the park. The CHL boundary includes a larger area than the walled area, especially to the Kings Avenue and State Circle frontages.

The block boundary is also greater than the CHL area on the southern side. The block boundary was created to allow for a 12.5 metre tree protection zone on this side of the plantation, and this boundary includes a greater area than is provided by the CHL boundary (see Figure 4).

It is also worth noting that the overall boundaries of York Park are those shown on Figure 3. At various times and in other contexts York Park has been portrayed as extending further south to Canberra Avenue, including St Andrew's Church. However, this suggested extension would formally appear to be an error. While this error does not arise in the context of this plan, readers may detect the error when comparing this plan to other documents.

Figure 2. Location Plan of York Park North Oak Plantation (dark blue line) in relation to the Parliament House Vista area (red line)
Source: Base image NCA



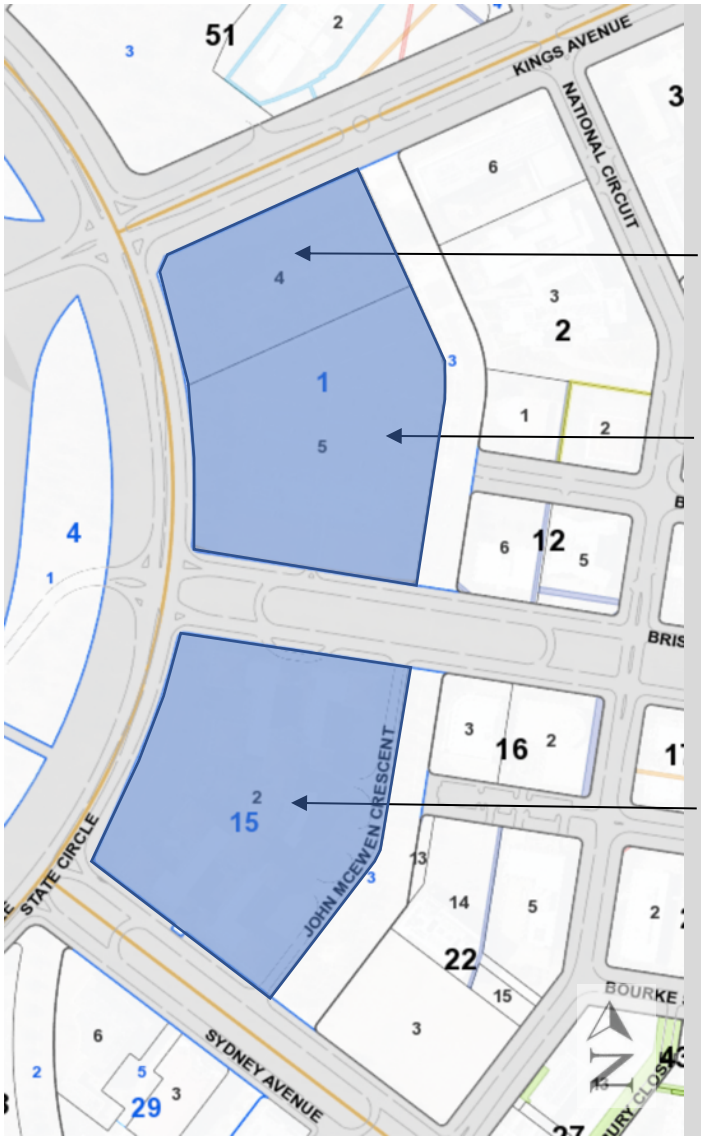


Figure 3. Block and Section Plan of York Park and Oak Plantation
Source: Base image ACTmapi

Figure 4. Existing Site Plan of York Park North Oak Plantation showing Commonwealth Heritage List Boundary (red dashed line) – not all trees have ID numbers
Source: Base image NCA

Notes for Figure 4: Not all trees have ID numbers. Tree canopy based on 2015 data. Perimeter walls not shown. Accuracy of paths not known.

2.2 DESCRIPTION AND CONDITION

Landscape surrounding the Plantation

The area surrounding the plantation is a combination of extensive roadways, grassed areas, mature exotic trees, native woodland, a large carpark and pathways. The landscape gently slopes down to the northeast and south.

To the north of the plantation is an unirrigated grassed road verge with mature exotic trees, then Kings Avenue and on the far side the lawn and exotic trees which provide a setting for East Block. West is an unirrigated grassed road verge with mostly native trees and some exotic trees, then State Circle and on the far side the native woodland slopes of Capital Hill.

South of the plantation is a surface carpark on the remaining northern half of York Park. This carpark extends to Brisbane Avenue to the south.

East of the plantation is a strip of land called Windsor Walk which includes gravel and concrete paved areas, some mature exotic and native trees, and powerlines. Beyond this strip are a series of buildings with attendant carparks and landscaping.

York Park North Oak Plantation

The plantation is located on gently sloping land which rises to the west and north.

The plantation comprises 78 mature, semi-mature and juvenile English Oak trees (*Quercus robur*) laid out in a regular grid of 6 x 13, with the trees spaced 12.19 metres (40 feet) apart. Trees on the boundary of the plantation tend to be larger than those within the plantation. The oak which is believed to be the one planted by the Duke of York in 1927 is located at the northwestern corner of the plantation. A juvenile oak was planted by Romaldo Giurgola AO in 2010 to commemorate his association with the plantation.

The understorey is grass. There is a suggestion in the tussock pattern that some of the grasses may have been planted.

There are remnants of the original native vegetation community (Natural Temperate Grassland) in the plantation, though this has been extensively modified. This includes native grasses (*Themeda australis*, *Austrostipa spp* and *Austrodanthonia spp*) as well as other native plants (*Dianella longifolia* and *Eryngium rostratum*). (Butler 2004)

The plantation is bounded by low stone perimeter walls. The walls have breaks and are stepped in plan and elevation at several points. Bollards are placed at wider openings of the walls. There is a network of exposed aggregate paths inside the plantation, along with stone accent paving. There are also some informal desire paths through the plantation.

There is a timber plate embedded in the ground to the south of the plantation, within the dripline of the last row of trees. While its purpose is not known, it may be to mark the southern boundary of the Commonwealth Heritage listed area.

Within the plantation are several seating areas formed by stone walls and timber seats, along with several stainless steel and Corten interpretative/commemorative signs.

A small utility box is located to the southeast of the plantation, and a drain and short channel are located on the eastern side of the plantation. Also on the southern side of the plantation about midway along is a small concrete slab, which appears to be associated with some former activity or minor building.

Figure 5. Aerial view of the plantation in 2020
Source: ACTmapi

Figure 6. View of York Park plantation from the west across State Circle
Duncan Marshall 2021

Figure 7. Duke of York's oak
Duncan Marshall 2021

Figure 8. Interpretive sign for the Duke of York's oak
Duncan Marshall 2021

Figure 9. North side of the plantation with Kings Avenue to right
Duncan Marshall 2021

Figure 10. East side of plantation and Windsor Walk to right
Duncan Marshall 2021

Figure 11. South side of plantation and carpark to left
Duncan Marshall 2021

Figure 12. View into plantation from southeast corner with seating area
Duncan Marshall 2021

Figure 13. North-south central pathway viewed from south
Duncan Marshall 2021

Figure 14. West side of plantation, including self-sown oak adjacent to perimeter wall
Duncan Marshall 2021

Figure 15. East-west central pathway viewed from west
Duncan Marshall 2021

Figure 16. Immature oak in plantation
Duncan Marshall 2021

Figure 17. Stone entry paving to plantation with carved name at the northwest corner
Duncan Marshall 2021

Figure 18. Example of stone walling and timber seating
Duncan Marshall 2021

Condition of the Plantation

This section provides information about the condition of the plantation, prior to consideration of the heritage significance of the place in the following chapters. It provides a general impression about condition. Section 5.3 provides a detailed analysis of condition and integrity related to the actual significance of the plantation.

The plantation is in fair condition with the health of individual trees varying from poor to good. There are a number of issues with some trees which have poor structure or are performing poorly. There are also issues with some of the constructed features, such as cracked paving and eroded paths, missing stones in the walls, deteriorated timber seats, and the periodic/seasonal build-up of acorns on paths.

2.3 ASSOCIATED PLACES

The plantation is associated with several other places and a group of places. These are the:

- whole of York Park;
- Bunya Pine (*Araucaria bidwillii*) located opposite the plantation on the north side of Kings Avenue, also planted by the Duke of York;
- the group of five other coppice[1] plantations established or proposed in Canberra in the late 1920s or early 1930s; and
- the Parliament House Vista conservation area, also entered on the Commonwealth Heritage List.

These associated places are identified on Figures 2 and 23, where their locations are known.

The nature of the associations between these places and the plantation is discussed in the following sections.

In addition, to the east of the plantation in Windsor Walk is a thicket of oaks. It would appear that these may have been young trees temporarily heeled-in for later planting elsewhere. However, this planting did not occur. It has been speculated that these trees are associated with the creation of the plantation. No evidence has been found for this association, and a 1945 aerial photo of the plantation (see Figure 36) does not show the thicket, suggesting it dates from well after the 1931 establishment of the plantation.

[1] The term 'coppice' was used in the historical documentation of the 1920s and appears to have been intended to refer simply to a plantation of trees. The current meaning of coppice, as a wood grown for periodic cutting, is quite different.

2.4 OVERVIEW HISTORY

This history deals with:

- an overview of the development of Canberra 1911-1939;
- Canberra's urban forest 1913-1960s;
- the York Park site 1911-27;
- the opening of Provisional Parliament House and the Royal Visit 1926-27;
- the origins and initial plantings for the York Park North Oak Plantation;
- York park site 1928-31 – Hinkler's visit, its re-naming and completion of the plantation;
- the planting of the other coppices;
- development in the vicinity of the plantation from 1931 to the present day; and
- the later history of the plantation from 1931 to the present day.

An Overview of the Development of Canberra 1911-1939

The Federal Capital Territory was created in 1911 and Walter Burley Griffin won the competition for the design of Canberra as the nation's capital in 1912 (actually Walter was the lead designer and Marion Griffin a contributing designer). Work began on the creation of the capital but it was largely deferred because of the First World War. The development of Canberra was given new priority in the early 1920s when the Federal Capital Advisory Committee (FCAC) was established with the purpose of completing sufficient permanent buildings to enable the Commonwealth Parliament to move from Melbourne to Canberra. (Gibbney 1988, pp. 1, 11, 27-8, 40, 44; Reid 2002, p. 149)

Following the competition plan, Griffin prepared a preliminary plan of 1913 and a revised plan in 1918. Griffin ended his formal association with the development of Canberra in 1920. In 1925, what is sometimes called the Official Plan was gazetted based on Griffin's last plan, and this was used to guide development in the following decades. (Reid 2002, pp. 108-111, 144-7, 178-9)

The 1920s saw considerable progress in establishing Canberra as a city, with particular attention being paid to building the Provisional Parliament House (now Old Parliament House). In addition, there was infrastructure such as roads, public buildings like schools, commercial buildings and housing. (See for example Gibbney 1988, pp. 109-140) The work was begun by the FCAC which was replaced by the Federal Capital Commission (FCC) in 1925.

Parks and gardens including trees were a major and extensive feature of the new city. While the Griffins provided a general basis for this, later planners and Charles Weston, in charge of parks, gardens and afforestation from 1913-26, gave real form to the garden city. Special efforts were made to beautify the city with parks, gardens and plantings in the lead up to the opening of Parliament. This aspect is discussed in more detail below. (Reid 2002, pp. 127-9, 157, 360; Federal Capital Commission 1927, p. 13)

However, the end of the decade saw the onset of the Great Depression and economic and social hardship. In response, the Government significantly curtailed funding for the continued development of Canberra. Accordingly, the 1930s was a period of very limited development activity. Towards the end of the 1930s and with the outbreak of war in 1939, there was some increased level of development activity in response to the security situation. (Gibbney 1988, pp. 159-206)

Canberra's Urban Forest 1913-1960s

Canberra's rural landscape, including the Molonglo River floodplain, was very open and devoid of trees, especially on the plains, in the period prior to it becoming the site for the nation's capital in 1911. This changed dramatically over the decades, beginning with the work of Charles Weston, initially the Officer-in-Charge Afforestation, later Superintendent of Parks and Gardens, in the period 1913-26. (This section is based on Pryor and Banks 2001, pp. 202-210)

Weston embarked on a program of tree planting on the hills, and for the city site he,

> planted densely and extensively with a mixture of native and exotic species in formal and informal arrangements. He broadened the role of landscape planting far beyond its incidental use… by pursuing large-scale structure plantings such as in Haig and Telopea Parks and in the Parliamentary Triangle. (Pryor & Banks 2001, pp. 202-3)

His primary aims were to:

- ameliorate the harsh climate;
- achieve seasonal effects and beautify the landscape with trees native to the area and others which achieved good results as quickly as possible; and
- undertake experiments to test the performance of trees, including the use of research arboreta.

Weston interplanted with fast growing, short-lived species to achieve a quick effect. He influenced the urban landscape in a number of ways including:

- establishing wide medians on main avenues to allow for extensive formal tree plantings;
- creating large scale shelter, screen and structure plantings;
- creating informal groupings of trees in parks to avoid monotony; and
- the use of a range of species, especially exotic conifers and deciduous trees, with native trees in appropriate situations.

The Great Depression in the 1930s slowed landscape development. Alexander Bruce succeeded Weston from 1927-37 and he was followed by John Hobday from 1937-44. One of the major features of this period was the application of forest silvicultural management practices to the maturing urban forest. Thinning and removing short-lived and overplanted areas began in this period, sometimes against public opinion.

From 1944 to 1958, under the direction of Lindsay Pryor, landscaping expanded rapidly. Pryor broadly followed Weston's policies although he moved from Weston's formal and wide geometric designs to substantial informal massed plantings employing both native and exotic species, and leaving some open space. During the 1960s, the National Capital Development Commission's Harry Oakman focussed attention on several areas including the Parliamentary Triangle. He sought maximum display, minimum maintenance and an accent on nature – though the practice of using both exotic and native species continued. (Pryor & Banks 2001, pp. 204-10)

York Park Site 1911-27

The history of the overall York Park site (it was not named this till 1928) in the period 1911-27 has not been comprehensively researched. However, the following tentative

comments are offered.

At the time the Federal Capital Territory was created in 1911, the site appears to have been open grazing land with few trees. The extent to which tree clearing for European settlement had changed the landscape is not clear. The site merged into the slope of Kurrajong Hill (later re-named Capital Hill) and the hill retained some native woodland. Figure 22 from 1927 gives a sense of the openness of the site.

The Griffins various plans from 1911 to 1918 all defined a road system to bound the site, although the shape of the site changed from something shaped like two half circles, to the current shape. (Reid 2002, pp. 52, 110, 146. See also Figure 17.) The Federal Capital Commission essentially worked from the 1918 plan to form the bounding roadways during the 1920s. Otherwise, the site appears to have remained an open paddock until 1927.

All of Griffins' plans suggest the northern part of the site, at least, was to be parkland of some sort, although the 1913 plan shows a railway station within the parkland (see Figure 19).

Figure 19. Detail of Griffin's 1913 Plan for Canberra with the site of York Park highlighted
Source: Reid 2002, p. 110

Opening of Provisional Parliament House and the Royal Visit of 1927

While there were many projects which together comprised the initial phase of the development of Canberra, the focus of attention was on the construction of the Provisional Parliament House (now Old Parliament House), and its planned completion in 1927. The Provisional Parliament House was the centrepiece of the new capital, albeit a provisional centrepiece, and was to be the new home for the Parliament.

The opening of Parliament House on 9 May 1927 was undertaken by the Duke of York, as the highlight of a series of events to celebrate the occasion. Albert, Duke of York was the second son of King George V. Albert later became King George VI upon the abdication of

his elder brother King Edward VIII in 1936. Albert and Elizabeth, the Duke and Duchess of York, visited Australia between March and May 1927 and one of the principal reasons for the visit was to undertake the opening ceremony. They travelled to and from Australia on *HMS Renown*, and during their stay visited all States. (*The Australian Encyclopaedia* nd, pp. 513-4)

The Duke and Duchess of York arrived in Canberra on 7 May by train from Sydney. They stayed at the Governor-General's official residence, Government House in Yarralumla. The opening ceremony for the Provisional Parliament House took place late in the morning of Monday 9 May. In the afternoon, the Duke reviewed Australian military forces and witnessed a flypast by the RAAF. This took place in the open area south of the Parliamentary Triangle, called at the time the Review Ground and later re-named York Park. A large rotunda was constructed on the Review Ground for official guests to view the ceremony. While the day had been sunny, it rained late in the afternoon as the Duke left a reception hosted by the Returned Soldiers League, and rain persisted into the night. (Gibbney 1988, pp. 126-130)

The itinerary for the 10th of May varied from the published program at the time as the Duke "indulged in a round of golf" in the morning before the formalities could commence (*Sydney Morning Herald*, 11 May 1927). In one of the main ceremonies of the day, the Duke and Duchess attended a reception at Parliament House, then watched a large procession of citizens from the district from the steps of the building. They lunched at the Royal Military College at Duntroon and presented the King's colours to the College. Afterwards, the Royal party toured the north of the city. The tour was intended to cover the south of the city as well, in the morning, but this was cut except for what could be accommodated as the party drove from Yarralumla to Parliament House.

There were three tree planting ceremonies undertaken by the Duke and Duchess on 10 May:

- the Duke planted an Atlas Cedar[2] at Government House, Yarralumla in the morning before leaving for Parliament House;
- in the morning the Duchess planted a Cricket Bat Willow and a Eucalypt on a site near the corner of Continent Circuit (now National Circuit) and Wellington Avenue (now Canberra Avenue – the site is part of the current Forrest Primary School), as the initial plantings for Coppice No. 1; and
- late in the day the Duke planted an English Oak and a Bunya Pine on either side of Federal Avenue (now Kings Avenue) near the corner with Capital Circle (now State Circle), as the initial plantings of Coppice No. 5. (Boden 1994a, pp. 3-4; Daley 1994, p. 100; see Figure 18)

In addition, the Royal couple also witnessed the Prime Minister planting trees to initiate Coppice No. 4. (*Sydney Morning Herald*, 11 May 1927; this may also be the event reported in Gibbney 1988, p. 257, which refers to the planting of an elm and a eucalypt)

The Duke and Duchess departed Canberra for Melbourne by train late on the night of 10 May.

[2] This was originally thought to be a Cedar of Lebanon.

Figure 20. Itinerary for the Royal Tour of Canberra for 10 May 1927
Source: Federal Capital Commission 1927, p. 80

PROGRAMME OF THE CEREMONIES IN CONNEXION WITH THE OPENING OF PARLIAMENT HOUSE BY HIS ROYAL HIGHNESS THE DUKE OF YORK, 10TH MAY, 1927—*continued.*

Time.	Event.	Special Action.
a.m.		
9.45	The Prime Minister and Mrs. Bruce, the Minister for Home and Territories and Mrs, Marr, the Chief Commissioner of the Federal Capital Commission and Lady Butters, Commissioner Sir John Harrison, K.B.E., and Miss Harrison, and officers of the Commission detailed for duty were in attendance	
10.30	His Royal Highness planted a tree in Government House Grounds	*Cedrus Lebani* (Cedar of Lebanon)
10.45	THEIR ROYAL HIGHNESSES AND THEIR EXCELLENCIES LEFT GOVERNMENT HOUSE BY MOTOR CAR, along route defined, to inspect portion of City	Police advance and rear escorts only in motor cars
	HER ROYAL HIGHNESS PLANTED TWO TREES; one from the Royal Botanic Gardens, London, the other from the Canberra Nursery	1 *Salix Alba Caerulea* (cricket bat willow), near intersection Wellington Avenue and National Circuit 1 *Eu. Rubida* (White Gum).
11.30	THEIR ROYAL HIGHNESSES HELD A PUBLIC RECEPTION on the steps of Parliament House Public entrée without card or restriction	Their Royal Highnesses stood, public filed past four abreast.
p.m.		
12.45	Their Royal Highnesses retired to President's Room .. Their Excellencies retired to Leader of Senate's Room	Changed clothes
1.00	His Royal Highness the Duke, attended by Chief of Staff and one Equerry, and His Excellency attended by the A.D.C., departed for Duntroon	Police escort
1.00	Her Royal Highness the Duchess and Her Excellency Lady Stonehaven departed for Government House	Police escort
1.15	His Royal Highness arrived at Royal Military College Guard of Honour of Corps of Staff Cadets Royal Salute	
1.30	His Royal Highness lunched with Commandant and Staff	
2.30	Consecration of Colours	
2.45	HIS ROYAL HIGHNESS PRESENTED COLOURS TO THE CORPS OF STAFF CADETS	
3.15	His Royal Highness inspected College	
3.45	HIS ROYAL HIGHNESS AND HIS EXCELLENCY LEFT DUNTROON TO INSPECT NORTHERN AND PART OF SOUTHERN PORTION OF CITY	
4.40	Arrived Parliament House and attended R.S.S.I.L.A. Meeting Afternoon tea	
5.10	His Royal Highness planted two trees, one from the Royal Botanic Gardens, London, the other from the Canberra Nursery	1 *Quercus Robur* (English oak), 1 *Araucaria Bidwillii* (Queensland Bunya Bunya Pine) near intersection of Federal Avenue and Capitol Circuit.
5.15	Left for Government House	His Royal Highness and His Excellency drove together
5.30	Arrived Government House Evening private	
9.30	Their Royal Highnesses left Canberra Railway Station for Melbourne	

Figure 21. The Duke and Duchess of York at the opening of Parliament House – 9 May 1927
Source: ACT Heritage Library, reference 000277

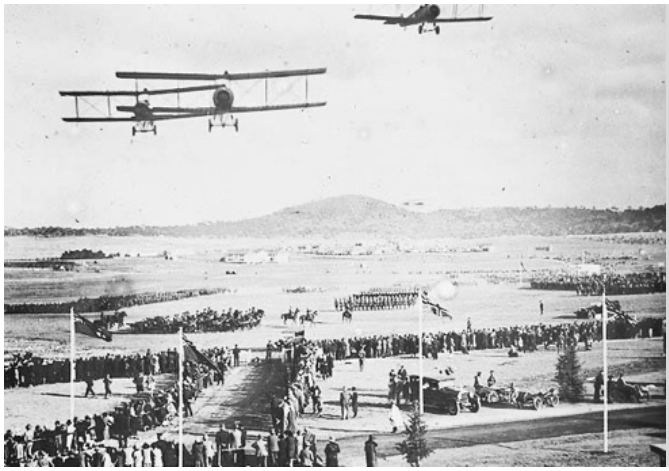


Figure 22. Royal Review at the Review Ground (York Park) during the visit by the Duke and Duchess of York, May 1927
Source: National Library of Australia, nla.pic-an11030057-154

Figure 23. Location of the Review Ground within the overall York Park site
Source: Copy held by the National Capital Authority, reference A12710/5

The Origins and Initial Planting for the York Park North Oak Plantation 1926-27

The program for the opening of Provisional Parliament House in May 1927 included a range of other events taking advantage of the presence of the Duke and Duchess of York in Canberra. One such event was the ceremonial planting of a range of English trees to commemorate the links between Britain and Australia.

In September 1926, the Federal Capital Commission (FCC) proposed that the Duke and Duchess plant trees close to and in front of the Provisional Parliament House. John Murdoch, the Government architect of the building, suggested a slightly revised location, and also suggested the Duke and Duchess should plant additional Poplars in the courtyards of the Parliament House. Two Poplars had previously been planted by visiting dignitaries. There is no evidence to suggest the Duke and Duchess actually did plant the Poplars, although they were eventually planted. (NAA CP325/6 Bundle 1 – Trees and Tree Planting file: Letter from Murdoch to Owen, 14 October 1926)

In November 1926 the Australian Prime Minister, Stanley Bruce was in England and held

discussions with staff of the Royal Botanic Gardens at Kew. The Gardens offered four specimen English trees, an oak, elm, beech and Cricket Bat Willow, to be planted during the visit of the Duke and Duchess of York to Canberra in 1927 when the Duke would open the Provisional Parliament House. These trees were to form the nucleus of "separate coppice[s]", and Bruce had discussed the proposal with the Curator of the Botanic Gardens, Sydney, Edward Ward, who was also in London around this time. (NAA CP325/6 Bundle 1 – Trees and Tree Planting file: Cablegram from Bruce to Earl Page of 20 November 1926)

It is not clear where the idea for the ceremonial plantings originated. It seems that either Bruce or the Royal Botanic Gardens, Kew, was the initial proponent. Either way, the Royal Botanic Gardens certainly offered the gift of a few specimen trees.

Bruce contacted the Federal Capital Commission which agreed with the proposal. (NAA CP325/6 Bundle 1 – Trees and Tree Planting file: Cablegram(?) from J McLaren to Prime Minister's Department, 24 November 1926)

Ward subsequently explained his proposal to the Federal Capital Commission.

> I advised that, as English trees for specimen purposes had already been planted at the Capital City, a much bolder scheme would be to create a Royal or English vista by the planting of four coppices of English trees, the Duke of York to plant the nucleus of the British Oak coppice, to consist of not less than 100 trees, the Duchess to plant the graceful Beech, the Governor General the ancient Elm, and the Prime Minister the economic Willow.
>
> It was thought that for authenticity these four trees should be English grown and supplied by the Royal Botanic Gardens own nursery, imported and acclimatised by the Sydney Botanic Gardens or the Canberra Nursery, and that the remainder be propagated and grown at our State Nursery at Campbelltown or at the Canberra Nursery…
>
> Particular care should be taken in the selection of a site, and these coppices well planned to secure in the future a worthy landscape vista. (NAA CP325/6 Bundle 1 – Trees and Tree Planting file: Letter from Ward to Federal Capital Commission of 30 November 1926; reproduced at Appendix A)

So the initial idea of either Prime Minister Bruce or the Royal Botanic Gardens was developed by Ward into coppices of trees.

As it turned out, the plants supplied by the Royal Botanic Gardens, Kew, included 8 beech, 8 oaks, 8 Horse Chestnut, 6 Cricket Bat Willow, 6 alder and 6 elms. The reason for the additional two types of trees is not known.[3] The plants were sent by the ship *SS Balranald* in December 1926 to the Royal Botanic Gardens in Sydney where they were potted, nurtured and kept before shipment to Canberra. (NAA CP325/6 Bundle 1 – Trees and Tree Planting file)

In March 1927, the FCC Chief Commissioner, John Butters, indicated some details of what had now become six coppice sites as follows:

- Site 1 for HRH Duchess of York to plant a Cricket Bat Willow;
- Site 5 for HRH Duke of York to plant an oak;
- Site 6 for HE the Governor-General Lord Stonehaven to plant a beech;
- Site 4 for the Prime Minister Bruce to plant an elm (Butters preference), though earlier proposals involved an oak; and

[3] There is evidence to suggest that Ward was sent some trees for his own purposes at the same time, unrelated to the ceremonial plantings in Canberra. However, the records are not entirely clear. NAA CP325/6 Bundle 1 – Trees and Tree Planting file: Letter from Bean to Ward of 17 December 1926.

- Sites 2 and 3 for other (future?) ceremonial plantings.

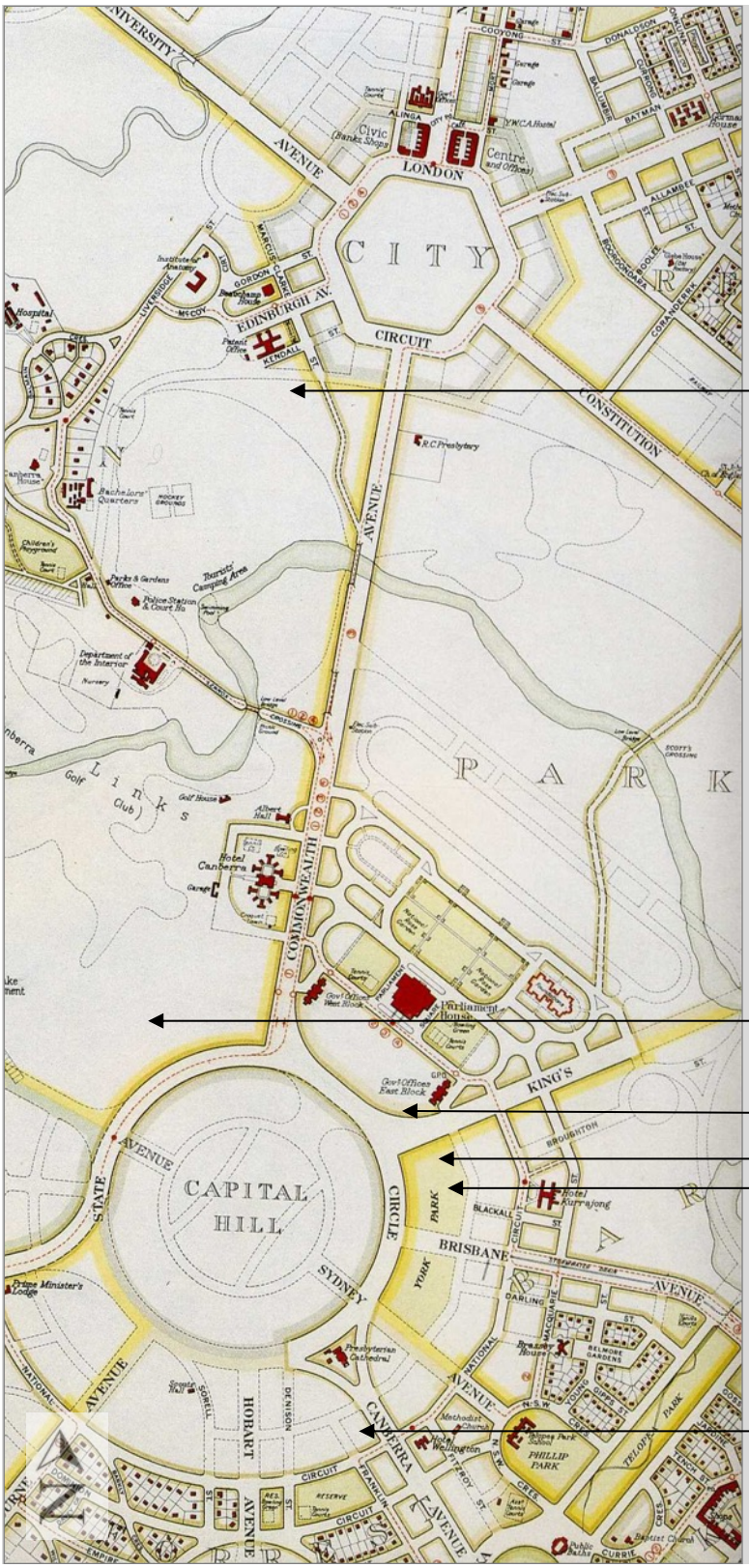


Figure 24. Detail of 1933 Map of Canberra showing known Coppices/Plantings
Source: 1933 Map of Canberra prepared by the Property & Survey Branch of the Department of the Interior, National Library of Australia

The Acting Superintendent of Parks and Gardens in Canberra, Alex Bruce, had prepared a plan of the coppice plantings (though this has not been sighted). Butters also wanted a native tree planted nearby on each ceremonial occasion. It is apparent he thought a Eucalypt would be the native tree in each case.

> I propose also to arrange for Their Royal Highnesses each to plant an Australian native tree. Please arrange for Mr Bruce to advise the most suitable tree for this purpose which I should like, if possible, to form either part of a coppice or be located in an ordinary avenue or circuit tree planting position as near as possible the coppice site; probably the latter proposition would be the best. I particularly wish to avoid having to take the Duke and Duchess to a second site… (CP325/6 Bundle 1, memorandum from Butters to Chief Engineer, FCC, of 4 March 1927; reproduced at Appendix A)

All of the initial plantings associated with Coppices 1, 4, 5 and 6 were intended to take place in May, if not actually during the Royal visit. With regard to Coppices 2 and 3 Butters wrote,

> please have these also developed in readiness for planting other trees which will be available and which may be required for ceremonial purposes. (CP325/6 Bundle 1: Memorandum from Butters to Chief Engineer, FCC, on 4 March 1927)

It is not absolutely clear if Butters meant that other ceremonial plantings for Coppice Nos. 2 and 3 might take place during the Royal visit or at some future stage, or both.

On 31 March 1927, Weston, the retired former Superintendent of Parks and Gardens in Canberra, met Ward and inspected the plants which Weston said were in very good condition. However, he expressed the view that the beech, Horse Chestnut, Cricket Bat Willow and Alder were "not altogether suitable" for Canberra's conditions. (CP325/6 Bundle 1: Letter from Weston to FCC on 1 April 1927)

On 12 April the Acting Superintendent of the Parks and Gardens Branch, Bruce, met Weston in Canberra. They inspected the proposed planting sites, which Weston approved of, and the types of native trees to be planted were also chosen. Up to this point, the basis for Weston's involvement is not clear. However, Weston was formally engaged by the FCC to assist with the Royal visit in May, after his visit to Canberra in mid-April. (CP325/6 Bundle 1: Memorandum from A E Bruce to Chief Engineer, FCC, on 14 April 1927)

Charles Daley, a witness to the actual planting, recorded his recollection of the planting by the Duke on 10 May as follows.

> …the Duke, as his last official act of the long programme, planted two trees, one an English oak from Kew Gardens, England, and a bunya-bunya pine, near the western end of King's Avenue. I have never seen more expedition at a planting ceremony. This was caused by the weather which, after being especially fine for the whole of the earlier functions, began to break, a heavy storm appearing with flashes and rolling thunder-claps. The Duke was obviously anxious to avoid being drenched to the skin, so he performed the plantings 'like lightening'. (Daley 1994, p. 100)

One source suggests that the Bunya Pine was also intended to be an initial planting for one of the coppices. A planting plan of the time and for the area shows Bunya Pine plantings in the same locality but to an irregular pattern, unlike the regular grid of the oak plantation. (Federal Capital Commission 1927, p. 14; *Plan Showing Permanent Planting at Governmental Group Canberra* [c1927?], copy held by the ACT Heritage Library)

All the initial specimens of English trees for the various coppices were as supplied by the Royal Botanic Gardens at Kew. The native trees were supplied by the Government's Yarralumla Nursery.

York Park site 1928-31: Hinkler, Re-Naming and Completion of the Plantation

In 1928 the pioneer Australian aviator, Bert Hinkler, flew into Canberra and landed at the

Review Ground. He was greeted by a large crowd. Hinkler had won national praise that year for successfully completing the first solo flight from England to Australia. The rotunda provided for the 1927 Royal visit was still present on the Review Ground. (Davison and others 1998, p. 314; see Figure 21)

Also in 1928, the Review Ground and surrounding land were re-named York Park in honour of the Duke (*Commonwealth Gazette*, No. 99, 20 September 1928, p. 2643).

> As a compliment to the Duke, and as a permanent memorial of the historic occasion, the area in which the review was held was later named York park by the Federal Capital Commission. (Daley 1994, p. 98)

At the same time, Windsor Walk was named in honour of King George V, whose surname was Windsor.

The remainder of Coppice No. 5 seems to have been planted in 1931 as part of unemployment relief work funded by the Department of Home Affairs.[4] Correspondence of the period records that,

> In the case of York Park… it was found necessary to enlarge the tree positions and to chip the grass to a greater distance from each tree in order to afford better opportunity for root development and growth generally. (NAA A1 1935/2405: Memorandum from Lancaster to the Secretary of the Department of Home Affairs, 8 December 1931. Reproduced at Appendix A)

The tree stock was likely raised at the Yarralumla Nursery.

By 1931, the Great Depression was having severe economic and social effects, including in Canberra. While the Government drastically reduced funding for the overall development of the capital city, it none the less gave some funding for public works to provide relief work for the unemployed. Many projects were undertaken in the early 1930s, including road works, street tree and other tree planting. The coppice planting was one of these projects. (NAA A1 1935/2045, A6272 E434, A6272 E180)

Figure 25. Crowds gather to see Bert Hinkler land in York Park, then called The Review Ground, March 1928
Source: ACT Heritage Library, reference 003634

[4] The plantation was not visible in aerial photos of the area in 1929 but are prominent in photos by the mid 1940s (Fax message Boden to Pryor, 28 May 1994).

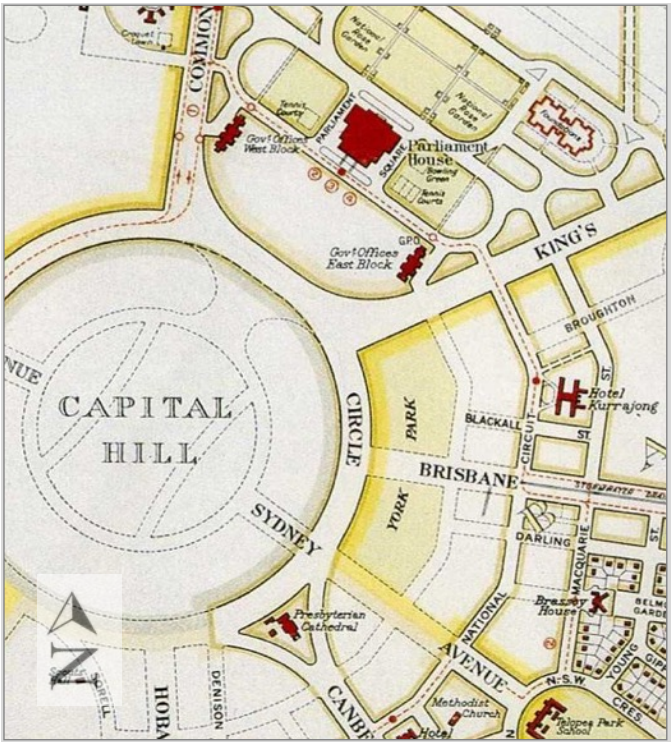


Figure 26. Detail of 1933 Map of Canberra showing York Park
Source: 1933 Map of Canberra prepared by the Property & Survey Branch of the Department of the Interior, National Library of Australia

Table 1. Details of the Coppices

Coppice No.	Location	Dignitary undertaking initial planting and date	Tree types
1	Corner of Continent Circuit (now National Circuit) and Wellington Avenue (now Canberra Avenue)	HRH Duchess of York 10 May 1927	Cricket Bat Willow and *Eucalyptus rubida*
2	Not known		
3	Not known		
4	Darwin Avenue	Prime Minister Bruce 10 May 1927	English Oak or Elm, and Eucalypt?
5	Federal Avenue (now Kings Avenue) near the corner with Capital Circle (now State Circle)	HRH Duke of York 10 May 1927	English Oak and Bunya Pine
6	Acton (now the north shore of the west basin of Lake Burley Griffin, near the location of the former Ferry Terminal)	HE the Governor-General Lord Stonehaven 1927	Beech and Casuarina

Note: It is possible Coppice Nos. 2 and 3 were initiated by the Duke and Duchess in 1927 by the planting of one of the trees known to have been planted (eg. the Bunya Pine and *Eucalyptus rubida*). On the other hand, these coppices may never have been initiated or planted. See the text below.

The Planting of the Other Coppices

Details about all of the coppices are scanty. One reference suggests that the two trees planted by the Duchess on 10 May 1927 were in fact the initial plantings for two coppices. No information has been found suggesting any further plantings were undertaken to complete the coppice/s associated with the Duchess. Both trees were alive in 1954, when plaques were installed near both trees. In the 1990s it was thought the Cricket Bat Willow still survived although the plaques had disappeared. The tree has not been relocated. (Federal Capital Commission 1927, p. 14; Personal communication, Dick Mundy to

Robert Boden 1994)

As noted above, Prime Minister Bruce undertook the initial plantings for Coppice No. 4 on 10 May 1927. Nothing further is known about the fate of these trees or the coppice as a whole, and the precise location is also not known. Darwin Avenue does not exist today but it was intended to lie between Perth and Commonwealth Avenues in Yarralumla, running from State Circle down to the lake. There are a number of oaks in the vicinity of the Darwin Avenue alignment, especially closer to the lake, and some appear to be of a comparable age to those in York Park. In a few cases there is the suggestion of a regular planting pattern. However, this and other evidence requires close scrutiny before any firm conclusions can be reached about the survival of plantings from this coppice. It is also possible that Bruce planted an elm instead of an oak.

It seems that the Governor-General Lord Stonehaven planted a beech and a Casuarina as the start of Coppice No. 6, possibly not in May as was originally intended but at least by 8 June 1927. Coppice No. 6 is today on the north shore of the west basin of Lake Burley Griffin, just to the west of the pedestrian bridge over Parkes Way. It is not clear when the remaining Casuarinas were planted, though it would appear that several survive reflecting the grid and spacing as used at Coppice No. 5. The beech tree has not survived. (Federal Capital Commission 1927, p. 14; NAA A561; Letter from FCC to Brigadier General Brand of 27 January 1927 in NAA CP325/6 – Military Committee file; Robert Boden, personal communication 9 January 2004)

The fate of Coppice Nos. 2 and 3 is unclear as the evidence is slight and capable of several interpretations. It is not currently known whether initial or comprehensive plantings were ever undertaken, or whether some of the other plantings undertaken on 10 May 1927 were in fact initial plantings for these coppices.

With regard to the suggestion that the Bunya Pine on Kings Avenue was also an initial planting for one of the coppices, there is an early plan of the plantings of the Parliamentary Triangle which includes this area (*Plan Showing Permanent Planting at Governmental Group Canberra* [c1927?], copy held by the ACT Heritage Library). This plan shows a number of Bunya Pines in the vicinity of the one planted by the Duke however, the layout is informal and unlike the oak plantation, and the overall number of pines is much less than the eventual 78 oaks across the road. The evidence that the Duke's Bunya Pine was an initial planting for a coppice is therefore not conclusive.

Development in the vicinity of the Plantation from 1931 to the Present Day

Developments on and around York Park after 1931 have not been comprehensively researched. However, known or apparent developments have included:

- perimeter tree plantings in 1945;
- construction of the Tariff Board offices in the late 1940s(?) adjacent to the plantation on Kings Avenue;
- a small building facing onto Windsor Walk, a pedestrian track and sports fields in York Park by 1963;
- construction of other office buildings on the land between National Circuit and Windsor Walk including the Hinkler Building (1962-68, demolished c2006), McLachlan Offices (1980), and One National Circuit (2007, on the site of the Hinkler Building);
- re-grading of Kings Avenue as part of roadworks associated with the new Parliament House which opened in 1988;

- construction of the R G Casey Building on the southern part of York Park completed in 1996, and a surface carpark on the northern part which was initially constructed and later upgraded; and
- upgrading of Windsor Walk.

In 1954 a plaque was installed near the Bunya Pine planted by the Duke in 1927 identifying its history, although this seems to have disappeared after the mid 1990s (Personal communication, Dick Mundy to Robert Boden 1994).

The later history of the Plantation from 1931 to the Present Day

The later history of the plantation seems to be one characterised more by benign neglect and no recognition than by any activity, until 2007.

An aerial photo from 1944 suggests the plantation was larger than at present, with additional rows of trees to the north and west. However, by 1950 these additional trees do not appear. (See Appendix B)

In 1945, plantings of Cootamundra Wattle were made on the northern, southern and western sides of York Park, from the vicinity of the current Rydges Canberra in Forrest to the Robert Garran Offices. These may have been the source of Wattle seedlings which previously became established along the northern edge of the oak plantation. (GHD 1994, p. 41)

Aerial photographs indicate that by 1949 one of the oaks was missing, and by 1955 three were missing. Aerial photos from 1949 and 1963 also show several pathways through the plantation from the southern to the northern side. (GHD 1994, p.41; National Trust of Australia (ACT) 1996, p. 1; Reid 2002, p. 219, see Figure 30; and see Appendix B)

Lindsay Pryor, the Superintendent of Parks and Gardens in the period 1944-58 noted that nothing particular arose regarding the plantation in his time. In addition,

> It was of poor quality and grew slowly for many years but just well enough to avoid being hoisted out in my time. (Fax from Pryor to Robert Boden, 31 May 1994)

In 1965, Charles Daley, who witnessed the original 1927 plantings, reported in the *Canberra Times* that both the oak and Cricket Bat Willow planted by the Duke and Duchess respectively were "growing well". (*Canberra Times*, 23 January 1965)

At some time, perhaps associated with both the re-grading of Kings Avenue in the 1980s and the construction of the R G Casey Building in the 1990s, fencing was placed on three sides of the plantation. This presumably deterred pedestrians from passing through the plantation.

In the first half of the 1990s the Commonwealth considered constructing an office building on the northern part of York Park, including part of the plantation. However, this did not proceed. As part of this exercise, a series of reports including a masterplan were prepared for the plantation/site (Boden 1994a, Boden 1994b, Davis & Hogg 1992, GHD 1994, Officer 1992).

In 1996 it was noted that the oaks on the southern side of the plantation had been pruned up, presumably because of the adjacent gravel path and carpark (Boden 1996, p. 4; see

also Figure 11).

The National Trust classified the plantation in 1996, and also in the mid 1990s the ACT Heritage Council developed a citation for the plantation to be included in the Interim Heritage Places Register (National Trust of Australia (ACT) 1996; ACT Heritage Council 1997). This was gazetted in June 1997 however, registration lapsed in June 1999 because of the Designated Area status of the land under the *National Capital Plan*. In 1999 the Australian Heritage Commission entered the plantation in the Register of the National Estate, and in 2004 the then Minister for the Environment & Heritage placed the plantation on the Commonwealth Heritage List.

During 2003 the Department of Finance & Administration commissioned a masterplan for the development of York Park north, including the plantation. This work also involved the preparation of a draft conservation management plan (Marshall & John Easthope & Associates 2004). News of the masterplan raised public concern about the potential loss of some trees. Eventually, the Department did not proceed with the masterplan, and a commitment was given to retention of the plantation.

Related to these events, the Department also erected a temporary security fence outside the line of trees to the south to prevent cars parking too close to the trees. The Department also undertook some watering of the trees in the summer of 2007 because of the severe drought conditions. This was guided by advice from Dr Robert Boden.

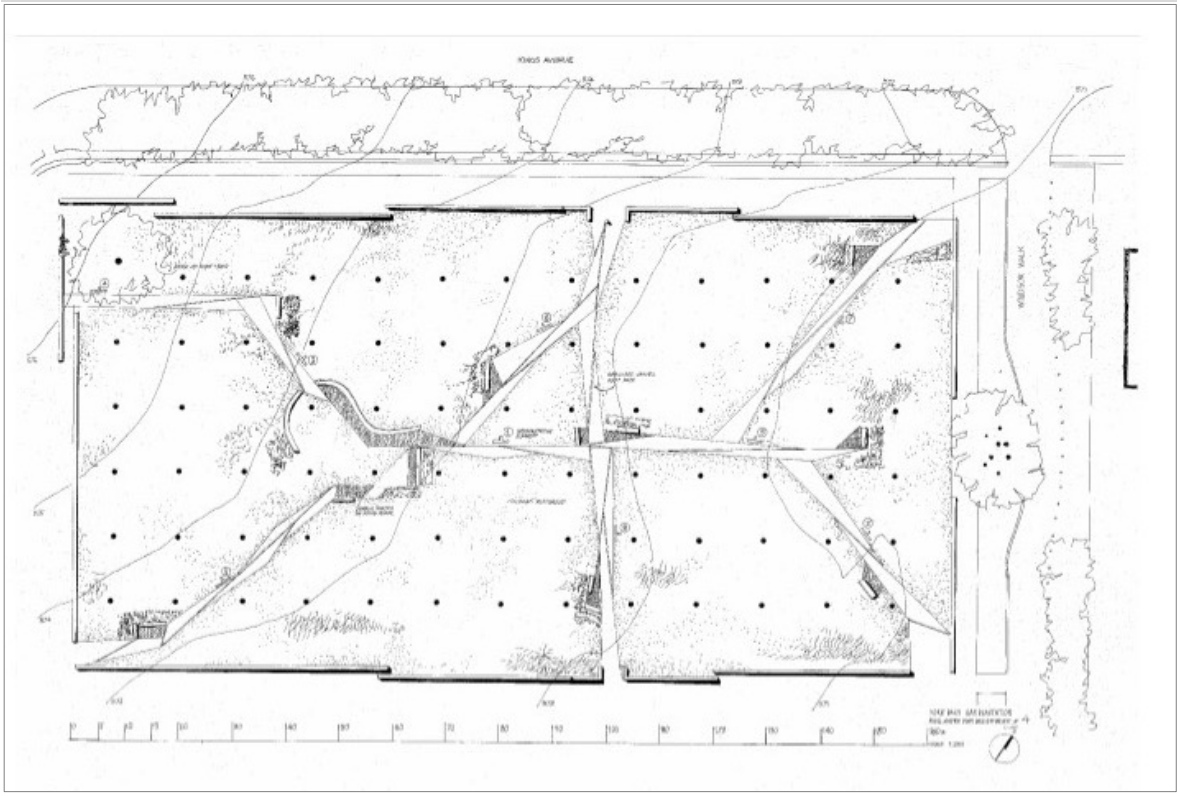
Control and management of the plantation was transferred from the Department to the NCA during 2007.

In 2007-11 the National Capital Authority undertook a project to upgrade the plantation into an urban park for recreational use by nearby office workers. The design team for the project included Romaldo (Aldo) Giurgola AO, Pamille Berg AO and Redbox Design Group. The works included:

- pruning of low branches on the oaks;
- construction of a staggered and discontinuous low perimeter stone wall;
- removal of wildlings inside and outside the plantation;
- replacement plantings for missing oak trees;
- the construction of a network of paths;
- the construction of low stone wall and timber seating areas; and
- the installation of simple interpretive features – the stainless steel and Corten signs were designed by the NCA with input from Giurgola.

Associated with these works, a commemorative planting was also undertaken by Giurgola in 2010 to replace one of the missing oaks with a new English oak (fourth row from the south between trees 1007343 and 1007355).

Figure 27. York Park Master Plan 2007
Source: Redbox Design Group 2008, p. 15



These works also saw the start of a new and higher level of maintenance for the plantation, including of the grassed understorey.

The upgraded plantation was opened by the Honourable Simon Crean MP, Minister for Regional Australia, Regional Development and Local Government in 2011.

The upgrade project won the AILA ACT Award for Design in 2012.

Figure 28. View of the plantation after the upgrade works – 2011
Source: Copyright Brett Boardman, supplied by the NCA

A few dead or poorly performing trees were replaced with new English oaks in 2019 (south row between trees 1007334 and 1007346, and tree 1016193 in the second row from the south). The reason for the failure of these trees is likely to be as a result of environmental stressors from the prolonged drought. However, physical analysis would be

needed to confirm the reason for failure.

Possible Further Research

The following research questions remain unresolved as part of the project:

- a number of aspects of the history of the plantation remain unclear and further archival research may help resolve these matters, notably:
    - the origin of the idea for the coppices;
    - the reason for the additional two types of trees sent from Kew;
    - the exact location, proposed plantings and planting pattern for all of the coppices;
    - whether Coppice Nos. 2 and 3 were ever started;
    - whether the Bunya Pine was part of one of the intended coppices;
    - confirmation that Coppice No. 5, the York Park plantation was planted out in 1931;
    - the date when Lord Stonehaven initiated Coppice No. 6; and
- confirmation of what survives of the coppices which were planted or at least started.

Resolving these questions will help complete an understanding of the history and context of the plantations, although this information is unlikely to change the general direction and findings of this heritage management plan.

Figure 29. View west across Barton in the mid 1940s – Oak Plantation highlighted
Source: Pryor & Banks 2001, p. 179

Figure 30. Detail of a 1945 Aerial Photo showing the Plantation
Source: Geoscience Australia image, Map 1537-4-77

Figure 31. View of the Parliamentary Triangle with the Molonglo River in flood, 1956, Oak Plantation highlighted
Source: ACT Heritage Library

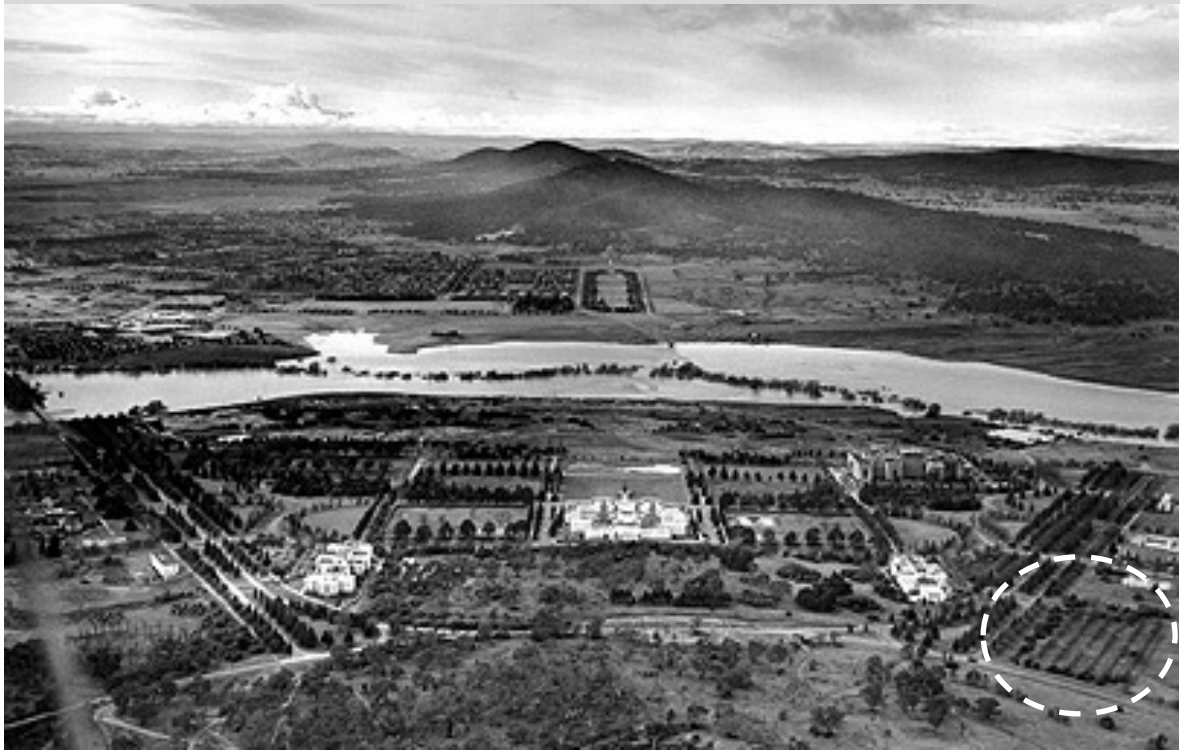


Figure 32. Aerial view from north in 1963 – Oak Plantation highlighted
Source: Reid 2002, p. 219

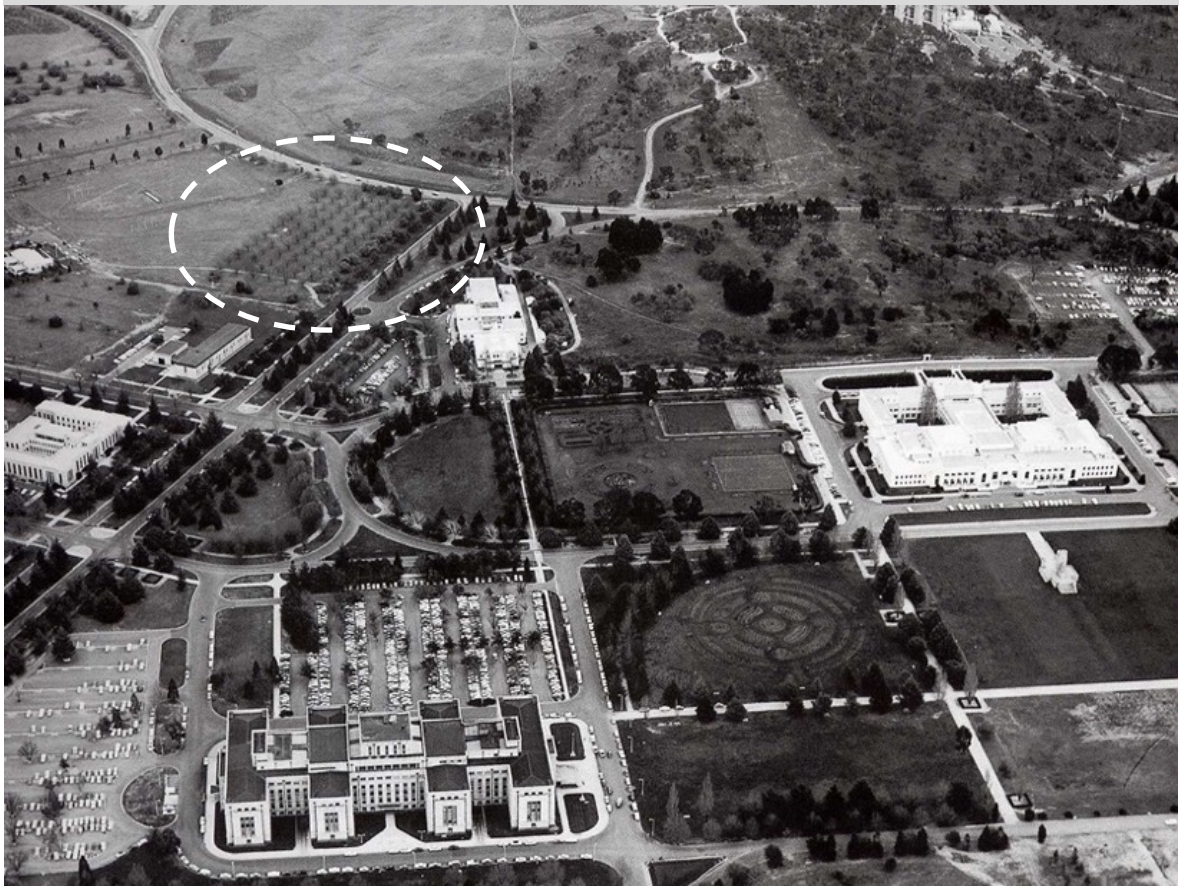


Figure 33. View northeast across Capital Hill in the 1970s – Oak Plantation highlighted
Source: ACT Heritage Library, reference 005922

2.5 AESTHETICS AND CREATIVE ACHIEVEMENT

While the plantation of trees has remained essentially the same over many years, the upgrade works in 2007-11 has changed its general appearance.

The plantation has a range of qualities which are evidence of or at least suggest its aesthetic value. These qualities relate to the:

- massed planting of mature oaks;
- deciduous qualities of the trees;
- mature and spreading/sheltering nature of the trees;
- regular pattern of the plantings; and
- the contribution of the plantation to the surrounding area.

The northwest corner and adjacent edge of the plantation is most visible from State Circle and provides views of some aesthetic value. The ground falls away from the accessways and the verge has no dominant tree planting in this corner as the existing verge trees are immature. The aesthetic quality depends on the plantation, particularly the outer rows, and the scene changes given the plantation is deciduous.

Views from perimeter footpaths vary, but the more recent high quality perimeter stone walls combine with the trees and improved maintenance inside the plantation to provide attractive views from the outside. There are also attractive views inside the plantation, which also feature the stone and timber seating areas. The new wall provides a sense of boundary and enclosure.

This evidence is analysed in the following chapter.

2.6 EVIDENCE OF SCIENTIFIC VALUE

Natural Heritage

The following text is largely based on work undertaken for the 2008 plan.

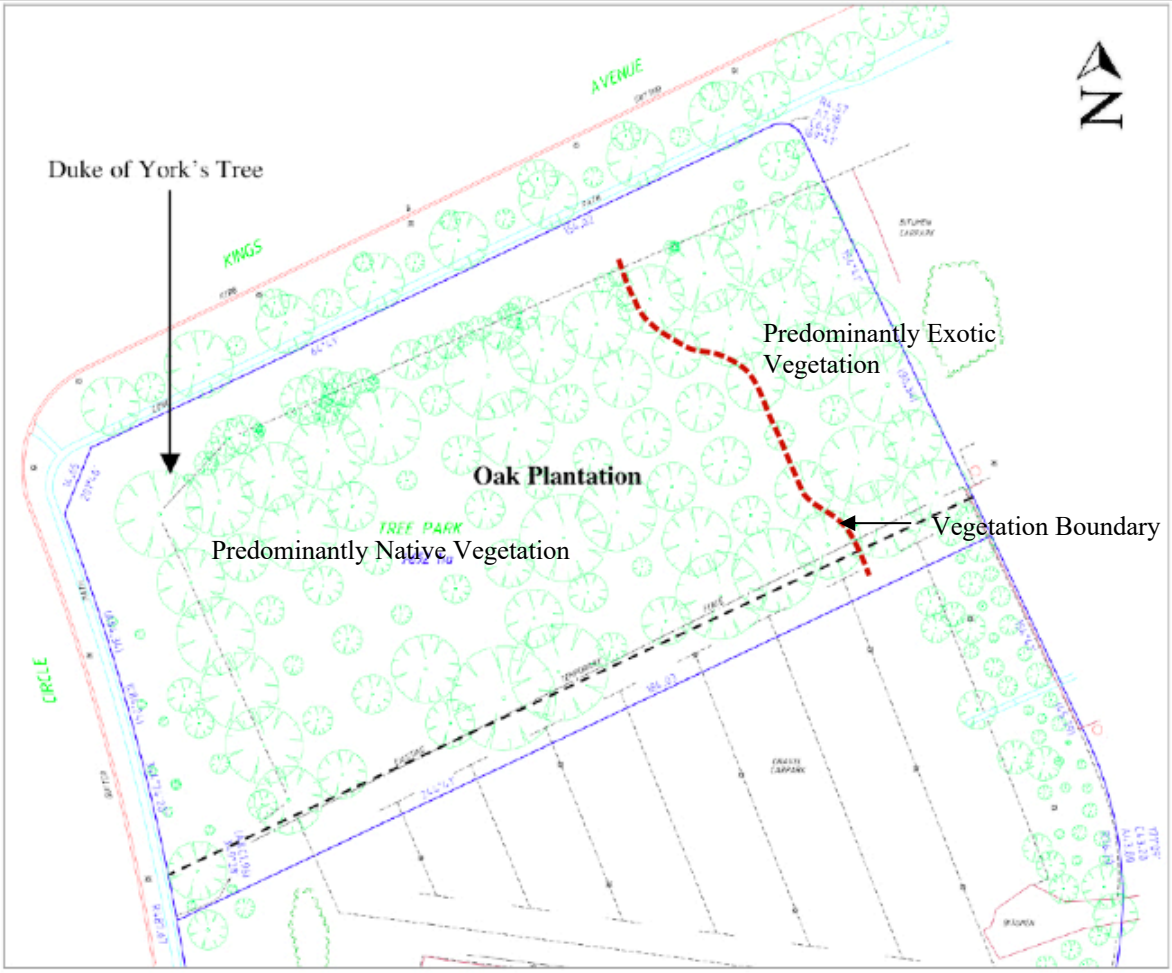
The understorey of the plantation has previously been identified as containing a diversity of native grassland species (Butler 2004; Davis & Hogg 1992). This was regarded as a remnant of the original plant community, taken to be Natural Temperate Grassland, which is listed as a critically endangered community under the Commonwealth *Environment Protection and Biodiversity Conservation Act 1999* and the ACT *Nature Conservation Act 2014*.

Nearby remnant vegetation at Capital Hill and West Block suggest that the original vegetation of the oak plantation area was in fact box-gum woodland (Marshall & John Easthope & Associates 2004, Figures 27 & 28), or that the site was near the boundary between woodland and grassland communities (ACT Government 2005, Figure 2.2). The type of box-gum woodland that occurs nearby is a component of the White Box-Yellow Box-Blakely's Red Gum Grassy Woodland and Derived Grassland community, which is listed as a critically endangered ecological community under the EPBC Act. It is also listed as a critically endangered ecological community under the ACT legislation (Yellow Box-Red Gum Grassy Woodland).

Golden Sun Moths were seen on the median near the intersection of Brisbane Avenue and National Circuit during site inspections undertaken as part of preparing the 2008 plan, but none were seen at the oak plantation.

The extent and composition of the native ground layer within the oak plantation in 2008 was similar to that described by previous surveyors (see Figure 34), with higher native cover in the clearings where oaks had failed. Davis & Hogg (1992) noted that the oak plantation contained more native ground layer species than any other parts of the greater York Park area, including the Golden Sun Moth site near Sydney Avenue. Part of the native ground layer mapped at that time outside the plantation has been destroyed by construction of an adjacent carpark. Many herbaceous and woody exotic species were recorded in the 2008 survey, and the ground layer was obviously affected by shading, deciduous leaf fall, disturbance from the then lunch area and watering of the trees.

Figure 34. Native/Exotic Vegetation Boundary in 2008
Source: Base drawing by Earth Tech in 2008



The ground layer was still quite diverse, even though the 2008 survey was carried out in mid-summer during a serious drought. Thirteen species of native grasses were recorded, as well as nineteen native forbs and a subshrub. Two wattle species were discounted as being later invaders of the site. More species could be expected in a spring survey.

Five of the species, Cranberry Heath *Astroloma humifusum,* Flax Lily *Dianella longifolia,* a Plumegrass *Dichelachne crinita,* Stinking Pennywort *Hydrocotyle laxiflora* and Weeping Grass *Microlaena stipoides*, are more typical of woodland than grassland communities. Some of the species present were among those which are often lost from grazed or

disturbed sites. These include Blue Devil *Eryngium ovinum*, Flax Lily, Bulbine Lily *Bulbine bulbosa*, Plume Grass and Kangaroo Grass *Themeda triandra*.

Indigenous archaeological evidence

An archaeological survey which included the plantation area found no archaeological evidence, such as related to pre-European occupation and use by Indigenous peoples (Officer 1992, p. 13).

Growth characteristics of Oaks

The plantation has the potential to provide some information which may be evidence of its scientific value. For example,

> I was approached last year by a vigneron who was planning to establish an oak plantation to provide timber for wine barrels. The York Park oaks were the only place I could find where English oaks had been grown in plantation form and there were good planting records to be able to establish growth rates in an un-irrigated area. (Email from Robert Boden of 14 January 2003)

2.7 Evidence of Social Value

Research into the social value of the plantation has been very limited, and current evidence for the plantation having any social value is relatively slight.

It would appear that the plantation is occasionally used for passive recreation, for lunch or a break, especially by workers from nearby offices. The number of people who use the plantation in this way seems relatively small and they only use it for a short duration.

The interest of the National Trust and ACT for Trees in the plantation is also evidence of some social value in the past (see Section 5.4). In addition, a public tour of the plantation in 2004 attracted about 70 people.

2.8 Parliament House Vista

The plantation is adjacent to the Parliament House Vista conservation area, an area which is on the Commonwealth Heritage List (see Figure 2). Generally, the vista includes the Parliamentary Triangle, Anzac Parade and the Australian War Memorial. The use of the term 'vista' reflects the original conception of this conservation area as a visual landscape centred on the Land Axis.

The Commonwealth Heritage List citation for the vista suggests the following values and qualities which are especially relevant to the plantation (paraphrased from DAWE 2021a).

- The Parliament House Vista is the core of the most ambitious and most successful example of twentieth century urban planning in Australia. It is important for its design pattern with large landscape and waterscape spaces with their enframement by treed avenues. (CHL Criterion (f))
- Avenues of trees along the terraces, roads and pathways of deciduous, pine, and eucalypt species provide colour, character, and contrast, emphasising the significance of the formal symmetrical design. (Criterion (f))
- The central national area of Canberra is strongly associated with the history of

politics and government in Australia and the development of Canberra as the Australian National Capital. It is significant as the home of the Commonwealth Parliament, the focus of the Federal Government since 1927, initially in the Old Parliament House. (Criterion (a))

- The central national area has strong links with the planning and development of Canberra as the Australian capital. The relocation of Parliament to Canberra and the central national area in 1927 was the focus of an intense period of development of the new city and gave purpose to Canberra as the nation's capital. (Criterion (a))
- The area has strong and special associations with the broad Australian community because of its social values as a symbol of Australia and Federal Government. The values have developed over many years since Canberra's creation and the relocation of the Parliament in 1927 gave them a special focus. (Criterion (g))
- The place has high aesthetic significance due to tree plantings that are arranged across the area... street tree plantings… and many intimate spaces rich in texture… [and] colour… (criterion (e))

These values and qualities are in addition to or compliment the evidence presented elsewhere in this chapter. The full range of evidence is analysed in the following chapter.

3. ANALYSIS OF EVIDENCE

3.1 ANALYSIS AGAINST CRITERIA

This analysis has been prepared by the consultants using the evidence presented in Chapter 2 which has been analysed against the Commonwealth Heritage Criteria (reproduced at Appendix D), and judgements have been reached on the basis of the professional expertise of the consultants. The analysis is divided into sections related to the Commonwealth Heritage criteria.

(a) the place has significant heritage value because of the place's importance in the course, or pattern, of Australia's natural or cultural history

The plantation has a range of historic values related to its part in the early development of Canberra. In broad terms, these include associations with the:

- Royal visit of 1927 and the opening of the Provisional Parliament House;
- Great Depression and Government efforts to provide relief to the unemployed; and
- the development of Canberra's landscape.

The Royal visit of 1927 was an important event in the history of Australia and Canberra. The key event was the opening of Provisional Parliament House, the first purpose-built building for the Commonwealth Parliament, and its first home in the new national capital. In many ways, this was also a symbol of the inauguration of Canberra as a real city and the nation's capital. The reason for Canberra was fulfilled by the relocation of the Parliament from Melbourne to the city. The Parliament House was a symbolic and practical generator of activity for the new city but there were also many other buildings and facilities completed around this time to enable the city to function.

The ceremonial plantings by various dignitaries, including the Duke and Duchess of York, were part of the overall ceremonial program associated with the opening of the Parliament House. At one level, they were probably intended as a lasting and growing connection between the dignitaries, the overall Royal visit, the opening of the Parliament House and this sense of inaugurating Canberra as the nation's capital. The English oak, for example, can live for over 1,000 years in the right circumstances. The Duke was representing the King of Australia, so there is a special association with the trees he planted.

The planting of English Oaks as a symbol of British ties with Australia has a long history. For example, oaks have been planted on other occasions at:

- Duntroon House in 1861;
- the Australian National Botanic Gardens in 1949;
- Commonwealth Park in 1964; and
- Government House in 1966. (Boden 1994a, p. 4)

The evidence indicating that the far northwest oak is the one planted by the Duke in 1927 comprises:

- the irregular alignment of this one oak compared to the rest of the plantation;
- its placement relative to the Bunya Pine on the other side of Kings Avenue. While they are not symmetrically placed, the location of this oak would appear to make it the best candidate amongst the plantation for being the Duke's tree; and

- the large size of this oak compared to others in the plantation, noting that the edge effect of the plantation would make this a larger tree in any case.

There have been many ceremonial plantings undertaken in Canberra over the years from 1926, leaving aside the period prior to the creation of the Territory (see Pryor & Banks 2001, pp. 197-201). As noted in the history section above, there were a number of other ceremonial plantings related to the Royal visit of 1927.

There are also the other ceremonial events and places which were part of the Royal visit and share the historical association. Of these, Provisional Parliament House (now Old Parliament House) would have the strongest and most important association. The oak tree and the Bunya Pine perhaps have some greater demonstrative value than many of the other associated places, especially compared to the Review Ground, by being tangible features transformed (ie. planted) by the Duke as part of the Royal visit.

The intention to create a series of coppices or plantations using English trees, as a strong landscape feature, is an interesting part of the story of the development of Canberra's landscape. In particular, the apparent design of the coppices was a marked departure from the landscape ideas of Charles Weston who was instrumental in the first phase of establishing Canberra's landscape. The regular grid pattern was unlike previous ornamental plantings, although Weston used such a pattern for commercial plantings such as at the Cork Oak Plantation south of Black Mountain and at Mount Stromlo. The practical imperative for Haig Park also influenced the regular patterned nature of this planting. Other unusual characteristics were the use of a single species and the wide spacing of plants.

However, the design of the coppices was a short-lived and apparently poorly realised departure. The York Park coppice is the only known and reasonably intact example. It was undertaken during the period when Alex Bruce was in charge of parks and gardens. By the mid 1940s, Lindsay Pryor was largely seeking to re-establish Weston's principles, and formal, regular patterned coppices were not favoured for ornamental plantings.

The actual planting out of the coppice took place as part of unemployment relief work in the 1930s Great Depression. This association is also worth noting. The Depression was a major period of social and economic upheaval, and it left deep scars on the history of Australia. Relief work was one important aspect of this period. Places with a documented historical association with the Depression are not common, and those associated with relief efforts are quite rare.[5] The 1930s plantings in Bass Gardens are the only other known example in the ACT (Boden & Cosgrove 2001, p. 6; a general comparison with Bass Gardens is provided at the end of this chapter). There are probably many places still surviving which in fact have such associations but they have not yet been researched fully or considered for heritage listing. Given this imperfect situation, the York Park plantation has some historic value for its documented association with Depression relief work.

Summary
Overall, the plantation has considerable historic value for a range of associations, and meets this criterion.

(b) the place has significant heritage value because of the place's possession of

[5] For example, the Register of the National Estate has only 7 places in the ACT where the Depression is mentioned in the statement of significance.

uncommon, rare or endangered aspects of Australia's natural or cultural history

Natural heritage
The York Park North Oak Plantation lies near the estimated pre-1750 boundary between native grassland and box-gum woodland, this being the period before major changes arose because of European settlement (Environment ACT 2005). Woodland sites which have lost their tree cover can still qualify as grasslands derived from the critically endangered ecological community (White Box-Yellow Box-Blakely's Red Gum Grassy Woodland and Derived Grassland community), based on the size and composition of the native ground layer patch. The minimum criteria (DEH 2006) are that the patch is greater than 0.1 ha in area (1,000 metres^2), and has a predominantly native understorey that contains at least twelve native, non-grass understorey species. The understorey of the York Park North Oak Plantation could be viewed as meeting these minimum criteria given its size and the presence of 19 species of native forbs (ie. herbaceous flowering plants other than grasses).

However, it is not proposed that the site should be classified as an example of the critically endangered ecological community because of the overplanting with oak trees, and the degraded and fragmented state of the ground layer.

Although not qualifying as a threatened community and meeting this criterion, the ground layer of the site could none the less be considered to have some botanical and heritage value as a sample of the vegetation present at the time that the oak trees were planted.

Historic heritage
See the discussion above under Criterion (a) about the rarity of the plantation as part of an intended series of plantations. This appears to be a minor aspect of the history of Canberra's landscape, and is not of sufficient value to meet this criterion.

Summary
The plantation does not meet this criterion.

(c) the place has significant heritage value because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history

The suggested scientific value of the plantation relates to its potential ability to provide information about the growth characteristics of English Oaks in un-irrigated conditions in Canberra over nearly a century. For example, this might be of interest for primary production related to truffles, and to authorities managing tree assets related to possible species selection for street, park and community plantings in the region.

An important issue is to understand the longevity of oak trees in the Canberra region landscapes, given their extensive current and potential future use. The plantation is a good example of oak trees generally managed without irrigation, however the use of additional watering some years ago complicates this picture. By way of example, the ACT Government has developed *Municipal Infrastructure Standards, Part 25, Plant species for urban landscape projects* (Transport Canberra City Services 2021), and this would benefit from an understanding of the actual growth rates of these trees over periods and changes in environmental conditions.

While this appears to be an important potential research interest, it is related to the

management of existing plantings, and potential future plantings, which is not the focus of this criterion.

Summary
The plantation would not seem to meet this criterion at this time.

(d) the place has significant heritage value because of the place's importance in demonstrating the principal characteristics of:
(i) a class of Australia's natural or cultural places; or
(ii) a class of Australia's natural or cultural environments

The plantation is part of the class of plantations in Australia. In general, plantations are important in Australia for a range of historical and economic reasons, at least. In general terms the plantation displays the principal characteristics of the class including a regular planting pattern and the use of a single species. However, the number of plantations within Australia from across many periods is very large, and it is arguable that the class is so large and the characteristics so common to the class, that meaningful selection on this criterion alone would not be justifiable. Further development of the context for such consideration seems needed.

Summary
The plantation does not meet this criterion at this time.

(e) the place has significant heritage value because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group

Beauty is the sole aesthetic characteristic that can be considered under this criterion. The plantation is attractive, and may be considered beautiful. However, in addition, such value must be held by a community or cultural group, and while very limited research has been undertaken, no such community or cultural group has been apparent. There are certainly individuals and organisations who value the plantation but these do not necessarily constitute a community or cultural group.

As an observation, the plantation would also not appear to be well known or its history and values understood. In such a situation, it is not surprising that it is not widely valued sufficient to meet this criterion.

Summary
On the basis of available information, the plantation does not meet this criterion at this time.

(f) the place has significant heritage value because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period

There are several possible contexts to consider under this criterion, related to potential technical and creative achievements.

With regard to the plantation as a plantation, this was one of many undertaken in Canberra in the early twentieth century and these generally reflect the best forestry practices of the time. Plantations of trees were a well-established practice in Australia prior to York Park,

and even in Canberra as part of the earlier phase of creating the national capital. Earlier Canberra examples include Westbourne Woods from 1914, Glenloch Cork Oak Plantation from 1917 and Haig Park from 1921. While reflecting best forestry practices in the period, as a later example there is nothing about the York Park plantation to suggest any special technical achievement.

The plantation has a range of qualities which are evidence of or at least suggest its creative achievement. These qualities relate to the:

- massed planting of mature oaks;
- deciduous qualities of the trees;
- mature and spreading/sheltering nature of the trees, providing a sense of enclosure which is enhanced by the perimeter walls;
- regular pattern of the plantings; and
- the contribution of the plantation to the surrounding area.

The mass planting of mature oaks is a moderately impressive sight which is best appreciated close to the plantation. The presence of some young trees diminishes the overall effect. The regular pattern of the plantings contributes to a sense of formality about the plantation. The street trees along Kings Avenue partly obscure views of the plantation from the roadway.

The oak leaves change colour during autumn and provide a colourful display. This can be appreciated when just viewing the plantation on its own. However, the display also provides an attractive contrast with the adjacent evergreen trees on Kings Avenue, and the plantation contributes to the overall autumn display of the central part of Canberra. Such autumn displays are a major feature of the broader tapestry of colours in the Canberra landscape, particularly when viewed from Canberra's hills, mountains and reserves.

The mature oaks in the plantation provide a pleasing sense of enclosure and shelter, in contrast to the openness of other spaces in the vicinity. As noted, this enclosure is enhanced by the perimeter walls. The perimeter wall may itself be a reference to the ancient walled gardens found in Europe and elsewhere, and early Australian colonial examples, although the design team makes no explicit connection to such examples (Redbox Design Group 2008).

In summary, these qualities give the plantation some level of value related to the:

- moderately impressive sight provided by the mass planting of oaks, best appreciated close to and within the plantation;
- sense of formality about the plantation because of the regular planting pattern;
- autumn display provided by the changing leaf colour, including the oaks themselves, their contrast with adjacent evergreen trees, and the contribution of the plantation to the broader Canberra landscape in autumn; and
- the pleasing sense of enclosure and shelter offered by the plantation with its perimeter walls.

In a city full of trees, parks and gardens, there are many places that could be compared with the York Park North Oak Plantation regarding such value. For example, there are:

- quite a number of mass plantings of various sorts, both exotic and native, such as Bass Gardens, City Hill and Haig Park;
- formal and informal planting patterns – Bass Gardens, City Hill and Haig Park all being formal plantings like York Park, though to varying patterns;

- many deciduous trees used in Canberra for colour effects, including in the Parliamentary Triangle; and
- many of these other plantings also provide enclosure and shelter.

While these other plantings could be considered in some cases to be better examples, or possibly display stronger qualities, none the less the York Park plantation still retains a moderate level of value for its creative achievement, and it meets this criterion.

In addition, a creative layer was added to the plantation in 2007-11 when the plantation was upgraded to become an urban park. While the trees remained and some missing trees were replaced, the new boundary wall, network of paths and other modest park structures, coupled with enhanced maintenance, all combined to provide a simple but elegant environment. One appreciation of the upgraded plantation noted,

> Canberra gained another no less remarkable rule-breaker with the transformation of the North Oak Plantation at York Park from simply an arboreal landscape feature into an elegant, habitable parkland…
>
> Beneath the plantation's almost continuous canopy and eschewing the all-too familiar curvilinear, Giurgola and his colleagues organised the undulating ground with a faceted geometry, foiling the rigid tree grid. Finely crafted walls of local stone delineate the park's limits, evoking, in Giurgola's words, "the memory of walls in the English countryside, in sympathy with the oaks." …
>
> Romaldo Giurgola, Mervyn Dorrough, and Peter Britz have, remarkably, made a place of peace and contemplation, nestled within Canberra's ceremonial heart. (Vernon 2012, pp. 193-4)

However, in a heritage context, the relatively recent nature of the design for the upgrade works makes it difficult to assess. The works are generally too recent, and more time needs to pass before an assessment can be undertaken. None the less, the contribution of the perimeter walls, which enhance the qualities of the plantation, are acknowledged.

Summary
The plantation meets this criterion for its creative achievement.

(g) the place has significant heritage value because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons

The evidence of social value is slight and suggests the plantation does not have sufficient such value to warrant further mention. While there is certainly a level of community interest in the plantation, there is no current indication of the plantation having strong or special associations, in a social value sense, with any group in the community.

The discrete character of the plantation, its somewhat isolated location, and that it is not easily accessible in some ways, are perhaps factors working against the development and maintenance of social value.

Summary
The plantation does not meet this criterion.

(h) the place has significant heritage value because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history

The three main figures who may have a special association with the plantation, or components of it, are Alexander Bruce, Albert, Duke of York and Romaldo Giurgola.

Bruce was Director of Parks and Gardens in the period 1926-38. He continued with Weston's planting plans for Canberra but added seasonal flowering plants such as Prunus trees and roses. In the case of the plantation, he was responsible to some extent for the initial single planting by the Duke, and later the creation of the whole plantation. Other places associated with Bruce include:

- Acton, where he both lived and was responsible for plantings;
- National Film & Sound Archive, where he designed the original landscaping, some of which survives;
- Parliament House Vista, again responsible for some plantings; and
- National Rose Gardens, responsible for planning and realisation (based on a search of the Australian Heritage Database).

The information on these associations is limited and may not be comprehensive or entirely up to date, and further research may be warranted.

Bruce is probably an important figure in Australia's history given the long and senior role played regarding the development of Canberra's landscape. It is arguable the plantation has a special association with Bruce because of the documented association and the integrity of the plantation. Other places may also share a special association with Bruce, especially the National Rose Gardens and possibly also the remnant National Film & Sound Archive landscaping.

The Duke of York is an important figure in Australia's history given his prominent role in the opening of Old Parliament House and later as the King of Australia. Places in Canberra with a potential special association with the Duke, in addition to the oak he planted, are:

- Old Parliament House, which the Duke opened;
- the Bunya Pine planted by the Duke at the corner of Kings Avenue and State Circle;
- the Atlas Cedar also planted by the Duke at Government House; and
- York Park, which was named in his honour shortly after the opening of Parliament House.

There may also be places in other parts of Australia.

Old Parliament House clearly has a special association given this was the focus of the Duke's visit and a major event in Australia's history. It is arguable the oak and Bunya Pine also have a special association, albeit more modest, given the ceremonial nature of these plantings which were associated with the parliamentary opening.

In the case of Giurgola, the plantation is associated with him through the master plan completed in 2008, the subsequent realisation of the associated upgrade works, and the planting of a commemorative oak tree in the plantation. It is believed the York Park project was the last design project undertaken by Giurgola. Giurgola is an important figure in Australia's history, as the architect for the new Parliament House in Canberra.

All designers are strongly associated with the works they design, and there needs to be an additional or special quality to the association in order to meet the criterion. In Giurgola's case, it is apparent that Parliament House would have a special association with him, as it was arguably his most important and prominent Australian work. In the case of the plantation, there would also appear to be a special association given the master plan was his last design project, and the plantation includes a commemorative planting made by Giurgola.

Summary
The plantation meets this criterion for its association with Bruce and Giurgola, and the Duke of York's oak meets this criterion for its association with the Duke.

(i) the place has significant heritage value because of the place's importance as part of indigenous tradition

There is no evidence of any value under this criterion.

3.2 COMPARISON WITH BASS GARDENS

As noted in several sections above, Bass Gardens provides an interesting comparison with York Park. This section provides a summary of the comparative aspects between Bass Gardens and the York Park North Oak Plantation.

The obvious points of comparison include the:

- similar ages of the two parks, Bass Gardens dating substantially from 1930-31 compared to York Park being 1927 and 1931;
- common association with Alexander Bruce who was in charge of parks and gardens and was responsible for the design of both parks;
- common historical association with unemployment relief work, both being planted using such work;
- formal design of both parks, Bass Gardens having a strongly curvilinear design compared to York Park's grid-iron pattern;
- use of exotics, Bass Gardens being predominantly mixed exotic trees, York Park being all one exotic species;
- native grass understorey of both; and
- un-irrigated nature of both. (Boden & Cosgrove 2001; Boden 2002)

In addition, there are other heritage values which are specific to each place and for which there is no comparison with the other. For example, the association of York Park with the Duke of York and the opening of Provisional Parliament House is a value not shared by Bass Gardens.

These comparative aspects are considered in both the analysis above and in the statement of significance in the next chapter.

4. STATEMENT OF SIGNIFICANCE

4.1 STATEMENT OF SIGNIFICANCE

This section begins with the formal Commonwealth Heritage Values. This is followed by a suggested revised statement of significance based on the research undertaken for this plan.

References to criteria in the following section relate to the Commonwealth Heritage Criteria (reproduced at Appendix D). The references are provided after the relevant text.

York Park North Oak Plantation – Commonwealth Heritage Values

Criterion A Processes
The inaugural planting was carried out by HRH the Duke of York on 10 May 1927 as part of the celebrations associated with the opening of the Provisional Parliament House.

Attributes
All of the trees plus the grid spacing, plus the total size of the plantation. The specific tree planted by HRH the Duke of York is particularly significant.

Criterion B Rarity
The formal arrangement of the oak plantation and the use of a large number of a single species in wide spacing is unusual. It demonstrates an historic aspect of the National Capital's early tree planting program.

Attributes
The fact that the trees are all of the same species, namely English Oak, plus the grid spacing, plus the total size of the plantation.

Criterion D Characteristic values
The plantation is significant as the only one of the six plantations proposed for Canberra in the late 1920s-early 30s still remaining largely intact.

Attributes
The specific location, dimensions, tree spacing and tree species of the coppice.

York Park North Oak Plantation – Suggested Revised Values

The York Park North Oak Plantation is significant and has a range of heritage values related to its history and historical associations, and creative achievement qualities.

The plantation is of historical significance because of its role in the early development of Canberra. These include associations with the:

- Royal visit of 1927 and the opening of the Provisional Parliament House; and
- Great Depression and Government efforts to provide relief to the unemployed.

The inaugural planting of an English Oak (*Quercus robur*) in the plantation was undertaken by Albert, Duke of York (later King George VI) on 10 May 1927 as part of the ceremonies associated with the opening of the Provisional Parliament House (now Old Parliament House). The Duke was representing the King of Australia. The program of ceremonies, including the tree planting, was an important event in the history of Australia and Canberra as it symbolised the inauguration of Canberra as a realised city and the

nation's capital. The oak tree arguably has greater demonstrative value than many of the other places historically associated with the program of ceremonies by being a tangible feature transformed (that is planted) by the Duke as part of the Royal visit.

The York Park plantation is also notable for its association with unemployment relief work in the 1930s Great Depression. The actual planting of the coppice took place in 1931 as part of such relief work. The Depression was a major period of social and economic upheaval, and it left deep scars on the history of Australia. Relief work was one important aspect of this period. Places with a documented historical association with the Depression are not common, and those associated with relief efforts are quite rare. The York Park plantation has some historic value for its documented association with Depression relief work.

(Criterion (a))

The plantation is significant because of its creative achievement value related to the:

- moderately impressive sight provided by the mass planting of oaks, best appreciated close to and within the plantation;
- sense of formality about the plantation because of the regular planting pattern;
- autumn display provided by the changing leaf colour, including the oaks themselves, their contrast with adjacent evergreen trees, and the contribution of the plantation to the broader Canberra landscape in autumn; and
- the pleasing sense of enclosure and shelter offered by the plantation with its perimeter walls.

The York Park plantation is also significant for its contribution to the setting of the Parliament House Vista.[6] In particular, the plantation contributes to a sympathetic setting for the large landscape spaces in the Vista incorporating formal arrangements of exotic and native trees. The qualities of the plantation which contribute to the Vista's setting include the massed and formal arrangement of the oaks, and colour variation in autumn.

(Criterion (f))

The plantation or components of it have special associations with Alexander Bruce, Albert, Duke of York and Romaldo Giurgola.

Bruce is probably an important figure in Australia's history given the long and senior role played regarding the development of Canberra's landscape as Director of Parks and Gardens in the period 1926-38. It is arguable the plantation has a special association with Bruce because of the documented association and the integrity of the plantation. He was responsible to some extent for the initial single planting by the Duke, and later the creation of the whole plantation.

The Duke of York is an important figure in Australia's history given his prominent role in the opening of Old Parliament House and later as the King of Australia. The Duke of York's oak has a special association given the ceremonial nature of the planting by the Duke which was associated with the opening in 1927 of Old Parliament House – a major event in Australia's history.

[6] The reference to the Parliament House Vista is a reference to the conservation area entered in the Commonwealth Heritage List which includes most of the National Triangle and other areas.

Giurgola is an important figure in Australia's history, as the architect for the new Parliament House in Canberra. The plantation is associated with him through the master plan completed in 2008, the subsequent realisation of the associated upgrade works, and the planting of a commemorative oak tree in the plantation. It is believed the York Park project was the last design project undertaken by Giurgola.

(Criterion (h))

4.2 ATTRIBUTES RELATED TO SIGNIFICANCE

The following list of attributes are features that express or embody the heritage values detailed above, and these are useful in ensuring protection for the values.

Table 2. Attributes related to Significance

Criteria	Attributes
Commonwealth Heritage	
Criterion (a)	• Plantation • Duke of York's tree • Grid spacing
Criterion (b)	• Single species • Grid spacing • Plantation
Criterion (d)	• Location • Dimensions • Tree spacing • Species
Suggested Revised Values	
Criterion (a)	• Plantation • Duke of York's tree
Criterion (f)	• Mass planting of oaks • Regular planting pattern • Oak trees • Adjacent evergreen trees (outside the plantation) • Enclosure and shelter provided by the oaks and perimeter walls
Criterion (h)	• Plantation • Duke of York's tree • Features associated with the post-2008 upgrade works

5. DEVELOPMENT OF POLICY – OPPORTUNITIES AND CONSTRAINTS

5.1 IMPLICATIONS ARISING FROM SIGNIFICANCE

Based on the statement of significance for the plantation presented in Chapter 4, the following management implications arise:

- generally conserve the plantation;
- conserve the Duke of York's tree;
- conserve the other oak trees;
- conserve the regular planting pattern and tree spacing;
- conserve the enclosure and shelter provided by the oaks and perimeter walls;
- the plantation should remain un-irrigated;
- conserve the use of a single species, *Quercus robur*;
- conserve features associated with the post-2008 upgrade works; and
- conserve the adjacent evergreen trees (actually outside the plantation, eg. street trees along Kings Avenue).

In addition, as noted in Chapter 3, the native understorey of the plantation has some botanical and heritage value although this does not meet the relevant criterion. None the less, conservation of this understorey could be undertaken.

These implications do not automatically lead to a given conservation policy in Chapter 6. There are a range of other factors that must also be considered in the development of the policy, and these are considered in the rest of this chapter. Such factors may modify the implications listed above to produce a different policy outcome.

5.2 LEGISLATIVE REQUIREMENTS

The management of the York Park plantation operates within a legislative framework comprising the:

- *Australian Capital Territory (Planning and Land Management) Act 1988;*
- *Environment Protection and Biodiversity Conservation Act 1999;* and
- *Copyright Act 1968*.

These Acts are briefly described below.

Australian Capital Territory (Planning and Land Management) Act 1988

Overview

The Act establishes the National Capital Authority, and requires the NCA to prepare and administer a *National Capital Plan* (National Capital Authority 2016). The *National Capital Plan* defines Designated Areas and sets out detailed policies for land use and detailed conditions for planning, design and development within them. Works approval must be obtained from the NCA for all 'works' proposed within a Designated Area.

The York Park plantation is part of the Central National Area – Barton Precinct, and the area is a Designated Area as defined in the *National Capital Plan*. Therefore all 'works' affecting the plantation require written approval from the NCA.

The following section provides a brief overview of the *National Capital Plan*. However, the NCA also has an asset management role and this is separately described below in Section 5.5.

National Capital Authority and National Capital Plan

The object of the plan (National Capital Authority 2016) is to ensure that Canberra and the ACT are planned and developed in accordance with their national significance. In particular, the plan seeks to preserve and enhance the special characteristics and those qualities of the National Capital which are of national significance.

The plan describes the broad pattern of land use to be adopted in the development of Canberra and other relevant matters of broad policy. The plan also sets out detailed conditions for the planning, design and development of National Land which includes the plantation. As noted above, works within a Designated Area require written approval from the NCA and must meet these detailed conditions. Such works include:

- the construction, alteration, extension or demolition of buildings or structures;
- landscaping;
- tree removal; and
- excavations.

Specific relevant sections of the plan include:

- general heritage objectives and principles (*National Capital Plan*, Sections 2.4.3-2.4.4);
- principles and policies for the Central National Area, and the Parliamentary Zone and its Setting (*National Capital Plan,* Sections 4.1 and 4.2);
- detailed conditions of planning, design and development for these areas (*National Capital Plan,* Sections 4.1 and 4.2);
- Barton Precinct Code, also including detailed conditions of planning, design and development (*National Capital Plan,* Section 4.4);
- design and siting general code (*National Capital Plan*, Section 4.19); and
- signs general code (*National Capital Plan*, Section 4.20).

Key extracts from the plan are provided below or reproduced at Appendix E.

The plan provides extensive and detailed guidance on a wide variety of matters. It is difficult to distill the relevant guidance however, its scope includes:

- the role of the capital;
- preferred uses;
- character to be achieved/maintained;
- hydraulics and water quality;
- access;
- development conditions, including scale of development;
- parking and traffic arrangements;
- standard and nature of building, and urban design and siting, including landscaping;
- management planning for features;
- heritage places;

- signage;
- maintenance and management of the lake; and
- infrastructure.

Key principles provided in the plan include,

> The planning and development of the National Capital will seek to respect and enhance the main principles of Walter Burley Griffins' formally adopted plan for Canberra…
>
> The Parliamentary Zone and its setting remain the heart of the National Capital. In this area, priority will be given to the development of buildings and associated structures which have activities and functions that symbolise the Capital and through it the nation. Other developments in the area should be sited and designed to support the prominence of these national functions and reinforce the character of the area. (NCA 2016, p. 49)

It also provides a number of policies, of which a key one is as follows.

> Major national functions and activities that are closely connected with workings of Parliament or are of major national significance should be located in or adjacent to the National Triangle… (NCA 2016, p. 49)

The precinct code includes a number of relevant provisions worth highlighting,

> A high quality of landscape design is sought and mature trees are to be retained wherever possible. (NCA 2016, p. 60)
>
> [Objectives for the York Park area] High quality landscape design is essential for the development of York Park as a prestigious setting for National Capital uses and offices.
>
> The landscape design of streets, pedestrian paths and open spaces of York Park should consist of a range of formal and informal spaces that reinforce the Griffin geometry and contribute to the landscape setting of Parliament House.
>
> The public domain of York Park should provide for places for local recreation with a high level of pedestrian amenity. (NCA 2016, p. 63)
>
> [The objective for Blocks 4 and 5 of Section 1, Barton] To allow development for National Capital Use in the southern part of the Block and for purposes consistent with protection of the whole heritage listed York Park North Tree Plantation (commonly known as the Oak Plantation) at the northern end of the block, and to include provision for parking, either in basements and/ or in a parking structure, and ancillary/small scale retail and personal services at building ground level. (NCA 2016, p. 71)

Land use for the plantation is Open Space (NCA 2016, p. 62, reproduced in Appendix E).

The National Capital Plan includes an indicative development plan for the overall York Park area, as below. The indicative development plan includes the possibility of a building development to the south of the plantation.

Figure 35. Indicative Development Plan for York Park
Source: NCA 2016, p. 67

Environment Protection and Biodiversity Conservation Act 1999

This Act has certain relevant provisions relating to heritage places generally, and especially relating to places on the Commonwealth Heritage List. The plantation is entered in the Commonwealth Heritage List.

The EPBC Act requires approval from the Minister for the Environment for all actions likely to have a significant impact on matters protected under Part 3 of the Act. These include Commonwealth actions (section 28) and Commonwealth land (section 26). Actions by the National Capital Authority may be Commonwealth actions and the plantation is Commonwealth land for the purposes of the Act.

The Act provides that actions:

- taken on Commonwealth land which are likely to have a significant impact on the environment will require the approval of the Minister for the Environment;
- taken outside Commonwealth land which are likely to have a significant impact on the environment on Commonwealth land, will require the approval of the Minister; and
- taken by the Commonwealth or its agencies which are likely to have a significant

impact on the environment anywhere will require approval by the Minister.

Significant impact is defined as follows.

> A 'significant impact' is an impact which is important, notable, or of consequence, having regard to its context or intensity. Whether or not an action is likely to have a significant impact depends upon the sensitivity, value, and quality of the environment which is impacted, and upon the intensity, duration, magnitude and geographic extent of the impacts. You should consider all of these factors when determining whether an action is likely to have a significant impact on the environment. (DoSEWPaC 2013, p. 3)

The definition of 'environment' in the EPBC Act includes the heritage values of places, and this is understood to include those identified in the Commonwealth Heritage List and possibly in other authoritative heritage lists. The definition of 'action' is also important. Action includes:

- a project;
- a development;
- an undertaking;
- an activity or series of activities; and
- an alteration of any of the things mentioned above.

However, a decision by a government body to grant a governmental authorisation, however described, for another person to take an action is not an action for the purposes of the Act. It is generally considered that a government authorisation entails, but is not limited to, the issuing of a license or permit under a legislative instrument. (Sections 523-4 of the EPBC Act)

If a proposed action on Commonwealth land or by a Commonwealth agency is likely to have a significant impact on the environment, it is necessary to make a referral under sections 68 or 71 of the EPBC Act. The Minister is then required to decide whether or not the action needs approval under the Act, and to notify the person proposing to take the action of his or her decision.

In deciding the question of significant impact, section 75(2) of the EPBC Act states that the Minister can only take into account the adverse impacts of an action, and must not consider the beneficial impacts. Accordingly, the benefits of a proposed action are not relevant in considering the question of significant impact and whether or not a referral should be made.

It is possible to obtain an exemption from seeking approval for an action if an accredited management arrangement, such as a plan, is in place (see sections 33 and 34F). This plan is not an accredited management arrangement.

Other specific heritage provisions under the Act include:

- the creation of a Commonwealth Heritage List; and
- special provisions regarding Commonwealth Heritage (these are discussed below).

The EPBC Act is complex and significant penalties can apply to breaches of the Act. Accordingly, a cautious approach seems prudent.

Commonwealth Heritage Listing

As noted above, this list is established under the EPBC Act. The plantation is listed on the

Commonwealth Heritage List (see Appendix A).

Commonwealth Heritage places are protected under certain general provisions of the EPBC Act related to Commonwealth actions and Commonwealth land, and these are described above. In addition, all Commonwealth Government agencies that own or control (eg. lease or manage) heritage places are required to assist the Minister for the Environment and the Australian Heritage Council to identify and assess the heritage values of these places. They are required to:

- develop a heritage strategy;
- develop a register of places under their control that are considered to have Commonwealth Heritage values;
- develop a management plan to manage places on the Commonwealth Heritage List consistent with the Commonwealth Heritage management principles and management plan requirements prescribed in regulations to the Act;
- ensure the ongoing protection of the Commonwealth Heritage values of the place when selling or leasing a Commonwealth Heritage place; and
- ask the Minister for advice about taking an action, if the action has, will have, or is likely to have, a significant impact on a Commonwealth Heritage place.

These Commonwealth Heritage obligations apply to the NCA in addition to the broader protective provisions for heritage places under the EPBC Act.

The NCA heritage strategy addresses a range of general issues related to heritage places and asset management systems.

Appendix I records how this heritage management plan complies with the various EPBC Act requirements.

This plan addresses the existing Commonwealth Heritage values and attributes of the plantation. The plan also provides suggested revised values. The conservation policy presented below provides for the conservation and management of all of these values and their related attributes. A table in Appendix I notes the HMP policies and strategies which are relevant to the conservation of the attributes.

As noted in Section 2.1, it is apparent the current Commonwealth Heritage boundaries may not be the most appropriate given the significance and management of the place.

A summary of the statutory and other heritage listings relevant to the plantation is provided in the following table.

Table 3. Heritage Listings relevant to the York Park North Oak Plantation

Heritage Listing (Name of List/Register)	Listing Body	Impact of Listing
York Park North Tree Plantation (Commonwealth Heritage List)	Minister for the Environment	Places are subject to statutory protection and other measures under the EPBC Act 1999.
York Park North Tree Plantation (Register of the National Estate)	Australian Heritage Council	Places are subject to statutory protection under the EPBC Act 1999. The Register is now a non-statutory archive.

Table 3. Heritage Listings relevant to the York Park North Oak Plantation		
Heritage Listing (Name of List/Register)	**Listing Body**	**Impact of Listing**
York Park North, ACT (Register of Classified Places)	National Trust of Australia (ACT)	Community listing with no statutory provisions.
Parliament House Vista (Commonwealth Heritage List)	Minister for the Environment	The plantation is adjacent to this listed place and actions on the plantation site which have an impact on the Vista may be subject to control under the EPBC Act.
Parliament House Vista (Register of the National Estate)	Australian Heritage Council	The plantation is adjacent to this registered place and actions on the plantation site which have an impact on the Vista may be subject to control under the EPBC Act. The Register is now a non-statutory archive.
Note: The ACT Heritage Council developed a citation for the plantation to be included in the Interim Heritage Places Register (ACT Heritage Council 1997). This was gazetted in June 1997 however, registration lapsed in June 1999 because of the Designated Area status of the land under the *National Capital Plan*.		

Copyright Act 1968

This Act, amended in 2000, protects the moral rights of the creator of an art work (including a building or landscape), which includes architects, landscape architects and artists for designed aspects of the plantation. These moral rights are the unassignable personal right of the architects, landscape architects or artists to:

- be acknowledged as the architect, landscape architect or artist for the designed aspects of the place as the case may be (right of attribution); and
- to object to derogatory treatment of the designed aspects, as the case may be (right of integrity).

These rights extend to the members of teams working on a design, where these members contribute to or have some authorship of the design.

5.3 CONDITION AND INTEGRITY OF THE PLANTATION

Brief information about the condition of the plantation is provided in Section 2.2 although this is not focused by an understanding of the significance of the place. This section provides an overview of condition and integrity related to the heritage values of the plantation, the results of a detailed tree assessment, and comments arising from the assessment and a site inspection.

In this plan, the condition of values is presented in terms of the condition of attributes which embody those values.

Overview

As an overall comment, the plantation is in fair condition with the health of individual trees varying from poor to good. The plantation displays moderate to high integrity, given the presence of some semi-mature and juvenile trees. Based on a survey of 73 trees, 57 are in fair or good condition, and 16 are in fair/poor or poor condition. Those in poor condition have issues with poor health and/or structure.

Better rainfall in recent years has benefitted the trees.

Condition issues with other attributes include cracked paving and eroded paths, missing stones in the perimeter walls, deteriorated timber seats, and the periodic/seasonal build-up of acorns on paths which are eventually cleared.

In addition, there is some suggestion the plantation was larger than at present, with additional rows of trees to the north and west. These additional plantings appear to have been removed by 1950. If these were oaks and part of the original planting, this would also diminish the integrity. (See Appendix B)

Detailed Tree Assessment

As part of routine management of the plantation, the NCA commissioned a tree survey of the plantation in 2020. The results are shown in the following table. While the survey results are available for 73 trees, in fact there are 78 mature, semi-mature and juvenile trees, and it is assumed the survey method has somehow omitted data on 5 trees.

Table 4. Tree Condition in 2020

NCA ID No.	Age	Canopy	Health	Structure
1007370	Mature	Medium	Fair	Fair
1007332	Mature	Small	Fair/poor	Fair
1007333	Mature	Small	Poor	Poor
1007356	Mature	Medium	Fair	Fair
1007363	Mature	Medium	Fair	Fair
1007359	Mature	Medium	Fair/poor	Fair
1007360	Mature	Medium	Fair	Fair
1007361	Mature	Medium	Fair	Fair
1007371	Mature	Medium	Fair/poor	Fair
1007368	Mature	Medium	Fair/poor	Fair/poor
1007373	Mature	Medium	Fair	Fair
1007382	Mature	Medium	Fair	Fair
1007381	Mature	Medium	Fair/poor	Fair

Table 4. Tree Condition in 2020				
NCA ID No.	**Age**	**Canopy**	**Health**	**Structure**
1007394	Mature	Medium	Good	Fair
1007384	Mature	Medium	Fair	Fair
1007393	Mature	Medium	Good	Fair
1007380	Mature	Medium	Fair	Fair
1007397	Mature	Medium	Good	Fair
1007365	Mature	Medium	Fair	Fair
1007366	Mature	Medium	Fair	Fair
1007378	Mature	Medium	Fair/poor	Fair
1007388	Mature	Medium	Good	Fair
1007387	Mature	Medium	Fair	Fair
1007355	Mature	Medium	Fair/poor	Poor
1007362	Mature	Medium	Fair	Fair/poor
1007374	Mature	Medium	Fair	Fair
1007398	Mature	Medium	Good	Fair
1007399	Mature	Medium	Good	Fair
1007396	Mature	Medium	Good	Fair
1007342	Mature	Medium	Good	Fair
1007369	Semi-Mature	Medium	Fair/poor	Fair
1007328	Mature	Large	Good	Good
1007327	Mature	Large	Fair	Good
1007326	Mature	Large	Fair	Good
1007325	Mature	Large	Fair	Good
1007324	Mature	Medium	Fair	Fair
1007323	Mature	Large	Fair	Good
1007329	Mature	Medium	Good	Good
1007330	Mature	Medium	Good	Good
1007331	Mature	Medium	Fair	Fair
1007334	Mature	Medium	Fair	Good
1007340	Mature	Medium	Good	Good
1007339	Mature	Medium	Good	Good
1007338	Mature	Medium	Fair	Fair/poor
1007337	Mature	Small	Poor	Fair/poor
1007336	Mature	Medium	Fair/poor	Fair
1007341	Mature	Medium	Good	Good
1007343	Mature	Medium	Fair/poor	Fair/poor
1007345	Mature	Medium	Fair	Fair
1007346	Mature	Medium	Fair	Fair
1007352	Mature	Medium	Good	Fair
1007351	Mature	Medium	Fair	Good
1007349	Mature	Medium	Fair	Fair/poor
1007353	Mature	Medium	Fair/poor	Fair/poor
1007354	Mature	Medium	Fair	Fair
1007347	Mature	Medium	Good	Good
1007358	Mature	Medium	Good	Good
1007357	Mature	Medium	Good	Good
1007364	Mature	Medium	Fair	Good
1007372	Mature	Medium	Fair	Good
1007383	Mature	Medium	Fair/poor	Fair
1007385	Mature	Medium	Fair/poor	Fair/poor
1007376	Mature	Medium	Fair	Good
1007375	Mature	Medium	Fair	Good

Table 4. Tree Condition in 2020				
NCA ID No.	**Age**	**Canopy**	**Health**	**Structure**
1007377	Mature	Medium	Fair	Fair
1007367	Semi-Mature	Medium	Fair	Fair
1007379	Mature	Medium	Fair	Fair
1007386	Mature	Medium	Fair	Good
1007391	Mature	Medium	Fair	Good
1007400	Mature	Medium	Good	Good
1016192	Semi-Mature	Medium	Fair/poor	Fair/poor
1016193	Semi-Mature	V small	Good	Good
1016194	Mature	Medium	Good	Fair

Condition of Trees over Time

There are various sources which enable aspects of the plantation to be tracked over time, including its condition. An analysis of aerial photos in the period 1944-2004 was previously undertaken to determine when losses of individual trees and changes in growth performance occurred (see Appendix B). This analysis concluded:

- there were three missing trees for over fifty years;
- English oak is a long-lived hardy species under Canberra's natural conditions;
- variability in performance once evident may become persistent; and
- it had taken about 35 years for the English oak trees planted at a spacing of 12.19 metres (40 feet) to establish crown closure.

In addition, there is some survey data available to enable the condition of the plantation to be tracked over the last few decades. This information is summarised in the following table. The data is no doubt subject to some factors which may not allow a meaningful comparison (eg. time of year for the survey, prevailing climatic conditions such as drought, and variability between assessors).

The methodology of the ratings can also vary and be subjective between surveys even if it is the same person or company undertaking these assessments. This is ultimately dependant on the overall thresholds within each of the categories and the consistency of application by the assessor.

None the less, perhaps the most interesting and robust comparison can be made between the two assessments by Canopy in 2003 and 2007. Remarkably, despite prevailing drought conditions, the trees seem to have maintained their condition reasonably well. English oaks are known to be drought tolerant once established, although trees which are in poor health or are otherwise stressed may fail in such conditions.

Table 5. Condition of Trees over Time						
Condition	**Assessment at c June 1994?** (Margules Groome & Poyry Pty Ltd)	**Assessment at January 1997** (Dr Robert Boden)	**Assessment at October 2003** (Dr Robert Boden)	**Assessment at December 2003** (Canopy Pty Ltd)	**Assessment at January 2007** (Canopy Pty Ltd)	**Assessment at November 2020** (NCA)
Very Good	2	17	25	5	3	0
Good	22	31	29	21	23	21
Fair	10	19	9	30	35	36
Fair/Poor	N/A	N/A	N/A	N/A	N/A	14
Poor	37	8	12	21	14	2
Missing	?	3	3		3	0
Rainfall/Climate for Year						
Rainfall (Canberra average about 630 mm)	Dry year - about 400 mms	Dry year - about 400 mms	Below average year – about 570 mms	Below average year – about 570 mms	Very dry year – about 360 mms	Wet year – 790 mms
Note: The 2020 survey data is only for 73 trees.						

Additional Comments

Yellowing of the foliage

Yellowing of the foliage has been noted in many of the trees. This could be due to the onset of decline, or an indication of low levels of nitrogen, or magnesium and iron, or possibly a shift in soil pH. However, it is more likely to be the onset of early dormancy (autumn) due to the extremely dry conditions.

Tip die back

Many of the trees have tips of branches that have died back over the last few years most likely due to the drought. Provided that the branches involved are in the outer canopy and that the trend does not continue for too much longer the recovery is not likely to cause structural problems. If the drought continues it may lead to decline, and possible death, of the most stressed trees.

There was evidence of oak leaf miner (*Phyllonorycter messaniella*) present at the time of inspection undertaken as part of updating this plan. The level of infestation was within normal thresholds seen across the Canberra region. It is worth monitoring the threshold of damage annually, and putting in place a management control if damage increases and either reduces the overall amenity value of the site, or the damage is outside acceptable thresholds.

Recovery
Most of the trees show some signs of recovery from the stress that had led to the die back of branch tips. This seemed to defy logic as the drought has shown little signs of breaking. However the trees have been watered.

The recovery shows up as epicormic shoots along the branches.

Dead Wood
The trees hold large amounts of dead wood of varying size. Given the low pedestrian usage of the plantation, the overall potential risk of harm remains as low as reasonably practicable, when assessed against the internationally recognised tree risk assessment methodology – *Quantified Tree Risk Assessmen*t (QTRA).

However, while the removal of dead wood over 25 mm in diameter could be considered to reduce the potential risk to users, the removal of dead wood would largely be to assist with the amenity and overall health of the trees. Branches that are smaller than 25 mm are less likely to cause injury and will increase maintenance works dramatically.

Tree Structure
Trees of Poor or Very Poor structure are likely to be unsafe in the future. In most cases such assessments apply to trees where death, or loss of the central has occurred and this in turn leads to, or will be likely lead to poor strength or attachment of main branches, either now, or in the future. In some cases rehabilitation might be possible through pruning, but in most cases tree failures are likely to occur if current or new branches grow larger. Ironically, recovery of the health of these trees may lead to structural failures. Given public use of the plantation, these trees will need to receive ongoing assessment to determine when they will constitute a hazard or they could be replaced.

Soil Analysis and Tree Health

Because of the poor persisting condition of some of the oaks over a long period, a soil analysis was undertaken in 2008 to establish whether there were any qualities of the soil which might be influencing tree health. This analysis concluded,

> The soil data does not shed any light on the decline of the condition of the oaks in the centre of the site. The two profiles in the area of poor oak condition vary little from the profiles in the area where the oaks are in good condition… Overall, the soil chemistry indicates a low nutrient status, in terms of both phosphorous and nitrogen, but exchangeable cations and trace elements are generally favourable for plant growth. It is not possible from the data to isolate any chemical properties which contribute to tree decline.

The full analysis is produced at Appendix F.

Summary of Issues

Based on an inspection of the plantation, the following condition and integrity issues were noted:

- some trees have poor structure;
- some trees are performing poorly;
- cracked paving;
- a few dislodged/missing stones in the perimeter walls;
- timber seats showing signs of deterioration, including missing timber infill patches;
- general rubbish accumulation;

- informal ashtrays located in plantation;
- paths not clear or eroded;
- blocked drain to east side of plantation;
- old concrete slab to south side of plantation; and
- wildling oak on west side and too close to perimeter wall.

5.4 STAKEHOLDERS AND CONSULTATION

There are a range of stakeholders with an interest in and concern for the plantation. These include:

- Department of Agriculture, Water and the Environment;
- Australian Heritage Council;
- ACT Heritage Council;
- Australian Garden History Society;
- Australian Institute of Landscape Architects;
- National Trust of Australia (ACT);
- Friends of ACT Trees; and
- the neighbours and users of the plantation.

The interests of some of these stakeholders are related to legislation which is separately described above (DAWE and the AHC). The following text provides a brief description of the interests of the other stakeholders listed above and records their comments. Some comments date back to the period when the first plan was prepared, and have been retained because they still appear relevant. Other comments have arisen in the course of recent consultations undertaken to update the plan.

ACT Heritage Council

The Council is an ACT statutory authority and has an overall interest in the heritage of the ACT. It has previously prepared a heritage citation for the plantation.

However, in more recent years the Council has focussed on heritage places on Territory land rather than those under the NCA's planning control. Accordingly, it is only interested in the plantation to the extent that any changes might impact on places on the ACT Heritage Register.

Australian Garden History Society

The Society is a community organisation which brings together people from diverse backgrounds united by an appreciation of and concern for parks, gardens and cultural landscapes as part of Australia's heritage. The Society promotes knowledge of historic gardens and research into their history. It aims to examine gardens and gardening in their widest social, historic, literary, artistic and scientific context.

The Society has previously expressed the view that the plantation has substantial heritage values, that these should be protected, and that development which removes or damages trees should not be allowed. In an earlier submission it expanded on these views as follows.

> York Park North Plantation is a special central urban single-species plantation that has been recognised for its heritage importance. Part of its value is in its geometric plantation layout. Like all major tree plantings their value increases as the trees mature and they become places for recreation and city amenity. York Park North Plantation is just approaching that stage of maturation. As such the Plantation would provide enormous social benefits to any planned office development. As well, York Park Plantation is now beginning to provide streetscape value to Kings Avenue aesthetically balancing the parkland plantings to the rear of the National Archives (East Block).
>
> Our Society is aware that the management of the trees in the plantation needs attention and that some trees may need to be replaced. This should be undertaken with the same species to ensure the

> continuity of the plantation aesthetic. Any development adjacent to the Plantation will need to ensure that roots of the trees are not damaged and that natural drainage is not impacted. With a little care… [the] York Park Plantation will be a great asset to the York Park urban area…
>
> The Australian Garden History Society [would strongly object]… to any plan that might remove, impact or damage York Park Plantation or any trees in it. (Letter from the AGHS to the National Capital Authority of 24 December 2003)

Australian Institute of Landscape Architects

The Australian Institute of Landscape Architects (AILA) is a professional body representing Landscape Architects concerned with creating great places to support healthy communities and a sustainable planet. It addresses issues of concern in landscape architecture, and works to improve the design, planning and management of the natural and built environment.

The protection and management of the plantation is a matter of potential interest to AILA.

National Trust of Australia (ACT)

The Trust is a community based heritage conservation organisation. It maintains a list of heritage places, and generally operates as an advocate for heritage conservation. Listing by the Trust carries no statutory power, though the Trust is an effective public advocate in the cause of heritage. The Trust has classified/registered the plantation.

The Trust believes the whole plantation is significant and should be conserved and used for compatible recreation.

Friends of ACT Trees

The Friends of the ACT Trees (FACTT) (formerly Friends of ACT Arboreta – FACTA) is a formally constituted group of individuals with an interest in the trees in Canberra's landscape and environs. It aims to foster sound management and appreciation of arboreta in the Canberra region.

FACTT is interested in the future of the York Park plantation and in this management plan. Current concerns include pruning, potential replacement of trees displaying poor structure, soil/root zone rejuvenation and composting.

Neighbours and Users of the Plantation

The occupants and owners of adjacent buildings and land are potential stakeholders regarding the plantation. The plantation does or may provide an attractive view for adjacent building occupants, and these people are also current or potential users of the plantation.

No users were interviewed in the course of preparing this plan. However, it is assumed those people who use the plantation as a place to have their lunch, relax or otherwise are interested in being able to continue to do so.

5.5 MANAGEMENT CONTEXT, REQUIREMENTS AND ASPIRATIONS

The National Capital Authority has both a statutory planning role as well as an asset management role with regard to the plantation. The statutory planning role is discussed in the section on legislation above.

General Management Framework

The plantation is owned by the Commonwealth and managed by the National Capital Authority. The NCA is a Commonwealth statutory authority established under the *Australian Capital Territory (Planning and Land Management) Act 1988*. This Act is briefly described in the legislation section above, especially with regard to the *National Capital Plan* and the works approval role of the NCA.

The NCA undertakes design, development and asset management for some of the National Capital's most culturally significant landscapes and national attractions, and this also includes the plantation, as well as for other assets located on National Land. Asset management is a key aspect in meeting the NCA's commitment to maintaining high-quality public facilities across the National Capital Estate.

The NCA has an asset management policy underpinned by a strategic asset management plan. Asset management plans for each asset class are updated regularly and provide more detailed tasks and activities that are undertaken by the NCA.

In managing its assets, the NCA aims to ensure that maintenance and repair are consistent with their design intent, and support the objectives of the *National Capital Plan*.

The NCA also has a heritage strategy in accordance with the EPBC Act which addresses a range of general issues related to heritage places and asset management systems. The strategy is linked to the NCA's corporate planning.

The NCA has a management structure relevant to the plantation. In the 2020-21 financial year the NCA's overall expenditure was $57.5 million and it had 53 ongoing and non-ongoing employees.

There are potentially a number of different parts of the NCA involved in aspects of the plantation. These relate to maintenance, developing new assets, events, as well as the conservation and management of the plantation.

Key Management Documents

In addition to the *National Capital Plan* which is discussed above, two other key management documents are worth noting – this heritage management plan and the *Tree Management Policy* (NCA 2021).

This plan is part of the standard conservation management approach to understanding and managing heritage places. It also addresses obligations arising from the EPBC Act.

The *Tree Management Policy* is the NCA's,

> approach to the management of NCA urban trees and treescape, and the Lindsay Pryor National Arboretum, to enable readiness for current and future challenges associated with the ageing tree

> population, climate change, tree removal and replacement, water management, heritage conservation, and the development and utilisation of open space. (NCA 2021, p. 6)

It includes objectives, targets, an overall policy statement and specific policies for key areas, these being:

- managing resilience and vulnerability of the NCA treescape;
- design, development and land use planning;
- community participation and knowledge;
- maintenance, data, monitoring and evaluation;
- heritage; and
- governance and management arrangements.

One specific policy (Policy 5.2) requires landscape maintenance plans to provide more detailed guidance to supplement heritage management plans.

Day-to-day Management, Operation and Maintenance

The Estate Management Unit has responsibility for all aspects of asset management on National Land. The Design and Construction Unit delivers the NCA's capital works program. Works can include regular maintenance, works to enhance or protect national assets, construction of public infrastructure, and development of the landscape settings for new building sites, public parks and places, commemoration and celebration.

The Estate Management Unit has responsibility for the management and maintenance of the plantation. It is maintained under contracts for various components or classes of work, and relate to the:

- landscape;
- treescape; and
- cleaning.

The NCA has appointed a managing contractor for achieving service standards for maintenance across all NCA managed buildings, roads, paths, lighting and utilities to ensure community safety is protected. This includes for the plantation.

A specific maintenance plan has been prepared for the plantation, and a copy is provided at Appendix G.

The National Capital Activation and Events Unit manages any potential events undertaken by others in the plantation.

Works Approval

The Statutory Planning and Heritage Unit has a role in assessing and, where appropriate, providing works approval under the *National Capital Plan*, as discussed above.

Uses and Users of the Plantation

The plantation is used by office workers and others for lunch, to smoke and otherwise to relax in the park-like environment. In addition, the plantation is used each September as part of Police Remembrance Day ceremonies. Apart from that, there is no history of significant event use.

Management Issues

There are a range of issues which arise either from the current circumstances of the plantation or because of its likely future circumstances. These include:

- improving the growing conditions for the trees by coring beyond the root zone, and also mulching the root zone;
- enhanced maintenance practices for young trees;
- the need for regular tree surgery such as the removal of dead wood and epicormic growth;
- the need to keep low branches of the oaks pruned to enable safe access for maintenance activities;
- removing fallen acorns;
- considering the future for trees which have lost their leader or major scaffolding branching;
- periodic soil analysis to assess the growing conditions for the trees;
- possible occasional irrigation in times of drought for trees in poor health;
- the impact of climate change on the trees, especially if this leads to more severe and lengthy drought conditions;
- the self-sown oak immediately to the west of the perimeter wall of the plantation seems likely to result in structural damage to the wall in time. The wall has also become a clear edge marker of the oak plantation, which the self-sown oak undermines;
- herbicide and other chemical runoff into the plantation (eg. petrol or diesel from vehicle accidents);
- the use of the plantation by smokers with the residue of cigarette butts;
- disposal of ice in the plantation, such as from picnic use;
- monitoring grass weed species;
- tree placement prevents any sizable infrastructure being installed in the plantation to support event use, however such infrastructure could be located outside the perimeter walls to service an event inside the plantation;
- future possible uses of the plantation will require management, especially if adjacent office building development encourages increased use. An issue is the increased compaction of the soil profile within the tree protection zones of the trees; and
- adjacent development may lead to suggestions for new development of various sorts within the plantation, such as shelters or sculptures, and these matters require management. The cumulative impact of such developments requires careful assessment.

During the drought in 2007, an effort was made to undertake supplementary watering for the trees. However, this highlighted some difficulties with ensuring it was undertaken in the right way. Problems arose because a watering truck was driven into the plantation, and because of the high pressure used to apply water which resulted in excessive disturbance to the understorey.

With regard to interpretation, there is only a limited amount of information provided on site about the plantation. Opportunities exist to provide more information through a range of ways.

These issues are addressed in the conservation policy in the following chapter.

It should be noted that there are no proposals for any divestment of land within the study area, no special security issues or requirements, and no confidential information beyond normal commercial and government activities.

Managing the Native Understorey

While there is no requirement to retain this vegetation, in practice it is being retained through conservative management.

Management for retention of the ground layer involves weed control and some biomass control. Annual slashing in mid to late summer, with removal of slashed material, is adequate to keep the biomass at suitable levels.

Weed control includes ongoing removal of woody weeds which appear (self-sown exotics such as *Cotoneaster, Sorbus, Ulmus, Crataegus, Pyracantha, Prunus*, also *Acacia mearnsii* and *A. baileyana*), and spot-spraying with appropriate herbicide of exotic perennial grasses (Chilean Needlegrass *Nassella neesiana*, Cocksfoot *Dactylis glomerata*, Tall Fescue *Festuca arundinacea*, Serrated Tussock *Nassella trichotoma*, Paspalum *distichum*) and St Johns Wort *Hypericum perforatum*.

Protection of the oaks from damaging activities (eg. earthworks, alterations in drainage, dumping, cultivation and soil compaction) will also favour the native ground layer. Areas of conflict in management include fostering the maturing of young oaks, irrigation, pruning of oaks, sowing of exotic pasture species and mulching.

Management of the native understorey may also conflict with other aspirations for the plantation, such as creating an environment for enhanced passive recreation.

5.6 ISSUES RELATING TO THE BROADER LANDSCAPE

Issues relating to the broader landscape within which the plantation is located are mentioned in a number of other sections of this plan. The major issues include:

- the contribution of the plantation to the extensively treed landscape of the central part of Canberra, including the adjacent Parliament House Vista conservation area; and
- the eventual likely development of the adjacent carpark site for National Capital Uses, possibly government offices with small-scale retail or food outlets.

New adjacent development may increase reflective sunlight that can impact individual trees or small groups within the plantation. It may also impact the plantation by reducing accessible sunlight to individual trees or small groups of trees.

These issues are considered in the conservation policy below.

6. CONSERVATION POLICY AND IMPLEMENTATION STRATEGIES

6.1 OBJECTIVE

The objective of this policy is to achieve the conservation of the heritage significance of the York Park North Oak Plantation and to guide potential future changes within the plantation, especially given adjacent future office developments.

6.2 DEFINITIONS

The definitions for terms used in this plan are those adopted in the *Burra Charter, The Australia ICOMOS Charter for places of cultural significance* (Australia ICOMOS 2013), a copy of which is provided at Appendix H. The *Burra Charter* is the national standard for cultural heritage conservation acknowledged by government heritage agencies around Australia. Key definitions are provided below.

Place means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.

Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the *place* itself, its *fabric*, *setting*, *use*, *associations*, *meanings*, records, *related places* and *related objects*.

Fabric means all the physical material of the *place* including elements, fixtures, contents and objects.

Conservation means all the processes of looking after a *place* so as to retain its *cultural significance* [as listed below].

Maintenance means the continuous protective care of a *place*, and its *setting*. Maintenance is to be distinguished from repair which involves *restoration* or *reconstruction*.

Preservation means maintaining a *place* in its existing state and retarding deterioration.

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

Reconstruction means returning a *place* to a known earlier state and is distinguished from *restoration* by the introduction of new material.

Adaptation means changing a *place* to suit the existing *use* or a proposed use. [Article 7.2 states regarding use that: a place should have a compatible use]

Compatible use means a *use* which respects the *cultural significance* of a *place*. Such a use involves no, or minimal, impact on cultural significance.

Interpretation means all the ways of presenting the *cultural significance* of a *place*.

6.3 Conservation Management Policy and Implementation Strategies

Table 6. Policy and Strategy Index, Priority and Implementation Timetable				
Number	**Policy Title**	**Strategies**	**Priority**	**Timetable**
General Policies				
Policy 1	Significance the basis for management, planning and work		High	Ongoing
Policy 2	Adoption of Burra Charter		High	Ongoing
Policy 3	Adoption of policies	3.1 Priority and implementation timetable	High	On finalisation of the plan
Policy 4	Compliance with legislation	4.1 EPBC Act 4.2 CH boundary 4.3 Non-compliance 4.4 Divestment	High Medium Medium Low	As needed 6/2023 As needed As needed
Policy 5	Planning documents for or relevant to the Plantation		High	As needed
Policy 6	Expert heritage conservation advice	6.1 Involvement of qualified arboriculturalist	High	As needed
Policy 7	Decision making process for works or actions	7.1 Process 7.2 Log of decisions 7.3 Prioritisation of work 7.4 Conflicting objectives 7.5 Annual review	High High Medium Medium High	As needed 12/2022 As needed As needed Annually
Policy 8	Review of the conservation management plan	8.1 Reasons to instigate a review	Medium	In 5 years or as needed
Liaison				
Policy 9	Relationship with the Department of Agriculture, Water and the Environment		High	Ongoing
Policy 10	Relationship with other stakeholders	10.1 List of stakeholders 10.2 Informing stakeholders 10.3 Aboriginal participation in management	Medium High Low	Ongoing As needed As needed
Conservation of the Plantation				
Policy 11	Conservation of the Plantation	11.1 Tree strategy 11.2 Tree replacement strategy 11.3 Protection of the root zone 11.4 Removal of slab 11.5 Protection of Trees during construction	High High High Medium High	6/2023 Ongoing Ongoing 6/2023 As needed
Policy 12	Maintenance planning and works	12.1 Tree maintenance plan 12.2 Tree surgery 12.3 Coring 12.4 Mulching 12.5 Irrigation generally 12.6 Irrigation during	High Medium Medium Medium Medium Medium	Ongoing Ongoing Annually Annually Ongoing As needed

Table 6. Policy and Strategy Index, Priority and Implementation Timetable				
Number	**Policy Title**	**Strategies**	**Priority**	**Timetable**
		droughts 12.7 Fertilising 12.8 Maintenance of young trees 12.9 Young trees with poor structure 12.10 Trees in poor condition 12.11 Understorey slashing 12.12 Understorey weeds 12.13 Self-sown trees and shrubs 12.14 Built features 12.15 Maintenance and monitoring	 Medium High High High Medium High High High High	 Ongoing As needed As needed As needed Annually Ongoing Ongoing 12/2022 Ongoing
Policy 13	Condition monitoring	13.1 Monitoring program 13.2 Periodic soil analysis 13.3 Tree survey methodology	Medium Medium Medium	12/2022 As needed 12/2022
Setting				
Policy 14	Protection of the Setting for the Plantation		Medium	Ongoing
Use of the Place				
Policy 15	Primary uses of the Plantation	15.1 Access 15.2 Security	High Low	Ongoing As needed
Policy 16	Other possible uses of the Plantation	16.1 Guidelines for secondary uses	Medium	6/2023
Policy 17	New uses compatible with significance		High	Ongoing
Policy 18	Control of leased areas/ activities	18.1 Lease arrangements 18.2 Lease arrangements and condition monitoring	High High	As needed As needed
New Development				
Policy 19	New development	19.1 Impact assessment 19.2 Café seating	High High	As needed As needed
Interpretation				
Policy 20	Interpretation of the significance of the Plantation	20.1 Interpretive strategy	Medium	6/2023
Unforeseen Discoveries				
Policy 21	Unforeseen discoveries or disturbance of heritage components		Medium	As needed
Keeping Records				
Policy 22	Records of intervention and maintenance	22.1 Records about decisions 22.2 Records about maintenance and monitoring	Medium Medium	Ongoing Ongoing

Table 6. Policy and Strategy Index, Priority and Implementation Timetable				
Number	**Policy Title**	**Strategies**	**Priority**	**Timetable**
		22.3 Summary of changes in heritage register	Medium	Ongoing
Policy 23	Sensitive information		Low	As needed
Further Research				
Policy 24	Addressing the limitations of this management plan		Low	As the opportunity arises

General Policies

Policy 1 ***Significance the basis for management, planning and work***

The statement of significance set out in Chapter 4, in particular the Commonwealth Heritage values, and the associated attributes will be a principal basis for management, future planning and work affecting the York Park North Oak Plantation.

Policy 2 ***Adoption of Burra Charter***

The conservation and management of the plantation, its fabric and uses, will be carried out in accordance with the principles of the *Burra Charter* (Australia ICOMOS 2013), and any revisions of the Charter that might occur in the future.

Policy 3 ***Adoption of policies***

The policies recommended in this heritage management plan will be endorsed as a primary guide for management as well as future planning and work for the plantation.

Implementation Strategies

3.1 The NCA will adopt the priority and implementation timetable for policies and strategies which is indicated in Table 6.

Policy 4 ***Compliance with legislation***

The NCA must comply with all relevant legislation and related instruments as far as possible, including the:

- *Australian Capital Territory (Planning and Land Management) Act 1988;*
- *National Capital Plan;*
- *Environment Protection and Biodiversity Conservation Act 1999;* and
- *Copyright Act 1968*.

In addition, it must comply with relevant subsidiary requirements arising from this legislation.

Implementation Strategies

4.1 The NCA will comply with its obligations under section 341S of the EPBC Act and the related regulations to:

- publish a notice about the making, amending or revoking of this plan;
- advise the Minister for the Environment about the making, amending or revoking of this plan; and
- seek and consider public comments.

4.2 The NCA will consult with the Department of Agriculture, Water and the Environment about the apparent need for, and process to review the appropriateness of the current Commonwealth Heritage boundaries for the plantation.

Commentary: It is apparent the current boundaries of the Commonwealth Heritage listed area may not be the most appropriate to fully capture the plantation, notably on the southern side where it appears that the full extent of the tree canopy is not within the listed area. A more appropriate boundary might be the block boundary on this side.

4.3 Where the NCA is not able to achieve full compliance with relevant legislation, the non-complying aspect will be noted and the reasons for this situation appropriately documented.

4.4 If the NCA proposes to divest the plantation then it will comply with the provisions of section 341ZE of the EPBC Act.

Commentary: There are no known or proposed plans for the divestment of the plantation, and this is a very remote possibility in the life of this plan.

Policy 5 Planning documents for or relevant to the Plantation

All planning documents developed for the plantation or affecting the place should refer to this heritage management plan as a primary guide for the conservation of its heritage values. The direction given in those documents and in this plan should be mutually compatible.

Policy 6 Expert heritage conservation advice

People with relevant expertise and experience in the management or conservation of heritage properties will be engaged for the:

- provision of advice on the resolution of conservation issues; and
- for advice on the design and review of work affecting the significance of the plantation.

Implementation strategies

6.1 Given the nature of the place, a suitably qualified and experienced arborist with particular expertise in the care and management of historic trees will be engaged for all key tasks associated with the plantation.

Policy 7 Decision making process for works or actions

The NCA will ensure that it has an effective and consistent decision-making process for works or actions affecting the plantation, which takes full account of the heritage significance of the place. All such decisions will be suitably documented and these records kept for future reference.

Implementation Strategies

7.1 The process will involve:

- consultation with internal and external stakeholders relevant to the particular decision;
- an understanding of the plantation;
- documentation of the proposed use or operational requirements justifying the works or action; and
- identification of relevant statutory obligations and steps undertaken to ensure compliance.

7.2 The NCA will consider maintaining a log of decisions with cross-referencing to relevant documentation.

7.3 Where some work is not able to be undertaken because of resource constraints, work will be re-prioritised according to the following criteria to enable highest priority work to be undertaken within the available resources. Prioritising work will be decided on the basis of:

- the descending order of priority for work will be maintenance, restoration, reconstruction, adaptation, new work; and
- work related to alleviating a high level of threat to significant aspects, or poor condition will be given the highest priority followed by work related to medium threat/moderate condition then low threat/good condition.

7.4 If a conflict arises between the achievement of different objectives, the process for resolving this conflict will involve:

- reference to the conflict resolution process outlined in the NCA's Heritage Strategy;
- implementation of a decision-making process in accordance with Policy 7;
- compliance with the *Burra Charter*, in particular Articles 5.1 and 13;
- heritage conservation experts in accordance with Policy 6;
- possibly seeking the advice of the Department of Agriculture, Water and the Environment; and
- possibly seeking a decision from the Minister under the EPBC Act.

In the last case, a decision under the EPBC Act may be necessary because of the nature of the action involved.

7.5 The implementation of this plan will be reviewed annually, and the priorities re-assessed depending on resources or any other relevant factors. The review will consider the degree to which policies and strategies have been met or completed in accordance with the timetable, as well as the actual condition of the place (Policy 14). The *Criteria for Prioritising Work* (Strategy 7.3) will be used if resource constraints do not allow the implementation of actions as programmed.

Policy 8 Review of the management plan

This management plan will be reviewed:

- once every five years in accordance with section 341X of the EPBC Act; and
- to take account of new information and ensure consistency with current management circumstances, again at least every five years; or
- whenever major changes to the place are proposed or occur by accident (such as fire or natural disaster); or
- when the management environment changes to the degree that policies are not appropriate to or adequate for changed management circumstances.

Implementation Strategies

8.1 The NCA will undertake a review of the management plan if it is found to be out of date with regards to significance assessment, management obligations or policy direction.

Liaison

Policy 9 ***Relationship with the Department of Agriculture, Water and the Environment***

The NCA will maintain regular contact with DAWE, and formally refer any action that potentially impacts on the heritage values of any place as required by the EPBC Act, and any amendments to this Act.

Commentary: The Parliament House Vista is an adjacent heritage place which may be affected by actions taken regarding the plantation.

Policy 10 ***Relationship with other stakeholders***

The NCA will seek to liaise with all relevant stakeholders, including community and professional groups, on developments affecting the place.

Implementation Strategies

10.1 The NCA will maintain a list of relevant stakeholders and the scope of their interests.

Commentary: The list of stakeholders in Section 5.4 forms the basis for this list.

10.2 Periodically or as developments are proposed, the NCA will inform stakeholders of activities in a timely fashion and provide them with an opportunity to comment on developments.

10.3 If Aboriginal heritage values are identified in the future in the plantation, then the NCA will develop appropriate policies and protocols to ensure Aboriginal people participate in the management process.

Commentary: There are currently no Aboriginal heritage values identified in the Commonwealth Heritage listing for the plantation.

Conservation of the Plantation

Refer also to the policy section on new development below.

Policy 11 ***Conservation of the Plantation***

The heritage significance of the York Park North Oak Plantation will be conserved. This will include conservation of the:

- Duke of York's tree;
- other oak trees;

- regular planting pattern and tree spacing;
- enclosure and shelter provided by the oaks and perimeter walls;
- use of a single species, *Quercus robur*; and
- built features associated with the post-2008 upgrade works.

The NCA will also endeavour to maintain the understorey as a native grassland in the area which is predominantly native grassland (see Figure 34 for the location).

Commentary: It is noted that management of the native understorey may conflict with other aspirations for the plantation, such as fostering a mature and continuous canopy, as well as creating an environment for passive recreation.

Implementation strategies

11.1 A long-term tree strategy will be adopted for the plantation, as reflected in this plan.

11.2 The NCA will also adopt a tree replacement strategy, as follows.

In the replacement of trees that are removed, care should be taken to:

- plant in line with the existing trees;
- address the drainage problems of the site should any become apparent;
- provide local irrigation and adequate horticultural care during any establishment period; and
- if needed, replacement plantings may be fertilised.

Tree replacement will occur in a variety of circumstances. In all cases, the replacement trees will be the same species as is currently found in the plantation (*Quercus robur*) and these will be located to maintain the plantation layout. No trees should be removed and replaced until advanced specimens are available, unless there are safety issues.

Replacement trees should be advanced specimens of *Quercus robur* suitable for the Canberra environment. For example, this may include locally harvested acorns grown in Canberra to become such specimens. Consideration should be given to using acorns from the Duke of York's tree, to assist with maintaining the uniformity of the plantation.

All replacement trees should be grown to the Australian Standard: *Tree stock for landscape use* (AS 2302).

Propagation for possible future replacements should be undertaken every three (3) years and the stock grown on. If unused in the plantation, then trees can either be used by the NCA for other plantings or gifted to the ACT Government or other land managers for use. The success of the propagation should be documented for future reference.

Table 7. Tree Replacement Strategy	
Situation	**Strategy**
Existing individual trees which die, display ongoing poor condition or are severely damaged	These trees should be replaced as such circumstances arise. If possible, mature specimens, three (3) to five (5) metres in height and to the Australian Nursery Standard, should be used.
Duke of York's Tree	Should this tree die, display ongoing poor condition or be severely damaged, it should be replaced. However: • the replacement tree should be a seedling raised from the existing tree. See the comments above regarding propagation; • the tree should be planted by a dignitary affiliated with Britain, ideally a member of the Royal Family, and ideally also the current Duke of York; • ideally the replacement planting should take place on a 10th of May; • the new tree should be located in the same position as the existing tree, noting and accepting this is not exactly in accordance with the overall grid pattern; and • the replacement planting should be noted in interpretive material. Depending on the cause of death, this may require soil replacement.
Long term replacement of trees diseased beyond recovery, in rapid decline or dead	The anticipated Estimated Life Expectancy (ELE) of the majority of the plantation, from general observations, is 40+ years. It is expected that the replacement of several trees and ultimately the replacement of the entire plantation (possibly through a staged approach) may arise over the coming forty (40) to seventy (70) years, or possibly sooner should disease take hold. Every effort should be made to treat disease rather than remove trees. In circumstances where trees are diseased beyond recovery, in rapid decline or dead, they should be replaced. Replacements should be assessed on an individual basis with thought given to the number of trees in decline and the available space and sunlight for the replacement trees to grow to maturity. In both cases mentioned above, should total replacement be contemplated and the Duke of York's tree remains healthy, this tree should be allowed to remain. Replacement trees should be advanced specimens.

11.3 Special care will be taken to protect the root zone of the plantation.

When undertaking works within the Tree Protection Zones (TPZs) of heritage listed trees, then an Arborist, holding a minimum Certificate V in arboriculture (AQF5 Arborist) must be present during all aspects of works within these TPZs. The Tree Protection Zone is defined as 12 x Diameter at Breast Height from the centre of the tree, and should be no less than 2 metres nor greater than 15 metres, consistent with the relevant

Australian Standard.

Care will be taken to retain existing soil levels, avoid compaction or other root disturbing activities. Cars, trucks, tractors and similar size vehicles will not be permitted in the plantation.

Commentary: The largest tree has a Diameter at Breast Height of 1 metre which means that the TPZ for this tree is 12 metres.

It is recognised that light-weight mowers will occasionally enter the plantation to slash the grass, and other light-weight vehicles will occasionally be needed if planting advanced stock or removing prunings. Care should be taken so as not to damage any part of an individual tree when undertaking any works within the plantation.

11.4 The concrete slab on the southern side of the plantation will be carefully removed and the ground level made good, with advice from and under the supervision of a qualified arborist. Only lightweight vehicles may enter the plantation for this work, in accordance with Strategy 11.3.

11.5 The plantation will be protected during any construction activity through implementation of relevant guidelines such as Australian Standard: *Tree protection on development sites* (AS 4970-2009 (reconfirmed 2020)). This includes activity within the plantation, especially within the tree protection zone, or adjacent to the plantation, such as construction on the adjacent carpark.

Commentary: The southern boundary of the plantation block has been established to take account of the tree protection zone. Therefore, construction on the adjacent block will respect this protection zone.

Policy 12 Maintenance planning and works

The plantation will be well maintained and all maintenance work will respect the significance of the place. Maintenance will be based on a maintenance plan that is informed by:

- a sound knowledge of the trees and the overall plantation and their heritage significance;
- the setting for the place and any related impacts; and
- regular inspection/monitoring.

It will also include provision for timely preventive maintenance and prompt attention in the event of any damage or threat to the plantation.

Implementation strategies

12.1 The NCA will implement a maintenance plan for the plantation reflecting relevant policies and strategies, which are summarised at Appendix G.

Commentary: Appendix G might be reformatted into a standalone maintenance plan, possibly including links to other key references which underpin the policies and strategies.

12.2 Regular tree surgery will be undertaken, such as the removal of dead wood and epicormic growth, but it will be limited to that necessary for:

- tree health; or
- human health and safety.

The pruning of some trees to limit the effect of dieback of their central leaders should be undertaken, where this is possible.

While the removal of dead wood over 25 mm in diameter could be considered to reduce the potential risk to users, the removal of dead wood would largely be to assist with the amenity and overall health of the trees. Branches that are smaller than 25 mm are less likely to cause injury and will increase maintenance works dramatically.

Pruning for health and safety reasons should not compromise the overall tree health or condition. In such cases other methods should be used to overcome the health and safety issue, such as fencing or signage.

Limited pruning may be undertaken to facilitate pedestrian access along paths but this should not compromise the overall tree health and condition.

Commentary: The general preference is to maintain the most natural growth of the plantation and not to prune up the trees unnecessarily. While some aspects of pruning could be undertaken to improve the overall amenity of and access to the plantation, the removal of some lower branches could adversely affect the overall tree health or condition.

12.3 Coring should periodically be undertaken beyond the root zones to improve the growing condition for the trees. Top-dressing the plantation with an approved soil medium would assist with overall tree and understorey health. A sandy loam soil medium is recommended, however the choice is dependent on what overall understorey growth is desired. Expert horticultural advice should advise on top-dressing, and have regard to both the health of trees and the understorey.

12.4 Mulching the root zones of trees should be undertaken and maintained. Special care should be taken to limit mulching to root zones in the area where native vegetation predominates, to promote conservation of the native understorey (see Figure 34). Mulch should be seven (7) to seventeen (17) mm grade and laid to a depth of one hundred (100) to two hundred (200) mm.

12.5 The oak trees should remain un-irrigated, except regarding replacement plantings (Strategy 11.2), and regarding occasional irrigation in times of drought (Strategy 12.6).

12.6 In times of extended drought, trees in poor condition may be carefully irrigated to encourage better health. This will involve:

- guidance and monitoring by a qualified arborist;
- no vehicle incursions into the plantation itself; and
- no soil erosion or damage to the understorey.

Commentary: The effort to undertake supplementary watering in 2007 highlighted some difficulties with ensuring it was undertaken in the right way. Any future efforts will require careful management and oversight. All additional watering should be documented for future analysis and research purposes.

12.7 The mature oak trees should not be routinely fertilised. However, if needed in response to a significant deficiency, found as a result of expert advice or soil analysis, or in the case of replacement plantings, then the careful application of suitable fertiliser may be undertaken.

Commentary: Records should be maintained about the use of any fertiliser.

12.8 Young trees will be provided with enhanced maintenance to promote good health and growth.

12.9 Young trees which develop poor structure and which cannot be corrected (eg. lost leader) may be replaced. Mature trees in a similar situation should also be replaced to achieve the long-term conservation of the overall plantation with a mature canopy.

Commentary: All trees should be individually assessed against accepted thresholds for the individual tree and plantation.

12.10 Trees in poor condition will be provided with enhanced care to seek to improve their condition. If such trees remain in poor condition and are unlikely to improve, even with enhanced care, then these will be replaced.

12.11 The understorey will be annually slashed in late summer, and the slashed material removed. Care will be taken to avoid damage to the tree trunks. The addition of mulching should reduce the possibility of mechanical damage to the bases of trees.

12.12 The understorey will be managed to remove weeds. Weed control will include ongoing removal of woody weeds (self-sown exotics such as *Cotoneaster, Sorbus, Ulmus, Crataegus, Pyracantha, Prunus*, also *Acacia mearnsii* and *A. baileyana*), and spot-spraying with appropriate herbicide of exotic perennial grasses (Chilean Needlegrass *Nassella neesiana*, Cocksfoot *Dactylis glomerata*, Tall Fescue *Festuca arundinacea*, Serrated Tussock *Nassella trichotoma*, Paspalum *distichum*) and St Johns Wort *Hypericum perforatum*.

Commentary: Botanical expertise may be required to guide weed removal. Any herbicide used should target exotic perennial grasses and have no impact on trees. In any event, manual removal may prove necessary.

12.13 If any self-sown trees, including *Quercus robur* seedlings, and shrubs occur within or immediately adjacent to the plantation block then these

will be carefully removed, taking every care to avoid or minimise damaging the roots of the oaks. Chemicals shall not be used to control woody weeds (eg. applied to stumps) because of the possibility of root grafting between weeds and oaks, leading to chemicals impacting on the oaks through translocation of the herbicide.

The removal of suckers should be undertaken with care by a suitably qualified and experienced horticulturalist or arborist holding a minimum certificate III in Horticulture or Arboriculture, utilising appropriate techniques and cleaning of equipment between trees. To assist with reducing suckering, additional management measures should be in place for the overall protection of the lower trunk and ground entry point of the trees when undertaking maintenance with equipment in the plantation.

Commentary: A self-sown oak just west of the plantation, immediately adjacent to the perimeter wall, should be removed.

12.14 The NCA will develop and implement a maintenance plan for the built features of the plantation as well as other issues. This will consider the following current issues:

- cracked paving;
- a few dislodged/missing stones in the perimeter walls;
- timber seats are showing signs of deterioration, including missing timber infill patches;
- acorn, leaf litter and general rubbish accumulation;
- the presence of informal ashtrays located in the plantation;
- paths not clear or eroded; and
- the blocked drain to the east side of plantation.

Commentary: This could be integrated with the landscape maintenance plan provided at Appendix G.

12.15 The NCA will ensure maintenance planning is periodically informed by a monitoring program (refer to Policy 13).

Policy 13 Condition monitoring

A program of monitoring the condition of the plantation will be implemented. This program should be distinct from the maintenance program but will be linked to it for implementation. The information gained will inform maintenance planning.

Implementation strategies

13.1 The NCA will develop and implement a regular monitoring program to identify changes in the condition of the plantation. Such monitoring will include appropriate recording (eg. photographic) and the records of monitoring will be suitably archived with records relating to the plantation. Monitoring will particularly consider:

- weed invasion/self-sown trees;
- progress of ageing of trees;
- drainage in wet weather; and

- the impact of adjacent construction activity.

When construction and other substantial changes are taking place adjacent to the plantation, inspections shall be undertaken every three (3) months. Once such activities have ended, inspections may be scheduled at a longer period though not greater than every twelve (12) months.

13.2 The NCA will undertake periodic soil analysis to assist with assessing the growing conditions for the trees.

13.3 The NCA will review the process and criteria for undertaking tree surveys in order to ensure clear and consistent criteria for surveys, and to improve their long-term consistency.

Commentary: Based on a review of survey data for the current plan, there would appear to be a degree of subjectivity in the assessments undertaken.

Setting

The policies in this section apply to the area around the plantation block.

Policy 14 Protection of the Setting for the Plantation

Consistent with the *National Capital Plan*, the NCA will protect the setting for the plantation related to its heritage values, in particular the adjacent evergreen trees in Kings Avenue.

This will include consideration of the impact on access to sunlight for the trees and reflected sunlight into the plantation, associated with adjacent developments.

Commentary: It is noted the *National Capital Plan* masterplan for York Park will involve substantial new development adjacent to the plantation.

Use of the Place

Policy 15 Primary uses of the Plantation

The primary uses of the plantation will be for conservation of the plantation, and passive recreation to the extent compatible with conservation.

Implementation strategies

15.1 The NCA will maintain open access to the plantation for passive recreation to the extent compatible with conservation.

Access will also be provided for Aboriginal people with traditional affiliations with Canberra to maintain cultural traditions associated with the locality.

Commentary: There are currently no Aboriginal heritage values identified in the Commonwealth Heritage listing for the plantation.

15.2 The NCA will monitor the need for special security arrangements for the plantation, and develop an appropriate response should any issue arise.

Commentary: There are currently no identified security issues.

Policy 16 Other possible uses of the Plantation

Possible secondary uses of the plantation include:

- weddings;
- functions requiring no, minimal or low impact equipment; and
- picnics/seating associated with a possible café, although not a café itself within the plantation.

In all cases, such uses will not compromise the primary uses of the plantation.

Temporary shelters will not be permitted as part of such uses. Temporary infrastructure to support such uses may be located outside of the perimeter wall, especially in Windsor Walk, but in all cases in a way which does not adversely impact the plantation.

Commentary: Seating associated with a café or similar is discussed under new developments below.

Implementation Strategies

16.1 The NCA will consider developing simple guidelines for secondary uses of the plantation.

Policy 17 New uses compatible with significance

Any new use proposed for the plantation will be compatible with the significance of the place, and will be complimentary to the primary uses.

Policy 18 Control of leased areas/activities

Any lease or permit or other such arrangements for activities on or adjacent to the plantation will protect the heritage significance of the place.

Implementation Strategies

18.1 Lease or permit arrangements will:

- be compatible with the heritage significance of the place;
- stress the heritage significance of the place;
- provide clear guidelines about appropriate uses; and
- provide for a process of notification to and approval by the NCA of any activities/functions undertaken in the plantation.

18.2 The impact of lease or permit arrangements will be a specific component of monitoring the condition of the plantation.

New Development

Policy 19 New development

No new buildings, shelters, structures, large sculptures or paved areas will be constructed inside the perimeter fence of the plantation. A few small sculptures may be permitted inside this area. Limited and sympathetic new development may be possible outside this area, that is between the wall and the actual block boundary to the north and west. However, this should not include buildings.

Any new facilities servicing uses of the plantation will be located outside the plantation, and be carefully sited and designed to have no impact on the significance of the plantation.

No major services will be installed or pass through the plantation. Minor services may be installed, related to permitted uses of the plantation. Where these involve ground-disturbing activities, such work will be guided by a suitably qualified and experienced arborist holding a minimum certificate V in arboriculture (AQF5 Arborist).

Commentary: The installation of major services may involve structures or trenching which is either inconsistent with the character of the plantation or might involve disturbing tree roots.

Implementation Strategies

19.1 Any proposed new development should be assessed for its impact on the heritage values of the plantation.

19.2 Any possible café seating use in the plantation should be designed to avoid root compaction, ground-disturbing activities and changing the hydrology, and be guided by a suitably qualified and experienced arborist holding a minimum certificate V in arboriculture (AQF5 Arborist) regarding design and location. It may be desirable to define a maximum area for such seating. In any event, such an area should be a small proportion of the plantation to limit the impact on the oaks.

Interpretation

Policy 20 Interpretation of the significance of the Plantation

The significance of the place, including the Duke of York's tree, will continue to be interpreted to visitors and ideally enhanced. The interpretation will include reference to the places associated with the plantation, especially the Bunya Pine opposite on Kings Avenue.

Implementation Strategies

20.1 The NCA will develop and implement a simple interpretive strategy considering existing measures as well as the range of possible messages, audiences and communication techniques.

Commentary: Options might include:

- additional simple plaques or interpretive panels at key points;
- a small display in an adjacent building;
- printed materials available in an adjacent building, at the National Capital Exhibition and other outlets; and/or
- presentation of information on the NCA or other websites.

Unforeseen Discoveries

Policy 21 Unforeseen discoveries or disturbance of heritage components

If the unforeseen discovery of new evidence or the unforeseen disturbance of heritage fabric requires major management or conservation decisions not envisaged by this heritage management plan, the plan will be reviewed and revised (see Policy 8).

If management action is required before the management plan can be revised, a heritage impact statement will be prepared that:

- assesses the likely impact of the proposed management action on the existing assessed significance of the plantation;
- assesses the impact on any additional significance revealed by the new discovery;
- considers feasible and prudent alternatives; and
- if there are no such alternatives, then considers ways to minimise the impact.

If action is required before a heritage impact statement can be developed, the NCA will seek relevant expert heritage advice before taking urgent action.

Urgent management actions shall not diminish the significance of the place unless there is no feasible and prudent alternative.

Commentary

Unforeseen discoveries may be related to locating new documentary or physical evidence about the place or specific heritage values that are not known at the time of this plan, and that might impact on the management and conservation of the place. Discovery of new heritage values, or the discovery of evidence casting doubt on existing assessed significance would be examples.

Discovery of potential threats to heritage values may also not be adequately canvassed in the existing policies. Potential threats might include the need to upgrade services or other operational infrastructure to meet current standards, the discovery of hazardous substances that require removal, or the physical deterioration of fabric.

Unforeseen disturbance might be related to accidental damage to fabric, or disastrous events such as fire or flood.

Such actions may be referable matters under the EPBC Act.

Keeping Records

Policy 22 ***Records of intervention and maintenance***

The NCA will maintain records related to any substantial intervention or change in the place, including records about maintenance.

Implementation strategies

22.1 The NCA will retain records relating to decisions taken in accordance with Policy 7 – Decision making process for works or actions.

22.2 The NCA will retain copies of all maintenance plans prepared for the place, including superseded plans, and records about monitoring. (Refer to Policies 12 and 13.)

22.3 A summary of substantial interventions, changes and maintenance will be included in the NCA heritage register entry for the place, including a reference to where further details may be found.

Policy 23 ***Sensitive information***

The NCA will develop protocols for the management of sensitive information, should any such information emerge.

Commentary: At the current time there is no known sensitive information, beyond normal government and commercial information, which is already subject to standard protection procedures.

Further Research

Policy 24 ***Addressing the limitations of this management plan***

Opportunities to address the limitations imposed on this plan (see Section 1.4) should be taken if possible, and the results used to revise the management plan.

6.4 IMPLEMENTATION PLAN

Responsibility for Implementation

The person with overall responsibility for implementing this management plan is the person holding the position of Chief Executive, National Capital Authority.

Commitment to Best Practice

The NCA is committed to achieving best practice in heritage conservation, in accordance with its legislative responsibilities and Government policy, and in the context of its other specific and general obligations and responsibilities. This is reflected in the preparation of this management plan and in the adoption of:

- Policy 1 – Significance the basis for management, planning and work;
- Policy 2 – Adoption of Burra Charter; and
- Policy 6 – Expert heritage conservation advice.

Works Program

Refer to Strategy 3.1 and Table 6 in the preceding section.

Criteria for Prioritising Work

See Strategy 7.3.

Resolving conflicting Objectives

See Strategy 7.4.

Annual Review

Refer to Strategy 7.5.

Resources for Implementation

It is difficult to be precise about the budget for maintenance of the plantation because funding details are not kept for just this area. In addition, the future budgetary situation of the NCA is uncertain. None the less, funding has been provided for maintenance in previous years for the plantation and it seems likely this will continue.

As noted in Section 5.5, the NCA has staff who undertake management of the maintenance contracts, interpretation planning, new works planning, events management, and the NCA otherwise uses contractors to undertake actual maintenance. These staff and contractors will, to some extent, be involved in implementing aspects of the plan.

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APPENDIX A: COMMONWEALTH HERITAGE LIST, HISTORICAL AND OTHER INFORMATION

A.1 COMMONWEALTH HERITAGE LIST CITATION

York Park North Tree Plantation, Kings Avenue, Barton, ACT, Australia

List	Commonwealth Heritage List
Class	Historic
Legal Status	Listed place (22/06/2004)
Place ID	105242
Place File No	8/01/000/0487

Summary Statement of Significance

The plantation is significant as the only one of the six plantations proposed for Canberra in the late 1920s-early 30s still remaining largely intact. (Criterion D.2) (Historic themes: 8.1.3. Developing public parks and gardens)

The inaugural planting was carried out by HRH the Duke of York on 10 May 1927 as part of the celebrations associated with the opening of the Provisional Parliament House. (Criterion A.4)

The formal arrangement of the oak plantation and the use of a large number of a single species in wide spacing is unusual. It demonstrates an historic aspect of the National Capital's early tree planting program. (Criterion B.2)

Official Values

Criterion A Processes

The inaugural planting was carried out by HRH the Duke of York on 10 May 1927 as part of the celebrations associated with the opening of the Provisional Parliament House.

Attributes
All of the trees plus the grid spacing, plus the total size of the plantation. The specific tree planted by HRH the Duke of York is particularly significant.

Criterion B Rarity

The formal arrangement of the oak plantation and the use of a large number of a single species in wide spacing is unusual. It demonstrates an historic aspect of the National Capital's early tree planting program.

Attributes
The fact that the trees are all of the same species, namely English Oak, plus the grid spacing, plus the total size of the plantation.

Criterion D Characteristic values

The plantation is significant as the only one of the six plantations proposed for Canberra in the late 1920s-early 30s still remaining largely intact.

Attributes
The specific location, dimensions, tree spacing and tree species of the coppice.

Description

The features intrinsic to the heritage significance of the place are the English Oak plantation containing 75 live trees and the English oak at the north western corner of the plantation.

The English Oak (QUERCUS ROBUR) plantation is located on the corner of State Circle and Kings Avenue, Barton. Originally there were six rows with thirteen plants in each row, a total of 78 plants. They

are spaced on a 40ft (approximately 12m x 12m) grid, which has allowed the trees to spread and some have a crown diameter of 18-20m. They tend to branch at a low height (1.5 - 3m) which is typical if this species is grown in an open situation in poor soils without additional watering. The tallest trees are about 12-14m tall and the trees in the outer rows have generally grown better than those within the plantation.

There are numerous oak seedlings beneath the canopies where shade has excluded native herbaceous species. Bird-dispersed exotic species of cotoneaster, hawthorn and rowan occur under the canopy and there are a few cootamundra wattle (Acacia baileyana) seedlings in open spaces. These may be self-sown seedlings from the remnants of a planting made in 1945 on the northern, southern, and western sides of York Park from the former Hotel Wellington to the Patents Office. Native grasses in the plantation have persisted in open spaces because the area has not been cultivated or mown.

History

As part of the celebrations associated with the opening of the Provisional Parliament House an inaugural planting of trees was carried out by HRH the Duke of York on 10 May 1927 in Coppice Plot 5. The proposal for the plantation by the Federal Capital Commission, endorsed by Prime Minister S M Bruce, was based on the suggestion by the Superintendent of the Botanic Gardens, Sydney, E N Ward, that rather than planting individual specimens a much bolder scheme would be to create a Royal or English vista comprising four coppices of English trees, for which the Duke of York would plant the initial trees. Symbolically the trees to commence the four coppices would be supplied from England, while the remainder of the trees would be raised at either of the government nurseries at Campbelltown or Canberra. The tree the Duke of York planted is an English oak, (QUERCUS ROBUR), brought to Australia as a live tree from the Royal Botanic Gardens, Kew, London. The Duke also planted an Australian bunya pine (ARAUCARIA BIDWILLII) at the same ceremony, located opposite the English oak on the northern side of Kings Avenue. (This tree is included in the Parliament House Vista listing in the Register of the National Estate.) The history and status of the oak tree was established in 1994.

The plantation consisted initially of at least seventy-eight trees which were widely spaced on a 40ft x 40ft grid. The plantation is significant as the only one of six coppice plantations established in Canberra in the last part of the 1920s-early 30s which still remain. The formal arrangement of the oak plantation and the use of a large number of a single species in wide spacing is unusual and reveals an historic aspect of the National Capital's early street planting. It differs from the style adopted by Thomas Charles Weston, Officer in Charge of Afforestation 1913-26, who, within the city, tended to plant in groups often with mixed species. An exception was the cork oak, (QUERCUS SUBER), plantation at Green Hills but this was intended to be a commercial plantation. The formality of the planting evident in the York Park plantation is unlikely to be repeated. The plantation is important for its size, design and position close to Capital Hill. It presents an interesting contrast in style and species to the informal plantings around Parliament House. It forms part of the Kings Avenue streetscape and relates closely to the landscape of the Parliamentary Zone.

The concept of planting English oaks as a link with Australia's British heritage is valued by the members of the community. The longevity of oaks is similarly valued by the community.

Condition and Integrity

The plantation has received very little horticultural maintenance. Despite its prominent position bordering the Parliamentary Triangle there has been no supplementary watering. The survival of the trees under these conditions is a measure of the hardiness of the species. Despite the conditions many of the trees are healthy with the potential to grow for many years.
(1997)

Location

About 1.75ha, in Barton, comprising that area of Block 2, Section 1, between Windsor Walk, State Circle, Kings Avenue and a line parallel to Kings Avenue 100 metres to the south-south-east (ie extending from the formed kerb on the most southern side of Kings Avenue).

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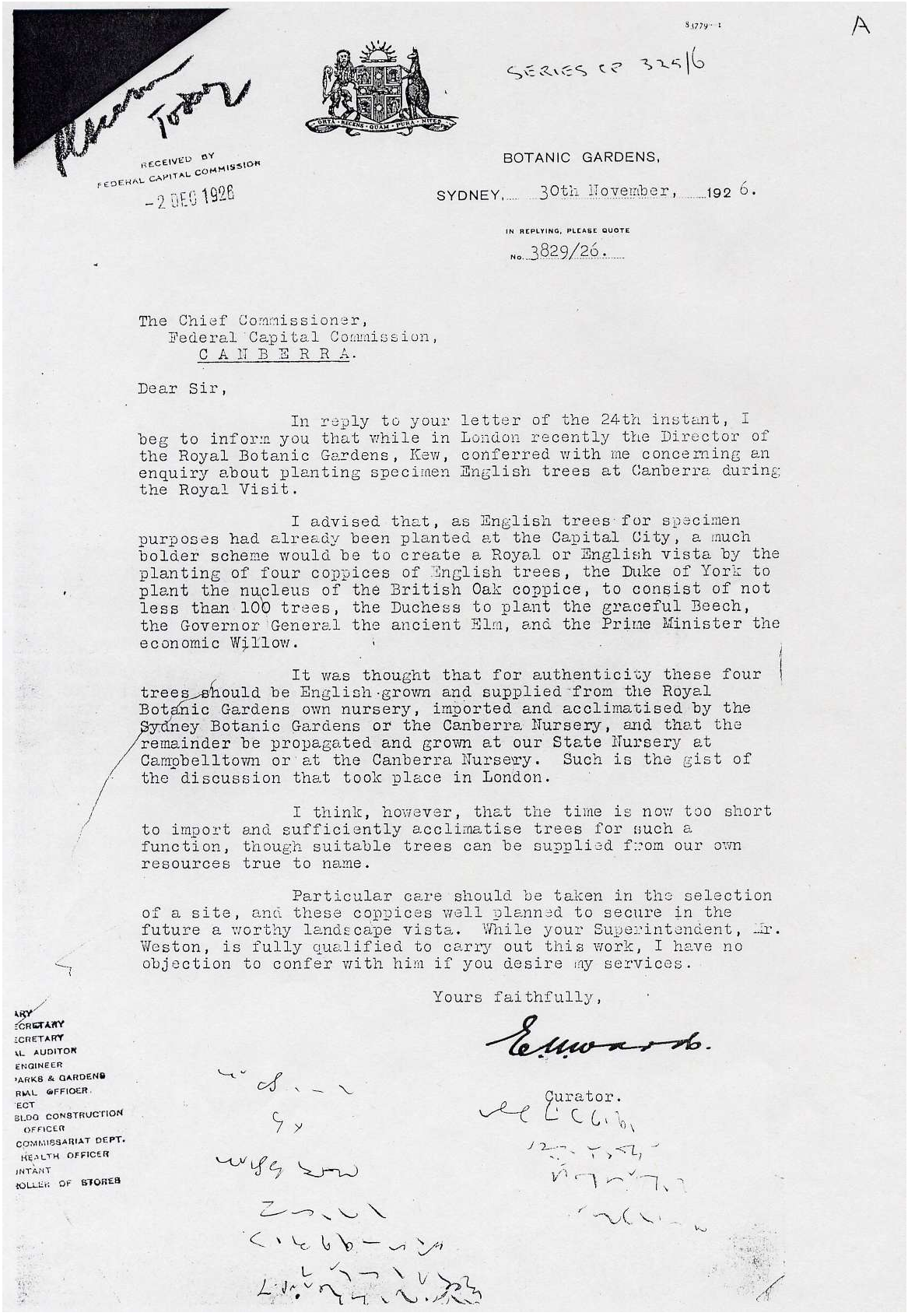
Report Produced Thu Sep 16 14:37:13 2021

A.2 1926 LETTER FROM WARD TO FCC



RECEIVED BY
FEDERAL CAPITAL COMMISSION
-2 DEC 1926

SERIES CP 325/6

BOTANIC GARDENS,

SYDNEY, 30th November, 1926.

IN REPLYING, PLEASE QUOTE
No. 3829/26.

The Chief Commissioner,
Federal Capital Commission,
CANBERRA.

Dear Sir,

In reply to your letter of the 24th instant, I beg to inform you that while in London recently the Director of the Royal Botanic Gardens, Kew, conferred with me concerning an enquiry about planting specimen English trees at Canberra during the Royal Visit.

I advised that, as English trees for specimen purposes had already been planted at the Capital City, a much bolder scheme would be to create a Royal or English vista by the planting of four coppices of English trees, the Duke of York to plant the nucleus of the British Oak coppice, to consist of not less than 100 trees, the Duchess to plant the graceful Beech, the Governor General the ancient Elm, and the Prime Minister the economic Willow.

It was thought that for authenticity these four trees should be English-grown and supplied from the Royal Botanic Gardens own nursery, imported and acclimatised by the Sydney Botanic Gardens or the Canberra Nursery, and that the remainder be propagated and grown at our State Nursery at Campbelltown or at the Canberra Nursery. Such is the gist of the discussion that took place in London.

I think, however, that the time is now too short to import and sufficiently acclimatise trees for such a function, though suitable trees can be supplied from our own resources true to name.

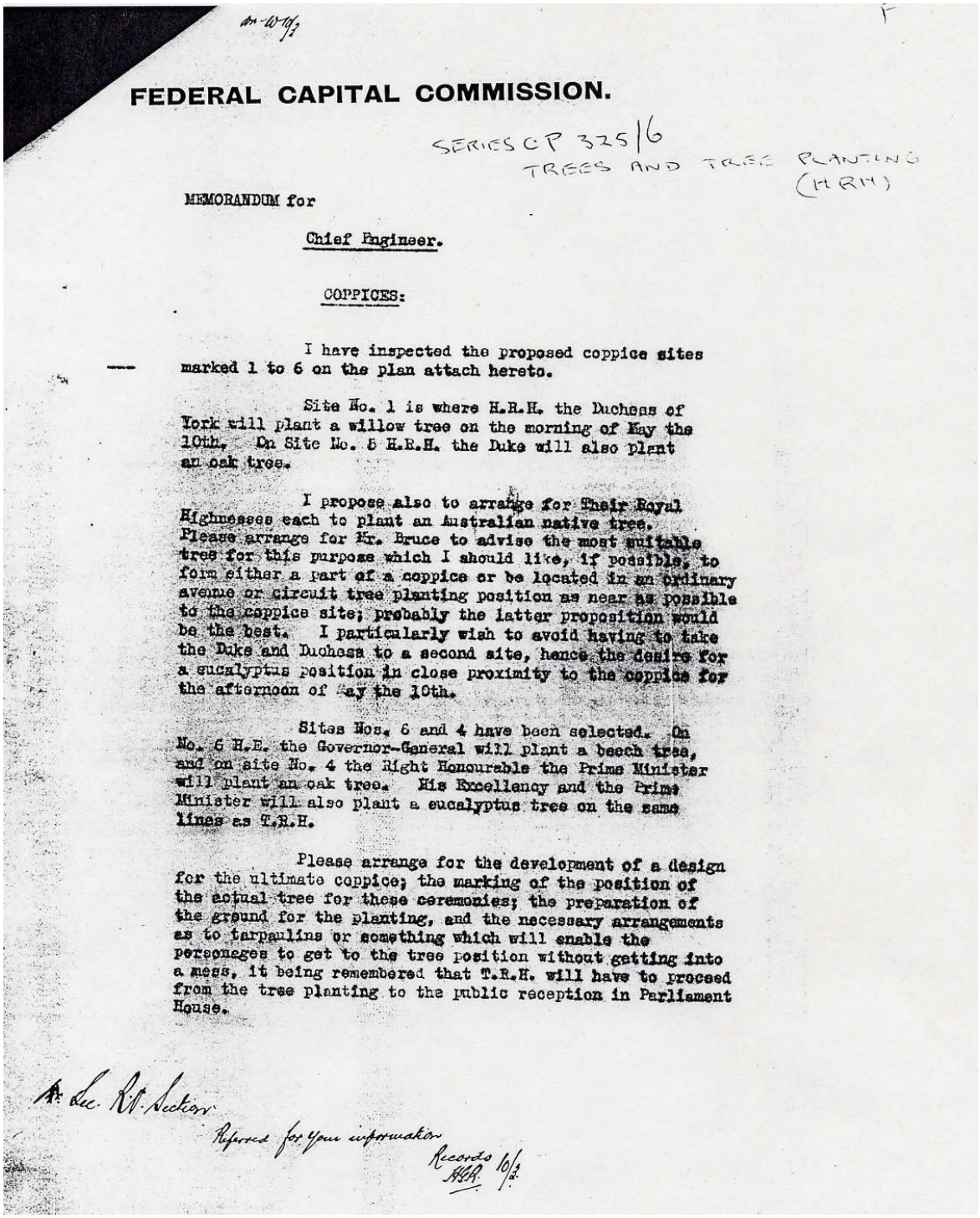
Particular care should be taken in the selection of a site, and these coppices well planned to secure in the future a worthy landscape vista. While your Superintendent, Mr. Weston, is fully qualified to carry out this work, I have no objection to confer with him if you desire my services.

Yours faithfully,

Curator.

SECRETARY
SECRETARY
CHIEF AUDITOR
ENGINEER
PARKS & GARDENS
RANGER OFFICER
ARCHITECT
BLDG CONSTRUCTION OFFICER
COMMISSARIAT DEPT.
HEALTH OFFICER
ASSISTANT
CONTROLLER OF STORES

A.3 1927 MEMO FROM BUTTERS



FEDERAL CAPITAL COMMISSION.

SERIES CP 325/6
TREES AND TREE PLANTING (HRH)

MEMORANDUM for

Chief Engineer.

COPPICES:

I have inspected the proposed coppice sites marked 1 to 6 on the plan attach hereto.

Site No. 1 is where H.R.H. the Duchess of York will plant a willow tree on the morning of May the 10th. On Site No. 5 H.R.H. the Duke will also plant an oak tree.

I propose also to arrange for Their Royal Highnesses each to plant an Australian native tree. Please arrange for Mr. Bruce to advise the most suitable tree for this purpose which I should like, if possible, to form either a part of a coppice or be located in an ordinary avenue or circuit tree planting position as near as possible to the coppice site; probably the latter proposition would be the best. I particularly wish to avoid having to take the Duke and Duchess to a second site, hence the desire for a eucalyptus position in close proximity to the coppice for the afternoon of May the 10th.

Sites Nos. 6 and 4 have been selected. On No. 6 H.E. the Governor-General will plant a beech tree, and on site No. 4 the Right Honourable the Prime Minister will plant an oak tree. His Excellency and the Prime Minister will also plant a eucalyptus tree on the same lines as T.R.H.

Please arrange for the development of a design for the ultimate coppice; the marking of the position of the actual tree for these ceremonies; the preparation of the ground for the planting, and the necessary arrangements as to tarpaulins or something which will enable the personages to get to the tree position without getting into a mess, it being remembered that T.R.H. will have to proceed from the tree planting to the public reception in Parliament House.

A. Lec. Rd. Section

Reports for your information

Records 10/2

FEDERAL CAPITAL COMMISSION.

Please develop the whole scheme in detail and have the sites completely marked and arrangements made for whatever protection is necessary for the trees that are planted after the ceremony.

With regard to the two remaining sites, Nos. 2 and 3, please have these also developed in readiness for planting other trees which will be available and which may be required for ceremonial purposes.

I notice on reviewing what I have stated above that both sites Nos. 4 and 5 have been marked for Oaks; this is not in accordance with Mr. Bruce's selection as marked on the plan attached hereto. I should prefer No. 4 site to be planted with Elms, if this is possible, but I particularly want Site No. 4 at least because it is a much more convenient site in the afternoon itinerary. Please ask Mr. Bruce to give this matter some consideration.

Chief Commissioner.
4th March, 1927.

A.4 1931 Department of Home Affairs Letter

The following letter provides strong evidence that the plantation was planted in 1931. In addition, it indicates some rationale for the wide spacing of the trees.

COMMONWEALTH OF AUSTRALIA.
DEPARTMENT OF HOME AFFAIRS - F.C.T. BRANCH.
FEDERAL CAPITAL COMMISSION.
CANBERRA.

DEPARTMENT OF HOME AFFAIRS No 31/5698 8 DEC 1931

ALL COMMUNICATIONS TO BE ADDRESSED TO "THE SECRETARY."

CODE ADDRESS: "CANBRACOM. CANBERRA."

IN REPLY PLEASE QUOTE NO.

WVL/DB.

MEMORANDUM for:-

The Secretary,
Department of Home Affairs,
CANBERRA. F.C.T.

Unemployment Relief Works.

I have to advise you that in connection with relief works recently carried out by this Branch, the following expenditure was incurred in excess of the amounts authorised.

Locality	Service	Amount Approved	Amount Expended	Amount of over expenditure.
Forrest Bowling Green	Preparation and planting	£28. 8. 8	£34.12. 0	£6. 3. 4
Hotel Acton, National Circuit) York Park	do.	300. 0. 0	309. 2.11	9. 2.11
York Park	do.	245. 2. 0	274. 8. 7	29. 6. 7
Council for Scientific & Industrial Research site	do.	555. 0. 0	608. 0. 9	53. 0. 9
Canberra-Queanbeyan Road	Tree planting extension	807. 8. 0	855.14. 8	48. 6. 8
Wentworth Avenue	Tree planting	295. 0. 0	300. 9. 6	5. 9. 6
				£151. 9. 9

In connection with the service for the Council for Scientific & Industrial Research, the ground treated contained a larger amount of stone than was expected, and it was necessary to remove this to enable the planting of lawns etc. In the cases of York Park and Canberra-Queanbeyan road, it was found necessary to enlarge the tree positions and to chip the grass to a greater distance from each tree in order to afford better opportunity for root development and growth generally.

In the remaining projects the period of employment was extended and additional work carried out in order that the number of positions stipulated by the Minister might be maintained.

The total amount of over expenditure in connection with these six services is £151. 9. 9 and savings will be effected on other items of relief work which will more than compensate.

DEPARTMENT OF HOME AFFAIRS - F.C.T. BRANCH.
~~FEDERAL CAPITAL COMMISSION~~

F.23/11.27—1238.

I shall be glad, therefore, if you will please obtain the necessary approval for this expenditure.

W. Lancaster

(W. V. Lancaster),
for Civic Administrator.

Recommended that the expenditure of £151-9-9 be approved.

10/12/31

APPENDIX B: AIR PHOTO STUDY OF TREE PERFORMANCE

This appendix was prepared by Dr Robert Boden as part of the 2008 plan.

Objective

To use historic aerial photographs to determine when losses of individual trees and changes in growth performance occurred.

Background

Although the plantation is close to Kings Avenue and State Circle and within a few hundred metres of the Parliament it was largely neglected and unmanaged for many years. Lindsay Pryor, the Director of Parks and Gardens from 1944-58 stated,

> It was of poor quality and grew slowly for many years but just well enough to avoid being hoisted out in my time. (Fax from Pryor to Robert Boden, 31 May 1994)

Interest in the plantation was stimulated in the early 1990s by Commonwealth development proposals for York Park. A survey of the plantation recorded that three trees were missing. It also noted that some trees in the plantation had not grown as well as others. Trees on the edges of the plantation had grown better than trees within the plantation which is normal and known as 'the edge effect.'

Method

The ACT Planning and Land Management Authority has an extensive collection of aerial photographs of the oak plantation for the period from 1950-2004. These were flown at a level which makes individual trees clearly visible using a 10x hand lens. These have been examined.

The National Library of Australia and Geoscience Australia hold some collections of aerial photographs of the Canberra region before 1950. These are variable in their coverage and are all black and white. One which has been obtained so far was taken from 17,000 feet on 16 December 1944. It is very difficult to study using a 10x lens and both prints of the same photo held by the Library and Geoscience Australia have been adversely affected by marks presumably on the negative.

Another source of aerial photographs is United Photo and Graphic Services (UPGS) of Melbourne. In 1997 Geoscience Australia's predecessor, AUSLIG signed a contract with UPGS for the outsourcing of all customer service operations, production and delivery of Geoscience Australia's aerial photography product range. Negotiations are continuing with UPGS to determine if any other pre 1950 aerial photographs exist at a useful scale to study the history of the plantation.

Results

The qualified study of the 1944 aerial photograph reveals the formal layout of the plantation. Three trees appear to be missing. These appear to be in the same positions as the trees which are missing now. There appear however to be additional trees which might

have been part of the plantation. This is a tentative conclusion and requires further study with other photographs if they exist and can be located.

The situation with the post-1950 photographs is clearer. Study of seven photographs taken in 1950, 1955, 1965, 1972, 1981, 1991, and 2004 shows the same three trees A3, B5 and D5 missing (see Figure 37 below).

Other trees such as B8, C11 and F6 presented as small trees in all photos. The Canopy ground survey of 23 January 2007 which could be considered a form of 'ground truthing' for the aerial photo interpretation rated B8 as poor condition and poor structure, C11 as poor condition and fair structure and F6 as fair condition and poor structure.

By contrast, Tree F13 appears much smaller than nearby trees in 1950 but by 1965 had nearly reached the size of its neighbours.

By 1968, when the plantation was about 37 years old, the edge effect where the perimeter trees were growing faster than the ones inside the plantation was evident. Canopy closure, where some crowns touched, started in the late 1960s and gradually continued becoming very obvious by 1990 in most of the edge trees and particularly among trees D11, D12, D13, E11, E12, E13, F11, F12 and F13. On the assumption that the feeding roots are congregated near the perpendicular drop of the crown, trees whose crowns touch are probably in root competition.

Observation of the 1944 photograph shows single line paths/tracks crisscrossing the plantation from the general direction of Forrest to East Block which was the main post office. These paths seem to have gone by 1965. This suggests the plantation did not have a secure fence.

Between the years 1950 and 1981 it appears that some young trees or shrubs may have been planted which were then later removed on the outskirts of the plantation on the Capital Circle (now State Circle) and Federation Avenue (now Kings Avenue) sides.

Conclusion

The conclusions which can be drawn from this study are limited by the observer's ability and the quality of the equipment and photographs. It is a continuing study.

However the following points are clear:

- the three missing trees have been missing for over fifty years;
- English oak is a long-lived hardy species under Canberra's natural conditions;
- variability in performance once evident may become persistent;
- it has taken about thirty five years for English oak trees planted at a spacing of 12.19 metres (40 feet) to establish crown closure; and
- a diagonal track through the plantation from the direction of Forrest to East Block was present in 1944 and until at least 1965.

Table 8. Air Photo Study - York Park Oak Plantation 1944-2004			
Date	**Size of Plantation**	**Missing Trees**	**Small Trees**
16 December 1944 (Note 1)	14 x 7 rows	A3, B5, D5	B3, C5, C11, E5
29 November 1950 (Note 2)	13 x 6 rows	A3, B5, D5	B3, B8, C11, F6, F13
7 December 1955	13 x 6 rows	A3, B5, D5	B8, C11, C12, F6, F13
January 1965	13 x 6 rows	A3, B5, D5	A7, B7, B8, C5, C11, C12, E5, E6, F6
February 1972	13 x 6 rows	A3, B5, D5	B8, C4, C5, C11, D3, D6, D7, E5 E6, F6
February 1981	13 x 6 rows	A3, B5, D5	A7, B2, B3, B7, C2, C3, C4, C5, C11, C12, D2, D3, D6, D7, E5, E6, F6
4 April 1991	13 x 6 rows	A3, B5, D5	A7, B7, B8, B10, C2, C4, C5, C11, D6, D7, E5, E6, F6
May 2004 (Note 3)	13 x 6 rows	A3, B5, D5	A7, B8, C2, C4, C5, C11, D6, E5, E6, F6

Notes:

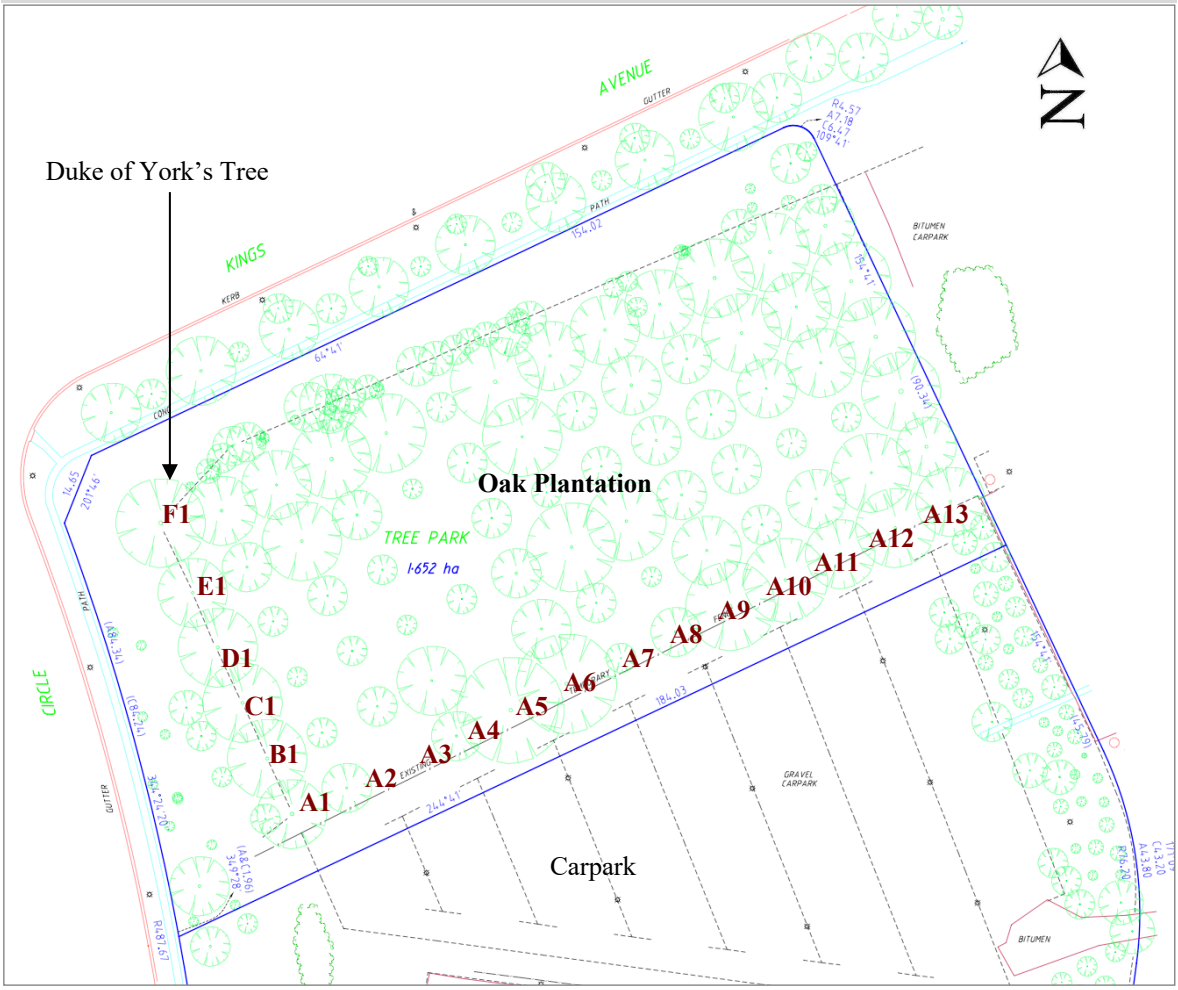
1. 1944 Air photo (flown at 17,000 feet): There is an additional row of trees between what is now the most westerly row and State Circle. There are also two additional rows of trees between the current most northerly row and Kings Avenue. These additional rows are not evident in the 1950 photograph. It is not possible to identify the species in these additional rows (ie. whether they are oaks). However, the extra western row and the most northern row could be oaks, but the other northern row does not appear to be oaks.

2. 1950 Air photo: There appears to be a scattered planting of trees or shrubs in the position where there previously (in 1944) appeared to be rows of oaks, removed since 1944 (along the State Circle and Kings Avenue sides of the plantation).

3. 2004 Air photo: Tree B5, obscured, D7 obscured, B10 not clear, B2 not clear in photo. Shadow effect from competing trees makes it difficult to differentiate size of trees.

Figure 36. Detail of a 1945 Aerial Photo showing the Plantation
Source: Geoscience Australia image, Map 1537-4-77

Figure 37. Site Plan showing Index for Tree Assessment Numbers
Source: Base drawing by Earth Tech which pre-dates the 2008-11 upgrade works.



APPENDIX C: VEGETATION SURVEY FORM – 2007

WRM ACT Lowland vegetation survey – species cover and abundance Revised: Oct 2004

Site name: York Park Oaks Polygon ID: plantation Surveyor(s): A. Rowell Date: 18 Jan 2007

Cover /abundance score: **5** > 75 % **4** 50 – 75 % **3** 25 – 50 % **2** 5 – 25 % **1** numerous/scattered < 5 % **+** few (appr. 4-15) <5% **r** solitary (appr. 1-3) <5% **p** patchy distribution

Species and page no.		Species and page no.		Species and page no.		Species and page no.		Species and page no.	
Acetosella vulgaris 124		Petrorhagia nanteuilii 120		Brachycome het'donta/ rigidula 96		Eryngium ovinum 108	+	Microtis unifolia 64	
Aira sp. 46		Phalaris aquatica 44		Brachyloma daphnoides 140		Eucalyptus blakelyi/ bridgesiana		Mirbelia sp. 142	
Anagallis arvensis		Plantago lanceolata 128	1	Bracteantha viscosa 84		Eucalyptus dives		Monotoca scorparia	
Arctotheca calendula 88		Poa annua/ bulbosa 46		Bulbine bulbosa/ glauca 62	+	Eucalyptus goniocalyx/ macro		**Opercularia** hispida	
Avena sp.	+	Polygonum aviculare		Bursaria lasiophylla		Eucalyptus mannif/ melliod		Ophioglossum lusitanicum 138	
Briza maxima/ minor 46	1	Prunus sp.		**Caladenia** caerulea/ carnea/ cucull		Eucalyptus nortonii		Oxalis perennans 116	
Bromus sp. 46 (3 species)	1	**Romulea** rosea 58		Calocephalus citreus 76		Eucalyptus pauciflora/ poly'themos		**Panicum** effusum 28	
Carthamus lanatus (Saffron thistle)		Rosa rubiginosa		Calotis anthemoides /lapp/ scab 98		Eucalyptus rossii/ rubida		Persicaria decipiens/ prostrata	
Celtis australis		Rubus fruticosus		Carex appressa / bichenoviana 52		Eucalyptus viminalis		Pimelia curvi/ glauca/ linifolia 90	
Centaurium sp. 122	+	Rumex crispus		Carex breviculmis/ inversa 52	1	Euchiton sp. (native) 130		Plantago gaudichaudii/ varia 128	1
Cerastium sp.		**Salix** sp.		Cassinia longifol/ quin'faria/ acule		Exocarpus cupressiformis		Poa labill/ meionec./ sieb. 12	1/1
Chondrilla juncea		Salvia verbenaca 106		Cassytha sp.		**Galium** gaudichaudii 92		Podolepis hieracioides/ jaceoides	
Cirsium vulgare (Spear thistle)		Sanguisorba minor 136		Chamaesyce drummondii		Geranium antro./ solan./ retro. 118		Pomaderris sp.	
Conyza sp.		Sherardia arvensis		Cheilanthes aust'folia/ sieberi 138		Glossodia major		Poranthera microphylla	
Crepis capillaris/ foetida		Silene gallica		Chloris truncata 34		Glycine clandestina/ tabacina 112	+	Pseudognaphalium luteoalbum	
Cynodon dactylon 34		Sonchus sp. (Sow thistle)		Chrysocephalum apic/ semipap 74	1	Gompholobium huegelii		Pterostylis sp. 64	
Cynosurus echinatus		Spergularia rubra		Clematis microphylla		Gonocarpus tetragynus 124		Pultenaea micro/ proc/ subspic 142	
Cyperus eragrostis		**Taraxacum** officinale		Comesperma ericinum/ volubile		Goodenia hederacea/ pin'tifida 70	1	**Ranunculus** lapp/ papul/ sessil	
Dactylis glomerata 44	1	Tolpis umbellata 88		Convolvulus erubescens 120	1	Grevillea alpina/ lanig/ juniperina		Rubus parvifolius	
Echium plantagineum/ vulgare 106		Tragopogon dubius/ porrifolius		Craspedia variabilis 82		**Haloragis** heterophylla 134		Rumex brownii / dumosus 124	
Eragrostis curvula 42		Trifolium sp. 116		Crassula sieberana/ helmsii		Hardenbergia violacea		Rutidosis leptorhynchoides 78	
Erodium botrys/ bracy/ cicutar 104		**Verbascum** thapsus/ virgatum 126		Cryptandra amara 140		Helichrysum rutidolepis/ scorp'des		**Schoenus** apogon 52	
Festuca elatior 44	+	Vicia sp.		Cullen(syn Psoralea)microce/tenax 114		Hibbertia obtusi./ ripar./ calyc. 144		Scleranthus biflorus/ diander 132	
Galium aparine/ divar/ murale		Vulpia sp. 46	1	Cymbonotus laws'us/ preissi'us 88		Hovea heterophylla 114		Senecio hisp'lus/ quadridentatus	
Gnaphalium americanum 130	+	**Acacia** baileyana/ buxifolia	+	Cymbopogon refractus		Hydrocotyle laxiflora/ pedunc 134	1	Solanum cinereum/ linearifolium	
Hirschfeldia incana		Acacia dawsonii/ dealbata / decurr		Cynoglossum australe/ suaveolens		Hypericum gramineum 72		Solenogyne dominii/ gunnii 130	
Holcus lanatus 42		Acacia genistifolia / gunnii		**Daucus** glochidiatus 138		Hypoxis hygrometrica 62		Sorghum leiocladum 38	
Hordeum (Critesion) sp. 46		Acacia implexa		Daviesia geni / lept/ mimo/ ulic 142		**Indigofera** australis / adesmiifolia		Stackhousia monogyna 90	
Hypericum perforatum 72	+	Acacia mearnsii / melanoxylon	r	Derwentia perfoliata /derwentiana		Isoetopsis graminifolia 132		Stellaria pungens	
Hypochaeris glabra/ radicata 86	1	Acacia parram/ pravis / pycn'tha		Desmodium brachy/ varians 112	1	Isotoma fluviatilis 102		Stylidium graminifolium 122	
Juncus acutus/ articulatus 48		Acacia rubida/ ulicifolia		Dianella longifolia / revoluta 56	+	**Joycea** pallida 18		Stypandra glauca	
Juncus bufonius/ capitatus 48		Acaena novae-zelandiae/ ovina 136	1	Dichelachne crin'ta/ micr'/ rara 26	+	Juncus australis 48		Styphelia triflora	
Lactuca serriola		Acrotriche serrulata	r	Dichondra repens 134		Juncus subsecundus/ filicaulis 48	+	Swainsona montl rectal sericea 110	
Ligustrum sp.		Agrostis avenacea		Dichopogon fimbriatus 58		**Kunzea** ericoides/ parvifolia		**Thelymitra** pauciflora/ ixiodes 66	
Linaria arvensis/ pelisserana 104		Ajuga australis 106		Dillwynia sericea / phylicoides		**Lepidosperma** laterale		Themeda triandra 10	2
Lolium perenn/ rigidum 44	1	Allocasuarina vert/ cunningh/ litt		Discaria pubescens 142		Leptorhynchos elong/ squam. 80		Thysanotus patersonii/ tubero 56	
Lonicera japonica		Alternanthera nana/ dentata		Diuris chrs'psis(syn lanc)/ behrii 68		Leptospermum sp.		Tricoryne elatior 62	1
Lycium ferocissimum		Amyema sp.		Diuris dendrobioides/ punctata 68		Leucochrysum albicans 94		Triptilodiscus pygmeaus 80	
Malva sp.		Aristida ramosa 34	1	Diuris semilunulata/ sulphurea		Leucopogon fletcheri/ virg/ micro.		Typha sp.	
Marrubium vulgare		Arthropodium mille/ minus 58		Dodonea viscosa		Linum marginale 104		**Velleia** paradoxa 70	
Modiola caroliniana		Asperula conferta / scorparia 92	1	Drosera peltata 92		Lissanthe strigosa 140		Veronica calycina/ gracilis	
Moenchia erecta		Astroloma humifusum 140		**Einadia** nutans		Lomandra bract/ fili / cori 54	1	Viola betonicifolia/ hederacea 100	
Myosotis discolor		Astrotricha ledifolia		Eleocharis acuta/ pusilla		Lomandra longifolia / multiflora 54		Vittadinia cuneata/muelleri/gracilis	1
Nassella neesiana/ trichotoma 40	1/+	Austrodanthonia sp. 16 4 species	3	Elymus scaber 20	1	Luzula densiflora 50		**Wahl'bergia** comm/ grac/ luty/ stri	1/+/+
Onopordum acanthium (Scotch)		Austrostipa bigeni/ densi/ scabra 14	2	Enneapogon nigricans 32		Lythrum hyssopifolia		Wurmbea dioica 60	+
Orobanche minor		**Billardiera** scandens		Epilobium billardierianum 120		**Melichrus** urceolatus 140		Cotoneaster, Ulmus,	+
Parentucellia latifolia 122		Bossiaea buxifolia/ prostrata 142		Eragrostis brownii/ trachycarpa		Mentha diemenica		Sorbus, Crataegus	1/+
Paronychia brasiliana		Bothriochloa macra 24	1	Eriochilus cucullatus 66		Microlaena stipoides 22	1	Pyracantha, Prunus	+
Paspalum dilatatum	1	Brachychiton populneum		Erodium crinitum 104		Microseris lanceolata 86		Quercus, Acetosella	+

↳ B. hordeaceus, B. diandrus, B. catharticus

↳ A. caespitosa, A. carphoides, A. laevis, A. auriculata

APPENDIX D: FRAMEWORK FOR ASSESSING HERITAGE SIGNIFICANCE

D.1 DEFINITION OF HERITAGE SIGNIFICANCE

For the purposes of this plan, the following definitions of heritage significance are used.

> Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.
>
> Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects.
>
> Places may have a range of values for different individuals or groups. (Australia ICOMOS 2013, Article 1.2)

Natural heritage means:

- natural features consisting of physical and biological formations or groups of such formations, which demonstrate natural significance;
- geological and physiographical formations and precisely delineated areas that constitute the habitat of indigenous species of animals and plants, which demonstrate natural significance; and/or
- natural sites or precisely-delineated natural areas which demonstrate natural significance from the point of view of science, conservation or natural beauty. (*Australian Natural Heritage Charter* 2002, p. 8)

The heritage value of a place includes the place's natural and cultural environment having aesthetic, historic, scientific or social significance, or other significance, for current and future generations of Australians. (Subsection 3(2) of the *Australian Heritage Council Act 2003*; Section 528 of the *Environment Protection and Biodiversity Conservation Act 1999*)

D.2 COMMONWEALTH HERITAGE CRITERIA

The Commonwealth Heritage criteria for a place are any or all of the following:

(a) the place has significant heritage value because of the place's importance in the course, or pattern, of Australia's natural or cultural history;

(b) the place has significant heritage value because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history;

(c) the place has significant heritage value because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history;

(d) the place has significant heritage value because of the place's importance in demonstrating the principal characteristics of:

(i) a class of Australia's natural or cultural places; or
(ii) a class of Australia's natural or cultural environments;

(e) the place has significant heritage value because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group;

(f) the place has significant heritage value because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period;

(g) the place has significant heritage value because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons;

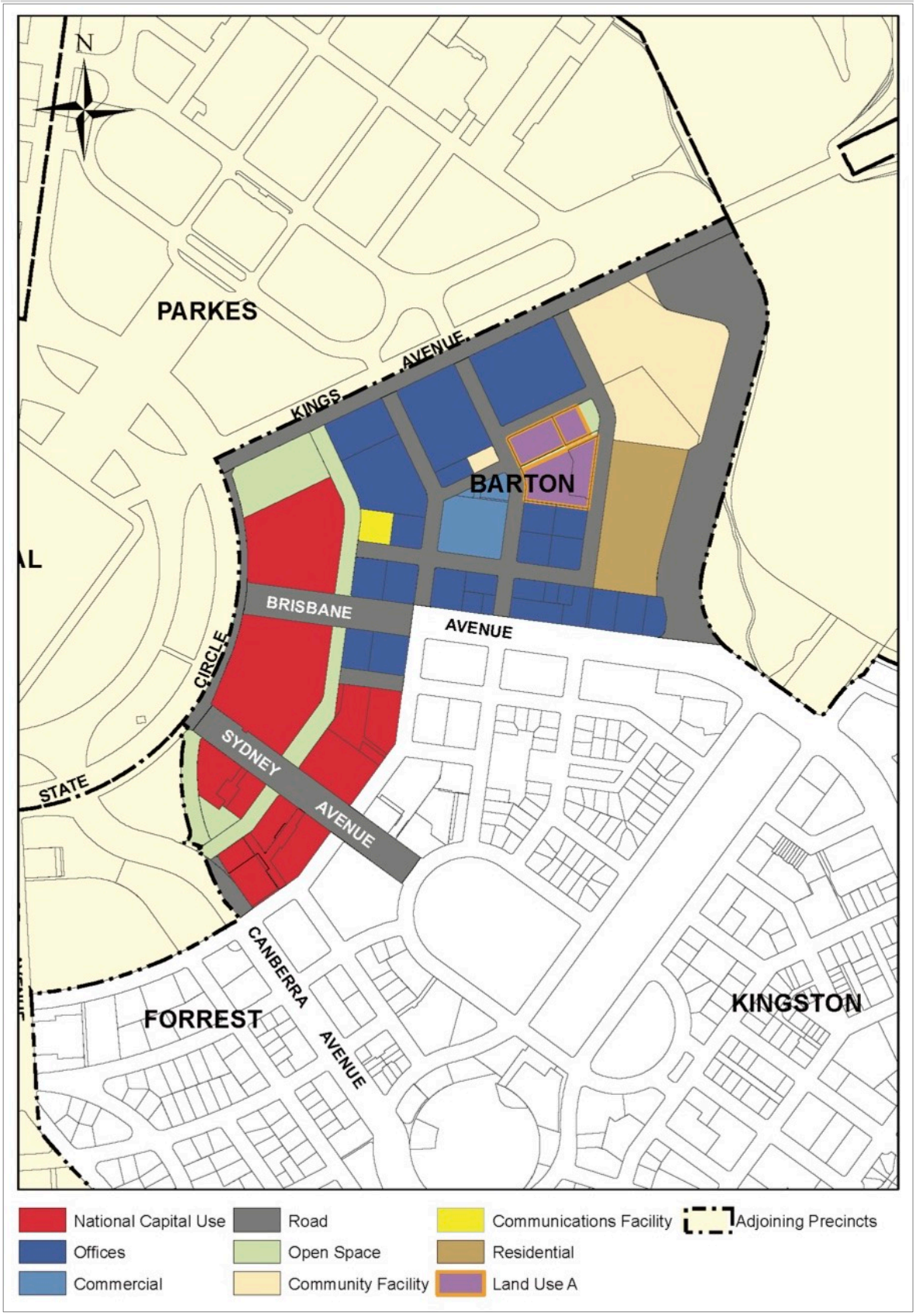
(h) the place has significant heritage value because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history;

(i) the place has significant heritage value because of the place's importance as part of indigenous tradition.

The *cultural* aspect of a criterion means the indigenous cultural aspect, the non-indigenous cultural aspect, or both. (*Environment Protection and Biodiversity Conservation Amendment Regulations 2003 (No. 1)*: Section 10.03A)

APPENDIX E: NATIONAL CAPITAL PLAN EXTRACT

Figure 38. Land use plan for the area including the plantation
Source: NCA 2016



APPENDIX F: PLANTATION SOIL ANALYSIS

This appendix was prepared by Peter Fogarty, Soil & Land Conservation Consulting, as part of the 2008 plan.

Objective

This appendix details soil properties across the site in order to assess whether the decline in tree condition can be related to soil factors.

Procedure

The soils have been logged at five profiles augered by hand to a depth of 1m. The location of the soil profiles is shown in Figure 39 below. Three of the sites were located adjacent to healthy oaks while two of the sites were located in the strip containing the unhealthy oaks.

The soil profiles were divided into horizons, that is topsoil (A1 horizon), subsurface (A2 horizon) and subsoil (Bhorizon), and for each horizon, the properties of texture, colour, structure, consistence and coarse fragments were detailed.

Three sites were sampled at two or three depth intervals for laboratory determination of a range of macro and micro elements. The samples were analysed at the Ecowise Environmental laboratory at Fyshwick.

Results

Table 9 presents the soil profile descriptions in terms of morphological properties. Table 10 presents soil chemical determinations.

The soils at all but site 5 are brown dermosols, and are characterised by an organic enriched loam textured topsoil overlying a clay loam grading to light clay subsoil. Soil structure grade increases with depth, but is not strongly developed. There are no gravels present in the profile, and it is likely that significant gravel would be encountered at depth, based on exposures in building sites nearby. The lack of bleaching in the subsurface layer, and the absence of subsoil mottles is a strong indication that the soil is free draining and not subject to seasonally high, or perched water tables. Available soil moisture estimated using the procedure of Moore (1998) is around 110 mm/m, which is in the moderate range. Site 5 (healthy oaks) contrasts strongly with the other four sites in that it comprises a relatively shallow gravely profile, with shale bedrock occurring at a depth of 70 cm. It would appear that this represents a narrow band of bedrock running along the lower end of the site. The relatively shallow depth, and presence of 20-30% gravel reduces available soil moisture to approximately 60 mm/m, which is relatively low.

The laboratory data shows the following general properties.

- Extractable phosphorous is very low in all samples, reflecting poor nutrient status. Total nitrogen is higher within the oaks in good condition, but this would reflect the larger organic component in the soil at this site, compared to the oaks in poor condition.
- The soils are neutral in pH and are non-saline through the profile, at all sites.

- The cation exchange capacity is low through the profile, increasing slightly as clay content increases with depth.
- Exchangeable cations are dominated in the upper half of the profile by calcium, with magnesium dominating in the lower part of the profile. Levels of calcium and magnesium overall are low, and the balance of Ca:Mg is relatively even.
- The upper soil horizons contain minimal sodium, while the lower part of the profile has moderate levels.
- Trace elements copper, zinc and manganese are present at moderate levels, typical of most soils in the region.
- Molybdenum and boron are present at very low levels, as is typical of all soils in the region.

Discussion

The soil data does not shed any light on the decline of the condition of the oaks in the centre of the site. The two profiles in the area of poor oak condition vary little from the profiles in the area where the oaks are in good condition. There are no impeding layers for plant roots, and no features which would significantly impact on soil moisture availability. Indeed, profile 5 which was relatively shallow and gravely, and would have much lower moisture holding capacity is in an area where the oaks are in good condition.

Likewise, it is not possible to draw any distinction between sites in terms of the analytical data. Overall, the soil chemistry indicates a low nutrient status, in terms of both phosphorous and nitrogen, but exchangeable cations and trace elements are generally favourable for plant growth. It is not possible from the data to isolate any chemical properties which contribute to tree decline.

Figure 39. Location of soil profiles
Source: Base drawing by Earth Tech

Table 9. Soil morphological properties at five profiles, York Park Oaks

Site and soil type	Profile properties
1 deep brown dermosol	A1 0-4 cm dark grey brown loam, abundant fine roots and organic debris, moderate crumb structure, dry firm consistence, no coarse fragments, field pH 5.5, sharp boundary to B2 4-60 cm reddish brown clay loam, whole coloured, few fine and coarse roots, weak coarse blocky structure, dry very firm consistence, field pH 5.0, gradual boundary to

Table 9. Soil morphological properties at five profiles, York Park Oaks	
Site and soil type	**Profile properties**
	B3 60-100 cm yellow brown light clay, whole coloured, moderate coarse blocky structure breaking into strong fine subangular blocky aggregates, dry very firm consistence, pH 5.0. Profile continues.
2 deep brown dermosol	A1 0-5 cm dark brown loam, abundant fine roots, weak crumb structure, dry firm consistence, no coarse fragments, field pH 5.5, sharp boundary to B1 5-45 cm light reddish brown light clay loam, whole coloured, common fine and coarse roots, weak coarse blocky structure, dry very firm consistence, field pH 5.5, gradual boundary to B2 45-75 cm yellow brown clay loam, whole coloured, weak coarse blocky structure, dry very firm consistence, pH 6.0; sharp boundary to B3 75-100 cm yellow brown light clay, 20% faint red brown mottles, moderate coarse blocky structure breaking into strong fine subangular blocky aggregates, dry tough consistence, pH 6.0. Profile continues.
3 deep brown dermosol	A1 0-2 cm brown loam, abundant fine roots, massive structure, dry very firm consistence, no coarse fragments, field pH 5.0, clear boundary to B1 2-40 cm light reddish brown light clay loam, whole coloured, common fine and coarse roots, weak coarse blocky structure, dry very firm consistence, field pH 5.0, gradual boundary to B2 40-70 cm yellow brown clay loam, whole coloured, weak coarse blocky structure, dry very firm consistence, pH 6.0; sharp boundary to B3 70-100 cm yellow brown light clay, 20% faint red brown mottles, few hard ironstone nodules, moderate coarse blocky structure breaking into strong fine subangular blocky aggregates, dry tough consistence, pH 6.0. Profile continues.
4 deep brown dermosol	A1 0-6 cm dark brown loam, abundant fine roots and organic debris, moderate crumb structure, dry firm consistence, no coarse fragments, field pH 5.0, clear boundary to B1 6-50 cm light reddish brown light clay loam, whole coloured, common fine and coarse roots, weak coarse blocky structure, dry very firm consistence, field pH 5.0, gradual boundary to B2 50-100 cm yellow brown clay loam, whole coloured, weak coarse blocky structure, dry very firm consistence, pH 6.0; Profile continues.
5 moderately deep gravely brown dermosol	A1 0-8 cm dark grey brown light clay loam, abundant fine roots and organic debris, strong crumb structure, dry moderately firm consistence, no coarse fragments, field pH 5.5, clear boundary to B2 6-70 cm brown light clay loam, whole coloured, few fine and coarse roots, weak medium blocky structure, dry very firm consistence, 30% (volumetric) shale gravel, field pH 5.0, gradual boundary to C 70 cm hard weathered shale

Table 10. Analytical data for representative soil samples										
Test	**Unit**	**1 0-5 cm**	**1 30-60 cm**	**1 80-90 cm**	**2 0-5 cm**	**2 30-45 cm**	**2 80-90 cm**	**3 0-5 cm**	**3 20-40 cm**	**3 80-90 cm**
Bray ext. phosphorous	mg/kg	<1	<1	<1	<1	<1	<1	<1	<1	<1
Total Nitrogen	mg/kg	2400			840			1100		
Electrical conductivity		0.07	0.01	0.03	0.02	<0.01	0.04	0.02	0.01	0.06
pH (1:5 water)		6.3	6.0	6.8	5.2	6.1	6.7	5.6	6.0	7.6
Cation exchange capacity	cmol/kg	7	3	10	3	3	12	3	3	13
Exchangeable Ca	cmol/kg	4.6	1.1	2.1	1.0	1.6	2.1	1.6	1.2	2.3
Exchangeable Mg	cmol/kg	2.1	1.7	6.1	0.7	1.1	7.7	1.0	1.4	8.6
Exchangeable K	cmol/kg	0.7	0.2	0.2	0.3	0.1	0.2	0.4	0.2	0.2
Exchangeable Na	cmol/kg	<0.1	<0.1	<0.1	<0.1	<0.1	<0.1	<0.1	<0.1	<0.1
Exchangeable Al	cmol/kg	0.7	0.2	<0.1	0.5	<0.1	<0.1	<0.1	0.2	<0.1
DPTA boron	mg/kg	<0.5	<0.5	<0.5	<0.5	<0.5	<0.5	<0.5	<0.5	<0.5
DPTA copper	mg/kg	1.6	1.9	1.05	1.1	2.0	0.72	2.3	1.5	0.95
DPTA zinc	mg/kg	5.2	0.74	0.47	2.5	0.71	0.36	2.5	0.49	0.30
DPTA manganese	mg/kg	53	2.7	1.7	34	4.1	0.56	37	6.5	4.5
DPTA molybdenum	mg/kg	<0.1	<0.1	<0.1	<0.1	<0.1	<0.1	<0.1	<0.1	<0.1

APPENDIX G: PLANTATION MAINTENANCE PLAN

The following plan is an extract of key relevant policies and strategies in the heritage management plan, presented as a standalone appendix for convenience. The policy and strategy numbering reflects the original text.

The following text might be reformatted into a standalone maintenance plan, possibly including links to other key references which underpin the policies and strategies.

❖

Policy 11 Conservation of the Plantation

The heritage significance of the York Park North Oak Plantation will be conserved. This will include conservation of the:

- Duke of York's tree;
- other oak trees;
- regular planting pattern and tree spacing;
- enclosure and shelter provided by the oaks and perimeter walls;
- use of a single species, *Quercus robur*; and
- built features associated with the post-2008 upgrade works.

The NCA will also endeavour to maintain the understorey as a native grassland in the area which is predominantly native grassland (see Figure 34 for the location).

Commentary: It is noted that management of the native understorey may conflict with other aspirations for the plantation, such as fostering a mature and continuous canopy, as well as creating an environment for passive recreation.

Implementation strategies

11.1 A long-term tree strategy will be adopted for the plantation, as reflected in this plan.

11.2 The NCA will also adopt a tree replacement strategy, as follows.

In the replacement of trees that are removed, care should be taken to:

- plant in line with the existing trees;
- address the drainage problems of the site should any become apparent;
- provide local irrigation and adequate horticultural care during any establishment period; and
- if needed, replacement plantings may be fertilised.

Tree replacement will occur in a variety of circumstances. In all cases, the replacement trees will be the same species as is currently found in the plantation (*Quercus robur*) and these will be located to maintain the plantation layout. No trees should be removed and replaced until advanced specimens are available, unless there are safety issues.

Replacement trees should be advanced specimens of *Quercus robur* suitable for the Canberra environment. For example, this may include locally harvested acorns grown in Canberra to become such specimens. Consideration should be given to using acorns from the Duke of York's tree, to assist with maintaining the uniformity of the plantation.

All replacement trees should be grown to the Australian Standard: *Tree stock for landscape use* (AS 2302).

Propagation for possible future replacements should be undertaken every three (3) years and the stock grown on. If unused in the plantation, then trees can either be used by the NCA for other plantings or gifted to the ACT Government or other land managers for use. The success of the propagation should be documented for future reference.

Table 7. Tree Replacement Strategy

Situation	Strategy
Existing individual trees which die, display ongoing poor condition or are severely damaged	These trees should be replaced as such circumstances arise. If possible, mature specimens, three (3) to five (5) metres in height and to the Australian Nursery Standard, should be used.
Duke of York's Tree	Should this tree die, display ongoing poor condition or be severely damaged, it should be replaced. However: • the replacement tree should be a seedling raised from the existing tree. See the comments above regarding propagation; • the tree should be planted by a dignitary affiliated with Britain, ideally a member of the Royal Family, and ideally also the current Duke of York; • ideally the replacement planting should take place on a 10th of May; • the new tree should be located in the same position as the existing tree, noting and accepting this is not exactly in accordance with the overall grid pattern; and • the replacement planting should be noted in interpretive material. Depending on the cause of death, this may require soil replacement.
Long term replacement of trees diseased beyond recovery, in rapid decline or dead	The anticipated Estimated Life Expectancy (ELE) of the majority of the plantation, from general observations, is 40+ years. It is expected that the replacement of several trees and ultimately the replacement of the entire plantation (possibly through a staged approach) may arise over the coming forty (40) to seventy (70) years, or possibly sooner should disease take hold. Every effort should be made to treat disease rather than remove trees. In circumstances where trees are diseased beyond recovery, in rapid decline or dead, they should be replaced. Replacements should be assessed on an individual basis with thought given to the number of trees in decline and the available space and sunlight for

Table 7. Tree Replacement Strategy	
Situation	**Strategy**
	the replacement trees to grow to maturity. In both cases mentioned above, should total replacement be contemplated and the Duke of York's tree remains healthy, this tree should be allowed to remain. Replacement trees should be advanced specimens.

11.3 Special care will be taken to protect the root zone of the plantation.

When undertaking works within the Tree Protection Zones (TPZs) of heritage listed trees, then an Arborist, holding a minimum Certificate V in arboriculture (AQF5 Arborist) must be present during all aspects of works within these TPZs. The Tree Protection Zone is defined as 12 x Diameter at Breast Height from the centre of the tree, and should be no less than 2 metres nor greater than 15 metres, consistent with the relevant Australian Standard.

Care will be taken to retain existing soil levels, avoid compaction or other root disturbing activities. Cars, trucks, tractors and similar size vehicles will not be permitted in the plantation.

Commentary: The largest tree has a Diameter at Breast Height of 1 metre which means that the TPZ for this tree is 12 metres.

It is recognised that light-weight mowers will occasionally enter the plantation to slash the grass, and other light-weight vehicles will occasionally be needed if planting advanced stock or removing prunings. Care should be taken so as not to damage any part of an individual tree when undertaking any works within the plantation.

11.4 The concrete slab on the southern side of the plantation will be carefully removed and the ground level made good, with advice from and under the supervision of a qualified arborist. Only lightweight vehicles may enter the plantation for this work, in accordance with Strategy 11.3.

11.5 The plantation will be protected during any construction activity through implementation of relevant guidelines such as Australian Standard: *Tree protection on development sites* (AS 4970-2009 (reconfirmed 2020)). This includes activity within the plantation, especially within the tree protection zone, or adjacent to the plantation, such as construction on the adjacent carpark.

Commentary: The southern boundary of the plantation block has been established to take account of the tree protection zone. Therefore, construction on the adjacent block will respect this protection zone.

Policy 12 Maintenance planning and works

The plantation will be well maintained and all maintenance work will respect

the significance of the place. Maintenance will be based on a maintenance plan that is informed by:

- a sound knowledge of the trees and the overall plantation and their heritage significance;
- the setting for the place and any related impacts; and
- regular inspection/monitoring.

It will also include provision for timely preventive maintenance and prompt attention in the event of any damage or threat to the plantation.

Implementation strategies

12.1 The NCA will implement a maintenance plan for the plantation reflecting relevant policies and strategies, which are summarised at Appendix G.

Commentary: Appendix G might be reformatted into a standalone maintenance plan, possibly including links to other key references which underpin the policies and strategies.

12.2 Regular tree surgery will be undertaken, such as the removal of dead wood and epicormic growth, but it will be limited to that necessary for:

- tree health; or
- human health and safety.

The pruning of some trees to limit the effect of dieback of their central leaders should be undertaken, where this is possible.

While the removal of dead wood over 25 mm in diameter could be considered to reduce the potential risk to users, the removal of dead wood would largely be to assist with the amenity and overall health of the trees. Branches that are smaller than 25 mm are less likely to cause injury and will increase maintenance works dramatically.

Pruning for health and safety reasons should not compromise the overall tree health and condition. In such cases other methods should be used to overcome the health and safety issue, such as fencing or signage.

Limited pruning may be undertaken to facilitate pedestrian access along paths but this should not compromise the overall tree health and condition.

Commentary: The general preference is to maintain the most natural growth of the plantation and not to prune up the trees unnecessarily. While some aspects of pruning could be undertaken to improve the overall amenity of and access to the plantation, the removal of some lower branches could adversely affect the overall tree health or condition.

12.3 Coring should periodically be undertaken beyond the root zones to improve the growing condition for the trees. Top-dressing the plantation with an approved soil medium would assist with overall tree and understorey health. A sandy loam soil medium is recommended, however the choice is dependent on what overall understorey growth is

desired. Expert horticultural advice should advise on top-dressing, and have regard to both the health of trees and the understorey.

12.4 Mulching the root zones of trees should be undertaken and maintained. Special care should be taken to limit mulching to root zones in the area where native vegetation predominates, to promote conservation of the native understorey (see Figure 34). Mulch should be seven (7) to seventeen (17) mm grade and laid to a depth of one hundred (100) to two hundred (200) mm.

12.5 The oak trees should remain un-irrigated, except regarding replacement plantings (Strategy 11.2), and regarding occasional irrigation in times of drought (Strategy 12.6).

12.6 In times of extended drought, trees in poor condition may be carefully irrigated to encourage better health. This will involve:

- guidance and monitoring by a qualified arborist;
- no vehicle incursions into the plantation itself; and
- no soil erosion or damage to the understorey.

Commentary: The effort to undertake supplementary watering in 2007 highlighted some difficulties with ensuring it was undertaken in the right way. Any future efforts will require careful management and oversight. All additional watering should be documented for future analysis and research purposes.

12.7 The mature oak trees should not be routinely fertilised. However, if needed in response to a significant deficiency, found as a result of expert advice or soil analysis, or in the case of replacement plantings, then the careful application of suitable fertiliser may be undertaken.

Commentary: Records should be maintained about the use of any fertiliser.

12.8 Young trees will be provided with enhanced maintenance to promote good health and growth.

12.9 Young trees which develop poor structure and which cannot be corrected (eg. lost leader) may be replaced. Mature trees in a similar situation should also be replaced to achieve the long-term conservation of the overall plantation with a mature canopy.

Commentary: All trees should be individually assessed against accepted thresholds for the individual tree and plantation.

12.10 Trees in poor condition will be provided with enhanced care to seek to improve their condition. If such trees remain in poor condition and are unlikely to improve, even with enhanced care, then these will be replaced.

12.11 The understorey will be annually slashed in late summer, and the slashed material removed. Care will be taken to avoid damage to the tree trunks.

The addition of mulching should reduce the possibility of mechanical damage to the bases of trees.

12.12 The understorey will be managed to remove weeds. Weed control will include ongoing removal of woody weeds (self-sown exotics such as *Cotoneaster, Sorbus, Ulmus, Crataegus, Pyracantha, Prunus*, also *Acacia mearnsii* and *A. baileyana*), and spot-spraying with appropriate herbicide of exotic perennial grasses (Chilean Needlegrass *Nassella neesiana*, Cocksfoot *Dactylis glomerata*, Tall Fescue *Festuca arundinacea*, Serrated Tussock *Nassella trichotoma*, Paspalum *distichum*) and St Johns Wort *Hypericum perforatum*.

Commentary: Botanical expertise may be required to guide weed removal. Any herbicide used should target exotic perennial grasses and have no impact on trees. In any event, manual removal may prove necessary.

12.13 If any self-sown trees, including *Quercus robur* seedlings, and shrubs occur within or immediately adjacent to the plantation block then these will be carefully removed, taking every care to avoid or minimise damaging the roots of the oaks. Chemicals shall not be used to control woody weeds (eg. applied to stumps) because of the possibility of root grafting between weeds and oaks, leading to chemicals impacting on the oaks through translocation of the herbicide.

The removal of suckers should be undertaken with care by a suitably qualified and experienced horticulturalist or arborist holding a minimum certificate III in Horticulture or Arboriculture, utilising appropriate techniques and cleaning of equipment between trees. To assist with reducing suckering, additional management measures should be in place for the overall protection of the lower trunk and ground entry point of the trees when undertaking maintenance with equipment in the plantation.

Commentary: A self-sown oak just west of the plantation, immediately adjacent to the perimeter wall, should be removed.

12.14 The NCA will develop and implement a maintenance plan for the built features of the plantation as well as other issues. This will consider the following current issues:

- cracked paving;
- a few dislodged/missing stones in the perimeter walls;
- timber seats are showing signs of deterioration, including missing timber infill patches;
- acorn, leaf litter and general rubbish accumulation;
- the presence of informal ashtrays located in the plantation;
- paths not clear or eroded; and
- the blocked drain to the east side of plantation.

Commentary: This could be integrated with the landscape maintenance plan provided at Appendix G.

12.15 The NCA will ensure maintenance planning is periodically informed by a monitoring program (refer to Policy 13).

APPENDIX H: BURRA CHARTER

The Burra Charter

The Australia ICOMOS Charter for Places of Cultural Significance

Australia ICOMOS Incorporated International Council on Monuments and Sites

2013

ICOMOS

ICOMOS (International Council on Monuments and Sites) is a non-governmental professional organisation formed in 1965, with headquarters in Paris. ICOMOS is primarily concerned with the philosophy, terminology, methodology and techniques of cultural heritage conservation. It is closely linked to UNESCO, particularly in its role under the World Heritage Convention 1972 as UNESCO's principal adviser on cultural matters related to World Heritage. The 11,000 members of ICOMOS include architects, town planners, demographers, archaeologists, geographers, historians, conservators, anthropologists, scientists, engineers and heritage administrators. Members in the 103 countries belonging to ICOMOS are formed into National Committees and participate in a range of conservation projects, research work, intercultural exchanges and cooperative activities. ICOMOS also has 27 International Scientific Committees that focus on particular aspects of the conservation field. ICOMOS members meet triennially in a General Assembly.

Australia ICOMOS

The Australian National Committee of ICOMOS (Australia ICOMOS) was formed in 1976. It elects an Executive Committee of 15 members, which is responsible for carrying out national programs and participating in decisions of ICOMOS as an international organisation. It provides expert advice as required by ICOMOS, especially in its relationship with the World Heritage Committee. Australia ICOMOS acts as a national and international link between public authorities, institutions and individuals involved in the study and conservation of all places of cultural significance. Australia ICOMOS members participate in a range of conservation activities including site visits, training, conferences and meetings.

Revision of the Burra Charter

The Burra Charter was first adopted in 1979 at the historic South Australian mining town of Burra. Minor revisions were made in 1981 and 1988, with more substantial changes in 1999.

Following a review this version was adopted by Australia ICOMOS in October 2013.

The review process included replacement of the 1988 Guidelines to the Burra Charter with Practice Notes which are available at: australia.icomos.org

Australia ICOMOS documents are periodically reviewed and we welcome any comments.

Citing the Burra Charter

The full reference is *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013*. Initial textual references should be in the form of the *Australia ICOMOS Burra Charter, 2013* and later references in the short form (*Burra Charter*).

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The Burra Charter consists of the Preamble, Articles, Explanatory Notes and the flow chart.

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The Burra Charter

(The Australia ICOMOS Charter for Places of Cultural Significance, 2013)

Preamble

Considering the International Charter for the Conservation and Restoration of Monuments and Sites (Venice 1964), and the Resolutions of the 5th General Assembly of the International Council on Monuments and Sites (ICOMOS) (Moscow 1978), the Burra Charter was adopted by Australia ICOMOS (the Australian National Committee of ICOMOS) on 19 August 1979 at Burra, South Australia. Revisions were adopted on 23 February 1981, 23 April 1988, 26 November 1999 and 31 October 2013.

The Burra Charter provides guidance for the conservation and management of places of cultural significance (cultural heritage places), and is based on the knowledge and experience of Australia ICOMOS members.

Conservation is an integral part of the management of places of cultural significance and is an ongoing responsibility.

Who is the Charter for?

The Charter sets a standard of practice for those who provide advice, make decisions about, or undertake works to places of cultural significance, including owners, managers and custodians.

Using the Charter

The Charter should be read as a whole. Many articles are interdependent.

The Charter consists of:

- Definitions Article 1
- Conservation Principles Articles 2–13
- Conservation Processes Articles 14–25
- Conservation Practices Articles 26–34
- The Burra Charter Process flow chart.

The key concepts are included in the Conservation Principles section and these are further developed in the Conservation Processes and Conservation Practice sections. The flow chart explains the Burra Charter Process (Article 6) and is an integral part of the Charter. Explanatory Notes also form part of the Charter.

The Charter is self-contained, but aspects of its use and application are further explained, in a series of Australia ICOMOS Practice Notes, in *The Illustrated Burra Charter*, and in other guiding documents available from the Australia ICOMOS web site: australia.icomos.org.

What places does the Charter apply to?

The Charter can be applied to all types of places of cultural significance including natural, Indigenous and historic places with cultural values.

The standards of other organisations may also be relevant. These include the *Australian Natural Heritage Charter*, *Ask First: a guide to respecting Indigenous heritage places and values* and *Significance 2.0: a guide to assessing the significance of collections*.

National and international charters and other doctrine may be relevant. See australia.icomos.org.

Why conserve?

Places of cultural significance enrich people's lives, often providing a deep and inspirational sense of connection to community and landscape, to the past and to lived experiences. They are historical records, that are important expressions of Australian identity and experience. Places of cultural significance reflect the diversity of our communities, telling us about who we are and the past that has formed us and the Australian landscape. They are irreplaceable and precious.

These places of cultural significance must be conserved for present and future generations in accordance with the principle of inter-generational equity.

The Burra Charter advocates a cautious approach to change: do as much as necessary to care for the place and to make it useable, but otherwise change it as little as possible so that its cultural significance is retained.

Articles	**Explanatory Notes**
Article 1. Definitions For the purposes of this Charter: 1.1 *Place* means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.	Place has a broad scope and includes natural and cultural features. Place can be large or small: for example, a memorial, a tree, an individual building or group of buildings, the location of an historical event, an urban area or town, a cultural landscape, a garden, an industrial plant, a shipwreck, a site with in situ remains, a stone arrangement, a road or travel route, a community meeting place, a site with spiritual or religious connections.
1.2 *Cultural significance* means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the *place* itself, its *fabric*, *setting*, *use*, *associations*, *meanings*, records, *related places* and *related objects*. Places may have a range of values for different individuals or groups.	The term cultural significance is synonymous with cultural heritage significance and cultural heritage value. Cultural significance may change over time and with use. Understanding of cultural significance may change as a result of new information.
1.3 *Fabric* means all the physical material of the *place* including elements, fixtures, contents and objects.	Fabric includes building interiors and sub-surface remains, as well as excavated material. Natural elements of a place may also constitute fabric. For example the rocks that signify a Dreaming place. Fabric may define spaces and views and these may be part of the significance of the place.
1.4 *Conservation* means all the processes of looking after a *place* so as to retain its *cultural significance*. 1.5 *Maintenance* means the continuous protective care of a *place*, and its *setting*.	See also Article 14. Examples of protective care include: • maintenance — regular

Articles	Explanatory Notes
Maintenance is to be distinguished from repair which involves *restoration* or *reconstruction*.	inspection and cleaning of a place, e.g. mowing and pruning in a garden; • repair involving restoration — returning dislodged or relocated fabric to its original location e.g. loose roof gutters on a building or displaced rocks in a stone bora ring; • repair involving reconstruction — replacing decayed fabric with new fabric
	It is recognised that all places and their elements change over time at varying rates.
1.6 *Preservation* means maintaining a *place* in its existing state and retarding deterioration.	
1.7 *Restoration* means returning a *place* to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material.	
1.8 *Reconstruction* means returning a *place* to a known earlier state and is distinguished from *restoration* by the introduction of new material.	New material may include recycled material salvaged from other places. This should not be to the detriment of any place of cultural significance.
1.9 *Adaptation* means changing a *place* to suit the existing *use* or a proposed use.	
1.10 *Use* means the functions of a *place*, including the activities and traditional and customary practices that may occur at the place or are dependent on the place.	Use includes for example cultural practices commonly associated with Indigenous peoples such as ceremonies, hunting and fishing, and fulfillment of traditional obligations. Exercising a right of access may be a use.
1.11 *Compatible use* means a *use* which respects the *cultural significance* of a *place*. Such a use involves no, or minimal, impact on cultural significance.	
1.12 *Setting* means the immediate and extended environment of a *place* that is part of or contributes to its *cultural significance* and distinctive character.	Setting may include: structures, spaces, land, water and sky; the visual setting including views to and from the place, and along a cultural route; and other sensory aspects of the setting such as smells and sounds. Setting may also include historical and contemporary relationships, such as use and activities, social and spiritual practices, and relationships with other places, both tangible and intangible.
1.13 *Related place* means a *place* that contributes to the *cultural significance* of another place.	
1.14 *Related object* means an object that contributes to the *cultural significance* of a *place* but is not at the place.	Objects at a place are encompassed by the definition of place, and may or may not contribute to its cultural significance.

Articles	Explanatory Notes
1.15 *Associations* mean the connections that exist between people and a *place*.	Associations may include social or spiritual values and cultural responsibilities for a place.
1.16 *Meanings* denote what a *place* signifies, indicates, evokes or expresses to people.	Meanings generally relate to intangible dimensions such as symbolic qualities and memories.
1.17 *Interpretation* means all the ways of presenting the *cultural significance* of a *place*.	Interpretation may be a combination of the treatment of the fabric (e.g. maintenance, restoration, reconstruction); the use of and activities at the place; and the use of introduced explanatory material.
Conservation Principles	
Article 2. Conservation and management 2.1 *Places* of *cultural significance* should be conserved. 2.2 The aim of *conservation* is to retain the *cultural significance* of a *place*. 2.3 *Conservation* is an integral part of good management of *places* of *cultural significance*. 2.4 *Places* of *cultural significance* should be safeguarded and not put at risk or left in a vulnerable state.	
Article 3. Cautious approach 3.1 *Conservation* is based on a respect for the existing *fabric*, *use*, *associations* and *meanings*. It requires a cautious approach of changing as much as necessary but as little as possible.	The traces of additions, alterations and earlier treatments to the fabric of a place are evidence of its history and uses which may be part of its significance. Conservation action should assist and not impede their understanding.
3.2 Changes to a *place* should not distort the physical or other evidence it provides, nor be based on conjecture.	
Article 4. Knowledge, skills and techniques 4.1 *Conservation* should make use of all the knowledge, skills and disciplines which can contribute to the study and care of the *place*.	
4.2 Traditional techniques and materials are preferred for the *conservation* of significant *fabric*. In some circumstances modern techniques and materials which offer substantial conservation benefits may be appropriate.	The use of modern materials and techniques must be supported by firm scientific evidence or by a body of experience.
Article 5. Values 5.1 *Conservation* of a *place* should identify and take into consideration all aspects of cultural and natural significance without unwarranted emphasis on any one value at the expense of others.	Conservation of places with natural significance is explained in the Australian Natural Heritage Charter. This Charter defines natural significance to mean the importance of ecosystems, biodiversity and geodiversity for their existence value or for present or future generations, in terms of their scientific, social, aesthetic and life-support value. In some cultures, natural and cultural values are indivisible.

Articles	Explanatory Notes
5.2 Relative degrees of *cultural significance* may lead to different *conservation* actions at a place.	A cautious approach is needed, as understanding of cultural significance may change. This article should not be used to justify actions which do not retain cultural significance.
Article 6. Burra Charter Process 6.1 The *cultural significance* of a *place* and other issues affecting its future are best understood by a sequence of collecting and analysing information before making decisions. Understanding cultural significance comes first, then development of policy and finally management of the place in accordance with the policy. This is the Burra Charter Process.	The Burra Charter Process, or sequence of investigations, decisions and actions, is illustrated below and in more detail in the accompanying flow chart which forms part of the Charter. Understand Significance ↓ Develop Policy ↓ Manage in Accordance with Policy
6.2 Policy for managing a *place* must be based on an understanding of its *cultural significance*. 6.3 Policy development should also include consideration of other factors affecting the future of a *place* such as the owner's needs, resources, external constraints and its physical condition. 6.4 In developing an effective policy, different ways to retain *cultural significance* and address other factors may need to be explored. 6.5 Changes in circumstances, or new information or perspectives, may require reiteration of part or all of the Burra Charter Process.	Options considered may include a range of uses and changes (e.g. adaptation) to a place.
Article 7. Use 7.1 Where the *use* of a *place* is of *cultural significance* it should be retained. 7.2 A *place* should have a *compatible use*.	The policy should identify a use or combination of uses or constraints on uses that retain the cultural significance of the place. New use of a place should involve minimal change to significant fabric and use; should respect associations and meanings; and where appropriate should provide for continuation of activities and practices which contribute to the cultural significance of the place.
Article 8. Setting *Conservation* requires the retention of an appropriate *setting*. This includes retention of the visual and sensory setting, as well as the retention of spiritual and other cultural relationships that contribute to the *cultural significance* of the *place*. New construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate.	Setting is explained in Article 1.12.
Article 9. Location 9.1 The physical location of a *place* is part of its *cultural significance*. A building, work or other element of a place should remain in its historical location. Relocation is generally unacceptable unless this is the sole practical means of ensuring its survival.	

Articles	Explanatory Notes
9.2 Some buildings, works or other elements of *places* were designed to be readily removable or already have a history of relocation. Provided such buildings, works or other elements do not have significant links with their present location, removal may be appropriate. 9.3 If any building, work or other element is moved, it should be moved to an appropriate location and given an appropriate *use*. Such action should not be to the detriment of any *place* of *cultural significance*.	
Article 10. Contents Contents, fixtures and objects which contribute to the *cultural significance* of a *place* should be retained at that place. Their removal is unacceptable unless it is: the sole means of ensuring their security and *preservation*; on a temporary basis for treatment or exhibition; for cultural reasons; for health and safety; or to protect the place. Such contents, fixtures and objects should be returned where circumstances permit and it is culturally appropriate.	For example, the repatriation (returning) of an object or element to a place may be important to Indigenous cultures, and may be essential to the retention of its cultural significance. Article 28 covers the circumstances where significant fabric might be disturbed, for example, during archaeological excavation. Article 33 deals with significant fabric that has been removed from a place.
Article 11. Related places and objects The contribution which *related places* and *related objects* make to the *cultural significance* of the *place* should be retained.	
Article 12. Participation *Conservation, interpretation* and management of a *place* should provide for the participation of people for whom the place has significant *associations* and *meanings*, or who have social, spiritual or other cultural responsibilities for the place.	
Article 13. Co-existence of cultural values Co-existence of cultural values should always be recognised, respected and encouraged. This is especially important in cases where they conflict.	For some places, conflicting cultural values may affect policy development and management decisions. In Article 13, the term cultural values refers to those beliefs which are important to a cultural group, including but not limited to political, religious, spiritual and moral beliefs. This is broader than values associated with cultural significance.
Conservation Processes	
Article 14. Conservation processes *Conservation* may, according to circumstance, include the processes of: retention or reintroduction of a *use*; retention of *associations* and *meanings*; *maintenance, preservation*, *restoration*, *reconstruction, adaptation* and *interpretation*; and will commonly include a combination of more than one of these. Conservation may also include retention of the contribution that *related places* and *related objects* make to the *cultural significance* of a *place*.	Conservation normally seeks to slow deterioration unless the significance of the place dictates otherwise. There may be circumstances where no action is required to achieve conservation.

Articles	Explanatory Notes
Article 15. Change 15.1 Change may be necessary to retain *cultural significance*, but is undesirable where it reduces cultural significance. The amount of change to a *place* and its *use* should be guided by the *cultural significance* of the place and its appropriate *interpretation*.	When change is being considered, including for a temporary use, a range of options should be explored to seek the option which minimises any reduction to its cultural significance. It may be appropriate to change a place where this reflects a change in cultural meanings or practices at the place, but the significance of the place should always be respected. Reversible changes should be considered temporary. Non-reversible change should only be used as a last resort and should not prevent future conservation action.
15.2 Changes which reduce *cultural significance* should be reversible, and be reversed when circumstances permit. 15.3 Demolition of significant *fabric* of a *place* is generally not acceptable. However, in some cases minor demolition may be appropriate as part of *conservation*. Removed significant fabric should be reinstated when circumstances permit. 15.4 The contributions of all aspects of *cultural significance* of a *place* should be respected. If a place includes *fabric*, *uses*, *associations* or *meanings* of different periods, or different aspects of cultural significance, emphasising or interpreting one period or aspect at the expense of another can only be justified when what is left out, removed or diminished is of slight cultural significance and that which is emphasised or interpreted is of much greater cultural significance.	
Article 16. Maintenance *Maintenance* is fundamental to *conservation*. Maintenance should be undertaken where *fabric* is of *cultural significance* and its maintenance is necessary to retain that *cultural significance*.	Maintaining a place may be important to the fulfilment of traditional laws and customs in some Indigenous communities and other cultural groups.
Article 17. Preservation *Preservation* is appropriate where the existing *fabric* or its condition constitutes evidence of *cultural significance,* or where insufficient evidence is available to allow other *conservation* processes to be carried out.	Preservation protects fabric without obscuring evidence of its construction and use. The process should always be applied: • where the evidence of the fabric is of such significance that it should not be altered; or • where insufficient investigation has been carried out to permit policy decisions to be taken in accord with Articles 26 to 28. New work (e.g. stabilisation) may be carried out in association with

Articles	Explanatory Notes
	preservation when its purpose is the physical protection of the fabric and when it is consistent with Article 22.
Article 18. Restoration and reconstruction *Restoration* and *reconstruction* should reveal culturally significant aspects of the *place*.	
Article 19. Restoration *Restoration* is appropriate only if there is sufficient evidence of an earlier state of the *fabric*.	
Article 20. Reconstruction 20.1 *Reconstruction* is appropriate only where a *place* is incomplete through damage or alteration, and only where there is sufficient evidence to reproduce an earlier state of the *fabric*. In some cases, reconstruction may also be appropriate as part of a *use* or practice that retains the *cultural significance* of the place.	Places with social or spiritual value may warrant reconstruction, even though very little may remain (e.g. only building footings or tree stumps following fire, flood or storm). The requirement for sufficient evidence to reproduce an earlier state still applies.
20.2 *Reconstruction* should be identifiable on close inspection or through additional *interpretation*.	
Article 21. Adaptation 21.1 *Adaptation* is acceptable only where the adaptation has minimal impact on the *cultural significance* of the *place*.	Adaptation may involve additions to the place, the introduction of new services, or a new use, or changes to safeguard the place. Adaptation of a place for a new use is often referred to as 'adaptive re-use' and should be consistent with Article 7.2.
21.2 *Adaptation* should involve minimal change to significant *fabric*, achieved only after considering alternatives.	
Article 22. New work 22.1 New work such as additions or other changes to the *place* may be acceptable where it respects and does not distort or obscure the *cultural significance* of the place, or detract from its *interpretation* and appreciation.	New work should respect the significance of a place through consideration of its siting, bulk, form, scale, character, colour, texture and material. Imitation should generally be avoided.
22.2 New work should be readily identifiable as such, but must respect and have minimal impact on the *cultural significance* of the *place*.	New work should be consistent with Articles 3, 5, 8, 15, 21 and 22.1.
Article 23. Retaining or reintroducing use Retaining, modifying or reintroducing a significant *use* may be appropriate and preferred forms of *conservation*.	These may require changes to significant fabric but they should be minimised. In some cases, continuing a significant use, activity or practice may involve substantial new work.
Article 24. Retaining associations and meanings 24.1 Significant *associations* between people and a *place* should be respected, retained and not obscured. Opportunities for the *interpretation*, commemoration and celebration of these associations should be investigated and implemented.	For many places associations will be linked to aspects of use, including activities and practices.

Articles	Explanatory Notes
	Some associations and meanings may not be apparent and will require research.
24.2 Significant *meanings*, including spiritual values, of a *place* should be respected. Opportunities for the continuation or revival of these meanings should be investigated and implemented.	
Article 25. Interpretation The *cultural significance* of many *places* is not readily apparent, and should be explained by *interpretation*. Interpretation should enhance understanding and engagement, and be culturally appropriate.	In some circumstances any form of interpretation may be culturally inappropriate.
Conservation Practice	
Article 26. Applying the Burra Charter Process 26.1 Work on a *place* should be preceded by studies to understand the place which should include analysis of physical, documentary, oral and other evidence, drawing on appropriate knowledge, skills and disciplines.	The results of studies should be kept up to date, regularly reviewed and revised as necessary.
26.2 Written statements of *cultural significance* and policy for the *place* should be prepared, justified and accompanied by supporting evidence. The statements of significance and policy should be incorporated into a management plan for the place.	Policy should address all relevant issues, e.g. use, interpretation, management and change. A management plan is a useful document for recording the Burra Charter Process, i.e. the steps in planning for and managing a place of cultural significance (Article 6.1 and flow chart). Such plans are often called conservation management plans and sometimes have other names. The management plan may deal with other matters related to the management of the place.
26.3 Groups and individuals with *associations* with the *place* as well as those involved in its management should be provided with opportunities to contribute to and participate in identifying and understanding the *cultural significance* of the place. Where appropriate they should also have opportunities to participate in its *conservation* and management.	
26.4 Statements of *cultural significance* and policy for the *place* should be periodically reviewed, and actions and their consequences monitored to ensure continuing appropriateness and effectiveness.	Monitor actions taken in case there are also unintended consequences.
Article 27. Managing change 27.1 The impact of proposed changes, including incremental changes, on the *cultural significance* of a *place* should be assessed with reference to the statement of significance and the policy for managing the place. It may be necessary to modify proposed changes to better retain cultural significance.	
27.2 Existing *fabric, use, associations* and *meanings* should be adequately recorded before and after any changes are made to the *place*.	
Article 28. Disturbance of fabric 28.1 Disturbance of significant *fabric* for study, or to obtain evidence, should be minimised. Study of a *place* by any disturbance of the fabric, including archaeological excavation, should only be undertaken to provide data essential for decisions on the *conservation*	

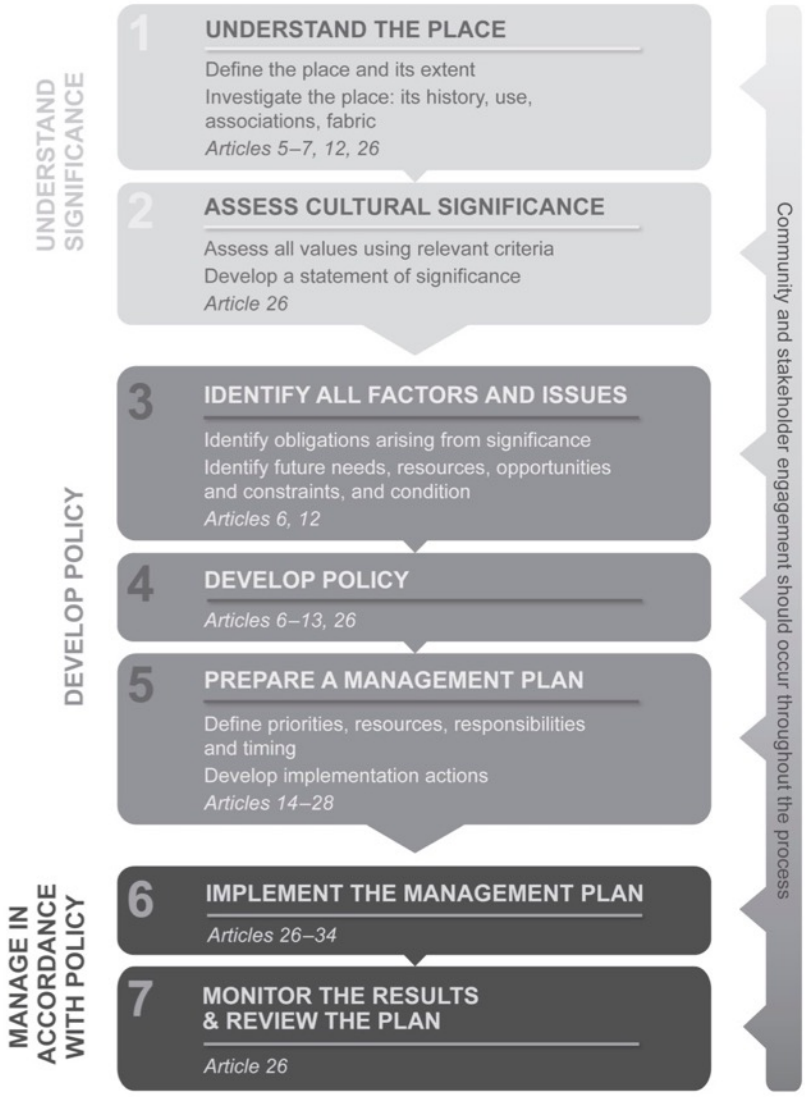
Articles	Explanatory Notes
of the place, or to obtain important evidence about to be lost or made inaccessible. 28.2 Investigation of a *place* which requires disturbance of the *fabric*, apart from that necessary to make decisions, may be appropriate provided that it is consistent with the policy for the place. Such investigation should be based on important research questions which have potential to substantially add to knowledge, which cannot be answered in other ways and which minimises disturbance of significant fabric.	
Article 29. Responsibility The organisations and individuals responsible for management and decisions should be named and specific responsibility taken for each decision.	
Article 30. Direction, supervision and implementation Competent direction and supervision should be maintained at all stages, and any changes should be implemented by people with appropriate knowledge and skills.	
Article 31. Keeping a log New evidence may come to light while implementing policy or a plan for a *place*. Other factors may arise and require new decisions. A log of new evidence and additional decisions should be kept.	New decisions should respect and have minimal impact on the cultural significance of the place.
Article 32. Records 32.1 The records associated with the *conservation* of a *place* should be placed in a permanent archive and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate. 32.2 Records about the history of a *place* should be protected and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.	
Article 33. Removed fabric Significant *fabric* which has been removed from a *place* including contents, fixtures and objects, should be catalogued, and protected in accordance with its *cultural significance*. Where possible and culturally appropriate, removed significant fabric including contents, fixtures and objects, should be kept at the place.	
Article 34. Resources Adequate resources should be provided for *conservation*.	The best conservation often involves the least work and can be inexpensive.
Words in italics are defined in Article 1.	

The Burra Charter Process

Steps in planning for and managing a place of cultural significance

The Burra Charter should be read as a whole.

Key articles relevant to each step are shown in the boxes. Article 6 summarises the Burra Charter Process.



The Burra Charter Process: flow chart from the *Australia ICOMOS Burra Charter, 2013, p10.*

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APPENDIX I: COMPLIANCE WITH COMMONWEALTH HERITAGE MANAGEMENT PRINCIPLES AND REQUIREMENTS FOR MANAGEMENT PLANS UNDER THE EPBC REGULATIONS

The regulations under the *EPBC Act 1999* provide a list of Commonwealth Heritage Management Principles as well as requirements for (conservation) management plans for Commonwealth Heritage places (*Environment Protection and Biodiversity Conservation Amendment Regulations 2003 (No. 1)*: Schedules 7A and 7B). The following tables provide a summary of compliance with these requirements.

Table 11. Commonwealth Heritage Management Principles

No.	Requirement (Schedule 7B)	Compliance Comment
1.	The objective in managing Commonwealth Heritage places is to identify, protect, conserve, present and transmit, to all generations, their Commonwealth Heritage values.	Complies: Section 6.1. The HMP effectively adopts this as the objective for the development of the conservation policy and implementation strategies.
2.	The management of Commonwealth Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on their Commonwealth Heritage values.	Complies: Chapter 6 – Policies 2, 6, 7, 8, 10
3.	The management of Commonwealth Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, any Commonwealth, State, Territory and local government responsibilities for those places.	Complies: Chapter 6 – Policies 1, 4, 5
4.	The management of Commonwealth Heritage places should ensure that their use and presentation is consistent with the conservation of their Commonwealth Heritage values.	Complies: Chapter 6 – Policies 15-18, 20
5.	The management of Commonwealth Heritage places should make timely and appropriate provision for community involvement, especially by people who: (a) have a particular interest in, or associations with, the place; and (b) may be affected by the management of the place;	Complies: Chapter 6 – Policy 10
6.	Indigenous people are the primary source of information on the value of their heritage and that the active participation of indigenous people in identification, assessment and management is integral to the effective protection of indigenous heritage values.	Not an issue. There are currently no Aboriginal heritage values identified in the Commonwealth Heritage listing for the plantation.
7.	The management of Commonwealth Heritage places should provide for regular monitoring, review and reporting on the conservation of Commonwealth Heritage values.	Complies: Chapter 6 – Policies 7, 8, 13

Table 12. Management Plan Requirements		
No.	**Requirement (Schedule 7A)**	**Compliance Comments**
(a)	establish objectives for the identification, protection, conservation, presentation and transmission of the Commonwealth Heritage values of the place; and	Complies through the provision of policies addressing an overall objective in Chapter 6. This matter is substantially addressed in Chapters 2-4.
(b)	provide a management framework that includes reference to any statutory requirements and agency mechanisms for the protection of the Commonwealth Heritage values of the place; and	Complies: Chapter 6
(c)	provide a comprehensive description of the place, including information about its location, physical features, condition, historical context and current uses; and	Complies: Chapter 2
(d)	provide a description of the Commonwealth Heritage values and any other heritage values of the place; and	Complies: Chapter 4
(e)	describe the condition of the Commonwealth Heritage values of the place; and	Complies: Sections 2.2 and 5.3
(f)	describe the method used to assess the Commonwealth Heritage values of the place; and	Complies: Chapter 3 and Appendix D
(g)	describe the current management requirements and goals, including proposals for change and any potential pressures on the Commonwealth Heritage values of the place; and	Complies: Section 5.5
(h)	have policies to manage the Commonwealth Heritage values of a place, and include in those policies, guidance in relation to the following:	See below
(i)	the management and conservation processes to be used;	Complies: Chapter 6
(ii)	the access and security arrangements, including access to the area for indigenous people to maintain cultural traditions;	Complies with regard to general access: Chapter 6 – Policies 15, 16, 18, Strategies 15.1 and 15.2
(iii)	the stakeholder and community consultation and liaison arrangements;	Complies: Chapter 6 – Policy 10
(iv)	the policies and protocols to ensure that Indigenous people participate in the management process;	Complies: Strategy 10.3
(v)	the protocols for the management of sensitive information;	Complies: Policy 23
(vi)	the planning and management of works, development, adaptive reuse and property divestment proposals;	Complies: Chapter 6 – especially Policies 7, 11, 12, 19, Strategy 4.4
(vii)	how unforeseen discoveries or disturbance of heritage are to be managed;	Complies: Chapter 6 – including Policy 21
(viii)	how, and under what circumstances, heritage advice is to be obtained;	Complies: Chapter 6 – Policy 6
(ix)	how the condition of Commonwealth Heritage values is to be monitored and reported;	Complies: Chapter 6 – Policies 8, 13
(x)	how records of intervention and maintenance of a heritage places register are kept;	Complies: Chapter 6 – Policy 22
(xi)	the research, training and resources needed to improve management;	Complies: Chapter 6 – including Policy 24. Training is dealt with in the NCA's Heritage Strategy.
(xii)	how heritage values are to be interpreted and promoted; and	Complies: Chapter 6 – Policy 20
(i)	include an implementation plan; and	Complies: Section 6.4
(j)	show how the implementation of policies will be monitored; and	Complies: Chapter 6 – Policy 7
(k)	show how the management plan will be reviewed.	Complies: Chapter 6 – Policy 8

APPENDIX J: REVIEW OF THE 2008 MANAGEMENT PLAN

REVIEW OF THE 2008 YORK PARK NORTH OAK PLANTATION HERITAGE MANAGEMENT PLAN

The EPBC Act specifies several matters to be addressed within the review of a plan under section 341X. In addition, the Department of Agriculture, Water and the Environment has identified several additional matters to be addressed (Department of the Environment and Heritage 2006, pp. 13-14). Accordingly, the following review addresses both the statutory requirements for Commonwealth Heritage plans, as well as the additional matters identified by the Department.

Who would carry out the review and the procedures to be used

The review was carried out by the consultants for the plan update project, Duncan Marshall and Matt Badham. The tasks undertaken in the review and overall update of the plan included the following:

- general review of the text to ensure it reads well and is an integrated document to address EPBC Act and NCA requirements;
- generally address and integrate the Commonwealth Heritage values of the place in the plan. Since the preparation of the current plan, DAWE has required the faithful inclusion of all Commonwealth Heritage values even if the research for the plan does not actually support them;
- general update of figures and images (eg. up to date images/pictures should be used in the descriptive sections);
- revise Chapter 1 to address the conduct of the current project and project limitations;
- general check/update of description and condition, including condition and integrity issues (Sections 2.2 and 5.3) – because of changes since the original plan was completed. This included a discussion of impacts as a result of changes, but such discussion was not a full heritage impact assessment. This entailed site inspections;
- update overview history with events after the original plan was completed (Section 2.4);
- revise significance in the light of new evidence, if any, and analysis, if needed (Chapters 3 and 4);
- revise significance to address any differences between the plan and the Commonwealth Heritage values (Chapters 3 and 4). This task is related to the task above about integrating such values into the plan;
- check/update National Capital Plan requirements (Section 5.2 and Appendix E);
- stakeholders – check if any new stakeholders to consider/or stakeholder views to update, and consult as needed (Section 5.4);
- update NCA aspirations at Section 5.5 – given the passage of time, including consultations with NCA business areas;
- update management issues (Section 5.5);
- review policies – especially identify any specific issues requiring specific policy guidance and include such guidance (Chapter 6) – partly because of the passage of time/partly because of experience in using plan over the years. It is noted the NCA has already identified a range of issues;

- identify priority works – given the passage of time, etc;
- update with the latest version (2013) of the *Burra Charter* (Appendix H); and
- respond to/revise plan given public comments on the existing plan and draft of the new plan.

In undertaking this review and update work, as noted, consultations were also held with key NCA staff responsible for management of the place, in part to ascertain the effectiveness of the 2008 plan and any issues to be addressed in the update work. Site inspections were another important aspect of the review.

A workshop was also held with key NCA staff to generally discuss heritage management plans. The workshop sought to consider whether plans were effective for the NCA, what aspects of plans worked well, and what aspects were problematic. Relevant workshop outcomes are integrated with the text below.

An assessment of whether the plan addresses the matters prescribed in the regulations including being consistent with the Commonwealth Heritage management principles

The 2008 plan addressed matters prescribed in the regulations including the Commonwealth Heritage management principles, and the plan is consistent with the principles. This was confirmed in the summary at Appendix I of the 2008 plan.

An assessment of the effectiveness of the plan in protecting and conserving the Commonwealth Heritage values

In general terms, the plan has been effective in protecting the Commonwealth Heritage values of the plantation. The major issue or change affecting the place is the upgrade project and work undertaken in the period 2007-11. The works included:

- pruning of low branches on the oaks;
- construction of a staggered and discontinuous low perimeter stone wall;
- removal of wildlings inside and outside the plantation;
- replacement plantings for missing oak trees;
- the construction of a network of paths;
- the construction of low stone wall and timber seating areas; and
- the installation of simple interpretive features.

The design of the works was guided by the plan.

In addition, these works have led to increased maintenance for the plantation.

In summary, the values have generally been conserved. As an overall comment, the plantation is in fair condition with the health of individual trees varying from poor to good, based on the last assessment undertaken for the NCA in 2020. However, it should be noted that such assessments involve a degree of subjectivity. For example, some of the trees rated as good by the 2020 survey would not be rated as highly by the expert arborist who is part of the consultant team undertaking this review.

The plantation displays moderate to high integrity, given the presence of some semi-mature and juvenile trees.

There are also condition issues with other attributes include cracked paving and eroded paths, missing stones in the perimeter walls, deteriorated timber seats, and the periodic/seasonal build-up of acorns on paths which are eventually cleared. These issues should be addressed.

In addition, there are threats or potential threats to the plantation as detailed below.

A general comment made at the heritage management plan workshop with key NCA staff was the complexity of plans and the difficulty of finding information.

Recommendations for the improved protection of values

The improved protection of heritage values is achieved through the revised and updated heritage management plan with:

- an updated understanding of condition and management issues, especially related to the trees but also the built features; and
- an improved suite of conservation policies and strategies (Section 6.3), such as in the case of development, events and activities within and outside the place.

It is also noted the NCA has developed a tree management policy for its entire estate, of which the plantation is a small part. The updated heritage management plan has been informed by this policy.

The heritage management plan workshop with key NCA staff also raised a number of general issues to be further considered. These include:

- improving the process for undertaking works and the need to ensure heritage issues are identified;
- linking the plan to the NCA asset management system;
- standardising the layout of plans;
- improving the accessibility of plan guidance (eg. policies) for key audiences, including NCA staff and contractors; and
- the possibility of training for key audiences, including NCA staff and contractors.

Outline how new and changed information that may have come through monitoring, community input and further research will be incorporated into the revised management plan

As noted above, new and changed information and analysis has informed the update of the plan in sections such as the history, description, condition, analysis of values, statement of significance, and policies and strategies.

Details of any significant damage or threat to the heritage values

Threats or potential threats to the plantation include:

- climate change, with drought and extreme prolonged heat, perhaps coupled with reduced access to water for irrigation (noting the plantation is generally not irrigated), impacting the treescape and the understorey;
- potentially unsympathetic development outside and inside the place; and

- potentially unsympathetic events and activities, including where the scale of events or activities increases to a point where impacts arise.

❖

9 March 2022