

An aerial photograph of Canberra, Australia, taken at sunset. The image shows the city's layout with its green spaces, buildings, and the surrounding hills. The sun is low on the horizon, casting a warm glow over the landscape. The title text is overlaid on the lower part of the image.

National Capital Authority Heritage Strategy 2023–2026

Prepared for National Capital Authority
July 2023



Australian Government
National Capital Authority

National Capital Authority— Acknowledgement of Country

Our work is on the land of the Ngunnawal People, Ngunnawal Country. We pay our respects to their Elders – past, present and emerging.

Report register

The following report register documents the development of this report, in accordance with GML’s Quality Management System.

Job No.	Issue No.	Notes/Description	Issue Date
22-0129	1	Draft Report	24 June 2022
22-0129	2	Second Draft Report	21 July 2022
22-0129	3	Revised Second Draft Report	29 July 2022
22-0129	4	Third Draft Report	8 November 2022
22-0129	5	Final Report	7 July 2023

Quality assurance

The report has been reviewed and approved for issue in accordance with the GML quality assurance policy and procedures.

GML Acknowledgement of Country

We respect and acknowledge the First Peoples of the lands and waterways on which we live and work, their rich cultural heritage and their deep connection to Country, and we acknowledge their Elders past and present. We are committed to truth-telling and to engaging with First Peoples to support the protection of their culture and heritage. We strongly advocate social, cultural and political justice and support the Uluru Statement from the Heart.

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Aerial image of the Central National Area of Canberra. (Source: © National Capital Authority, photographed by Martin Ollman.)

Executive summary

In May 2022 the National Capital Authority (NCA) engaged GML Heritage Pty Ltd (GML) to review and update the NCA's *Heritage Strategy 2010–2013*. Under section 341ZA of the *Environment Protection and Biodiversity Conservation Act 1999* (Cth), the NCA as a Commonwealth Agency is required to prepare a written heritage strategy and undertake a three-yearly review of that Strategy, as a means to protect and conserve the heritage values of places under its ownership and control. This *Heritage Strategy 2023–2026* meets the legislative requirements of the EPBC Act and addresses the requirements for strategies at Regulation 10.03E of the *Environment Protection and Biodiversity Conservation Regulations 2000*. It has been approved by the Australian Heritage Council.

The NCA is established under the *Australian Capital Territory (Planning and Land Management) Act 1988* (Cth) (the PALM Act) to perform the role of trustee of the National Capital. The NCA's three key responsibilities are:

- shaping the National Capital into the future
- managing and enhancing the nationally-significant parts of Canberra
- fostering awareness of Canberra as Australia's National Capital.

The NCA manages and controls land throughout the ACT on behalf of the Commonwealth, including a range of places of cultural significance. The NCA has direct management responsibility for land in and around the National Triangle, Anzac Parade as well as Lake Burley Griffin and some adjacent lands.

Within the estate are 19 places included in the Commonwealth Heritage List (CHL). There are also two places included in the National Heritage List (NHL). Other places under the NCA's management have been identified as meeting the Commonwealth or National Heritage criteria and the threshold for inclusion in the CHL or NHL.

This Heritage Strategy outlines the policies and processes for developing and maintaining best practice management of heritage places. It is separated into four major parts, as listed below:

Introduction and Background

This section is an introduction to the purpose of the Heritage Strategy, its legislative context, and background about the NCA and the areas it manages and controls.

Part 1—General Matters

Part 1 of the Heritage Strategy covers the NCA’s objectives for heritage management across its property, an outline of how heritage management is integrated into the NCA’s corporate and planning framework, and a list of key positions within the NCA and their heritage responsibilities. It has information on consultation processes for government, community and Indigenous stakeholders, conflict resolution procedures, and monitoring, review and reporting requirements.

Part 2—Matters Relating to the Identification and Assessment of Commonwealth Heritage Values

Part 2 of the Heritage Strategy outlines the processes for identifying and assessing places of heritage value on the NCA’s estate, including nomination of places to the Commonwealth or National Heritage lists, and time frames for completion of the Heritage Strategy’s recommended programs.

Part 3—Matters Relating to the Management of Commonwealth Heritage Values

Part 3 of the Heritage Strategy outlines the processes for the management of heritage values including the development of a heritage register and management plans, and how heritage will be considered in future planning and budget allocations for heritage management.

Part 4—Matters Relating to Commonwealth Heritage Training and Promotion

Part 4 of the Heritage Strategy details how the NCA will promote its heritage internally and externally, and how heritage training and development programs are implemented to ensure wide knowledge of heritage responsibilities and best practice management.

This Heritage Strategy identifies a number of actions for implementation to ensure compliance with the Strategy and the conservation and protection of heritage values on land the NCA controls and manages.



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A nighttime photograph of the Parliament of New Zealand, featuring the illuminated Parliament Buildings and the long, brightly lit Esplanade. The city lights of Wellington are visible in the background, and the sky is dark with some clouds. A large, semi-transparent, light-colored oval shape is overlaid on the image, centered over the Parliament Buildings. The word "Introduction" is written vertically in white text on the left side of the image.

Introduction

1 Introduction

The National Capital Authority (NCA) is established under the *Australian Capital Territory (Planning and Land Management) Act 1988* (Cth) (the PALM Act). The NCA performs the role of trustee of the National Capital, and in doing so ‘serve the interests of the Australian Government, the nation and its people’.¹

The NCA’s three key responsibilities are:

- Shaping the National Capital into the future;
- Managing and enhancing the nationally significant parts of Canberra; and
- Fostering awareness of Canberra as Australia’s National Capital.²

The NCA manages and controls land throughout the Australian Capital Territory (ACT) on behalf of the Commonwealth, including a range of places of cultural significance.

Under section 341ZA of the *Environment Protection and Biodiversity Conservation Act 1999* (Cth) (EPBC Act), the NCA, as a Commonwealth agency, is required to prepare a ‘heritage strategy’ which provides for the integration of heritage conservation and management within an agency’s overall property planning and management framework.³ The strategy’s purpose is to assist an agency to manage and report on the steps it has taken to protect and conserve the heritage values of properties under its ownership or control.⁴

Prior to the preparation of this 2023–2026 Heritage Strategy, GML Heritage Pty Ltd (GML) was engaged to review and report on the NCA’s 2010–2013 Heritage Strategy as required under section 341ZA(5) of the EPBC Act. The review found that the 2010–2013 Heritage Strategy provided helpful guidance at the time of drafting, but was out of date and needed revision. The review report is submitted to the department responsible for the EPBC Act, currently the Department of Climate Change, Energy, Environment and Water (DCCEEW) alongside this Heritage Strategy.



Figure 1.1 Parliament House Vista from Mt Ainslie, 2013.

1.1 Purpose of the Heritage Strategy

This Heritage Strategy outlines the NCA's strategic approach to identifying, assessing, protecting and conserving Commonwealth and/or National Heritage values of places under its ownership and control. The strategy outlines the NCA's management context and how heritage has been integrated into its corporate management framework.

In summary, this Heritage Strategy:

- documents the integration of heritage conservation and management within the overall operational and planning framework of the NCA;
- provides an update on the NCA's identification and assessment program across its estate for assets or places with potential Commonwealth or National Heritage values;
- provides for the preparation and maintenance of a Heritage Register of all places under the NCA's ownership and/or control that have Commonwealth or National Heritage value, or the potential for Commonwealth or National Heritage value;
- establishes the administrative context to protect and conserve the heritage values of places that the NCA owns and/or controls, including accessing expert advice, provision of training, consultation methods and applying best practice standards; and,
- is consistent with the Commonwealth and National Heritage management principles set out at Schedules 5B and 7B of the *Environment Protection and Biodiversity Conservation Regulations 2000* (Cth) (EPBC Regulations).

The EPBC Act requires a heritage strategy to be prepared for protecting and conserving the Commonwealth Heritage values of places. The NCA is also responsible for places with National Heritage values, and other identified heritage values which have not been listed. Consequently, this strategy also provides guidance on the management of those heritage values.

1.2 Objectives of the Heritage Strategy

The objectives of this Heritage Strategy are:

- to assist the NCA in assessing places it owns or controls to identify potential Commonwealth, National and other heritage values;
- to assist to the NCA in the best-practice conservation and management of heritage values and places under its ownership and control, and the presentation and transmission of these values to future generations;
- to provide guidance to the NCA on the integration of heritage assessment, conservation and management into its organisational and corporate management framework, processes and policies;
- to assist the NCA in meeting its obligations under the EPBC Act, in particular the preparation of management plans (s341S), heritage strategies (s341ZA), heritage assessments and registers (s341ZB), and under the EPBC Regulations, particularly Division 10.5.

1.3 Methodology

This report follows the general format set out in section 341ZA(3) of the EPBC Act and Schedule 7C of the EPBC Regulations, and the publications *Working Together: Management Commonwealth Heritage Places* (2019) and *Preparing a Heritage Strategy: A Guide for Commonwealth Agencies* (2009/10).

A table demonstrating compliance with the requirement of section 341ZA of the EPBC Act and Schedule 7C of the EPBC Regulations is provided at Appendix A.

1.4 Acknowledgements

GML acknowledges the assistance of Ilse Wurst, Director Statutory Planning & Heritage and Lily Black, Senior Officer, Planning & Heritage in the preparation of this report.

1.5 Endnotes

- ¹ National Capital Authority, 2022, 'National Capital Authority Corporate Plan 2022-23 to 2025-26', p 2.
- ² National Capital Authority, 2022, 'National Capital Authority Corporate Plan 2022-23 to 2025-26', p 2.
- ³ Department of the Environment, Water, Heritage and the Arts 2010, *Preparing a Heritage Strategy: A guide for Commonwealth agencies*, Australian Government, Canberra, p1.
- ⁴ Department of the Environment, Water, Heritage and the Arts 2010, *Preparing a Heritage Strategy: A guide for Commonwealth agencies*, Australian Government, Canberra, p1.

About the National Capital Authority



2 About the National Capital Authority

2.1 Introduction

The National Capital Authority is a non-corporate Australian Government agency within the Department of Infrastructure, Transport, Regional Development, Communications and the Arts portfolio. As of July 2023 the NCA is responsible to the Minister for Regional Development, Local Government and Territories as the Minister administering the PALM Act.

Under the PALM Act, the Authority consists of a Chair, a Chief Executive and three other members, appointed by the Governor-General. The Chief Executive is a full-time officer who is responsible for managing the NCA as an agency.¹ The Authority is also known as the NCA Board.

The mission of the NCA, as set out in its 2021–22 Annual Report, is:

To shape Canberra as a capital that all Australians can be proud of by ensuring it is well planned, managed and promoted, consistent with its enduring national significance.²

The functions of the NCA, as set out in section 6 of the PALM Act, are to:

1. prepare and administer a National Capital Plan (the Plan);
2. keep the Plan under constant review and to propose amendments to it when necessary;
3. on behalf of the Commonwealth, to commission works to be carried out in Designated Areas in accordance with the Plan where neither a Department of State of the Commonwealth nor any Commonwealth authority has the responsibility to commission those works;
4. recommend to the Minister the carrying out of works that it considers desirable to maintain or enhance the character of the National Capital;
5. foster an awareness of Canberra as the National Capital;
6. with the approval of the Minister, to perform planning services for any person or body, whether within Australia or overseas; and
7. with the approval of the Minister, and excluding the management and regulation of the taking of water, manage National Land designated in writing by the Minister as land required for the special purposes of Canberra as the National Capital.

In addition, the *National Land (Road Transport) Ordinance 2014* makes the NCA's Chief Executive responsible for the administration of pay parking on National Land.



Figure 2.1 The 1913 Griffin Plan for Canberra.

The National Capital Plan provides a narrative describing the ‘national significance’ of Canberra as presented in the plan. It establishes the following matters of national significance in the planning and development of Canberra and the Territory:

- The pre-eminence of the role of Canberra and the Territory as the centre of National Capital functions, and as the symbol of Australian national life and values.
- Conservation and enhancement of the landscape features which give the National Capital its character and setting, and which contribute to the integration of natural and urban environments.

- Respect for the key elements of the Griffins' formally adopted plan for Canberra.
- Creation, conservation and enhancement of fitting sites, approaches and backdrops for national institutions and ceremonies as well as National Capital Uses.
- The development of a city which both respects environmental values and reflects national concerns with the sustainability of Australia's urban areas.³

Canberra's historical development, urban planning and cultural landscape, developed from the Griffins' plan for the city, have heritage significance to all Australians. The NCA is responsible for highly important areas and features of Canberra, particularly the Parliamentary Zone, and is a custodian of many of the heritage values associated with these places. Through its commitment to the National Capital Plan, the NCA manages and protects this heritage significance.

The NCA has identified three strategic objectives in its 2022-23 to 2025-26 Corporate Plan to ensure it delivers its responsibilities:

- Our National Role
 - Ensure new developments on national land reflect the intent of the Griffin Plan and are able to perform their national and international functions with a priority focus on enhancements to Commonwealth Park and Commonwealth Place.
 - Engage and consult with the broader Australian community on the evolution of their National Capital.
 - Assist in telling the history and role of the National Capital as part of the story of Australia in partnership with First Nations' people, national cultural institutions, the ACT Government, and other national and local groups.
 - Ensure Canberra continues to be
 - reflective of Australia's history and is relevant and meaningful to all Australians as it continues to evolve into a modern, mature city that is home to a growing
 - and diverse population.
- Creating and Maintaining Place
 - Build and maintain symbolic and iconic works and spaces, in accordance with the National Capital Plan and heritage management plans.
 - Ensure high quality design and landscaping, heritage and environmental management on National Land and in Designated Areas.
 - Protect and enhance the ecological integrity and resilience of land, urban areas and waterbodies managed by the NCA, in response to climate change.
- Enhancing the Citizen and Visitor Experience.

- Create, activate and maintain interesting, safe and dynamic precincts that welcome visitors and locals, and provide opportunities for people to enjoy their public places.
- Collaborate with a range of partners to create and promote experiences and activities which attract people to the National Capital and make it easy for them to plan, explore and enjoy Canberra.
- Increase visitors' connection to and culturally-appropriate knowledge of Ngunnawal Country and the connections of Ngunnawal people to the land managed by the NCA.⁴

These strategic objectives are directly relevant to the promotion, protection and conservation of the NCA's heritage assets for current and future generations.

2.2 The National Capital Authority's Land and Heritage Places

2.2.1 Land Ownership and Control

The NCA's roles and responsibilities are a consequence of provisions of the Australian Constitution, which states that the seat of government will be within a territory vested in and belonging to the Commonwealth. This means that all land in the ACT is owned by the Commonwealth. Following self-government for the ACT in 1988, the Australian Government and the ACT Government share responsibility for the planning and development of the territory.

The NCA is the organisation which delivers the Commonwealth's obligations under this arrangement relating to Canberra's role and functioning as the National Capital. The NCA manages 'National Land' in the territory. 'National Lands' are areas that the Minister for Finance has specifically declared for use by or on behalf of the Commonwealth.⁵ The ACT Government has responsibilities comparable to those of state governments, and manages 'Territory Land'. 'Territory Land' is all land in the ACT which is not National Land.⁶

Under these arrangements the NCA controls and manages significant areas within the ACT. The majority of this land and waters is located in and around the National Triangle and includes Anzac Parade and Lake Burley Griffin. The NCA also controls planning for larger sections of Canberra under the National Capital Plan, for lands classified as Designated Areas or with Special Requirements. However, the NCA does not own or control these areas. Lands managed by the NCA are visible at Figure 2.2.



Figure 2.2 Lands (green) and waters (blue) managed by the NCA. (Source: National Capital Authority Corporate Plan 2022–23 to 2025–26, p 7)

2.2.2 The National Capital Estate

The National Capital Estate is defined as:

National land designated as land required for the special purposes of Canberra as the National Capital, according to the Australian Capital Territory (Planning and Land Management) Act 1988.⁷

The NCA's estate includes the Parliamentary Zone, Lake Burley Griffin and parts of the foreshore, Anzac Parade and Diplomatic Estates in Yarralumla, Deakin, O'Malley and Curtin.

The NCA's assets include over 40 historic and operational buildings, around 19,000 trees, 37 bridges, over 175 memorials, plaques and public art items, around 60 kilometres of roads, 48 carparks, over 280,000 square metres of footpaths and over 30 event venues.⁸

Within the NCA's estate there are 19 places included in the Commonwealth Heritage List (CHL). Two of these places are also included in the National Heritage List (NHL). Other places under the NCA's management have been identified as meeting the Commonwealth or National Heritage criteria and the threshold for inclusion in the CHL or NHL. These assets are identified at Table 2.1.

The NCA's assets are not eligible for inclusion in the ACT Heritage Register due to the NCA's Commonwealth jurisdiction.

Table 2.1 National and Commonwealth Heritage listed places managed by the NCA.

Place Name	Heritage List	Status/ID
Australian War Memorial and the Memorial Parade (NCA responsibility: Anzac Parade)	NHL	Listed, Place ID: 105889
High Court–National Gallery Precinct (NCA Responsibility: Precinct generally, apart from HCA building and its immediate surrounds, and NGA and its immediate surrounds, including the Sculpture Garden.)	NHL	Listed, Place ID: 105745
Acton Peninsula Building 1	CHL	Listed, Place ID: 105341
Acton Peninsula Building 2	CHL	Listed, Place ID: 105343
Acton Peninsula Building 15	CHL	Listed, Place ID: 105342
Acton Peninsula Limestone Outcrops	CHL	Listed, Place ID: 105344
Australian–American Memorial and Sir Thomas Blamey Square	CHL	Listed, Place ID: 105313
Blundells Farmhouse, Slab Outbuilding and Surrounds	CHL	Listed, Place ID: 105734
National Carillon and Aspen Island	CHL	Listed, Place ID: 105346

Changi Chapel	CHL	Listed, Place ID: 105188
Commencement Column Monument	CHL	Listed, Place ID: 105347
General Bridges' Grave	CHL	Listed, Place ID: 105439
High Court–National Gallery Precinct	CHL	Listed, Place ID: 105544
King George V Memorial	CHL	Listed, Place ID: 105352
Old Parliament House Gardens	CHL	Listed, Place ID: 105616
Parliament House Vista	CHL	Listed, Place ID: 105466
State Circle Cutting	CHL	Listed, Place ID: 105733
Surveyors Hut	CHL	Listed, Place ID: 105467
National Rose Gardens	CHL	Listed, Place ID: 105473
York Park North Tree Plantation	CHL	Listed, Place ID: 105242
Lake Burley Griffin and Adjacent Lands	CHL	Listed, Place ID: 105230



Figure 2.3 The Commencement Column Monument (Canberra's foundation stone), Federation Mall.

Other key places in the NCA's estate, both within and outside these heritage listings, are:

- Scrivener Dam
- Australians of the Year Walk
- Boundless Canberra Playground
- Captain Cook Memorial Jet
- Commonwealth Place
- Diplomatic Estates
- Lindsay Pryor National Arboretum
- National Rock Garden
- Magna Carta Place
- National Capital Exhibition
- Peace Park
- Reconciliation Place
- R.G. Menzies Walk
- Stirling Park (Gura Bung Dhaura)



Figure 2.4 The Australian–American Memorial and Field Marshall Sir Thomas Blamey Square in the Russell Defence Precinct (also a CHL place).

2.3 Shared Responsibilities with other Commonwealth Agencies

The NCA works closely with other Commonwealth agencies in relation to several Commonwealth and National Heritage places it manages, including the Department of Finance, the Department of Defence, the National Library, the High Court, the National Gallery of Australia, Old Parliament House and the Australian War Memorial. Many heritage places within the NCA's estate have shared control between the NCA and other agencies, or are closely related to places controlled by other agencies.

The High Court – National Gallery Precinct is managed separately by different entities responsible for different parts, including the NCA, the High Court, the National Gallery of Australia and the National Portrait Gallery. The Australian War Memorial and Anzac Parade is managed by the NCA and the Australian War Memorial. The Australian American Memorial and Sir Thomas Blamey Square is surrounded by the Commonwealth Heritage-listed Russell Defence Precinct, managed by the Department of Defence, while the Changi Chapel and General Bridges Grave are located within RMC Duntroon. The Old Parliament House Gardens are closely associated with Old Parliament House, which is primarily managed by the Museum of Australian Democracy.

The NCA closely liaises with the Department responsible for the EPBC Act, currently DCCEEW, on the management of its Commonwealth and National Heritage places. DCCEEW is responsible for the administration and oversight of the EPBC, including its statutory obligations on Commonwealth agencies to effectively manage their heritage, and serves as the secretariat to the Australian Heritage Council. DCCEEW also provides approvals under the EPBC Act for works at Commonwealth and National Heritage places. The NCA seeks guidance and approval from DCCEEW where necessary on heritage management documents and for works it undertakes. The NCA also liaises with DCCEEW on projects by third parties which may need both EPBC Act approval and NCA works approval.

Cooperation between the NCA and these other Commonwealth Agencies is essential to a holistic approach to heritage management for the heritage places the NCA manages.

2.4 Endnotes

¹ National Capital Authority, 2021, 'Annual Report 2020-21', p 4.

² National Capital Authority, 2021, 'Annual Report 2020-21', p 1.

³ National Capital Authority, 2021, *National Capital Plan*, p 8.

⁴ National Capital Authority, 2022, 'National Capital Authority Corporate Plan 2022-23 to 2025-26', p 6.

- ⁵ Australian Capital Territory (Planning and Land Management) Act 1988 (Cth), s 27.
- ⁶ Australian Capital Territory (Planning and Land Management) Act 1988 (Cth), s 28.
- ⁷ National Capital Authority, 2021, 'Annual Report 2020-21', p 104.
- ⁸ National Capital Authority, 2022, 'National Capital Authority Corporate Plan 2022-23 to 2025-26', p 3.

Legislative Context



3 Legislative Context

3.1 Introduction

As a Commonwealth agency, the NCA is required to operate in accordance with relevant legislation, both Commonwealth and state/territory. In accordance with the EPBC Act, this heritage strategy defines the obligations on the NCA at a corporate level to ensure National and Commonwealth Heritage values are identified, protected, conserved and presented for current and future generations.

Legislation relevant to the management of heritage values within the NCA's control is outlined below.

3.2 Commonwealth Legislation

3.2.1 Environment Protection and Biodiversity Conservation Act 1999 (Cth)

The NCA is subject to the provisions of the EPBC Act and EPBC Regulations.

The EPBC Act is the Australian Government's central piece of environmental legislation. The objects of the EPBC Act are 'to provide for the protection of the environment, especially those aspects of the environment that are matters of national environmental significance'.¹ It provides a legal framework to protect and manage nationally and internationally important flora, fauna, ecological communities and heritage places. The EPBC Act provides a streamlined environmental assessment and approvals process for actions affecting protected matters. It also provides for the protection and management of important natural and cultural places.² As of July 2023, it is administered by the Department of Climate Change, Energy, the Environment and Water.

Protected matters under the EPBC Act are the nine matters of national environmental significance (MNES); the environment on Commonwealth land; and the environment in general, when it is being impacted by an action of a Commonwealth agency.³

The matters of national environmental significance are:

- World Heritage properties;
- National Heritage places;

- wetlands of national importance;
- listed threatened species and ecological communities;
- migratory species;
- Commonwealth marine areas;
- Great Barrier Reef Marine Park;
- Nuclear actions (including uranium mines);
- And water resources, in relation to coal seam gas development and large coal mining development.

The definition of ‘environment’ in the EPBC Act includes the heritage values of places. Section 528 of the EPBC Act further defines ‘heritage values’ as including a place’s ‘natural and cultural environment having aesthetic, historic, scientific or social significance, or other significance, for current and future generations of Australians’.⁴ This definition of heritage values covers Indigenous and non-Indigenous cultural heritage values as well as natural heritage values.

Under this definition, all heritage values that are on Commonwealth land or impacted by the actions of a Commonwealth agency are protected under the EPBC Act, whether listed or otherwise identified.

Heritage Listing under the EPBC Act

National Heritage Places

The EPBC Act establishes the National Heritage List (NHL). The Minister for the Environment may include a in the NHL if:

- The place is within the Australian jurisdiction; and
- The Minister is satisfied that the place has one or more National Heritage values.⁵

The term ‘National Heritage values’ under the EPBC Act refers specifically to statutory heritage values officially listed by the Minister. To have National Heritage values a place must have been assessed as having ‘outstanding’ heritage value to the nation against the National Heritage criteria. Anyone may nominate a place to the National Heritage List during an annual open nomination round. The Australian Heritage Council then assesses a shortlist of nominated places for potential inclusion in the NHL and advise the Minister, who makes the final decision.

Information on nominated and listed National Heritage places can be accessed through the Australian Heritage Database, maintained by the Department of Climate Change, Energy, Environment and Water.

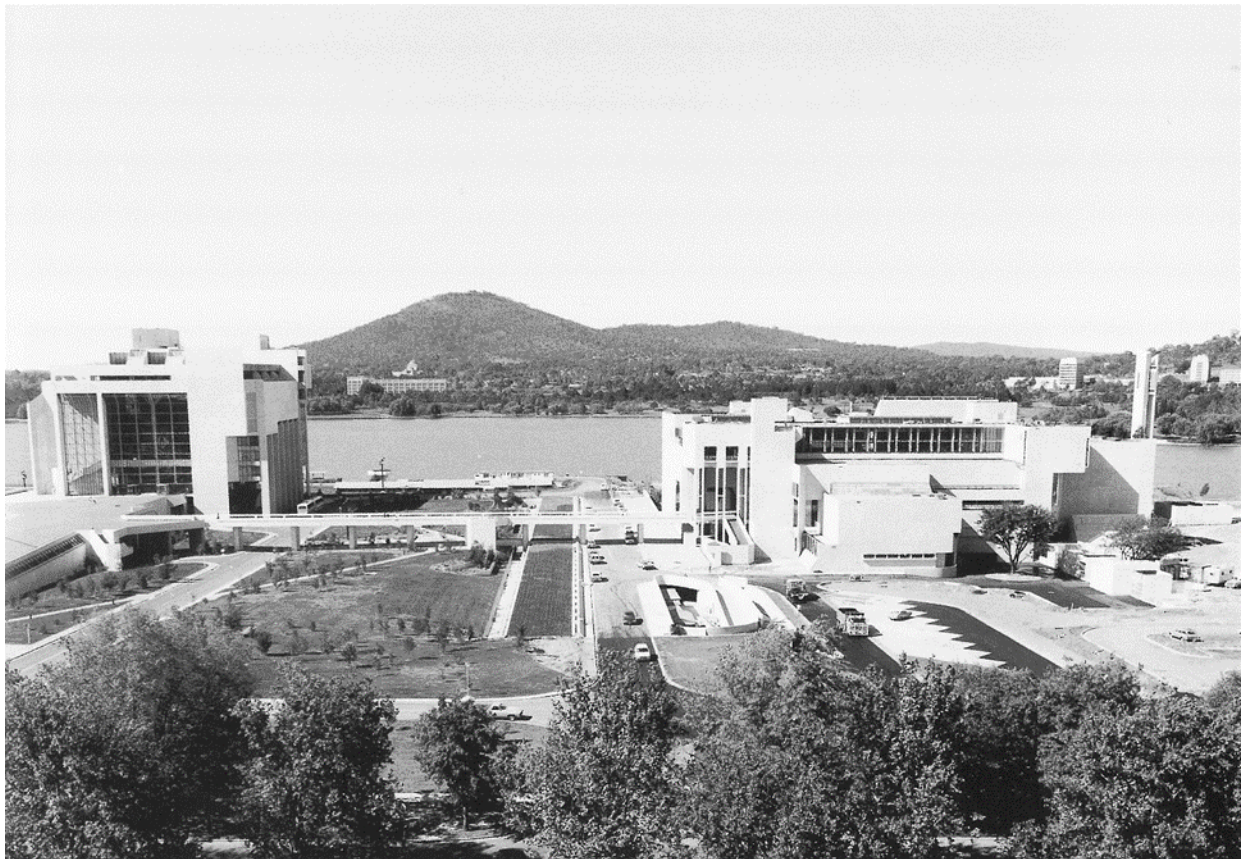


Figure 3.1 The National Heritage-listed High Court and National Gallery with early landscaping following the buildings' completion, c1980s. (Source: National Capital Authority in Reid, P 2002, Canberra Following Griffin, p 297)

Commonwealth Heritage Places and Heritage in Commonwealth Areas

The EPBC Act establishes the Commonwealth Heritage List (CHL), comprising heritage places owned or controlled by the Commonwealth. The Minister for the Environment may include a place in the CHL if:

- it is entirely within a Commonwealth area, or outside the Australian jurisdiction and owned or controlled by the Commonwealth or a Commonwealth Authority; and
- the Minister is satisfied that the place has one or more Commonwealth Heritage values.

The term 'Commonwealth Heritage values' under the EPBC Act refers specifically to statutory heritage values officially listed by the Minister. To have Commonwealth Heritage values a place must have been assessed as having 'significant' heritage value against the Commonwealth Heritage criteria. Nominations are received for the CHL during the annual nomination round, and assessed by the Australian Heritage Council for decision by the Minister.

In its definition of control, the EPBC Act states that:

a Commonwealth agency controls a place only if the agency has rights (whether arising under a law, lease, licence or otherwise) to

- (a) occupy or use the place; and
- (b) take actions in relation to the place that could potentially have an impact on heritage values that the place may have.⁶

A decision by the NCA to grant approval for another person to undertake works (eg: a works approval) is not an action in itself.⁷

Unlike National Heritage Places, Commonwealth Heritage Places are not a MNES or protected matter in themselves. Rather, the EPBC Act regulates impacts on the environment on Commonwealth land, or actions by Commonwealth agencies impacting the environment anywhere. This includes protecting all heritage values in Commonwealth areas. The CHL assists this process by identifying heritage within Commonwealth areas. Heritage values may also occur in Commonwealth areas without being included in the CHL, including in nominated Commonwealth and National Heritage places.

The definition of 'Commonwealth area' includes:

- Land owned by the Commonwealth or a Commonwealth agency; and
- Land held under lease by the Commonwealth or a Commonwealth agency.⁸

As discussed in Section 2.2.1, all land in the ACT is ultimately owned by the Commonwealth. However, the EPBC Act explicitly excludes 'Territory Land' (within the meaning of the PALM Act) from the definition of a 'Commonwealth area', unless that land happens to be held under lease by the Commonwealth or a Commonwealth Agency.⁹

In practice, this means that only areas in the ACT that are defined as 'National Land', or are 'Territory Land' that is leased by the Commonwealth, are subject to the provisions in the EPBC Act about Commonwealth areas. The NCA's estate is made up of National Land, and so the EPBC Act applies to all of its assets and property.

The EPBC Act places a number of management obligations on Commonwealth agencies if they own or control a CHL place, outlined below.



Figure 3.2 Commonwealth Park, which is Commonwealth land managed by the NCA, looking west over Lake Burley Griffin with Regatta Point restaurant to the right, 1973. (Source: NAA, Item ID: 118631860)

EPBC Act Management Obligations

The EPBC Act places a number of obligations on Commonwealth agencies to manage heritage.

Identification of Heritage Values

Under sections 324Z and 341Z of the EPBC Act, a Commonwealth agency such as the NCA that controls a place that has or may have National or Commonwealth Heritage values must take all reasonable steps to assist the Minister for the Environment and the Australian Heritage Council in the identification, assessment and monitoring of the place's National or Commonwealth Heritage values. In practice, this means that the NCA should take all reasonable steps to identify the heritage values of the sites in its estate, and then support their official assessment and listing through nomination to the NHL or CHL.

In accordance with the Australian Heritage Commission Guidelines *Ask First: A guide to respecting Indigenous heritage places and values*, and the *Engage Early—Indigenous Engagement Guidelines*,

consultation with the relevant Representative Aboriginal Organisations would be required as part of any assessment to identify and confirm any Indigenous cultural heritage values.

Heritage Management Plan and Strategies

Under section 341S of the EPBC Act, the NCA must make heritage management plans (HMP) to protect and manage the Commonwealth Heritage values of a Commonwealth Heritage place it owns or controls. The agency must seek advice from the Australian Heritage Council and the Minister for the Environment before making or updating the plan. For National Heritage places in Commonwealth areas, under section 324S of the EPBC Act, the Minister for the Environment must make a HMP for the place. The EPBC Act requires the NCA to take all reasonable steps to assist the Minister to make the National Heritage place HMP. In practice, for National Heritage places this means that the NCA would prepare a single HMP for places that are on both the Commonwealth and National Heritage List, and the Minister for the Environment signs off on the creation of the plan as a legislative instrument.

When a plan is made under sections 324S or 341S, the NCA must not contravene this plan or authorise any other person to do something that would contravene the plan. If there is no HMP made under the EPBC Act, the NCA must take all reasonable steps to ensure its activities relating to a place are not inconsistent with the National or Commonwealth Heritage Principles. These principles are set out under Schedules 5B and 7B of the EPBC Regulations and encourage the identification of a place's heritage values and their conservation and presentation through the application of the best available skills and knowledge. They also encourage community (including Indigenous community) involvement and cooperation between the various levels of government.

In addition to preparing HMPs, under section 341ZA of the EPBC Act, if a Commonwealth agency owns or controls one or more places, it must prepare a written heritage strategy for managing the places to protect and conserve their Commonwealth Heritage values. The agency must seek advice from the Australian Heritage Council and the Minister for the Environment before making or updating the Strategy. The strategy must also be consistent with the Commonwealth and National Heritage management principles.

Within the time frame of the heritage strategy, an agency must also conduct a program to identify the Commonwealth Heritage values for each place it controls, produce a register which sets out these values, and give the Minister for the Environment a copy of this register. This register may be used in supporting the NCA meeting its obligations under sections 324Z and 341Z to identify heritage values and support their assessment through nomination to the CHL or NHL.

Development Approvals

Under section 341ZC of the EPBC Act, the NCA must not take an action which is likely to have an adverse impact on the National or Commonwealth Heritage values of a National or Commonwealth Heritage place unless:

- there is no feasible and prudent alternative to taking the action; and
- all measures that can reasonably be taken to mitigate the impact of the action are taken.

The EPBC Act does not define the term ‘adverse’, but the *Significant Impact Guidelines 1.1 Matters of National Environmental Significance* provides context that adverse impacts are of a lower threshold than a ‘significant’ impact.¹⁰ The meaning of ‘significant impact’ is discussed further below.

The NCA must also obtain all necessary approvals under the EPBC Act before taking an action which could impact on protected heritage values.

If the NCA is taking an action which is likely to have a ‘significant’ impact on:

- the National Heritage values of a National Heritage place;
- heritage values on Commonwealth land (including the Commonwealth Heritage values of Commonwealth Heritage places); or
- heritage values in any part of the environment,

the NCA will need to refer this action to the Minister for the Environment to determine whether it needs assessment and approval under the EPBC Act.

The NCA must undertake a self-assessment to determine whether the action is likely to have a significant impact and therefore needs referring. The *Significant Impact Guidelines 1.1 Matters of National Environmental Significance* and *Significant Impact Guidelines 1.2: Actions on, or Impacting upon, Commonwealth Land and Actions by Commonwealth Agencies* provide guidance on matters which are likely to have a significant impact on heritage values. These include if there is a real chance or possibility the action will cause one or more heritage values to be lost; degraded or damaged; or notably altered, modified, obscured or diminished.

Examples of actions likely to have a significant impact include those where there is a real chance or possibility that the action will:

- permanently remove, destroy, damage or substantially alter the fabric of a heritage place in a manner which is inconsistent with relevant values;
- extend, renovate, refurbish or substantially alter a heritage place in a manner which is inconsistent with relevant values; or

- involve the construction of buildings or other structures within, adjacent to, or within important sight lines of, a heritage place which are inconsistent with relevant values.

There are three possible outcomes of a referral:

1. The Minister decides that the action is **not** likely to have a significant impact on a protected matter, and can go ahead without approval under the EPBC Act (**'not controlled action'**).
2. The Minister decides that an action is not likely to have a significant impact on a matter of national environmental significance, and does not require approval under the EPBC Act, because it will be taken in a 'particular manner' (**'not controlled action: particular manner'**). This outcome is only applicable in a specific set of circumstances.
3. The Minister decides that an action is likely to have a significant impact on a protected matter, and requires approval under the EPBC Act (**'controlled action'**).

The Minister may also determine that an action is 'clearly unacceptable' at the time of referral. In this case, the referred action would have to be withdrawn or reconsidered.

If an action is determined to be a controlled action, then an environmental assessment of the action must be carried out under the EPBC Act. The Minister will decide the assessment approach for the action from the range of assessment methods provided for under the EPBC Act. The EPBC Act provides statutory timelines for the assessment and approval of actions. The Minister makes a decision on whether a referred action needs further assessment and approval within 20 business days. Once this decision has been made, the time frame for final assessment and approval depends on the assessment method chosen and the additional documentation requested.

The Minister considers the information provided through the selected assessment approach and determines if the action can go ahead and, if so, under what circumstances. At this stage, the Minister can consider detrimental environmental impacts as well as the social and economic impact of the project. At the end of this process the Minister can:

- 1 approve the action;
- 2 approve the action with conditions; or
- 3 not approve the action, if the environmental impacts cannot be appropriately managed.

Divestment of Property

If the NCA sells or leases all or part of a National or Commonwealth Heritage place, it has obligations under sections 324ZA and 341ZE of the EPBC Act to protect the National and Commonwealth Heritage values of the place that is sold or leased.

The NCA must give the Minister for the Environment at least 40 days' notice. It must also include a covenant in the contract to protect the National or Commonwealth Heritage values of the place. If such a covenant is unnecessary, unreasonable or impracticable, the NCA must justify this to the Minister in writing and seek the Minister's advice on alternative measures to ensure the ongoing protection of the National and Commonwealth Heritage values of the place. Alternative measures could include entering into a conservation agreement, or nominating the place to a state or local heritage list. The provision of a HMP may also be a suitable protection measure. This provision applies even if the NCA is only leasing out part of a National or Commonwealth Heritage place.

If the NCA sells a National or Commonwealth Heritage place but it continues to be within a 'Commonwealth area', for example because it is sold to another Commonwealth agency or it is leased back by the NCA, then the requirements of the EPBC Act for heritage on Commonwealth land will continue to apply. This is particularly relevant in the case of the NCA, as individual buildings may be sold to private owners but remain on 'National Land'. Similarly, if the NCA buys or leases land from private owner, this land then meets the definition of a 'Commonwealth area' under the EPBC Act, and the provisions of the EPBC Act now apply. In the case of any uncertainty legal advice should be sought.

If the NCA sells or leases a place that is not included on the National or Commonwealth Heritage List, section 324ZA and 341ZE do not apply, and there is not a legal requirement to inform the Minister for the Environment. If the place has identified heritage values, even though it is not heritage listed, the NCA should follow best-practice heritage principles to ensure those heritage values are protected, including consulting with DCCEEW if necessary. Other legal requirements for divestment of Commonwealth areas, unrelated to heritage, may also apply.

EPBC Act Summary

Under the EPBC Act, the NCA must:

- take all reasonable steps to identify, assess and monitor heritage values;
- prepare a heritage strategy, heritage register and heritage management plans for its heritage places;
- not contravene an HMP made under the EPBC Act, or authorise another person to do anything that would contravene such an HMP;
- if there is no HMP made under the EPBC Act, take all reasonable steps to ensure that it acts consistently with the National and Commonwealth Heritage management principles;
- not take actions which will have an 'adverse' impact on heritage values unless there are no alternatives;

- not take actions which will have a ‘significant’ impact on heritage values without approval from the Minister for the Environment; and
- protect the heritage values of any National or Commonwealth Heritage place it sells or leases.

3.2.2 Australian Capital Territory (Planning and Land Management) Act 1988 (Cth) (PALM Act)

The PALM Act provides for the planning and development of the ACT and management of land in the territory. It is relevant to the NCA in two key ways:

- the PALM Act creates the National Capital Authority as a Commonwealth agency;
- the PALM Act sets out conditions and processes for planning and development in certain areas of the ACT. The NCA both administers these processes and is required to comply with them itself.

The PALM Act was designed to ensure the interests of the people of the ACT are represented and protected in the planning of the ACT, while continuing Commonwealth involvement in the development of the National Capital.

The functions of the NCA as established by the PALM Act are outlined in Section 2.1. The conditions and processes for planning and development in the ACT are defined in the National Capital Plan. The creation and administration of this plan is one of the NCA’s core functions.

The National Capital Plan

The National Capital Plan forms the strategic planning framework for Canberra and the ACT. In accordance with section 10 of the PALM Act, the National Capital Plan sets out detailed conditions for planning design and development for Designated Areas for which the NCA is responsible for planning and development approval.

A Designated Area is an area of land specified as having ‘the special characteristics of the National Capital’. Designated Areas include Lake Burley Griffin and its foreshores, the National Triangle, and the road reservations of the Main Avenues and Approach Routes. The National Capital Plan includes policies for planning and development in all Designated Areas. The NCA’s aim, through the National Capital Plan, is to achieve high quality planning and development within a design context appropriate to its location.

The NCA manages and controls some, but not all, land and water within the Designated Areas.

The National Capital Plan also sets out ‘special requirements’ for Territory Land. These are for areas where the Commonwealth maintains a high level of interest, but the Territory has planning authority, and including land adjacent to Main Avenues and Approach Routes, the City Centre, the Kingston Foreshore, Haig and Telopea Parks, and the City and Gateway Corridor.¹¹

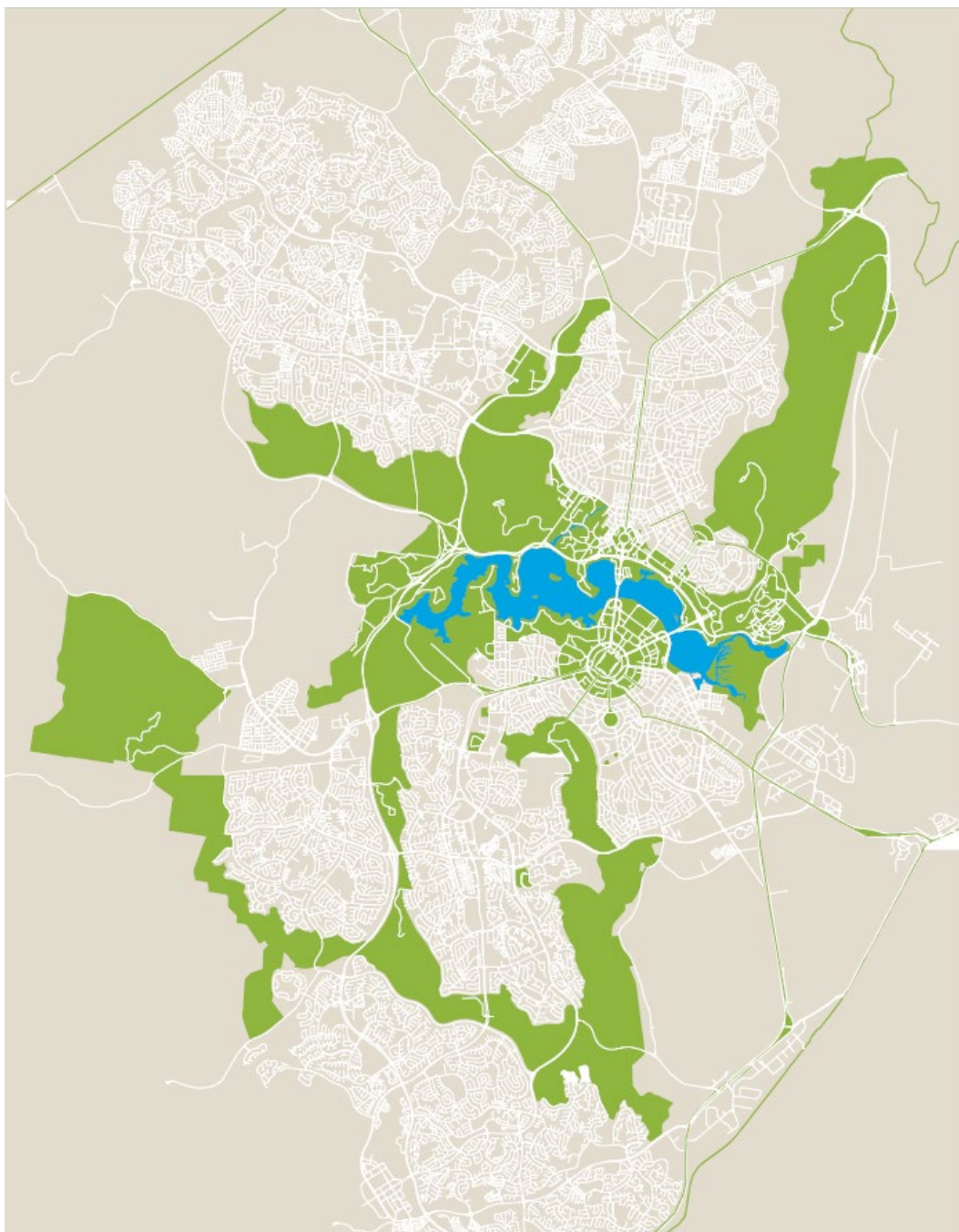


Figure 3.3 Designated areas under the NCA's detailed planning control (green and blue). (Source: NCA Corporate Plan 2022–23 to 2025–26, p 7)

Development and Works Approval under the National Capital Plan

Works within a Designated Area require written approval from the NCA and must meet detailed conditions set out in the National Capital Plan for their planning, design and development. These works include any alteration to buildings or structures, demolition, landscaping or excavation works. The NCA itself undertakes a wide variety of works within Designated Areas. In these situations, the project team is required to seek works approval from the Planning area of the NCA, as with any other applicant.

An NCA Works Approval application is generally lodged after an EPBC Act referral decision has been made for proposed works. If an EPBC Act referral is not required, then a heritage impact assessment should be prepared and accompany the NCA works approval application for proposed works.

The National Capital Authority considers heritage places in Designated Areas as ‘Commonwealth areas’ for the purposes of protecting the environment as outlined in the EPBC Act.¹² The NCA may require HMPs that meet EPBC Act requirements accompany development applications for these places. Land that the National Capital Authority manages already meets the definition of ‘Commonwealth area’ under the EPBC Act.

The NCA’s Service Charter includes a commitment to finalise its consideration of formal applications within 15 working days. Major projects and those which require consultation or clearance from external agencies may take longer.¹³

The National Capital Plan contains special requirements for Development Control Plans (DCPs) to be prepared and agreed by the NCA in relation to remaining National Land sites which are not within Designated Areas. A DCP reflects the requirements set out by the National Capital Plan and ACT Government’s Territory Plan, and identifies requirements considered by the NCA to be in the best interests of Canberra. Development proposals on National Land, including subdivisions, are required to be referred to the NCA and must be consistent with the National Capital Plan and the subject DCP.¹⁴

A Letter of Consistency application is required to be submitted to the NCA for proposals for works outside of Designated Areas at specific locations. The documentation requirements and assessment process for a Letter of Consistency is similar to that of a Works Approval application.

3.3 Non-Statutory Considerations

3.3.1 The Burra Charter

The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance, 2013 (the Burra 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. The Burra Charter provides specific guidance for physical and procedural actions that should occur in relation to significant places, including policies, principles and processes for conservation.¹⁵ The Burra Charter can be accessed online at [Burra Charter & Practice Notes | Australia ICOMOS](#)

The seven steps of the Burra Charter Process are outlined in Figure 3.4.

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

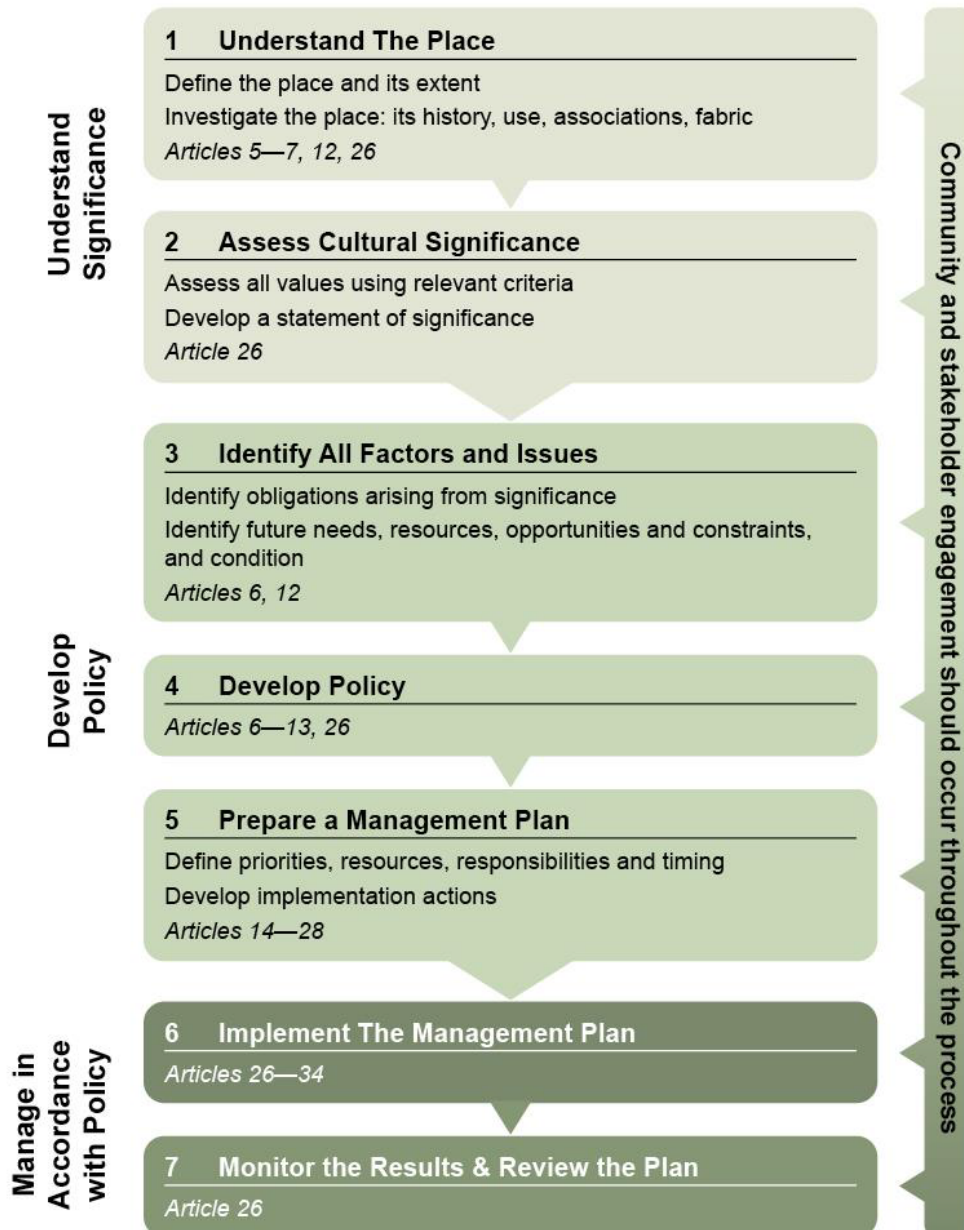


Figure 3.4 The Burra Charter process.

3.3.2 Natural Heritage Charter

The *Australian Natural Heritage Charter 2002* is a guideline for best practice conservation principles aimed at assisting in the identification, assessment and management of places with natural heritage values.¹⁶ It can be applied to a wide range of places whether terrestrial, marine or freshwater.

Natural heritage comprises the natural living and non-living components, that is, the biodiversity and geodiversity, of the world that humans inherit. It incorporates a range of values, from existence value to socially-based values'.¹⁷

Places may have both natural and cultural heritage values—values that may be related and are sometimes difficult to separate. This is often the case with Aboriginal people who see the natural and cultural world as part of the same continuum. The concept of natural heritage used in this Charter recognises the role Indigenous people have played in using and shaping Australian landscapes for at least 50,000 years and possibly much longer. Conservation of a place should identify and take into consideration all aspects of natural and cultural heritage'.¹⁸

This Charter provides a framework for making sound decisions for managing natural heritage places based on the ecological processes which occur in natural systems. It also provides a process that can be used to support and implement local, state and territory, national and international policies, agreements, strategies and plans. It does not replace statutory obligations.

3.3.3 Ask First Guidelines

The *Ask First Guidelines* are generally referenced as the best practice guidelines to undertaking Aboriginal community consultation.¹⁹ They were prepared by the Australian Heritage Commission in 2002 to provide guidance for Commonwealth agencies when engaging Aboriginal people about heritage places and values.

The *Ask First Guidelines* require that the relevant Aboriginal community is identified and consulted about the management of their heritage values. Aboriginal community is defined as 'traditional owners and any other Indigenous people with rights and interests in the area'.²⁰ Identifying the relevant Aboriginal community is a matter of contacting the Native Title Tribunal, land councils, local councils, government authorities and any other known group or authority that may provide relevant information. It is not a specifically prescriptive process.

The relevant Aboriginal community is expected to be actively involved in the process of identifying and assessing their heritage places and values and have meaningful input into the management of those places.

The *Ask First Guidelines* are premised on the following set of principles:²¹

In recognising the rights and interests of Indigenous peoples in their heritage, all parties concerned with identifying, conserving and managing this heritage should acknowledge, accept and act on the principles that Indigenous people:

- are the primary source of information on the value of their heritage and how this is best conserved;
- must have an active role in any Indigenous heritage planning process;
- must have input into primary decision-making in relation to Indigenous heritage so they can continue to fulfil their obligations towards this heritage; and
- must control intellectual property and other information relating specifically to their heritage, as this may be an integral aspect of its heritage value.

In identifying and managing this heritage:

- uncertainty about Indigenous heritage values at a place should not be used to justify activities that might damage or desecrate this heritage;
- all parties having relevant interests should be consulted on Indigenous heritage matters; and
- the process and outcomes of Indigenous heritage planning must abide by customary law, relevant Commonwealth and State/Territory laws, relevant International treaties and covenants and any other legally binding agreements.

Adhering to cultural restrictions on information about an Indigenous heritage place is essential to maintaining its heritage value.

These guidelines are widely referenced in Australia as a model for best practice consultation.

3.3.4 Engage Early Guidelines

The *Engage Early Guidelines* aim to improve engagement and consultation with Indigenous peoples during the environmental assessment process under the EPBC Act. The guidelines were prepared by the Department of the Environment in 2016. They define good Indigenous engagement as:

any process that involves the Aboriginal and Torres Strait Islander peoples in problem solving or decision making and uses community input to make better decisions.²²

The EPBC Act recognises that Indigenous people play a vital part in the conservation and sustainable use of Australia's heritage and the *Engage Early Guidelines* provide advice on when Indigenous communities should be consulted and explain the expectations set out by the Department of the

Environment on Indigenous engagement. It provides advice on legislative processes such as land rights and native title, Indigenous land use agreements and environmental offsets.

The guidelines provide advice on identifying relevant Indigenous communities for engagement, the appropriate time frames for engagement, cultural awareness and advice on building relationships and positive forms of communication as well as tips for dealing with disputes. The Guidelines are intended to be read and used in conjunction with the *Ask First Guidelines*.

3.3.5 Working Together Guidelines

The Department of Climate Change, Energy, the Environment and Water (and its predecessors) has prepared two publications to guide the management of heritage places, *Working Together: Managing Commonwealth Heritage Places* (2019) and *Working Together: Managing National Heritage Places* (2008). These publications assist Commonwealth agencies and those involved in the day-to-day management of Commonwealth Heritage places. They highlight the important heritage protection obligations that Commonwealth agencies have under the EPBC Act, covers a range of management issues, including the preparation of management plans and EPBC referrals, and provide advice on where to find key information.

3.4 Endnotes

- ¹ Environment Protection and Biodiversity Conservation Act 1999 (Cth), Section 3.
- ² Department of Agriculture, Water and the Environment, 'About the EPBC Act', viewed 12 July 2021, <<https://www.environment.gov.au/epbc/about>>.
- ³ Department of Agriculture, Water and the Environment, 'Glossary', viewed 12 July 2021, <<http://www.environment.gov.au/epbc/about/glossary#significant>>.
- ⁴ Australian Government, *Working Together—Managing Commonwealth Heritage Places: A Guide for Commonwealth Agencies*.
- ⁵ Environment Protection and Biodiversity Conservation Act 1999 (Cth), s 324C.
- ⁶ Environment Protection and Biodiversity Conservation Act 1999 (Cth), s 528.
- ⁷ Environment Protection and Biodiversity Conservation Act 1999 (Cth), s 524(2).
- ⁸ Environment Protection and Biodiversity Conservation Act 1999 (Cth), s 525(1).
- ⁹ Environment Protection and Biodiversity Conservation Act 1999 (Cth), s 525(2).
- ¹⁰ Australian Government Department of the Environment, 2013, *Matters of National Environmental Significance Significant Impact Guidelines 1.1*, pp2, 6. .
- ¹¹ National Capital Authority, 2021, 'National Capital Plan', Part Four(B), Special Requirements for Territory Land.
- ¹² National Capital Authority, 2021, 'National Capital Plan', para 2.4.4.
- ¹³ National Capital Authority, 'Works Approvals', viewed 12 July 2021, <<https://www.nca.gov.au/planning-heritage/works-approval>>

- ¹⁴ National Capital Authority, 2013, DCP 09/12 Belconnen Naval Transmitting Station.
- ¹⁵ The Burra Charter can be accessed online at <<http://icomos.org/australia>>.
- ¹⁶ Australian Heritage Commission 2002, Australian Natural Heritage Charter for the conservation of places of natural heritage significance, second edition, Environment Australia, Canberra.
- ¹⁷ Australian Heritage Commission 2002, *Australian Natural Heritage Charter for the conservation of places of natural heritage* significance, second edition, Environment Australia, Canberra, p 4.
- ¹⁸ Australian Heritage Commission 2002, *Australian Natural Heritage Charter for the conservation of places of natural heritage* significance, second edition, Environment Australia, Canberra, p 4.
- ¹⁹ Australian Heritage Commission, Ask First: a guide to respecting Indigenous heritage places and values, 2002.
- ²⁰ Australian Heritage Commission, Ask First: a guide to respecting Indigenous heritage places and values, 2002 p 6.
- ²¹ Australian Heritage Commission, Ask First: a guide to respecting Indigenous heritage places and values, 2002 p 6.
- ²² Department of the Environment 2016, Engage Early: Guidance for proponents on best practice Indigenous engagement for environmental assessments under the Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act), Australian Government, Canberra, p 7.

A scenic photograph of a lake at sunset. The sky is filled with dramatic, colorful clouds in shades of orange, pink, and grey. The sun is low on the horizon, casting a warm glow. A metal pier extends from the shore into the water, with a small boat or platform at its end. A large, dark evergreen tree stands on the right side of the frame. The foreground is a sandy, pebbly shore with some small plants. In the background, a building and some distant hills are visible.

General Matters

4 General Matters

4.1 Statement of Management Objectives

Schedule 7C 1(a)—Statement of Objectives for the Management of the Agency’s Heritage Places

The NCA is committed to identifying, assessing, conserving and presenting the Commonwealth and National Heritage values of places it owns and controls, consistent with its obligations under the EPBC Act and EPBC Regulations, and in accordance with best practice guidelines in heritage conservation and management such as the *Burra Charter* and its Practice Notes.

The NCA’s objectives for the management of its heritage places are:

- To assess all places that the NCA owns or controls to identify potential Commonwealth and/or National Heritage values, and to regularly re-assess the values of identified heritage places to ensure these values remain accurate and up to date.
- To protect and conserve all heritage values of places the NCA manages through all aspects of the NCA’s work.
- To integrate heritage management principles and policies into the policies and processes of the NCA across all work areas
- To coordinate the NCA’s heritage management with the actions of other agencies with heritage responsibilities at the Commonwealth and territory level of administration.
- To present and transmit the heritage values of the NCA’s estate to current and future generations.

The NCA’s heritage management objectives reflect the objective of the National Capital Plan, which is to:

Ensure Canberra and the Territory are planned and development in accordance with their national significance.¹

This Heritage Strategy, as well as deliver of the NCA’s various functions, will support delivery of these objectives.

4.2 Operation of the Heritage Strategy

Schedule 7C 1(b)—Description of How the Heritage Strategy Operates Within the Agency’s Corporate Planning Framework (Schedule 7C1[b])

Heritage management is a core function of the NCA and is overseen by the Director of Statutory Planning and Heritage, the Chief Planner, and ultimately the Chief Executive and the Board of the NCA. The Statutory Planning and Heritage Team works to implement the Heritage Strategy and its integration within the NCA’s broader corporate planning framework. The Statutory Planning and Heritage Team is responsible for delivering the recommendations and requirements of this Heritage Strategy into the NCA’s corporate planning, including prioritisation for budget and allocation of staffing capacity.

Within the corporate framework, this Heritage Strategy will be used to assist in guiding strategic planning for the management of the NCA’s heritage and estate more generally. The Heritage Strategy functions as a high-level corporate document, underneath the NCA’s Corporate Plan, and will inform other NCA strategic management documents where relevant.

In addition, this Heritage Strategy is integrated into all aspects of the NCA’s planning and decision-making. Information on the implementation of this Heritage Strategy and other heritage matters will be circulated through the NCA, including the Estate Management, Built Assets and Visitor Experience teams. NCA staff will use this Strategy as a guiding document when making decisions that will affect the heritage of the NCA’s estate. In addition, the Heritage Strategy will be made publicly available through the NCA’s website.

4.3 Key Positions and Responsibilities

Schedule 7C 1(c)—List of Key Positions within the agency, the holders of which are responsible for heritage matters

The key positions responsible for heritage matters are described in Table 4.1. These responsibilities may change should the NCA undergo a restructure or should there be major changes to its portfolio or assets. Any changes to these positions will be monitored and updated during the three-yearly review of the Heritage Strategy.

Table 4.1 NCA key staff and responsibilities in relation to heritage matters.

Key Staff and Responsibilities
<p>National Capital Authority (sometimes referred to as the NCA Board)</p> <p>Responsible for:</p> <ul style="list-style-type: none"> • Providing high-level strategic direction for the NCA in the delivery of its functions. • Reviewing works approvals and major project proposals and providing guidance in accordance with the National Capital Plan.
<p>NCA Chief Executive</p> <p>Responsible for:</p> <ul style="list-style-type: none"> • Overseeing and approving high-level decisions relating to the management of NCA’s heritage.
<p>Chief Operating Officer</p> <p>Responsible for:</p> <ul style="list-style-type: none"> • Allocating budget for heritage matters including preservation and maintenance works • Overseeing the management of assets and infrastructure in the National Estate in accordance with the goals of the National Capital Plan. • Employing positions with heritage management responsibilities.
<p>Chief Planner</p> <p>Responsible for:</p> <ul style="list-style-type: none"> • Monitoring and reviewing the National Capital Plan and amending where necessary • Preparing planning policy, Master Plans and Development Control Plans. • Overseeing the assessment of works approval applications and monitoring developments. • Managing design and construction projects in the National Estate. • Protecting and advancing the National Estate’s natural, heritage and cultural features.
<p>Director, Statutory Planning and Heritage</p> <p>Responsible for:</p> <ul style="list-style-type: none"> • Facilitating the implementation and review of the Heritage Strategy • Coordinating the reporting of heritage obligations under the EPBC Act and Regulations, including compliance with Commonwealth Heritage management principles. • Delivering heritage training for NCA staff • Facilitating the identification and assessment program for heritage places, and reviewing and updating the Heritage Register. • Facilitating the development of management plans for heritage places. • Liaising with relevant Commonwealth agencies on matters that affect heritage places. • Facilitating the procurement of expert heritage advice as needed.

- Assisting NCA staff with heritage matters in day-to-day work.
- Providing pre-application advice and assessing and approving works applications.

Director, Strategic Planning

Responsible for:

- Monitoring and reviewing the National Capital Plan and amending where necessary
- Preparing planning policy, master plans and Development Control Plans.

Director, Visitor Experience

Responsible for:

- Marketing and internal and external communications
- Attractions, tour guides and volunteers (for example the National Rose Garden Volunteers)
- Events and event coordination
- Interpretation and communication of heritage values through community outreach.

Director, Estate Management

Responsible for:

- Management of National Capital Estate in accordance with heritage values.
- Conserving and future planning for the Estate's trees and implementing the NCA's Tree Management Policy
- Managing contractors associated with the regular landscape maintenance of the estate
- Lake Burley Griffin.

Director, Built Assets

Responsible for:

- Maintenance and conservation of built heritage assets.
- Future planning for the NCA's built estate
- Contract management.

Each member of the NCA should be aware of their responsibilities in relation to heritage, and how these interact or complement the responsibilities of other staff members in the organisation. Guidance on the specific heritage responsibilities of each role should be incorporated into heritage training for new staff members, and refreshed for existing staff through avenues such as training as well as internal knowledge sharing or presentations within the organisation (see Section 7.1 for more detail).

The NCA's organisational structure is shown at Figure 4.1.

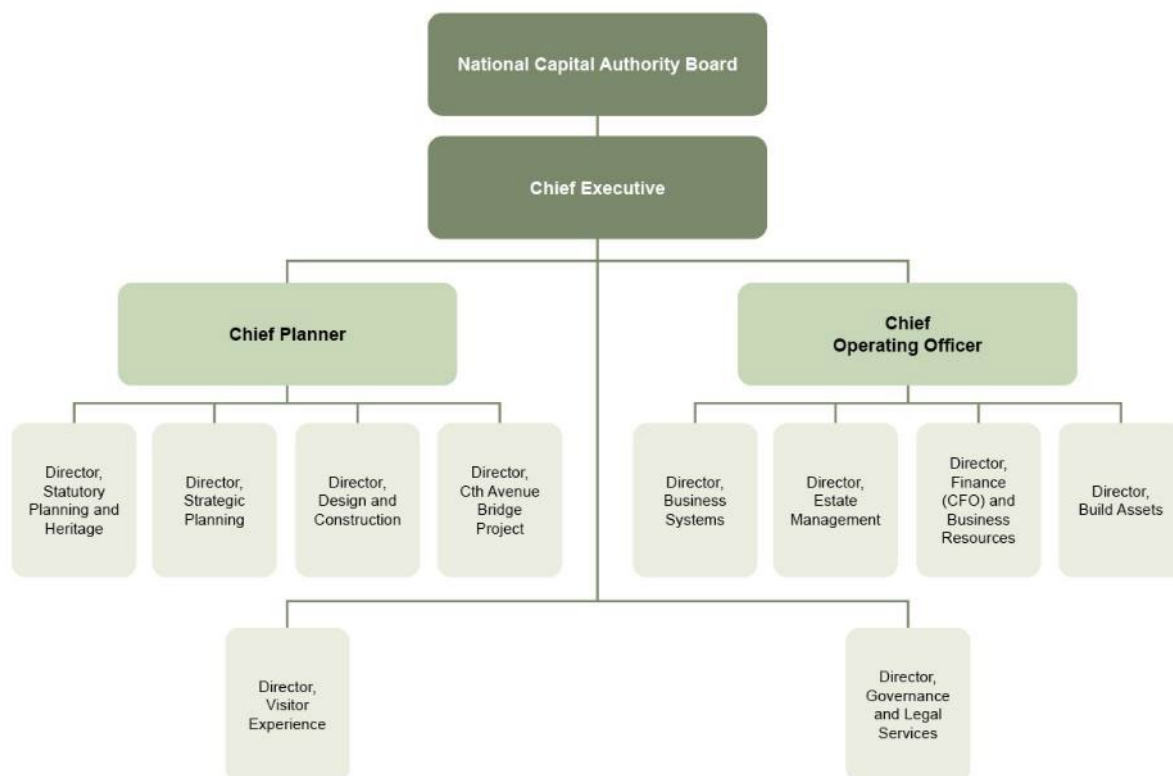


Figure 4.1 Organisation structure of NCA as of March 2022

Action 1—Ensure all NCA staff understand their specific heritage management responsibilities and contribution via training and internal knowledge sharing.

Timeline: Ongoing

Responsible: Statutory Planning and Heritage Team; All NCA Staff

4.4 Government Consultation

Schedule 7C 1(d)—an outline of a process for consultation and liaison with other government agencies on heritage matters.

The NCA has shared or closely related responsibilities on heritage matters with a number of other Commonwealth agencies, as discussed in Section 2.3. All areas of the NCA must be aware of the need to consult with other agencies on heritage matters when relevant. The NCA also has statutory responsibilities to consult with other government agencies in certain circumstances.

The Statutory Planning and Heritage Team is primarily responsible for undertaking consultation with government agencies on heritage matters as part of the Team’s responsibility for meeting the

delivery of heritage obligations under the NCA. Most commonly this relates to Commonwealth and National Heritage matters including day-to-day site management and proposals for new works or maintenance that will affect heritage places. The Estate Management and Built Assets Teams also consult with other government agencies in relation to heritage matters, via their responsibilities to oversee the management of assets and infrastructure in the NCA's estate in accordance with the goals of the National Capital Plan and in accordance with the EPBC Act.

The NCA also regularly consults with the Department responsible for the EPBC Act (currently DCCEEW) on heritage matters, in particular regarding preparation of heritage management plans and assessments, heritage impact assessment, and to discuss referrals for actions under the EPBC Act. This consultation occurs in relation to projects that the NCA is undertaking, as well as projects by third parties which may need both works approval and EPBC Act approval. This takes the form of regular meetings, phone calls and emails to seek advice and share knowledge on heritage issues.

The NCA frequently liaises with the ACT Government on heritage matters due to the complementary responsibilities of the two organisations for heritage management in Canberra. This includes engagement on works proposed by the ACT within Designated Areas which may need NCA approval.

When determining if consultation is needed with other government agencies and in what form, the NCA should comply with the following process.

Table 4.2 Process for identifying consultation needs with other agencies.

No.	Process Step
1	Identify the project or work being undertaken and any relevant heritage matters (eg: any relevant heritage listings or assessments, legislative obligations or monitoring and reporting requirements). Seek advice from Statutory Planning and Heritage Team if needed.
2	Identify if other government agencies have relevant responsibilities or interest in relation to the heritage matter or place and what these are (eg: shared responsibility with the NCA for a heritage place, statutory approval role, undertaking works in relation to the area).
3	Identify what information or engagement the NCA needs from the other agency in relation to the heritage matter (eg: notification by the NCA of works, input on proposed activities or strategic planning, support from agency for proposal).
4	Engage with other agencies early in the project or works to address identified issues.
5	Record outcomes of consultation or liaison and inform other agencies of outcomes.

Action 2—Undertake consultation and liaison with other government agencies in accordance with the process outlined in Table 4.2.

Timeline: As required.

Responsible: All NCA Staff

4.5 Community and Indigenous Consultation

Schedule 7C 1(e)—an outline of a process for consultation and liaison with the community on heritage matters, including, in particular, a process for consultation and liaison with indigenous stakeholders on indigenous heritage matters;

The NCA understands the importance of inclusive consultation with the public and the Aboriginal community on heritage matters, particularly when they relate to the management of the nationally significant property that the NCA manages and controls. The NCA has a large and diverse community of stakeholders comprising of people who live and work in the areas it controls, the local Canberran community, and the broader Australian community, who are connected with Canberra as the nation's capital.

Within Canberra the NCA engages with Traditional Owners, including the Representative Aboriginal Organisations (RAOs) who represent Canberra's diverse Aboriginal community. The RAOs are currently the Buru Ngunnawal Aboriginal Corporation, King Brown Tribal Group, Mirrabee and Ngarigu Currawong Clan. Consultation with the RAOs is an important part of respecting and integrating the role of Canberra's Aboriginal community in the management of the NCA's estate.

The NCA should undertake consultation with the community in accordance with the processes outlined in its document *Commitment to Community Engagement* (August 2015). The NCA has adopted the Public Participation Spectrum developed by the International Association for Public Participation to guide decision-making on what types of consultation should be undertaken in what circumstances.² As the level of impact associated with a decision or project increases, the format of public consultation should adjust accordingly.

In relation to heritage matters, there are specific scenarios where consultation with the community should occur, guided by the NCA's *Commitment to Community Engagement*. Among other things, these include:

- when preparing heritage management plans for Commonwealth and National Heritage places;
- when proposing changes to heritage places, including Commonwealth and National Heritage places;

- when undertaking heritage assessments for the National Capital Estate, particularly to identify community-held heritage values;
- when undertaking strategic planning for the National Capital Authority's heritage assets, to respond to community needs and opportunities; and
- in accordance with statutory consultation requirements, eg: under the EPBC Act or National Capital Plan.

The audience for consultation must reflect the public impact and importance of the topic being consulted on. Canberra as the nation's capital is significant to all Australians, and actions which affect the National Capital Estate may require national consultation. Similarly, National Heritage places are included on the NHL for their outstanding heritage value to the nation, and so the entire Australian community is the relevant stakeholder level for consultation.

4.5.1 Aboriginal Community Consultation

The NCA understands that Aboriginal and Torres Strait Islander peoples are the primary source of information on their cultural heritage, and therefore must be a key part of decision-making in matters in relation to their cultural heritage.

The NCA has direct or shared responsibility for National and Commonwealth Heritage places with identified Indigenous heritage values, including:

- High Court and National Gallery Precinct
- Parliament House Vista
- Lake Burley Griffin and Adjacent Lands

Within these areas are places important to the Aboriginal community such as the Aboriginal Tent Embassy, Reconciliation Place and Yarramundi Reach and Stirling Park.



Figure 4.2 The Stone Artworks, Reconciliation Place. (Source: NCA, photographed by Martin Ollman)

Indigenous heritage values are identified, respected and conserved within the NCA's estate through heritage assessment and management plans. The NCA also undertakes programs at the National Capital Exhibition and Reconciliation Place which focus on Aboriginal community perspectives and voices, and is implementing new signage which will include words in language and acknowledgement of Country.³

In identifying when and how to liaise with the Aboriginal community on Indigenous heritage matters, the NCA should follow the processes outlined in the *Ask First* and *Engage Early* guidelines for Aboriginal community consultation (see Sections 3.3.3 and 3.3.4).

The fundamental principle of these guidelines is that the Aboriginal community has adequate information and time to consider that information when making any decision that may affect their cultural heritage. Consultation with the Aboriginal community should be integrated as early as possible into projects and decision-making in accordance with this principle.

In addition to *Ask First* and *Engage Early*, the NCA should refer to *Dhawura Ngilan: A vision for Aboriginal and Torres Strait Islander heritage in Australia*. This report, prepared by the Chairs of Australia's national, state and territory Indigenous heritage bodies, provide recommendations and set standards for Indigenous cultural heritage management and legislation, including in relation to process and participation.⁴

Action 3—Undertake community consultation in accordance with the NCA's *Commitment to Community Engagement*, and the *Ask First* and *Engage Early* guidelines.

Timeline: As required.

Responsible: All NCA Staff

4.6 Conflict Resolution

Schedule 7C 1(f)—an outline of a process for resolution of conflict arising from the assessment and management of Commonwealth Heritage values

Within the NCA's estate there are multiple layers of heritage significance which must be managed. Canberra is built on Aboriginal Country, and there are places of Aboriginal cultural significance within and across the estate. In addition, the NCA's estate has archaeological, built and landscape heritage values, from local to national heritage significance. In some circumstances decisions will need to take account of complex or competing values.

There is also potential for conflict between the need to conserve and protect heritage values and other NCA's processes and responsibilities, including obligations imposed on the NCA through legislation. For example, the NCA may undertake works in the Parliamentary Zone in accordance with its obligations under the PALM Act which could have an impact on the heritage values of the place, or changing standards on accessibility requirements and permissible species for planting may conflict with conserving heritage fabric.

Conflict involving heritage matters or management may occur for several reasons, including:

- Whether heritage values exist or not;
- The management of different types of heritage values;
- Managing heritage values in the context of ongoing operational needs; and/or
- Determining individual roles and responsibilities for heritage management.

When the Chief Planner seeks to resolve an issue regarding planning assessments, a matter may be taken to the NCA's Executive, and/or to the Authority itself for resolution. Where a matter remains unresolved, the NCA will consider the possibility of referring proposals to the Minister for the Environment under the EPBC Act. If there is uncertainty about the level of impact, a referral can provide clarity about impacts and approval requirements.

To resolve conflict arising from the assessment and management of heritage values (both National and Commonwealth), the NCA should comply with the following process.

Table 4.3 Conflict Resolution Process for NCA.

No.	Process Step
1	<p>Gain a full understanding of the conflict, why it has arisen, and the individual views of those involved.</p> <ul style="list-style-type: none"> Identify the heritage matter in issue, in particular the heritage values of the relevant place or area. Identify the nature and scope of the issue in conflict, eg: proposed works, allocation of funding.
2	<p>Identify the relevant constraints and opportunities to discover areas where heritage values can be aligned with the proposed works.</p> <ul style="list-style-type: none"> Refer to relevant documentation to understand the heritage values, for example HMPs and this Heritage Strategy. Consider alternative proposals and measures which can benefit both matters or mitigate impacts.
3	<p>Take a precautionary approach to managing heritage, ie: a lack of full information or certainty should not be used as a reason for avoiding a measure to prevent degradation of the environment where there are threats of damage.</p>
4	<p>Be informed by best practice principles and guidance to determine the best approach to managing conflicting heritage values on a case-by-case basis:</p> <ul style="list-style-type: none"> Refer to the principles of ecologically sustainable development as defined in the EPBC Act. Use the Burra Charter, its ethics and the <i>Code of Ethics of Co-existence in Conserving Significant Places</i> when dealing with conflict about heritage values and their management.
6	<p>In the case of conflict between competing heritage values, ensure the management of attributes and components is directly related to the nature and degree of their significance.</p> <ul style="list-style-type: none"> Generally, conservation of the attributes of outstanding universal value at international-level significance should take precedence in the management of the study area. However, the management of activities should be considered on a case-by-case basis, taking into account all elements heritage significance, appropriate conservation and management techniques for each scenario, immediate and cumulative impacts, community feedback and other factors such as site activation needs and hazards and risks
7	<p>Seek external advice or further information if needed:</p> <ul style="list-style-type: none"> Seek independent and expert heritage advice when required to resolve matters of conflict relating to the assessment and management of heritage values, and the identification and mitigation of potential heritage impacts.
8	<p>Where the conflict involved Aboriginal cultural matters, engage with the Aboriginal community in accordance with the Ask First guidelines and the process outlined in Section 4.5.1.</p>

	<ul style="list-style-type: none"> • Recognise that Aboriginal people are the primary source of authority on their cultural heritage and have the right to input into primary decision-making in relation to their cultural heritage. • Seek advice where necessary from Commonwealth, state/territory or local Indigenous affairs agencies.
9	Work together with all parties in a transparent and participatory way to reach a resolution which is tailored to the individual situation and protects heritage values.
10	Record decisions resulting from conflict resolution so that changes to the site can be understood in future and potential future conflicts can be informed by previous decision-making.

Action 4—Resolve conflicts relating to the assessment and management of heritage values in accordance with the process in this Heritage Strategy.

Timeline: As required.

Responsible: All NCA Staff

4.7 Monitoring, Review and Reporting

Schedule 7C 1(g)—an outline of processes for monitoring, reviewing and reporting on the implementation of an agency’s heritage strategy.

The Statutory Planning and Heritage Team is broadly responsible for implementing the Heritage Strategy, including regular monitoring, review and reporting on its implementation. A full review of the Heritage Strategy must be undertaken every three years in accordance with legislation.

4.7.1 Three-yearly Review of the Heritage Strategy

In accordance with section 341ZA of the EPBC Act, the NCA will review its Heritage Strategy every three years. This review will compile the data collected during annual reporting processes and measure the success of the implementation of the Heritage Strategy against the NCA’s objectives. The review may be undertaken internally or externally through the engagement of a heritage consultant.

A written report outlining the review process will be provided to the Minister for the Environment by the NCA.

The last review of the Heritage Strategy was undertaken in 2022. This review, of the 2010–2013 Heritage Strategy, was undertaken prior to the preparation of the updated 2023–2026 Heritage Strategy, as required under section 341ZA(5) and (6) of the EPBC Act.

Review Report on Heritage Strategy

The review of the Heritage Strategy will be recorded in a written report, in accordance with section 341ZA(6) of the EPBC Act. As required by EPBC Regulation 10.03F (a)–(i), the report will include the following:

- (a) an outline of consultation undertaken with relevant stakeholders in the review process;
- (b) a summary of the agency’s achievements against its objectives for management of its heritage places;
- (c) an evaluation of the success of each of the matters included in a Commonwealth agency heritage strategy in achieving the identification, protection, conservation and presentation of Commonwealth Heritage values;
- (d) an update on the extent to which the identification and assessment of Commonwealth Heritage values of all agency property has been achieved, and the values included in an agency’s heritage places register;
- (e) an update on the progress and timeliness of the preparation of management plans for Commonwealth Heritage places;
- (f) an outline of any physical and management changes that have occurred to the agency’s Commonwealth Heritage places since the last strategy was prepared, and of any expected changes;
- (g) an update on progress with Commonwealth Heritage training programs;
- (h) a specification of the time frame for updating the Heritage Strategy following the review;
- (i) an update on other heritage issues relevant to the agency’s management of Commonwealth Heritage places in accordance with the Commonwealth Heritage places in accordance with the Commonwealth Heritage Management Principles.

Amending the Heritage Strategy

If the NCA decides to amend or replace its Heritage Strategy based on new information, new assets, changes to the legislation or comments from the Minister, under section 341ZA(2) the NCA is required to inform the Minister of this process in writing and provide a copy of the amended or replaced Heritage Strategy within 20 days of the amendment or replacement.

Amendments to the Heritage Strategy or development of a new Heritage Strategy would continue to meet the EPBC Act requirements and regulations.

4.7.2 NCA Annual Reporting

As a Commonwealth agency, the NCA has a mandatory reporting requirement in its Annual Report concerning its record on ecologically sustainable development. The EPBC Act requires Commonwealth agencies to provide an annual report on how its activities accord with the principles of ecologically sustainable development, the effect of its activities on the environment, any measures taken to minimise the NCA's impact on the environment, and mechanisms for reviewing and increasing the effectiveness of those measures.⁵

The heritage values of the NCA's estate are part of the environment that the NCA manages under the EPBC Act definition of environment, which includes all heritage values, whether listed or otherwise.⁶

The preparation, implementation and monitoring of this Heritage Strategy is part of the NCA's measures to manage and minimise the impact of its activities on the environment. The implementation of this Strategy's processes and recommendations, as well as activities under HMPs for heritage places, should be included in the NCA's Annual Report in the future as part of reporting on its environmental performance.



Figure 4.3 Limestone outcrops on the shores of Lake Burley Griffin.

Action 5—Review this Heritage Strategy in three years and give the report of that review to the Minister for the Environment.

Timeline: Three-yearly.

Responsible: Statutory Planning and Heritage Team

Action 6—Report on the implementation of this Heritage Strategy and other key heritage actions in the NCA's Annual Report.

Timeline: Annual.

Responsible: Statutory Planning and Heritage Team

4.8 Endnotes

¹ National Capital Authority, April 2021, *National Capital Plan*, p 9.

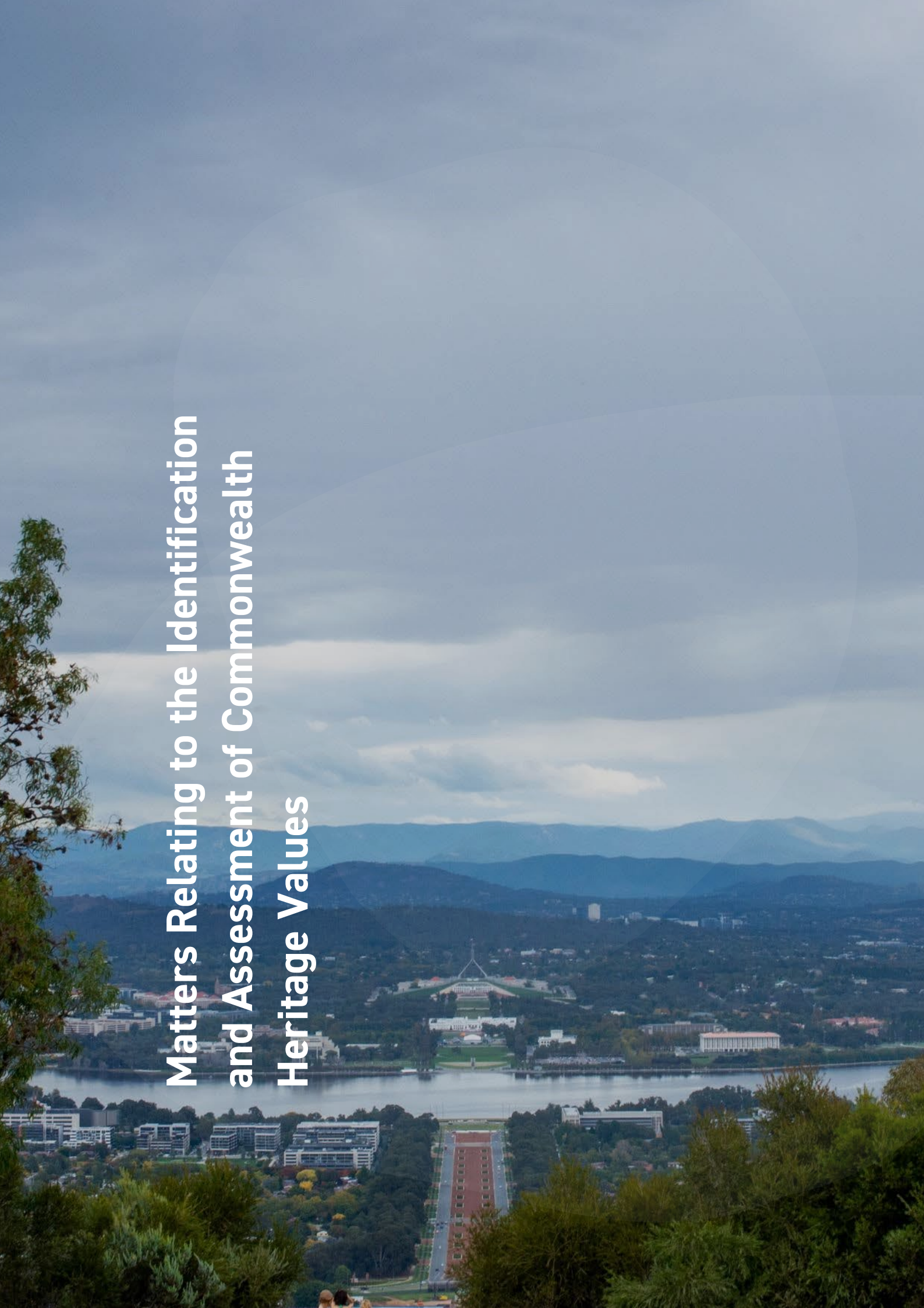
² National Capital Authority, 2015, *Commitment to Community Engagement*, p 3.

³ National Capital Authority, 2021, 'Annual Report 2020-21', p 4.

⁴ Heritage Chairs of Australia and New Zealand, 2020, *Dhawura Ngilan: A vision for Aboriginal and Torres Strait Islander heritage in Australia*, p 30.

⁵ EPBC Act, s 516A

⁶ EPBC Act, s 528.

A scenic view of a city, likely Canberra, Australia, featuring a large stadium (ANZ Stadium) and a lake (Lake Burley Griffin) in the foreground. The city is surrounded by green hills and mountains in the background. The sky is overcast with grey clouds. The text is overlaid on the left side of the image.

Matters Relating to the Identification and Assessment of Commonwealth Heritage Values

5 Matters Relating to the Identification and Assessment of Commonwealth Heritage Values

5.1 Identification and Assessment of Heritage Values

Schedule 7C 2(a)—an outline of the process for identifying and assessing the Commonwealth Heritage values of all agency property

The NCA identifies and assesses potential Commonwealth and National Heritage values through individual and grouped site assessments and heritage management plans. The outcome of assessments for places with potential Commonwealth or National Heritage values are recorded in the Asset Management System (AMS) and the NCA's TRIM filing system.

The NCA has completed identification and assessment of heritage values across all of the places it manages. Noting that heritage values can change over time, the NCA is committed to identifying and assessing the heritage values of any new places that come under its control, and any changes to the heritage values of previously assessed places.

The NCA's program of heritage identification across all agency properties involves the assessment of individual places on a case-by-case basis, prioritised by funding, capacity and relevant pressures on the site. Listed properties undergo a cyclical review of heritage values through the NCA's program of regular updates to HMPs.

In accordance with the identification and assessment program, places are assessed against the Commonwealth Heritage criteria, and National Heritage criteria if the place has potential National Heritage values. This assessment is undertaken internally by NCA staff or external heritage consultants are engaged, and occurs in accordance with the requirements of the EPBC Act and the Burra Charter.

5.1.1 Nomination Places to the National and Commonwealth Heritage Lists

If values which meet the Commonwealth or National Heritage criteria are identified, the NCA may nominate these places to the relevant heritage list in the annual call for nominations by the Minister for the Environment.

A call for new nominations is made annual by the Minister and nomination forms are available on DCCEEW's website. The Australian Heritage Council makes a recommendation to the Minister on a short-list of places to be assessed, with the finalised assessment list decided by the Minister and returned to the Australian Heritage Council to undertake assessments.

The NCA then assists the Australian Heritage Council as needed during their formal assessment of places under the EPBC Act in accordance with its obligations under sections 324Z and 341Z of the EPBC Act to identify, assess and monitor places' Commonwealth and National Heritage values. For example, the NCA engages with the Department responsible for the EPBC Act on the scope of identified values and implications of heritage listing.

Since the preparation of the previous 2010–2013 Heritage Strategy, the NCA has made progress in identifying and assessing Commonwealth Heritage values across its estate. Assessments undertaken since the previous Heritage Strategy are listed below:

Table 5.1 Assessments undertaken by NCA since 2013.

Assessment	Outcome
Canberra Main Sewer Outfall (Sewer Vent No.1, Access Chambers & Tunnel), prepared by Duncan Marshall (2013)	Heritage values identified, nomination made to Commonwealth Heritage List
Certain Roads on National Land in Central Canberra, prepared by Duncan Marshall (2014)	Heritage values identified, nomination made to Commonwealth Heritage List
The Lobby restaurant, prepared by Philip Leeson Architects (2014).	Heritage values identified, not nominated to Commonwealth Heritage List due to sale to private owner in 2018. ¹
Assessment Native Vegetation Adjacent to West Block – Appendix G, Parliament House Vista Heritage Management Plan, prepared by Duncan Marshall (2010).	Heritage values identified, ² not nominated to Commonwealth Heritage List as within existing CHL place, management policies and guidance provided in HMP.
Commonwealth Avenue Bridge Heritage Values Assessment, prepared by GML Heritage (2020)	Heritage values identified and incorporated into impact assessment for related works. Place included

	within 'Lake Burley Griffin and Adjacent Lands' CHL listing (2022).
National Library of Australia Forecourt — Lombardy Poplars Heritage Assessment, prepared by GML Heritage (2017)	Heritage values identified and incorporated into impact assessment for related works, recommendation to nominate Forecourt for including in National Library of Australia CHL place. Place already included in 'Parliament House Vista' Commonwealth Heritage place.

5.2 Time frames

Schedule 7C 2(b)—a statement of the time-frames for the completion of:

- (i) the agency's heritage identification and assessment program; and*
- (ii) the agency's register of places and their Commonwealth Heritage values; and*
- (iii) the agency's report to the Minister, that includes details of the program and a copy of the register.*

Under section 341ZB of the EPBC Act the NCA must within the time frame mentioned in this section:

- Conduct a program to identify Commonwealth Heritage values for places it owns and controls
- Produce a register that sets out the Commonwealth Heritage values of any of these places, and
- Give the Minister for the Environment a report that includes details of the identification and assessment program and a copy of the register.

The NCA has identified and assessed the majority of its property for heritage values, including places which are included on the National or Commonwealth Heritage Lists and places which have not been listed.

The time frame for the completion of the Heritage Strategy programs is shown in Table 5.2. Timing may be affected by internal and external factors beyond the NCA's control. The NCA will provide an update in its Annual Reporting and to the Minister for the Environment if the proposed time frame is not expected to be met (see Section 4.7).

Table 5.2 Time frames for the Completion of the Heritage Strategy programs.

Program	Program Details	EPBC Act Reference	Time frame
Heritage Identification and Assessment Program	Program to identify any potential items of Commonwealth or National Heritage value and recommend further research and assessment of these places.	Section 341ZB(1)(a)	2023–2026, ongoing thereafter
Heritage Register	If items of potential heritage significance are discovered during the identification and assessment program, the existing Heritage Register will be updated to include these.	Section 341ZB(1)(b)	2024, ongoing thereafter
Report to the Minister	A report including details of the identification and assessment program and its outcomes will be send to the Minister along with a copy of the Heritage Register as part of the Heritage Strategy Review report.	Section 341ZB(1)(c)	2026

Action 7—Complete a program for assessing remaining potential heritage values in accordance with the timeline in this Heritage Strategy.

Timeline: 2023–2026.

Responsible: Statutory Planning and Heritage Team

Action 8—Prepare a Heritage Register and integrate it with the Asset Management System in accordance with the timeline in this Heritage Strategy.

Timeline: 2023/24 FY.

Responsible: Statutory Planning and Heritage Team, Estate Management Team, Built Assets Team

5.3 Endnotes

¹ National Capital Authority, 9 February 2018, ‘Sale of the Lobby set to revitalise Parliamentary Zone’, accessed 8 July 2022 <<https://www.nca.gov.au/media-centre/sale-lobby-set-revitalise-parliamentary-zone>>

² Duncan Marshall et al, 2010, Parliament House Vista Heritage Management Plan, pp 137, 182.

Matters Relating to the Management of Commonwealth Heritage Values



6 Matters Relating to the Management of Commonwealth Heritage Values

6.1 Heritage Register

Schedule 7C 3(a)—a description of how the agency's heritage places register will be maintained, updated and made accessible to the public;

Under the EPBC Act the NCA is required to produce a register that sets out the Commonwealth or National Heritage values of places it controls, and provide a copy of this Register to the Minister responsible for the EPBC Act.

The NCA maintains an internal Heritage Register of Commonwealth and National Heritage places, which records listed places and any supporting documentation on the NCA's TRIM filing system. The NCA also has information about listed heritage places and associated documentation available on their website.

As specified in r10.03G(2) of the EPBC Regulations, the entries for each place in the Heritage Register require:

- (a) a comprehensive description, and a clear plan showing the name and location, of each place that has Commonwealth Heritage values;
- (b) a discrete heritage place identification number for each place;
- (c) details of ownership, leases, licences, rental or other tenure arrangements, as applicable;
- (d) a summary description of the significant physical characteristics and elements of the place;
- (e) a sequential summary of the use of the place;
- (f) a statement of significance for the place, identifying its heritage values and specifying any that are Commonwealth Heritage values;
- (g) a record of any other heritage listings, providing relevant register numbers;
- (h) a record of the date and nature of any works, maintenance or other activity at the place that is relevant to conservation of its heritage values;
- (i) a specification of any property or information access restrictions or requirements;
- (j) an outline of any consultation requirements relating to the place;
- (k) a list of relevant conservation documents or references;
- (l) a record of when information has been updated;
- (m) cross-references to:

- i. agency place records of any objects that are significant by association with the place, indicating their current location; and
- ii. archived records of particular importance to the heritage values of the place.

This information is included in several sources, including the National and Commonwealth Heritage listings for each place, the associated heritage management plans, and the asset management records for the places.

The NCA should undertake a program to update its Heritage Register by integrating the existing internal files into the agency's Asset Management System, and including information that addresses the above EPBC Regulation requirements where not already recorded. As indicated in the timeline in Section 5.2, this project should be completed by the end of 2024, with ongoing updates as needed.

The Register will be maintained through updates to the AMS when works, maintenance or other activity at the place relevant to its conservation is undertaken, as well as when management documents are prepared or updated and a link to these documents. All NCA staff will have access to the Heritage Register, ensuring they can review the heritage significance and conservation needs of places before and during works or projects.

A public version of the Heritage Register will be made accessible on the NCA's website, including information on place assessments, heritage management plans, and links to further information, subject to any constraints in relation to security or sensitive information. Other information recorded in the AMS, for example on changes to a place made over time, may be made available upon request.

Action 9—Make information in the Heritage Register available on NCA's website.

Timeline: Ongoing.

Responsible: Statutory Planning and Heritage Team

Action 10— Regularly update the Heritage Register with information on the management and conservation of heritage places in accordance with EPBC Regulation 10.03G(2).

Timeline: Ongoing.

Responsible: All NCA Staff

6.2 Management Plans

Schedule 7C 3(b)—a statement of the time frame for the preparation of management plans for the agency's Commonwealth Heritage places;

The NCA has completed management plans for all its Commonwealth and National Heritage places. The NCA undertakes a regular program of review and update to management plans in accordance with the EPBC Act, prioritised by funding, capacity and site needs. A program for updating the management plans is shown below in Table 6.1.

The management plans may be prepared by externally engaged heritage consultants under the direction of NCA staff. The plans follow the relevant EPBC Act requirements, including Schedules 5A and 5B for National Heritage places and 7A and 7B for Commonwealth Heritage places.

Table 6.1 Timeframes for reviewing and updating heritage management plans.

NHL/CHL Place	2023 HMP Status	Update Program
Anzac Parade (Australian War Memorial and the Memorial Parade NHL Place ID: 105889)	<i>Anzac Parade – Canberra Heritage Management Plan (2013)</i>	Review and update underway, expected completion 2023
High Court–National Gallery Precinct (NHL Place ID: 105745)	<i>High Court of Australia and National Gallery of Australia Precinct Heritage Management Plan (2021)</i>	Review due 2026
Acton Peninsula Building 1 (CHL Place ID: 105341)	<i>Acton Complex Heritage Management Plan (2016) (Draft)</i>	Update paused, expected to restart in 2022/23
Acton Peninsula Building 2 (CHL Place ID: 105343)	As above	As above
Acton Peninsula Building 15 (CHL Place ID: 105342)	As above	As above
Acton Peninsula Limestone Outcrops (CHL Place ID: 105344)	As above	As above
Australian–American Memorial and Sir Thomas Blamey Square (CHL Place ID: 105313)	<i>Australian American Memorial and Field Marshal Sir Thomas Blamey Square Heritage Management Plan (2022)</i>	Review due 2027
Blundells Farmhouse, Slab Outbuilding and Surrounds (CHL Place ID: 105734)	<i>Blundells Cottage Heritage Management Plan (2014)</i>	Review scheduled 2023/24
National Carillon and Aspen Island (CHL Place ID: 105346)	<i>National Carillon and Aspen Island Heritage Management Plan (2022)</i>	Review due 2027

Changi Chapel (CHL Place ID: 105188)	<i>Changi Chapel, RMC Duntroon Heritage Management Plan (2013)</i>	Review was due 2018, scheduled date to be confirmed with reference to funding and capacity
Commencement Column Monument (CHL Place ID: 105347)	<i>Commencement Column Monument Heritage Management Plan (2016)</i>	Review scheduled for 2023–24
General Bridges Grave (CHL Place ID: 105439)	<i>General Bridges' Grave RMC Duntroon Heritage Management Plan (2013)</i>	Review was due 2018, scheduled date to be confirmed with reference to funding and capacity
High Court–National Gallery Precinct (CHL Place ID: 105544)	<i>High Court of Australia and National Gallery of Australia Precinct Heritage Management Plan (2021)</i>	Review due 2026
King George V Memorial (CHL Place ID: 105352)	<i>King George V Memorial Heritage Management Plan (2014)</i>	Review scheduled for 2023–24
Old Parliament House Gardens (CHL Place ID: 105616)	<i>Old Parliament House Gardens Precinct Heritage Management Plan (2015)</i>	Review was due 2020, scheduled date to be confirmed with reference to funding and capacity
Parliament House Vista (CHL Place ID: 105466)	<i>Parliament House Vista Area Management Plan (2010)</i>	Review and update underway, expected completion 2023
State Circle Cutting (CHL Place ID: 105733)	<i>State Circle Cutting Heritage Management Plan (2013)</i>	Review was due 2018, scheduled date to be confirmed with reference to funding and capacity
Surveyors Hut (CHL Place ID: 105467)	<i>Surveyors Hut and Surveyors Park Heritage Management Plan (2014)</i>	Review scheduled for 2023–24
National Rose Gardens (CHL Place ID: 105473)	<i>Parkes Place and the National Rose Gardens Heritage Management Plan (2013)</i>	Review and update underway, expected completion 2023
York Park North Tree Plantation (CHL Place ID: 105242)	<i>York Park North Oak Plantation Heritage Management Plan (2008)</i>	Review and update underway, expected completion 2023
Lake Burley Griffin and Adjacent Lands (CHL Place ID: 105230)	<i>Lake Burley Griffin and Adjacent Lands HMP (2009)</i>	Review and update underway, expected completion 2023

Action 11—Complete reviews and updates of Heritage Management Plans in accordance with the timeline included in this Heritage Strategy.

Timeline: Present–2027.

Responsible: Statutory Planning and Heritage Team

6.3 National Capital Authority Assets

Schedule 7C 3(c)—an outline of the existing use, by the agency, of places with Commonwealth Heritage values;

Place Name	Existing Use
Australian War Memorial and the Memorial Parade	Australian War Memorial is a war memorial and museum. Anzac Parade used as a memorial and road.
High Court–National Gallery Precinct	High Court and National Gallery used for court and art gallery purposes. Remainder of precinct used for public amenity space, National Portrait Gallery and car parking.
Acton Peninsula Building 1	Upcoming use as Australian Federal Police Museum under Memorandum of Understanding with NCA.
Acton Peninsula Building 2	Upcoming use as Australian Federal Police Museum under Memorandum of Understanding with NCA.
Acton Peninsula Building 15	Operational buildings occupied by the National Museum of Australia and private tenants.
Acton Peninsula Limestone Outcrops	Parkland and open space.
Australian–American Memorial and Sir Thomas Blamey Square	War memorial, public amenity and gathering space.
Blundells Farmhouse, Slab Outbuilding and Surrounds	Museum run by NCA.
National Carillon and Aspen Island	Musical instrument, parkland and public amenity space.
Changi Chapel	War memorial.
Commencement Column Monument	Commemorative function.
General Bridges’ Grave	Memorial grave site.
King George V Memorial	Commemorative function.

Old Parliament House Gardens	Public amenity space, commemorative functions, sporting activities, private functions from time to time.
Parliament House Vista	Multiples uses, including symbolic urban design function, public amenity space, parkland, national institutions, commercial and government office tenants, war memorials.
State Circle Cutting	Tourist site.
Surveyors Hut	Tourist site, surrounds used as public parkland. Historic building not accessible to public.
National Rose Gardens	Public parkland and amenity space
York Park North Tree Plantation	Public parkland and amenity space.
Lake Burley Griffin and Adjacent Lands	Multiples uses, including symbolic urban design function, public amenity space, parkland and commemorative functions.

6.4 Works at the National Capital Authority

Schedule 7C 3(d)—an outline of current or expected development, works, disposal or other proposals that may affect Commonwealth Heritage values;

The NCA undertakes regular works to Commonwealth and National Heritage places it controls as part of its estate management responsibilities. These include maintenance of buildings and public spaces, tree planting and gardening, repairs to buildings or fabric (eg: hail damage), conservation works and capital projects. These works are expected to continue and may from time to time affect the National or Commonwealth Heritage values of listed places. Impacts on heritage values will be assessed on a case-by-case basis when these works are undertaken.

The NCA does not have any current plans for disposal of property or places. If the NCA intends to dispose of or divest any places under its control, it will do so in accordance with the requirements of the EPBC Act. Sections 324ZA and 341ZE of the EPBC Act establish the steps that a Commonwealth agency must follow when selling or leasing all or part of a Commonwealth or National Heritage place. In accordance with these requirements the NCA will notify the Minister for the Environment before executing the sale or lease, and include measures to protect the heritage values of the place. Further detail on these requirements is at Section 3.2.1.

6.4.1 Scheduled Upcoming Projects

The NCA has two major scheduled upcoming projects that may affect the National or Commonwealth Heritage values of listed places.

These projects will be undertaken in accordance with internal planning processes and the NCA's heritage responsibilities under the EPBC Act and the PALM Act.

Table 6.2 Upcoming projects in the NCA's estate.

Project	Relevant Heritage Place	Description
Commonwealth Avenue Bridge Renewal (2023–2025)	Lake Burley Griffin and Adjacent Lands (CHL)	Infrastructure project to strengthen and widen Commonwealth Avenue Bridge, increase its load bearing capacity to reflect traffic demands, upgrade vehicle and pedestrian safety barriers and create wider shared paths. This project may affect the heritage values of Commonwealth Avenue Bridge in relation to its significance as an example of engineering achievement and architectural design.
NCA Signage Replacement (2022 onwards)	Entire NCA estate	Project to replace out of date signage across the NCA estate. This project may affect the heritage values of listed places through its contribution to presenting and interpreting heritage values, and through the design chosen for signage.

6.5 Planning for Future Works

Schedule 7C 3(e)—an outline of the process to ensure that Commonwealth Heritage values are considered in the agency's planning for future development, works, divestment or other proposals;

The NCA will work in accordance with this Strategy and other relevant documents such as heritage management plans to ensure that Commonwealth Heritage values are considered in planning for future development.

Changes to heritage properties will be planned and undertaken in accordance with legislative requirements and internal processes. In particular, the NCA will seek approvals under the EPBC Act and PALM Act for projects, and comply with section 341ZC of the EPBC Act, which states:

A Commonwealth agency must not take an action that has, will have or is likely to have an adverse impact on the National Heritage values of a National Heritage place or the Commonwealth Heritage values of a Commonwealth Heritage place, unless:

- (a) there is no feasible and prudent alternative to taking the action; and
- (b) all measures that can reasonably be taken to mitigate the impact of the action on those values are taken.

NCA staff should undertake the following process at the commencement of planning for development, such as adaptation, maintenance, or capital works to a heritage place. This process will integrate heritage significance into decision-making, assist planning to avoid and mitigate heritage impacts, and ensure the avoidance of adverse impacts.

Table 6.3 Planning for works process.

No.	Process Step Description
1	Identify any relevant heritage listings or values for the project area.
2	Review heritage management plans, Heritage Strategy and any other planning documents to understand the significance, constraints and opportunities associated with the place.
3	Consult with heritage experts or external stakeholders (eg: Department of Finance, Department responsible for the EPBC Act) if needed to seek advice on appropriate development design.
4	Undertake development planning informed by the heritage significance and management needs of the place.
5	Prepare a heritage impact assessment (HIA) if required.
6	Seek works approval under the PALM Act and refer for approval under the EPBC Act if required (see Sections 6.5.1 and 6.5.2).
7	Proceed with project as per approvals.
8	Document the planning and approval process and works undertaken for heritage place into AMS/Heritage Register.

6.5.1 NCA Works Approval Process

The NCA follows an internal process for managing potential heritage impacts from works or developments.

Noting that the NCA as an organisation both seeks works approvals under the PALM Act and is the regulator under that legislation, it is essential that the NCA follows a formal and consistent process for seeking works approvals under the PALM Act. This process is outlined in the following table.

Table 6.4 NCA's works approval process.

No.	Process Step Description
1	Applicant submits proposal for works approval.
2	Proposal reviewed by Works Approval Officer to ensure all documentation is included, and assigned to Delegate. Delegate determined by value of works and sensitivities.
3	Delegate assigns Assessing Officer.
4	Assessing Officer undertakes assessment of proposal. <ul style="list-style-type: none"> Assessing Officer consults with Delegate on any issues associated with proposal.
5	Assessing Officer recommends proposal to the Delegate.
6	In cases of uncertainty about approval, issues are escalated in the following order: <ul style="list-style-type: none"> Chief Planner NCA Executive The Authority (NCA Board) Further detail on conflict resolution is available in Section 4.6.

The NCA may commission independent and expert advice from a suitably qualified or experienced heritage consultant to assist in the assessment of an action the NCA is proposing, via the preparation of a heritage impact assessment (HIA). A HIA outlines both the impact to heritage values and recommendations on measures to eliminate or reduce the identified impact. Alternatively, if the NCA undertakes an internal HIA, a peer review of the final report may be outsourced to independent experts. External applicants seeking works approval for projects may also be required to prepare HIAs if requested by the NCA.

6.5.2 EPBC Act Referral Process

The NCA is responsible for making a referral under the EPBC Act where a proposed action is likely to have a significance impact to the environment, including heritage values

A referral to the Minister is a formal process undertaken to determine whether or not a proposed action will in fact have a significant impact on heritage values and should be made a 'controlled action'.

In the first instance, when preparing a proposal the NCA must undertake a 'self-assessment' to determine whether the action is likely to have a significant impact. This assessment should be

informed by the listed or identified heritage values for the place, any HMPs or management documents for the place, and the Significant Impact Guidelines 1.1 and 1.2.

The NCA must refer actions likely to have a significant impact to the Minister for the Environment for assessment and approval. If an action is not likely to have a significant impact, the NCA should retain a record of its self-assessment and proceed with the project in accordance with the rest of the process at Table 6.3 (including obtaining works approval under the PALM Act if needed).

More detail on the EPBC Act referral process is available in Section 3.2.1.

Action 12—Follow the process outlined in this Heritage Strategy when planning for future development, works, divestment or other proposals.

Timeline: As required.

Responsible: All NCA Staff

6.6 Planning and budgeting for Conservation and Maintenance

Schedule 7C 3(f)—a plan and budget for the maintenance and long-term conservation of Commonwealth Heritage values;

6.6.1 Plan for Maintenance and Conservation

The NCA undertakes maintenance and conservation works to the National and Commonwealth Heritage places under its control as part of its day-to-day management responsibilities, and in accordance with legislative requirements.

To ensure the long-term conservation of National and Commonwealth Heritage values, the NCA will prioritise maintenance and conservation in response to a number of matters, including:

- Identified works and actions required in the implementation plans for HMPs.
- The schedule for updating heritage management plans (Table 6.1) and planned upcoming works (Section 6.4).
- Needs and pressures of different heritage places, including the condition of buildings, unexpected damage or proposed works to the heritage fabric.
- Other planning and management documents for the NCA.

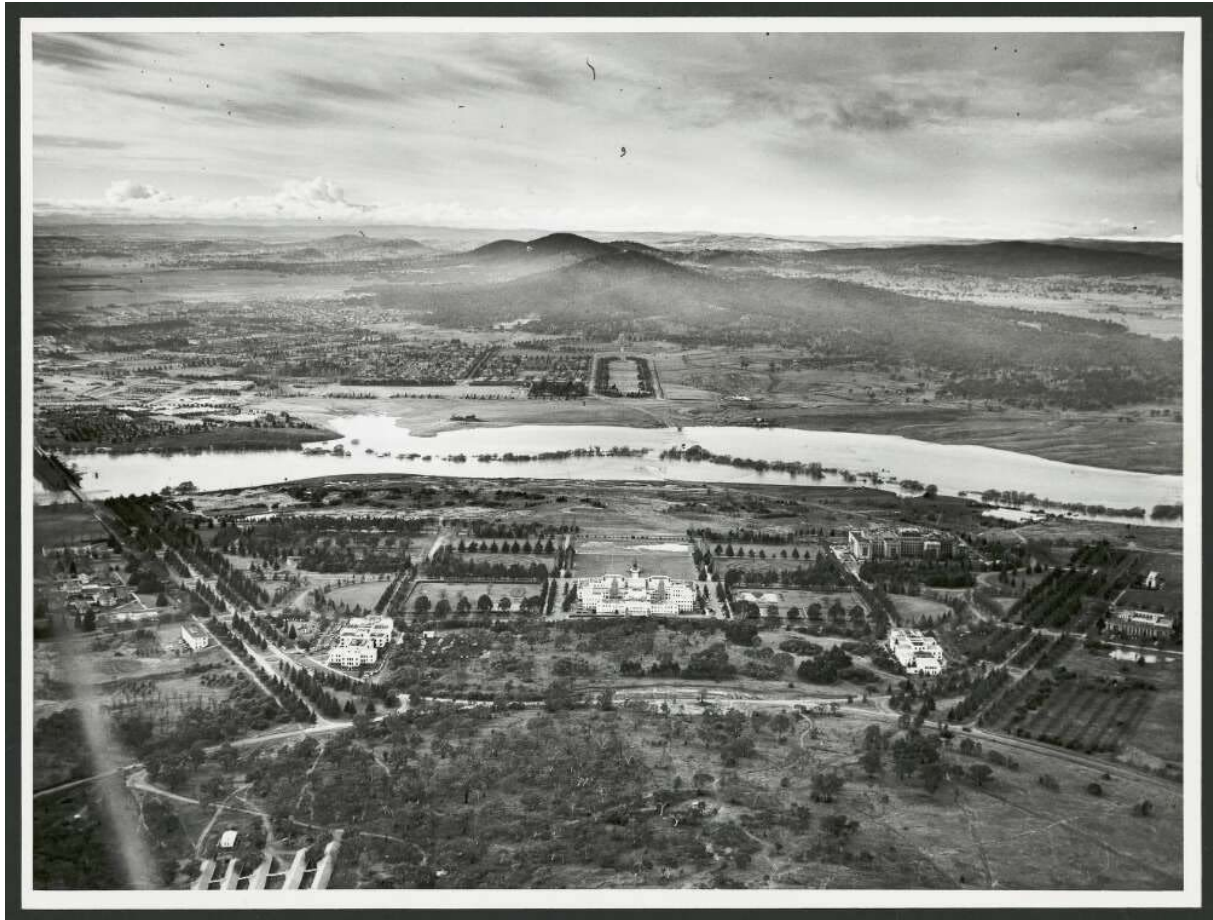


Figure 6.1 The Molonglo River in flood, 1956, showing the extensive tree planting by Charles Weston throughout the Parliamentary Zone and National Triangle. (Source: National Library of Australia)

National Capital Authority Trees – Heritage Maintenance and Conservation

Tree management is an important part of the NCA’s conservation and maintenance program. Trees under the NCA’s control are part of an historic and evolving cultural landscape, and many of them are key attributes of listed and identified heritage values protected under the EPBC Act. Conservation and maintenance of the NCA’s trees will be undertaken in accordance with the NCA’s Tree Management Strategy (2021), which includes policy guidance on managing heritage trees.

6.6.2 Budget for Maintenance and Conservation

The NCA allocates funding for the maintenance and conservation of National and Commonwealth Heritage values as part of its annual business and budget planning process, and in line with relevant statutory and legislative requirements.

Funding for conservation and maintenance of heritage is included within the funding for asset management in the NCA's budget. Budget is annually allocated to maintain all built assets, inclusive of heritage and non-heritage buildings.

Funding is also allocated for engaging expert advice from heritage consultants, primarily for the preparation of heritage impact assessments for works being undertaken by the NCA, and the preparation of heritage management plans.

To budget for the maintenance and long-term conservation of National and Commonwealth Heritage values within the NCA estate, the NCA should undertake the following activities:

- Monitor and record spending on heritage maintenance and conservation to identify the budget needs of National and Commonwealth Heritage places.
- Identify heritage and conservation costs as expenditures within the NCA budget.
- Allocate specific funding to heritage maintenance and conservation, including for the assessment of potential heritage places, the preparation and implementation of heritage management plans, staff time to maintain the Heritage Register, and conservation and maintenance works to heritage places and fabric.

Action 13—Identify funding requirements for the maintenance and conservation of the NCA's heritage places and assets.

Timeline: Annually

Responsible: Statutory Planning and Heritage Team, Estate Management Team, Built Assets Team

Action 14— Allocate a specific internal budget for heritage assessments, management plans, Heritage Register update, implementation of Heritage Strategy and HMPs, and conservation and maintenance.

Timeline: Annually

Responsible: Statutory Planning and Heritage Team, Estate Management Team, Built Assets Team

6.7 Success in the Heritage Strategy Implementation

Schedule 7C 3(g)—an outline of the process by which the success of the agency in conserving Commonwealth Heritage values will be monitored and reviewed.

The success of the NCA in conserving the Commonwealth, National and other heritage values of places will be identified through several mechanisms:

- Update and maintenance of the NCA Heritage Register;
- Monitoring and reviewing this Heritage Strategy;

- Monitoring and reporting in accordance with HMPs for heritage places; and
- NCA Annual Reporting.

The processes for this monitoring and reporting are provided in Sections 4.7 and 6.1. The information obtained through this monitoring and review will reveal the NCA's achievements in meeting the Heritage Strategy objectives, and ensuring the heritage values of places it owns and controls are maintained in good condition. The NCA's AMS allows the NCA to record and monitor the condition of places and any changes or upcoming issues for identified heritage values.

Under sections 324ZC and 341ZH of the EPBC Act, at least once every five years the Minister for the Environment must table a review of the National and Commonwealth Heritage List in Parliament, which must include details of compliance with the EPBC Act, and issues such as damage or threats to the National and Commonwealth Heritage values of these places. The Minister for the Environment seeks input from Commonwealth agencies into this report from time to time, and the monitoring and reporting undertaken in accordance with this Strategy will demonstrate the success in managing heritage values for this five-yearly review.

Action 15— Monitor and report on the success of this Heritage Strategy in accordance with the process outlined in this Strategy.

Timeline: As required.

Responsible: Statutory Planning and Heritage Team, Estate Management Team, Built Assets Team

Matters Relating to Commonwealth Heritage Training and Promotion



7 Matters Relating to Commonwealth Heritage Training and Promotion

7.1 Staff Training

Schedule 7C 4(a)—a program for the training of agency staff about Commonwealth heritage obligations and best practice heritage management;

The NCA's Statutory Planning and Heritage Team provides training for NCA staff to promote awareness of heritage at the NCA and how it is managed in accordance with Commonwealth legislation. Statutory Planning and Heritage staff also provide detailed advice on specific heritage matters on an as-needs basis.

The Statutory Planning and Heritage Team has developed a 'Heritage Awareness Training Module' to help staff understand the significance of NCA managed land and places and how NCA staff can contribute to its protection. The module consists of background information, video material and competency quizzes. It explains the meaning of cultural heritage significance and identifies the heritage-listed places the NCA is responsible for, and also introduces key heritage management resources, including heritage management plans and the Burra Charter. The module explains the role of the EPBC Act and heritage management plans, the National Capital Plan and National Capital Open Space System, and gives a list of 'dos and don'ts' for making decisions about heritage places.

The module is to be completed by all new staff, and the Statutory Planning and Heritage Team has (pre-COVID) run small group training sessions annually to implement the training. Work is currently underway to update the training into an interactive e-module that can be incorporated into induction processes for new staff.

Action 16—Update the Heritage Training Module into an e-module and ensure it is undertaken by all NCA Staff.

Timeline: 2023/24 Financial Year.

Responsible: Statutory Planning and Heritage Team, All NCA Staff

7.2 Community Awareness

Schedule 7C 4(b)—a program for promoting community awareness of Commonwealth Heritage values, as appropriate.

Fostering awareness of Canberra as Australia's National Capital is one of the key responsibilities of the NCA under the organisation's Corporate Plan.¹ Community awareness related directly to the NCA's three strategic objectives, discussed at Section 2.1.

While restrictions associated with the COVID-19 pandemic means lower visitor numbers and engagement in 2020–22, it is expected that opportunities for community awareness will continue to expand in future.

Promoting community awareness of the heritage values of NCA managed land and places occurs in accordance with the 'People' strategic objective, and under multiple programs.

7.2.1 School Programs

The NCA offers six education programs for school groups at a variety of heritage places both onsite and online. These programs increase access to and understanding of the NCA's heritage places for school-aged students, linked to curriculum learning outcomes, and will be reviewed and updated over time.

Table 7.1 NCA education programs (as at July 2022).²

Program	Description	Location
The Griffin Mission.	An exploration of the National Capital site from local Indigenous custodianship through to present and future city projections (program incorporates hands on- elements and a future city build).	National Capital Exhibition Online
A Cottage in the Capital	Discover the collective history of Blundells Cottage in a guided tour. The cottage contains a rich object collection providing an authentic visitor experience.	Blundells Cottage
Home for History	An online exploration of Blundells Cottage and its surrounds, engaging with hands-on objects gaining an insight into how family life has changed over time.	Blundells Cottage Online
How We Remember	Learn about the symbolism of memorials on Anzac Parade and how Australia has chosen to honour conflict, service and sacrifice.	Anzac Parade Online

Our Shared Journey	Visitors explore a series of public artworks to consider what Reconciliation means and why it is an important part of our past and future.	Reconciliation Place Online
Park by the Lake	Students learn about the Griffin design for our National Capital, exploring concepts such as garden city design, town planning and the land and water axis.	Lake Burley Griffin

The NCA also runs the ‘Little Griffins’ program, a monthly pre-schooler program focused on Canberra’s iconic Griffin design. This program is accessible online and includes videos, craft activities and songs.

7.2.2 Tours and Exhibitions

The National Capital Exhibition, hosted at Regatta Point in Commonwealth Park, tells the story of Canberra as the National Capital of Australia. The centre is open 7 days with free entry, and includes displays on Canberra’s history, a model of the national area of Canberra, and digital interpretation of Canberra’s story. Temporary exhibitions are also displayed, covering different topics such as the achievements of Marion Mahoney Griffin and the National Carillon. A free guided tour of the Exhibition is available daily.



Figure 7.1 National Capital Exhibition, Regatta Point Visitor Information Centre. (Source: NCA, photographed by Martin Ollman)

The NCA also offers a series of self-guided tours, with supporting information explaining the significant places along the route available online.³ These cover:

- Anzac Parade

- Lake Burley Griffin
- Reconciliation Place
- Old Parliament House
- Diplomatic Missions (Driving Tour).

7.2.3 Events

The NCA leads on and cooperates with other organisations to present events that communicate the heritage values of lands it manages. These include Australia Day activities around Lake Burley Griffin, working with AIATSIS and NAIDOC in relation to arts and illuminations celebrating Aboriginal and Torres Strait Islander culture and history, recitals at the National Carillon and the Enlighten Festival. The NCA will continue to undertake and support events relating to heritage places as part of sharing Canberra's story.



Figure 7.2 2022 Enlighten projection 'Structured Light' on the façade of the National Gallery of Australia, interpreting the architectural design of the building and precinct.

7.2.4 Other Interpretation

The NCA has a variety of interpretation devices throughout its managed land, including signage, new public art and landscape interpretation, and online materials through the NCA's website. These measures contribute to community awareness of heritage values.

HMPs for the heritage places the NCA manages include specific guidance on interpretation for these places for the NCA to implement. These interpretation and community engagement measures will be implemented as per the priorities and timelines provided in the HMPs as part of the NCA's community awareness program.

Action 17— Continue to deliver community outreach programs that promote community awareness of the heritage values of the NCA's heritage places.

Timeline: Ongoing

Responsible: Statutory Planning and Heritage Team; Visitor Experience Team.

7.3 Endnotes

- ¹ National Capital Authority, 2022, 'National Capital Authority Corporate Plan 2022-23 to 2025-26', p 2.
- ² National Capital Authority, 'Book an Excursion', accessed 20 June 2022 at < <https://www.nca.gov.au/education/book-an-excursion>>
- ³ National Capital Authority, 'Take a Tour', accessed 20 June 2022 < <https://www.nca.gov.au/attractions/take-tour>>

2023–2026 Heritage Strategy Actions



8 2023–2026 Heritage Strategy Actions

This Heritage Strategy identifies actions for the NCA to implement for the conservation and protection of heritage values in the areas the NCA manages and controls. These actions are summarised below.

Table 8.1 Summary of actions arising from this 2023–2026 Heritage Strategy.

Action no.	Action	Timeline	Responsible	Strategy Section
1.	Ensure all NCA staff understand their specific heritage management responsibilities and contribution via training and internal knowledge sharing.	Ongoing.	Statutory Planning and Heritage Team All NCA Staff	4.3
2.	Undertake consultation and liaison with other government agencies in accordance with the process in this Heritage Strategy	As required.	All NCA Staff	4.4
3.	Undertake community consultation in accordance with NCA's <i>Commitment to Community Engagement</i> , and the <i>Ask First and Engage Early</i> guidelines.	As required.	All NCA Staff	4.5
4.	Resolve conflicts relating to the assessment and management of heritage values in accordance with the process in this Heritage Strategy.	As required.	All NCA Staff	4.6
5.	Review this Heritage Strategy in three years and give the report of that review to the Minister for the Environment.	Three-yearly.	Statutory Planning and Heritage Team	4.7.1
6.	Report on the implementation of this Heritage Strategy and other key heritage actions in the NCA's Annual Report.	Annual.	Statutory Planning and Heritage Team	4.7.2
7.	Complete a program for assessing remaining potential heritage values in accordance with the timeline in this Heritage Strategy.	2023–2026.	Statutory Planning and Heritage Team	5.2
8.	Prepare the Heritage Register and integrate it with the Asset Management System in accordance with the timeline in this Heritage Strategy.	2023/24 FY.	Statutory Planning and Heritage Team, Estate Management Team, Built Assets Team	5.2 6.1

9.	Make information in the Heritage Register available on NCA's website.	Ongoing.	Statutory Planning and Heritage Team	6.1
10.	Regularly update the Heritage Register with information on the management and conservation of heritage places in accordance with EPBC Regulation 10.03G(2).	Ongoing.	All NCA Staff	6.1
11.	Complete reviews and updates of Heritage Management Plans in accordance with the timeline included in this Heritage Strategy.	Present–2027.	Statutory Planning and Heritage Team	6.2
12.	Follow the process outlined in this Heritage Strategy when planning for future development, works, divestment or other proposals.	As required.	All NCA Staff	6.5
13.	Identify funding requirements for the maintenance and conservation of the NCA's heritage places and assets.	Annually	Statutory Planning and Heritage Team, Estate Management Team, Built Assets Team	6.6.2
14.	Allocate a specific internal budget for heritage assessments, management plans, Heritage Register update, implementation of Heritage Strategy and HMPs, and conservation and maintenance.	Annually	Statutory Planning and Heritage Team, Estate Management Team, Built Assets Team	6.6.2
15.	Monitor and report on the success of this Heritage Strategy in accordance with the process outlined in this Strategy.	As required.	Statutory Planning and Heritage Team, Estate Management Team, Built Assets Team	6.7
16.	Update the Heritage Training Module into an e-module and ensure it is undertaken by all NCA Staff.	2023/24 Financial Year	Statutory Planning and Heritage Team; All NCA Staff	7.1
17.	Continue to deliver community outreach programs that promote community awareness of the heritage values of the NCA's heritage places.	Ongoing	Statutory Planning and Heritage Team; Visitor Experience Team.	7.2

Appendices

Appendices

Appendix A—EPBC Act Compliance Table

Table A.1 is a compliance table and shows how this Heritage Strategy meets the requirements of section 341ZA of the EPBC Act, including Schedule 7C: Heritage Strategies of the EPBC Regulations.

Table A.1 Compliance of the Heritage Strategy with the EPBC Act and Schedule 7C of the EPBC Regulations.

Statement from the Regulations	Strategy Section
1. A strategy must include general matters, including the following:	-
(a) a statement of the agency's objective for management of its heritage places;	4.1
(b) a description of how the Heritage Strategy operates within the agency's corporate planning framework;	4.2
(c) a list of key positions within the agency, the holders of which are responsible for heritage matters;	4.3
(d) an outline of a process for consultation and liaison with other government agencies on heritage matters;	4.4
(e) an outline of a process for consultation and liaison with the community on heritage matters, including, in particular, a process for consultation and liaison with Indigenous stakeholders on Indigenous heritage matters;	4.5
(f) an outline of a process for resolution of conflict arising from the assessment and management of Commonwealth Heritage values; and	4.6
(g) an outline of processes for monitoring, reviewing and reporting on the implementation of an agency's Heritage Strategy.	4.7
2. A strategy must include matters relating to the identification and assessment of Commonwealth Heritage values, including the following:	-
(a) an outline of the process for identifying and assessing the Commonwealth Heritage values of all agency property; and	5.1
(b) a statement of the time frames for the completion of:	5.2
i. the agency's heritage Identification and Assessment Program; and	5.2
ii. the agency's register of places and their Commonwealth Heritage values; and	5.2

iii.	the agency's report to the Minister, that includes details of the program and a copy of the register.	5.2
3. A strategy must include matters relating to the management of Commonwealth Heritage values, including the following:		-
(a)	a description of how the agency's heritage places register will be maintained, updated and made accessible to the public;	6.1
(b)	a statement of the time frame for the preparation of management plans for the agency's Commonwealth Heritage places;	6.2
(c)	an outline of the existing use, by the agency, of places with Commonwealth Heritage values;	6.3
(d)	an outline of current or expected development, works, disposal or other proposals that may affect Commonwealth Heritage values;	6.4
(e)	an outline of the process to ensure that Commonwealth Heritage values are considered in the agency's planning for future development, works, divestment or other proposals;	6.5
(f)	a plan and budget for the maintenance and long-term conservation of Commonwealth Heritage values; and	6.6
(g)	an outline of the process by which the success of the agency in conserving Commonwealth Heritage values will be monitored and reviewed.	6.7
4. A Strategy must include matters relating to Commonwealth Heritage training and promotion, including the following:		-
(a)	a program for the training of agency staff about Commonwealth Heritage obligations and best practice heritage management; and	7.1
(b)	a program for promoting community awareness of Commonwealth Heritage values, as appropriate.	7.2